



Reference number: RCS/C.6

Private Bag X9165 CAPE TOWN 8000

TREASURY CIRCULAR NO. 16 /2022

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THE MINISTER OF AGRICULTURE
THE MINISTER OF CULTURAL AFFAIRS AND SPORT
THE MINISTER OF EDUCATION
THE MINISTER OF FINANCE AND ECONOMIC OPPORTUNITIES
THE MINISTER OF HEALTH
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THE MINISTER OF MOBILITY
THE MINISTER OF POLICE OVERSIGHT AND COMMUNITY SAFETY
THE MINISTER OF SOCIAL DEVELOPMENT
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THE DEPUTY SPEAKER: PROVINCIAL PARLIAMENT
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THE EXECUTIVE AUTHORITY: WESTERN CAPE NATURE CONSERVATION BOARD (MINISTER A BREDELL)
THE EXECUTIVE AUTHORITY: WESTERN CAPE INVESTMENTS AND TRADE PROMOTION AGENCY (MINISTER M WENGER)
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MASTER RECORDS OFFICIAL: BUSINESS INFORMATION AND DATA MANAGEMENT

THE DEPUTY DIRECTOR-GENERAL: CORPORATE ASSURANCE, DEPARTMENT OF THE PREMIER (MS H ROBSON)

NATIONAL TREASURY PUBLIC FINANCE MANAGEMENT ACT (PFMA) SUPPLY CHAIN MANAGEMENT (SCM) INSTRUCTION NO. 03 OF 2021/22 ENHANCING COMPLIANCE, TRANSPARENCY AND ACCOUNTABILITY IN SUPPLY CHAIN MANAGEMENT SYSTEM

PURPOSE

1.1 The purpose of this communiqué is to inform accounting officers and accounting authorities of the issuance of National Treasury (NT) PFMA SCM Instruction No. 03 of 2021/22 (attached hereto marked Annexure A) on Enhancing Compliance, Transparency and Accountability in the Supply Chain Management (SCM) System as well as to provide the implementation requirements for the Western Cape Government (WCG) as it relates to this Instruction Note.

2. BACKGROUND

- 2.1 The NT issued SCM Instruction Note 3 of 2016/17 on preventing and combating abuse in the SCM System (attached hereto marked Annexure B). A number of legal issues and risks were identified by the WCG in respect of Instruction Note No.3 of 2016/17 and the WCG's stance was disseminated via Treasury Circular No. 6 of 2019. The following is a synopsis of the key issues and the WCG's stance as was depicted in Treasury Circular No. 6 of 2019 (attached hereto marked Annexure C):
 - a) SCM risks, abuse and complaints are addressed in paragraphs 3.8 and 3.9 of Chapter 16A of the Provincial Treasury Instructions, 2012 (PTI's), and Chapters 24, 25 and 26 of the Proforma Accounting Officers' System (AOS) issued in 2013;
 - b) the shared Forensic Services Unit within the Department of the Premier investigates fraud and corruption on behalf of accounting officers and provide feedback to SCOPA on outcomes on a quarterly basis;
 - c) the said NT instruction refers to deviations, however the different methods of procurement are dealt with in part 5 of Chapter 16A of the PTI's and Chapter 7 of AOS; and
 - d) in respect of extensions and expansions, the Provincial Treasury (PT) re-iterated that departments maintain the use of paragraph 17.12 of the AOS and Annexure E issued via Treasury Circular 31 of 2012 in respect of reporting to the PT and not obtaining PT approval for extensions/expansions above the prescribed thresholds. This checklist/ template for decision making was issued to departments as a control mechanism that speaks to internal control and risks that IN3 wants to implement for contract extensions/expansions.
- 2.2 On 10 December 2021 NT issued a replacement draft PFMA SCM Instruction to all organs of state, on preventing and combating abuse in the SCM System (attached hereto marked Annexure D), requesting comments to said instruction. The PT submitted comments to the NT on 31 January 2022, however it must be noted that certain comments provided by the WCG were not taken up in the final issued version of PFMA SCM Instruction No. 03 of 2021/22 issued on 31 March 2022. It was further noted that new inclusions were inserted into the final instruction note as highlighted in paragraph 2.4 hereunder post the commentary phase.
- 2.3 The following WCG comments were not taken up in the final instruction note:
 - a) WCG required a differentiation between the recording of internal and external forms of abuse on the register of complaints/allegations;
 - b) WCG disagreed with the provisions that if accounting offer's evaluation of the SBD4 establishes that the person is an employee of the state, that the accounting officer must request such employee's accounting officer to advise whether the person has permission to perform other remunerative work outside of their employment, where the PAMA does not apply to such employee;
 - c) clarity requested in terms of what is meant by conduct of a person that constitutes a transgression of the Prevention and Combating of Corrupt Activities Act, 2004 and the conduct of a person that constitutes a transgression of the Competition Act, 1998. Also, the NT was requested to provide direction on the main areas of the assessment of these Acts;
 - d) Paragraph 2.1 and 2.3 of NT's revised Standard Bidding Document (SBD4) The application of the Bidder's Disclosure form refers to "...any person having a controlling interest...". It was requested that NT removes the term "a controlling interest" and replace with financial interest;

