



**PROVINCIAL TREASURY**

Ref : 12/4/3/1  
 Enq : Masekoameng R.C.  
 Date : 30 March 2023

**TREASURY INSTRUCTION NOTE NO. 01 OF 2023/24**

THE PREMIER

THE MEC FOR EDUCATION  
 THE MEC FOR AGRICULTURE AND RURAL DEVELOPMENT  
 THE MEC FOR PROVINCIAL TREASURY  
 THE MEC FOR ECONOMIC DEVELOPMENT, ENVIRONMENT AND TOURISM  
 THE MEC FOR HEALTH

THE MEC FOR PUBLIC WORKS, ROADS AND INFRASTRUCTURE  
 THE MEC FOR TRANSPORT AND COMMUNITY SAFETY  
 THE MEC FOR COOPERATIVE GOVERNANCE, HUMAN SETTLEMENTS AND TRADITIONAL AFFAIRS  
 THE MEC FOR SOCIAL DEVELOPMENT  
 THE MEC FOR SPORT, ARTS AND CULTURE

For information

THE SPEAKER: PROVINCIAL LEGISLATURE  
 THE DEPUTY SPEAKER: PROVINCIAL LEGISLATURE

ALL OTHER MEMBERS OF LEGISLATURE

THE ACCOUNTING OFFICER: VOTE 01: DIRECTOR GENERAL  
 THE ACCOUNTING OFFICER: VOTE 2: SECRETARY FOR PROVINCIAL LEGISLATURE  
 THE ACCOUNTING OFFICER: VOTE 03: EDUCATION  
 THE ACCOUNTING OFFICER: VOTE 04: AGRICULTURE AND RURAL DEVELOPMENT  
 THE HEAD OF DEPARTMENT: VOTE 05: PROVINCIAL TREASURY  
 THE ACCOUNTING OFFICER: VOTE 06: ECONOMIC DEVELOPMENT, ENVIRONMENT AND TOURISM  
 THE ACCOUNTING OFFICER: VOTE 07: HEALTH  
 THE ACCOUNTING OFFICER: VOTE 08: TRANSPORT AND COMMUNITY SAFETY  
 THE ACCOUNTING OFFICER: VOTE 09: PUBLIC WORKS, ROADS AND INFRASTRUCTURE  
 THE ACCOUNTING OFFICER: VOTE 10: SPORTS, ARTS AND CULTURE  
 THE ACCOUNTING OFFICER: VOTE 11: COOPERATIVE GOVERNANCE, HUMAN SETTLEMENTS AND TRADITIONAL AFFAIRS  
 THE ACCOUNTING OFFICER: VOTE 12: SOCIAL DEVELOPMENT  
 THE ACCOUNTING OFFICER/CHIEF EXECUTIVE OFFICER: ROAD AGENCY LIMPOPO  
 THE ACCOUNTING OFFICER/CHIEF EXECUTIVE OFFICER: LIMPOPO GAMBLING BOARD  
 THE ACCOUNTING OFFICER/CHIEF EXECUTIVE OFFICER: LIMPOPO TOURISM AGENCY  
 THE CHIEF FINANCIAL OFFICER: VOTE 01: OFFICE OF THE PREMIER  
 THE CHIEF FINANCIAL OFFICER: VOTE 02: LIMPOPO LEGISLATURE  
 THE CHIEF FINANCIAL OFFICER: VOTE 03: EDUCATION  
 THE CHIEF FINANCIAL OFFICER: VOTE 04: AGRICULTURE AND RURAL DEVELOPMENT  
 THE CHIEF FINANCIAL OFFICER: VOTE 05: PROVINCIAL TREASURY  
 THE CHIEF FINANCIAL OFFICER: VOTE 06: ECONOMIC DEVELOPMENT, ENVIRONMENT AND TOURISM  
 THE CHIEF FINANCIAL OFFICER: VOTE 07: HEALTH  
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 THE CHIEF FINANCIAL OFFICER: LIMPOPO TOURISM AGENCY

