

# **SUPPLY CHAIN MANAGEMENT POLICY**

## **INFRASTRUCTURE PROCUREMENT & DELIVERY MANAGEMENT**

**NEW**

**1 JULY 2017**



**STEVE TSHWETE  
LOCAL MUNICIPALITY  
MP 313**

## **TABLE OF CONTENTS**

1. Scope
2. Terms, definitions and abbreviations
3. General requirements
4. Control framework for infrastructure delivery management
5. Control framework for infrastructure procurement
6. Infrastructure delivery management requirements
7. Infrastructure procurement
8. Review
9. Short title

## 7. **SCOPE**

This policy establishes the Steve Tshwete Local Municipality's policy for infrastructure procurement and delivery management in accordance with the provisions of the regulatory frameworks for procurement and supply chain management. It includes the procurement of goods and services necessary for a new facility to be occupied and used as a functional entity but excludes:

- (a) the storage of goods and equipment following their delivery to Steve Tshwete Local Municipality which are stored and issued to contractors or to employees;
- (b) the disposal or letting of land;
- (c) the conclusion of any form of land availability agreement;
- (d) the leasing or rental of moveable assets; and
- (e) public private partnerships.

## 8. **TERMS, DEFINITIONS AND ABBREVIATIONS**

### 2.1 **Terms and definitions**

For the purposes of this document, the definitions and terms given in the standard and the following apply:

**“agent”** means a person or organization that is not an employee of Steve Tshwete Local Municipality that acts on the Steve Tshwete Local Municipality's behalf in the application of this document.

**“authorized person”** means the municipal manager or chief executive or the appropriately delegated authority to award, cancel, amend, extend or transfer a contract or order.

**“conflict of interest”** means any situation in which:

- (a) someone in a position of trust has competing professional or personal interests which make it difficult for him to fulfil his duties impartially,
- (b) an individual or organization is in a position to exploit a professional or official capacity in some way for his personal or for corporate benefit, or
- (c) incompatibility or contradictory interests exist between an employee and the organization which employs that employee.

**“contract manager”** means a person responsible for administering a package on behalf of the employer and performing duties relating to the overall management of such contract from the implementer’s point of view.

**“family member”** means a person’s spouse, whether in a marriage or in a customary union according to indigenous law, domestic partner in a civil union, or child, parent, brother, sister, whether such a relationship results from birth, marriage or adoption.

**“framework agreement”** means an agreement between an organ of state and one or more contractors, the purpose of which is to establish the terms governing orders to be awarded during a given period, in particular with regard to price and, where appropriate, the quantity envisaged.

**“gate”** means a control point at the end of a process where a decision is required before proceeding to the next process or activity.

**“gateway review”** means an independent review of the available information at a gate upon which a decision to proceed or not to the next process is based.

**“gratification”** means an inducement to perform an improper act.

**“infrastructure delivery”** means the combination of all planning, technical, administrative and managerial actions associated with the construction, supply, renovation, rehabilitation, alteration, maintenance, operation or disposal of infrastructure.

**“infrastructure procurement”** means the procurement of goods or services including any combination thereof associated with the acquisition, renovation, rehabilitation, alteration, maintenance, operation or disposal of infrastructure.

**“maintenance”** means the combination of all technical and associated administrative actions during an item's service life to retain it in a state in which it can satisfactorily perform its required function.

**“operation”** means the combination of all technical, administrative and managerial actions, other than maintenance actions, that results in the item being in use.

**“order”** means an instruction to provide goods, services or any combination thereof under a framework agreement.

**“organ of state”** means an organ of state as defined in section 239 of the Constitution of the Republic of South Africa.

**“procurement document”** means documentation used to initiate or conclude (or both) a contract or the issuing of an order.

**“principal”** means a natural person who is a partner in a partnership, a sole proprietor, a director a company established in terms of the Companies Act of 2008 (Act No. 71 of 2008) or a member of a close corporation registered in terms of the Close Corporation Act, 1984, (Act No. 69 of 1984).

**“standard”** means the latest edition of the Standard for Infrastructure Procurement and Delivery Management as published by National Treasury.