- e) the revised SBD 4 requires very minimal information versus that of the WCG's WCBD 4. It was requested that NT considers expanding the SBD 4 to include additional fields that would enable institutions to perform verification and evaluation of conflict of interest; and
- f) the WCG departments further commented extensively on the restriction of persons from doing business with government and the legality of applying it as well as the accounting officer's capacity and powers to apply this part of the instruction note.
- 2.4 The following were new inclusions in the final IN3 post the commentary phase:

| Referencing | Paragraph |
|--|---|
| Expansions and variations of contracts Paragraph 5.1 (a) and (b) | The AO/AA may, in accordance with this paragraph — a) expand a contract by increasing the scope of work; or b) vary a contract by changing the scope of work. |
| Expansions and variations of contracts Paragraph 5.2 | If an expansion or variation in the scope of work requires an extension in the period of the contract, the motivation must distinguish between the change in the scope of work and the period for which the contract is extended. |
| Treatment of disclosures and declaration Paragraph 7.2 | Institutions may incorporate the information contained in the SBD4 into their bid documents, including documents issued for the invitation of price quotations, but may not alter the content of the disclosure and the order of the information captured in the SBD4. |
| Investigate complaints and allegations Paragraph 10.3 | The relevant provincial treasury must submit a report of the outcomes of investigations, received from its provincial departments and public entities listed in Schedules 3C and 3D to the PFMA, to its provincial legislature on a quarterly basis. |
| Investigate complaints and allegations Paragraph 10.5 | The relevant treasuries must submit the quarterly reports referred to in paragraphs 10.3 and 10.4 by the 15th day of the month following the end of the quarter. |
| Investigate complaints and allegations Paragraph 10.7 | The relevant treasury must submit a report to the executive authority, AGSA and Parliament/provincial legislature of the outcome of the investigation of the complaint/allegation against the AO/AA, and the proposed actions for consideration by the relevant functionary for purposes of resolution or remedial actions or both. |

2.5 As outlined in paragraph 2.6 of Chapter 16A of the PTI's, the Provincial Treasury shall, after consultation with relevant role-players within the Western Cape Government assess the requirements of such National Treasury instruction to determine whether and to what extent the National Treasury instruction should be applicable to institutions. If the assessment referred to determines that the requirements of the National Treasury instruction should be applicable, whether in full or in part, to institutions, the Provincial Treasury shall issue a circular to institutions confirming the extent and effective date of the implementation of those requirements of the National Treasury instruction that have been determined as being applicable to institutions.