THE PROVINCIAL AUDITOR

## **1. PURPOSE**

The purpose of this instruction note is to:

- 1.1 Inform the Accounting Officers of Departments and Accounting Authorities of Public Entities of guiding principles regarding the surrender and roll over of unspent funds / accumulated surpluses and transfer of own revenue by Schedule 3C Public Entities into the Provincial Revenue Fund.
- 1.2 Provide Accounting Officers and Accounting Authorities with the programme and formats for submission of requests regarding the surrender and rollover of unspent funds and the retention of over collected own revenue (revenue surpluses) from the 2022/23 financial year to 2023/24 financial year.

## **2. LEGAL REQUIREMENTS**

- 2.1 Section 226(2) of the Constitution of the Republic of South Africa, states that money may be withdrawn from the provincial revenue funds in terms of an appropriation by a provincial Act.
- 2.2 Section 26 of the Public Finance Management Act, 1999 (Act 1 of 1999) (PFMA) states that each Provincial Legislature must appropriate money for each financial year for the requirements of the province.
- 2.3 In terms of section 53 (3) of the PFMA, Schedule 3C Public Entities which are non-business enterprises, may not budget for a deficit or accumulate surpluses unless the prior written approval of National Treasury has been obtained.
- 2.4 Treasury Regulation 15.8.1 states that, at the end of each financial year and after the books of account of a department have been closed, the Accounting Officer must surrender to the relevant treasury any unexpended voted funds, for re-depositing into the exchequer bank account of the relevant revenue fund.

- 2.5 Section 31(2) (a) and (g) of the PFMA stipulates that an adjustment budget of a province may provide for the appropriation of funds that have become available to the Province and for the roll-over of unspent funds from the preceding financial year.
- 2.6 In terms of Section 6.4.1 of the Treasury Regulations, funds appropriated but not spent in a particular financial year may be rolled over to a subsequent year subject to the following conditions or limitations:
- a) Capital Expenditure: Unspent funds on capital expenditure may only be rolled over to finalise projects or assets acquisitions still in progress.
  - b) Transfer Payments: Savings on transfer payments may not be rolled over for purposes other than originally voted for.
  - c) Current Payments: Savings on Compensation of Employees may not be rolled over. A maximum of five per cent of a department's payments for goods and services may be rolled over.
- 2.7 In terms of Treasury Regulation 6.4.2, requests for rollovers must be submitted to the relevant Treasury on or before the last working day of April, and must include-
- (a) the purpose for which funds were appropriated;
  - (b) the reason why the funds were not spent;
  - (c) proposed changes to the use of the funds, if any, and
  - (d) a disbursement schedule indicating the month(s) in which the expenditure is expected to be incurred.
- 2.8 Funds for a specific purpose may not be rolled over for more than one financial year, unless approved in advance by the relevant treasury in terms of Treasury Regulations 6.4.3.
- 2.9 In terms of Section 21 (1) of the 2022 Division of Revenue Act, any conditional allocation (i.e schedule 4 and 5) that is not spent at the end of a financial year reverts to the National Revenue Fund, unless the relevant receiving officer can prove to the satisfaction of the National Treasury that the unspent allocation is committed to identifiable projects.

2.10 Furthermore, Section 21 (2) stipulates that the National Treasury may, at the request of a transferring officer, receiving officer or provincial treasury, approve a roll-over of a conditional allocation to the 2023/24 financial year if the unspent funds are committed to identifiable projects.

### **3. APPROPRIATION OF OWN REVENUE BY SCHEDULE 3C PUBLIC ENTITIES AND THE ACCUMULATION OF CASH SURPLUSES**

3.1 Provincial budget is funded from three sources which includes Equitable Share, Conditional Grants, and Own Revenue. These funds are kept in the exchequer account of the Provincial Revenue Fund and can only be released in terms of section 24(1) of the PFMA, which requires that an appropriation Act must be passed by the Provincial Legislature authorising the withdrawal of these funds.