**“working day”** any day of a week on which is not a Sunday, Saturday or public holiday.

## 2.2 Abbreviations

For the purposes of this document, the following abbreviations apply:

CIDB: Construction Industry Development Board

SARS: South African Revenue Services

## 9. **GENERAL REQUIREMENTS**<sup>1</sup>

### 3.1 Delegations

3.1.1 The council of Steve Tshwete Local Municipality hereby delegates all powers and duties to the municipal manager which are necessary to enable the municipal manager to:

- (a) discharge the supply chain management responsibilities conferred on accounting officers in terms of Chapter 8 or 10 of the Local Government Municipal Finance Management Act of 2003 and this document;
- (b) maximize administrative and operational efficiency in the implementation of this document;
- (c) enforce reasonable cost-effective measures for the prevention of fraud, corruption, favouritism and unfair and irregular practices in the implementation of this document; and

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<sup>1</sup> This clause is required to ensure that the standard is linked to the policy and aligned with the MFMA SCM Regulations.

- (d) comply with his or her responsibilities in terms of section 115 and other applicable provisions of the Local Government Municipal Finance Management Act of 2003 Act.

3.1.2 No departure shall be made from the provisions of this policy without the approval of the municipal manager of Steve Tshwete Local Municipality<sup>2</sup>.

3.1.3 The municipal manager shall for oversight purposes:

- (a) within thirty (30) days of the end of each financial year, submit a report on the implementation of this the policy and the equivalent policy of any municipal entity under the sole or shared control of the Steve Tshwete Local Municipality , to the council of the Steve Tshwete Local Municipality<sup>3</sup> / within twenty (20) days of the end of each financial year, submit a report on the implementation of this policy to the board of directors, who must then submit the report to the municipal manager of Steve Tshwete Local Municipality for submission to the council;
- (b) whenever there are serious and material problems in the implementation of this policy, immediately submit a report to the council<sup>4</sup>, who must then submit the report to the municipal manager of Steve Tshwete Local Municipality for submission to the council;
- (c) within ten (10) days of the end of each quarter, submit a report on the implementation of the policy to the mayor; and
- (d) make the reports public in accordance with section 21A of the Municipal Systems Act of 2000.

3.1.4 The requirements of this policy will be applicable to bids above R200 000,00.

## 3.2 **Implementation of the Standard for Infrastructure Procurement and Delivery Management**

3.2.1 Infrastructure procurement and delivery management shall be undertaken in accordance with the all applicable legislation and the relevant requirements of the latest edition if the National Treasury Standard for Infrastructure Procurement and Delivery Management.<sup>5</sup>

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<sup>2</sup> SCM Regulation 36 of the MFMA permits deviations from, and ratification of minor breaches or procurement processes.

<sup>3</sup> Delete text after / in the case of a municipality and the text before the / in the case of a municipal entity.

<sup>4</sup> Delete text after / in the case of a municipality and the text before the / in the case of a municipal entity.

<sup>5</sup> Any deviation to the provisions of this standard must be reported to National Treasury and the relevant treasury.

- 3.2.2 Stages 3 to 9 may be omitted where the required work does not involve the provisions of infrastructure, or the rehabilitation, refurbishment or alteration of existing infrastructure.
- 3.2.3 Stages 5-6 may be omitted if sufficient information to proceed to stage 7 is contained in the stage 4 deliverable.
- 3.2.4 A stage shall only be complete when the deliverable has been approved or accepted by the person designated in the institutional arrangement to do so.
- 3.2.5 Pre-feasibility and feasibility reports are required on where the project is a major capital project which is not standardized, and the risk of failing to achieve time, cost and quality objectives is relatively high.<sup>6</sup>

### **3.3 Supervision of the infrastructure delivery management unit<sup>7</sup>**

The Infrastructure Delivery Management Unit shall be directly supervised by the executive director infrastructure services.

### **3.4 Objections and complaints<sup>8</sup>**

Persons aggrieved by decisions or actions taken in the implementation of this policy, may lodge within fourteen (14) days of the decision or action, a written objection or complaint against the decision or action.

### **3.5 Resolution of disputes, objections, complaints and queries<sup>9</sup>**

3.5.1 The municipal manager shall appoint an independent and impartial person, not directly involved in the infrastructure delivery management processes to assist in the resolution of disputes between the municipality and other persons regarding:

- (a) any decisions or actions taken in the implementation of the supply chain management system;
- (b) any matter arising from a contract awarded within the Steve Tshwete Local Municipality's infrastructure delivery management system; or

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<sup>6</sup> Sub-clause 4.1.1.4 c) of the standard permits an organ of states' policy to require that pre-feasibility and feasibility reports are required, notwithstanding the test provided for in this sub-clause to determine if such reports are required. The compiler of the policy needs to delete this sub-clause if it is not required.