- 2.6 The PT has, since the issuance of IN3, conducted an impact assessment (attached hereto marked Annexure E), which seeks to illustrate the requirements that the province already has in place and issued in terms of the Chapter 16A of the PTI's, 2019 and the AOS as well as those that the province disagrees with, which has been taken up with NT. In addition, an extensive consultation process was followed with the Western Cape Government SCM Policy Focus Group and Legal Services within the Department of the Premier on 21 April 2022 to determine an appropriate way forward that would mitigate risks and concerns emanating from IN3.
- 2.7 A synopsis of the key risks identified in terms of the Instruction Note is articulated below:
 - a) Expansions and variations of contracts
 - i. Increasing the scope of work.
 - ii. Changing the scope of work.
 - b) If an expansion or variation in the scope of work requires an extension in the period of the contract, the motivation must distinguish between the change in the scope of work and the period for which the contract is extended.
 - c) Restriction of persons doing business with government.
- 2.8 The PT further consulted and obtained comments from Legal Services on 6 May 2022 regarding the final PFMA SCM Instruction No. 03 of 2021/22 (IN3) (attached hereto marked Annexure F). Legal risks identified by the province in respect of IN3 were communicated to the NT and clarity has been sought on the key risks identified, however at the issuance of this circular, the NT had not provided a response, hence the PT had no option but to provide implementation requirements for the Province in alignment with the current regulatory environment and Common Law principles.
- 2.9 In the context of the NT PFMA SCM Instruction No. 03 of 2021/22, it must be noted that majority of the requirements are already contained in either the Parts 3 (paragraphs 3.8 and 3.9) and Part 5 of Chapter 16A of the PTI's, 2019 as well as in departmental Accounting Officer's Systems.
- 2.10 This Circular aims to provide accounting officers and accounting authorities with implementation requirements in respect of the key risk areas of IN3. Where this Circular is silent on the requirements, the requirements of IN3 are applicable.

3. WAY FORWARD

3.1 **DEVIATIONS FROM NORMAL BIDDING PROCESS (AD PARAGRAPH 4)**

- 3.1.1 Any procuring institution relying on the provisions of 16A6.4 of the National Treasury Regulations ("NTR's"), is obtaining goods and services without following a competitive procurement process. This form of procurement is a departure from a bidding process as contemplated in NTR 16A6.2 and 16A6.3 which in the norm may be utilised in certain circumstances, always being mindful of the requirements of section 217(1) of the Constitution.
- 3.1.2 Paragraph 4.4 of the Instruction Note specifies that the SCM policy must provide for:
 - a) Procurement by "other means" referred to in paragraph 4.2 (a), (b) and (c) and any other procurement by "other means" that may be utilised;
 - b) a plan to curtail reliance on procurement by "other means";
 - c) circumstances under which each procurement by "other means" may be utilised;

- d) processes to be followed in respect of identifying prospective suppliers for and recording and approval of procurement by other means; and
- e) assessment of all instances that gave rise to procurement by other means.
- 3.1.3 The current PTIs and AOS already addresses the requirements as required by paragraph 4.4 of IN3 and as cited in paragraph 3.1.2 above. It must further be noted that the forms of procurement as listed in paragraph 4.2 of IN3 is not a closed list and merely provides examples of procurement by "other means" that may be used by departments and public entities. The WCG will maintain the definition of "other means" as defined in paragraph 3.8 of Treasury Circular 26 of 2019 which indicates that:

"other means" would be limited bidding, contract expansions or variations, unsolicited bids, claims back arrangements with other departments, to name but a few applicable methods of procurement.

Participating in contracts arranged by means of a competitive bidding process by other organs of state in terms of NTR 16A6.6 (commonly referred to as a "piggy backing" method of procurement may also be utilised as well as transversal contracts in terms of NTR 16A6.5.

- 3.1.4 Paragraph 4.6 of IN3 requires that the AO/AA must within 14 days after the finalisation of the procurement by "other means" report the procurement to the relevant treasury and the Auditor-General.
- 3.1.5 Paragraph 5.5.4 (b) (iii) and paragraph 11.1.2 (d) (ii) of Chapter 16A of the PTI's, 2019 will be amended once a review of the PTI's is undertaken by the PT, however in the interim departments and public entities must note that the reporting requirements for the abovementioned PTI's as noted hereunder is amended to 14 working days:
 - a) "all limited bids over the value of R1 million (all applicable taxes included) must be reported to the Provincial Treasury and the Auditor-General within 10 working days after finalisation of the procurement transaction; and
 - b) "all cases where goods or services above the value of R1 million (inclusive of all taxes) were procured in respect of National Treasury Regulation 16A6.4 must be reported, as prescribed, to the Provincial Treasury and the Auditor-General within 10 working days after finalisation of the procurement transaction."
- 3.1.6 Paragraph 4.7 of IN3 includes new requirements in respect of reporting of procurement by other means, variations and expansions of contracts, for accounting officers to report in the annual report of the institution and in a format determined by the National Treasury. This format has not yet been determined by the National Treasury; however, departments and public entities will be informed of the reporting requirements via the Directorate: Provincial Government Accounting within the Provincial Treasury.
- 3.1.7 The automated procurement planning toolkit implemented by WCG makes provision for departments and public entities to report on the execution of all deviations and extensions/ expansions of contract electronically. It is critical that departments report all such deviations on the toolkit to enable reporting as prescribed in paragraph 4.7 of IN3 to avoid non-compliance findings to IN 3.