3.2 To remain within the bounds of the PFMA, departments and public entities may not allocate or utilise own revenue which is not appropriated by the Provincial Legislature in terms of the PFMA. All revenues collected by Schedule 3C Public Entities must be transferred to the Provincial Revenue Fund on a monthly basis through the respective line department and furnish returns as well as relevant information to Provincial Treasury. This is done to ensure that the accounts of the Provincial Revenue Fund reconcile and that revenue in the financial statements is an accurate reflection of the amounts received.

3.3 Public Entities listed in Schedule 3C may not accumulate surpluses that were realised in the previous financial year without prior written approval of the Provincial Treasury.

3.4 All funds already transferred to Schedule 3C Public Entities but unspent must be surrendered and retained within the Provincial Revenue Fund, pending finalisation of revenue retention process, after the Auditor General has submitted the Audited Financial Statements but not later than **30 November 2023**.

- 3.5 The relevant Provincial departments are required to disclose unspent / accumulated surpluses received from Public Entities by recognising revenue under SCOA line item “Transfers received: Departmental Agencies and Accounts”.
- 3.6 Accounting Authorities of Schedule 3C Public Entities **must declare cash surpluses or deficits** to the Provincial Treasury by the **29 September 2023**. In the case where a public entity did not realise a surplus or deficit, a nil report must be submitted.
- 3.7 Accounting Authorities of Schedule 3C public entities must submit to the Provincial Treasury a **formal request** to retain surpluses that have been realised in the 2022/23 financial year by **29 September 2023**. Request for retention of surpluses must include amongst others the calculation that was used to arrive at the surplus amount; a list of commitments that were deducted to arrive at the surplus amount; a list of commitments that were deducted to arrive at the surplus approved by duly authorised official; motivation on how previous approved surpluses were utilised; a motivation why surplus should be considered and a business plan on the utilisation of the intended surplus.
- 3.8 The request for own revenue retention and the retention of cash surpluses must be presented to the relevant treasury when the annual financial statements of the public entity are submitted for audit, but not later than **29 September 2023**.
- 3.9 The request for retention of cash surpluses should be accompanied by amongst others; a copy of the cash flow statement submitted for audit purposes, the reconciliation that was used to arrive at the amount of the cash surplus; motivation on why the cash surplus should be considered and how the retention will be utilised.
- 3.10 Accounting Authorities submitting a request to retain surpluses in terms of section 53 (3) of the PFMA, shall forward a copy of the request to the accounting officer of the designated department within five working days of submitting to Provincial Treasury.

#### 4. RETENTION OF REVENUE SURPLUSES

- 4.1 Accounting Officers / Authorities must submit to the Provincial Treasury, a **formal request** to retain surplus revenue that have been realised in the 2022/23 financial year by **29 September 2023**.
- 4.2 Request for the retention of own revenue surpluses will be considered in terms of the following principles in line with the Limpopo Provincial Revenue Enhancement and Retention Strategy:
  - 4.2.1 The request to retain revenue surpluses relate to the collection of revenue not anticipated at the time of the 2022/23 adjustment budget;
  - 4.2.2 Departments and Public Entities should demonstrate efforts put in place to exceed the set revenue targets (efficiencies and special initiatives)
  - 4.2.3 The request should provide a detailed of revenue sources that led to the over-collection, as well as detailed motivation of how the revenue surplus will be used (types of projects, anticipated costs, implementation plans and the benefits to be derived from the implementation of such project/s);
  - 4.2.4 A motivation on how the Department / Entity will ensure the sustainability of the 2022/23 collected revenue over the MTEF period; and
  - 4.2.5 All revenue generated in that financial year should have been accounted for into the Provincial Revenue Fund in line with the Public Finance Management Act and Treasury Regulations.
- 4.3 Approved retained funds shall be ring-fenced for revenue improvements and 1 service delivery imperatives in line with the departmental request and Provincial Treasury assessment, to ensure that funds are spent only for intended purposes.