3.2 EXPANSIONS AND VARIATIONS OF CONTRACTS (AD PARAGRAPH 5)

- 3.2.1 Paragraph 5.1 of IN3 states that an accounting officer/accounting authority may approve the expansion of a contract by increasing the scope of work, as well as the variation of a contract by changing the scope of work.
- 3.2.2 It must be noted that increasing the scope of work contemplates one of the following:
 - i. Obtaining "more of the same";
 - ii. Obtaining additional goods or services; or
 - iii. A combination of (i) and (ii).
- 3.2.3 Varying a contract by changing the scope of work, the procuring institution concerned is obtaining goods and services without following a competitive procurement process. Furthermore, it is tantamount to contracting for goods or services not contemplated in the main/initial contract with the successful bidder without engaging in a new tender process. The IN makes provision for a deviation that will potentially predispose an organ of state to a range of legal challenges. This form of deviated procurement, as contemplated by paragraph 5.1 of the NT Instruction, read with NTRs 16A6.4, should not be the norm and should only be used in certain circumstances, always being mindful of the requirements of section 217(1) of the Constitution.
- 3.2.4 Paragraph 5.2 of IN3 states that "if an expansion or variation in the scope of work requires an extension in the period of contract, the motivation must distinguish between the change in the scope of work and the period for which the contract is extended." This requirement is ambiguous and creates confusion in its application. The Provincial Treasury has requested clarity from the National Treasury but to date such clarity was not received. Departments and public entities are required to note the risks associated with variation of a contract by changing the scope of work as mentioned in paragraph 3.2.3 above. However, departments and public entities must view an expansion or variation separately from an extension. The PT revised the extensions of contracts checklist/template (hereto attached as Annexure G) in order to guide the department and public entity in terms of the requirement.
- 3.2.5 The PT issued Annexure 8 via PT Circular 30 of 2021 which seeks to provide guidelines to AO/AA when concluding extension and/ or expansions of contracts. The criteria as entailed in Annexure 8 has been augmented to provide for the increase and change in scope of extensions and variations of contracts as required by par 5.1 of the IN3 to ensure that the necessary governance and control mechanisms are in place to manage this process. Departments and public entities are advised to utilise this revised checklist/ template as a control mechanism to mitigate any risks associated with extending and/ or variation of contract. The revised Annexure 8 is herewith attached as Annexure H.
- 3.2.6 Paragraph 7.3.2 of the PTIs currently states that:
 - "The aforementioned motivations (reports) must be submitted within 10 working days after the accounting officer or accounting authority has granted approval for the expansion and/or extension."
- 3.2.7 The above PTI will be amended, however in the interim departments and public entities must note that the revised reporting requirement is that the motivations must be submitted to the Provincial Treasury and AGSA within 10 working days after the end of the month. Annexure G must be used for this purpose.

3.3 RESTRICTION OF PERSON DOING BUSINESS WITH GOVERNMENT (AD PARAGRAPH 6)

- 3.3.1 The National Treasury is not empowered by sections 6(2)(a), (b), (f) and (g), read with sections 18(2)(b)(g) and (i), of the Public Finance Management Act, 1999 (Act 1 of 1999) ("the PFMA") to list suppliers on the List of Restricted Suppliers for reasons not covered by existing legislation and regulations, including the Preferent Procurement Policy Framework Act, 2000 (Act 5 of 2000) ("the PPPFA").
- 3.3.2 Furthermore, there is no empowering legislation or regulation that currently provides for accounting officers of provincial departments and accounting authorities of provincial public entities to impose a restriction. This is squarely within the purview of the National Treasury's powers, as delineated in Regulation 14 of the Preferential Procurement Regulations, 2017 which only empowered the National Treasury to restrict a bidder from doing business with any organ of state in limited circumstances, namely where the bidder is found to have submitted false information regarding its B-BBEE status level of contributor, local production and content, or any other matter required in terms of the Preferential Procurement Regulations, 2017 which will affect or have affected the evaluation of a tender, or where the bidder has failed to declare any subcontracting arrangements. It must be noted that on 16 February 2022, the Constitutional Court declared the entire Procurement Regulations invalid on the basis that the content of the Regulations exceeded the Minister's power on what could permissibly be regulated on in terms of section 5 of the Preferential Procurement Policy Framework Act, 2000 and section 217 of the Constitution.
- 3.3.3 Before embarking on any process for the restriction of a supplier as contemplated in paragraph 6 of IN3, departments and public entities are encouraged to seek guidance from the Provincial Treasury or to seek legal advice via the Department of the Premier.

3.4 TREATMENT OF DISCLOSURES AND DECLARATIONS (AD PARAGRAPH 7)

- 3.4.1 IN3 requires departments and public entities to incorporate the information contained in the revised Standard Bidding Document 4 (SBD4) into their bid documents and invitation of price quotations, however, the content of the document may not be altered, and the order of the information captured in the SBD4. This requirement does not include/apply to petty cash. It is further noted that the revised SBD4 issued via IN3 does not address the requirements relating to the declaration of bidder's past supply chain management practices.
- 3.4.2 The WCG had previously received approval from the NT to consolidate the SBD 4, 8 and 9 and it is accepted that the approval remains in place as it relates to the SBD 8 and 9 and thus the WCG will maintain the use of the consolidated Western Cape Bidding Document 4. The SBD 4 portion of the WCBD 4 has been amended and aligned to the requirements of the revised SBD4 (hereto attached as annexure I). It must be noted that the status quo remains in terms of the housing of the WCBD 4 on the Western Cape Supplier Evidence Bank as a compulsory governance document.
- 3.4.3 Paragraph 1 of the revised SBD 4, indicates that "Where a person/s are listed in the Register for Tender Defaulters and/or the List of Restricted Suppliers, that person will automatically be disqualified from the bid process" The WCG will maintain the current requirements as set out in paragraph 5.3.5 and 5.3.6 of Chapter 16A of the PTI's, 2019 in that:
 - a) The status of enterprises and persons listed on the National Treasury's Register for Tender Defaulters will be housed on the e-procurement solution. Institutions may not under any circumstances procure from enterprises and persons listed on the Tender Defaulter Database; and

- b) The status of suppliers listed on the National Treasury's Database of Restricted Suppliers will be housed on the e-procurement solution; however, it remains incumbent on institutions to check the National Treasury Register of Restricted Suppliers before the conclusion of any procurement process. For suppliers listed as restricted, institutions must apply due diligence and risk assessment before deciding to proceed with procurement from any such supplier.
- 3.4.4 It must also be noted that the above-mentioned requirements are enabled on the CSD and WCSEB and that it remains incumbent on departments and public entities to check and verify the information and take appropriate action as per IN3 where deemed necessary.
- 3.4.5 With reference to paragraph 7.5 of IN3, the following must be noted:
 - a) Regulation 13 (c)3 of the Public Service Regulations, 2016, also prohibits employees from conducting business with any organ of state or be a director of a public or private company conducting business with an organ of state; and
 - b) Even in circumstances where an employee has obtained permission in terms of section 30 of the Public Service Act, 1994, to perform outside remunerative work, such employee will not be entitled to conduct business with any organ of state or be a director of a public or private company conducting business with an organ of state.

3.5 **REGISTER OF COMPLAINTS AND ALLEGATIONS (AD PARAGRAPH 9)**

- 3.5.1 Paragraph 9.2 requires that the Chief Financial Officer (CFO) of an institution must report a complaint/ allegation of abuse in the SCM system that implicates the AO/ AA to the relevant treasury within 14 days of receipt of the complaint/ allegation, by the institution. This presents a new reporting requirement which departments and public entities are required to adhere to. The PT will amend and incorporate this reporting requirement into the revised PTIs and pro-forma AOS.
- 3.5.2 Paragraph 3.9 of Chapter 16A of the PTI's and chapter 24 of the AOS provides for a complaints management, complaints prevention and complaints handling procedure including the maintenance of a complaints register. These also distinguish between a procedure for the management of complaints and allegations of SCM abuse. The status quo will remain as per the PTIs and AOS above which is augmented by the revised reporting requirement as described in paragraph 3.5.1 above.