## 5 **CONDITIONAL GRANTS ROLLOVERS AND SURRENDERS**

- 5.1 Provincial Treasury must by **28 April 2023** indicate to National Treasury and the transferring National Officer in writing the following:
- (a) The total amount of unspent funds for each relevant conditional grant as at **31 March 2023**.
  - (b) The amount of unspent funds for the relevant grant not committed to identifiable projects;
  - (c) The amount of funds currently committed to identifiable projects.
- 5.2 Given that Section 22 of the DORA Act requires proof of commitments, **Departments must submit a list of projects referred to above, clearly stipulating the tender details (pricing and numbers) related to each ongoing infrastructure project or invoice awaiting payment in respect of current expenditure.**
- 5.3 Departments should submit their requests for rollover of Schedule 4 and 5 National Conditional Grants by the **12 April 2023**, with necessary proof that the unspent allocation is committed to identifiable projects for attention of **Mr Zungu S.S. at Office 217, Ismini Towers or [zunguss@treasury.limpopo.gov.za](mailto:zunguss@treasury.limpopo.gov.za)**. For verification purposes the request must be substantiated by the necessary supporting documentation referred to on this circular.
- 5.4 Conditional grant funds for which no commitments and therefore no rollovers are being requested must be surrendered by the Provincial Treasury to the National Revenue Fund through the relevant national department by **31 May 2023**.
- 5.5 National Treasury will after consultation with Provincial Treasury and transferring national officer, give provisional approval for funds committed to identifiable projects to be retained in the Provincial Revenue Fund for the purpose of rolling over the funds to the 2023/24 financial year. Such approval will be communicated

within 21 days of receipt of the project lists and committed amounts as outlined above.

- 5.6 All funds already transferred to provincial departments but unspent must be surrendered and retained within the provincial revenue fund, pending finalization of the rollover process, after departments /public entities have closed their books **(05 May 2023)**.
- 5.7 Approved revenue retention funds (surplus revenue) shall become available to the department for spending through the budget adjustment process.
- 5.8 Upon submission of the audited financial statements, the National Treasury will provide a final approval for rollovers of conditional grants or a request for the surrender of uncommitted and unspent conditional grants. Any conditional grant rollover approved will be included in the provincial adjusted estimates for 2023/24.
- 5.9 Provincial Treasury will surrender any uncommitted funds as determined by the National Treasury to the relevant national department.
- 5.10 National departments must upon receipt of these funds, promptly surrender the same to the National Revenue Fund.



## **6 EQUITABLE SHARE ROLLOVERS, SURRENDER OF ACCUMMULATED SURPLUSES, AND RETENTION OF SURPLUS REVENUE**

- 6.1 After the closure of books in April 2023, the 2022/23 preliminary financial year position will be determined and Departments must submit their equitable share rollover requests by **28 April 2023** for attention of **Mr Zungu S.S. at Office 217, Ismini Towers** or [zunguss@treasury.limpopo.gov.za](mailto:zunguss@treasury.limpopo.gov.za) in the format attached hereto as Annexures A, B and C.
- 6.2 The Provincial Treasury will consider the request in terms of the statutory requirements and the principles set out in this instruction note, the PFMA and Treasury Regulations.
- 6.3 Departments to surrender all unspent funds to Provincial Treasury as per 2022/23 Annual Financial Statements by **07 June 2023**.
- 6.4 Requests may be suitably adjusted and firmed up by **15 June 2023**, supported by a proof of surrender of unspent funds for 2022/23 financial year.
- 6.5 The Provincial Treasury will finalise the approvals and provide Accounting Officers with the equitable share rollover allocations by **28 July 2023**.