3.6 INVESTIGATE COMPLAINTS AND ALLEGATIONS (AD PARAGRAPH 10)

- 3.6.1 Paragraph 10 of the instruction note requires the accounting officer to investigate a complaint/allegation of abuse in the SCM system, resolve and provide a response to the person who submitted the complaint/allegation by no later than 60 days after receipt of the complaint/allegation. IN3 further provides that this period may be extended up to 30 days. Paragraph 3.9.4 of Chapter 16A of the PTI's will be amended in alignment to include the requirements of IN3 as it pertains to the time frames for resolving and providing responses to persons who submitted complaints/allegations.
- 3.6.2 Paragraph 10.2 (a) and (b) of IN3, requires that the Chief Financial Officer (CFO) of an institution must submit a complaint/ allegation of abuse in the SCM system that implicates the AO/AA to the relevant treasury with all evidence for investigation. The competence to investigate an AO resides within the Public Forensic Services (PFS) and hence the status quo with regards to PFS will remain.

- 3.6.3 Paragraph 10.1 (d) indicates that the AO/AA must if the investigation indicates any irregularity by a person, act against the person in terms of the relevant prescripts and may in addition to the relevant penalties/remedies provided for in the relevant prescripts, also implement remedial actions which may include but are not limited to rejection of bid, cancelling the contract, restricting the person from doing business with the State and claiming damages (if any). Given the risks of procurement contracts being cancelled unlawfully, departments and public entities are encouraged to seek legal advice before cancelling a contract. It must be noted further that the AO/AA cannot simply cancel a contract if there is no breach of contract or if Regulation 16A9.1(f) of the NTRs is not applicable.
- 3.6.4 The finding of any investigation is merely an opinion and does not amount to conclusive evidence of any wrongdoing. It is therefore inappropriate to "name and shame" any person in circumstances where a court has not found such person guilty of the alleged misconduct. Such publication may expose institutions to dereliction claims (including potential claims for defamation). As such, the report on the outcomes of an investigation, as referred to in paragraphs 10(1), 10.3 and 10.7 of IN3 cannot simply be disclosed or published "as is" outside of an Institution. Instead, the relevant Provincial Treasury must prepare a separate report for publication purposes, which does not include any information which could expose the identity of the assumed transgressor.

4. POLICY AMENDMENTS

4.1 AMENDMENTS TO PROVINCIAL TREASURY INSTRUCTIONS, 2019

- 4.1.1 The following paragraphs in the PTI's, 2019 will be repealed and replaced with the full review of the PTIs, however in the interim accounting officers and accounting authorities must adhere to the amendments noted herein.
 - a) Page 14, paragraph 3.9.4;
 - b) Page 25, paragraph 5.5.4 (b)(iii);
 - c) Page 26, paragraph 5.5.5 (c);
 - d) Page 34, paragraph 7.3.2; and
 - e) Page 43, paragraph 11.1.2 d (i) and (ii).

5. AMENDMENTS TO THE ACCOUNTING OFFICER SYSTEM

Where reference is made to goods and services above the value of R1 million (inclusive of all taxes) which were procured in respect of National Treasury Regulations 16A6.4 (i.e., limited bidding, emergency procurement and contract extensions and expansions) in the AOS, it must be borne in mind that these reporting timeframes have been amended by means of this Circular. The PT will undertake a review of the pro-forma AOS and will align the changes in the revised pro-forma AOS.

6. REQUEST

- 6.1 Accounting officers and accounting authorities must note the content of this Circular and communicate the requirements to officials under their control responsible for the functions depicted in this Circular;
- 6.2 The WCBD 4 issued via this circular replaces the version issued via PT Circular 30 of 2021 (Supplementary 1 of 2021);
- 6.3 Annexure H and G issued via this Circular repeal and replaces the Annexure 8 issued via PT Circular 30 of 2021

- 6.4 Treasury Circular 36 of 2021 is herewith repealed; and
- 6.5 note that this circular replaces all reporting timeframes applicable in terms of NTR6A4 in the Accounting Officer System (AOS) issued via PT Circular 30 of 2021. The PT will align and effect the changes in the revised AOS.

7. ENQUIRIES

7.1 All enquiries in respect of this circular or any other enquiries in respect of procurement must be directed to: SupplyChainManagement.HDPFMA@westerncape.gov.za

NADIA EBRAHIM

DIRECTOR: PROVINCIAL GOVERNMENT SUPPLY CHAIN MANAGEMENT