## **7 INFRASTRUCTURE RETENTION MONEYS**

- 7.1 Infrastructure retention plans are withheld for purpose of having funds available in the event of any defects that may arise once the contractor has left the building site. It is the responsibility of the contractor to repair such defects. In the event the contractor does not see his/her way open to do the repairs, the money in the retention fund will be used to employ another contractor to do the repairs.
- 7.2 It is important to note that the retention moneys are only released when the final account is finalized. Retention money therefore forms part of the total budget for a project. Hence, when a department enters into an agreement with a contractor, the retention money becomes part of the “commitment.”

- 7.3 The contract is critical in this regard. This is the determining factor for retention and also the conditions for penalty. Depending on the conditions of penalty clause, the right to retention can be forfeited.
- 7.4 Requests for retention fund rollovers should be clearly specified as such with an indication of when such payments will be made.
- 7.5 In order to avoid huge sums of money being set aside for retention purposes and not used during the financial year, departments must budget for these funds.

## 8 PROGRAMME

The programme for the rollover process is as follows:

<b>ACTION</b>	<b>DATE</b>
<b>Accounting Officers to submit their requests for Schedule 4 and 5 Rollovers (Conditional Grants)</b>	<b>12 April 2023</b>
<b>Conditional Grant Rollover Bilateral</b>	<b>14 April 2023</b>
<b>Accounting Officers to submit their requests for equitable share rollovers to Provincial Treasury</b>	<b>28 April 2023</b>
<b>Provincial Treasury to submit the provincial request for rollovers on Conditional Grants to National Treasury</b>	<b>28 April 2023</b>
<b>Departments to surrender all unspent funds to Provincial Treasury as per 2022/23 Annual Financial Statements</b>	<b>07 June 2023</b>
<b>Accounting Officers to submit suitably adjusted and firmed up requests after closure of books</b>	<b>15 June 2023</b>
<b>Provincial Treasury to provide Accounting Officers with allocation letters on equitable share rollover approval.</b>	<b>28 July 2023</b>
<b>Public Entities to declare cash surpluses/deficit or nil reports to Provincial Treasury</b>	<b>29 September 2023</b>
<b>Departments and Schedule 3C Public Entities to submit requests for revenue retention or retention of cash surpluses.</b>	<b>29 September 2023</b>

<b>Schedule 3C Public Entities to surrender accumulated cash surpluses inclusive of own revenue received and not transferred into the Provincial Revenue Fund</b>	<b>30 November 2023</b>
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9. Annexure A, which includes inter alia explanations for underspending and remedial steps instituted, must be fully completed and motivated. Furthermore, any supporting/ additional documentation, which supports the rollover requests, can be submitted with Annexure A.
10. Accounting Officers are to ensure the timely submission of departmental requests using the annexures as per program (paragraph 7) under a covering letter signed by both the Accounting Officers and the Chief Financial Officer.

## **11. APPLICABILITY**

- 11.1 This Treasury Instruction applies to all departments and Schedule 3C public entities as listed in the schedule of the PFMA.

## **12. AUTHORITY FOR THIS INSTRUCTION NOTE**

- 12.1 The instruction note is issued in terms of Section 53(3), Section 31 (2)(g) of the PFMA, Section 6.4. of Treasury Regulations, Section 21 (1) and (2) of the 2022 Division of Revenue Act and Section 15.8.1 of Treasury Regulations.

## **13. EFFECTIVE DATE FOR IMPLEMENTATION**

- 13.1 The effective date of the instruction note is **01 April 2023**.

**14. DISSEMINATION OF INFORMATION CONTAINED IN THIS INSTRUCTION NOTE**

14.1 Accounting Officers and Accounting Authorities are requested to bring the contents of this instruction note to the attention of all officials within the public institutions.

**15. NOTIFICATION TO THE AUDITOR - GENERAL AND AUDITABILITY OF THE INSTRUCTION NOTE**

15.1 The Auditor General will be notified of the contents of this Provincial Treasury Instruction Note and contents thereof will be subject to audit.

**16. CONTACT OFFICE**

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Regards,

  
\_\_\_\_\_  
**Pratt GC CA (SA)**  
**Head of Department**  
**Limpopo Provincial Treasury**

30 March 2023

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**Date**