<sup>7</sup> SCM Regulation 7 which is issued in terms of the MFMA requires each municipality to establish a supply chain management unit to implement its supply chain management policy, which where possible, should operate under the direct supervision of the chief financial officer or an official to whom this duty has been delegated in terms of Section 82 of the MFMA. There are benefits in establishing SCM units for general goods and services and infrastructure and to delegate the supervision to a person other than the chief financial officer.

<sup>8</sup> This clause aligns with SCM Regulation 49 issued in terms of the MFMA.

<sup>9</sup> This clause aligns with SCM Regulation 50 issued in terms of the MFMA.

- (c) to deal with objections, complaints or queries regarding any such decisions or actions or any matters arising from such contract.

3.5.2 The designated person shall assist the person appointed in terms of 3.5.1 to perform his or her functions effectively.

3.5.3. The person appointed in terms of 3.5.1 shall:

- (a) strive to resolve promptly all disputes, objections, complaints or queries received; and
- (b) submit monthly reports to the municipal manager on all disputes, objections, complaints or queries received, attended to or resolved.

3.5.4 A dispute, objection, complaint or query may be referred to the provincial treasury if:

- (a) the dispute, objection, complaint or query is not resolved within sixty (60) days; or
- (b) no response is forthcoming within sixty (60) days.

3.5.5 If the provincial treasury does not or cannot resolve the matter, the dispute, objection, complaint or query may be referred to the National Treasury for resolution.

## 10. **CONTROL FRAMEWORK FOR INFRASTRUCTURE DELIVERY MANAGEMENT**<sup>10</sup>

### 4.1 **Assignment of responsibilities for approving or accepting end of stage deliverables**<sup>11</sup>

The responsibilities for approving or accepting end of stage deliverables shall be as stated in Table 1.

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<sup>10</sup> This clause is required to ensure compliance with the requirements of the standard.

<sup>11</sup> The terms “approve” and “accept” have the meanings “officially agree to” and “receive as adequate, valid, or suitable give an affirmative answer to a proposal”, respectively. Approvals will typically take place at a senior management level whilst acceptances can be made at a lower level. Approvals and acceptances can be granted by individuals or committees. Where a municipality or municipal entity implements a project on behalf of an organ of state, acceptance / approval of end of stage deliverables may have to be granted in consultation with such an organisation. Alternatively it may be assigned to a party to an agency agreement developed in accordance with the provisions of clauses 5.2 of the standard. As a result, Table 1 may have to differentiate between own infrastructure and client institution’s infrastructure. It may also have to differentiate between the value and type of projects.



**Table 1: Responsibilities for approving or accepting end of stage deliverables in the control framework for the management of infrastructure delivery**

Stage		Person assigned the responsibility for approving or accepting end of stage deliverables	
No	Name		
0	Project initiation	Accounting officer accepts the initiation report	
1	Infrastructure planning	Council approves the infrastructure plan	
2	Strategic resourcing	Head of department approves the delivery and / or procurement strategy	
3	Pre-feasibility	Project manager accepts the pre-feasibility report	
	Preparation and briefing	Project manager accepts the strategic brief	
4	Feasibility	Project manager accepts the feasibility report	
	Concept and viability	Project manager accepts the concept report	
5	Design development	Project manager accepts the design development report	
6	Design documentation	6A Production information	Project manager accepts the parts of the production information which are identified when the design development report is accepted as requiring acceptance
		6B Manufacture, fabrication and construction information	The contract manager accepts the manufacture, fabrication and construction information
7	Works	The contract manager certifies completion of the works or the delivery of goods and associated services	
8	Handover	The owner or end user accepts liability for the works	
9	Package completion	The contract manager or supervising agent certifies the defects certificate in accordance with the provisions of the contract The contract manager certifies final completion in accordance with the provisions of the contract Project manager accepts the close out report	

The infrastructure plan (stage 1), initiation reports (stage 0), decisions made during stages 3 and 4 and work in progress in stages 5 to 9, and the procurement strategy (stage 2) shall be reviewed and updated at least once a year.

The approval of the infrastructure plan and the securing of the necessary budget shall be obtained prior to advancing to stage 3. All subsequent stages shall only be proceeded with if the necessary budget is in place.

The approvals or acceptances at each stage shall be retained for record purposes for a period of not less than five (5) years of such acceptance or approval in a secured environment.

### 6.1.7 **Stage 0 : Project initiation**

An initiation report which outlines the high-level business case together with the estimated project cost and proposed schedule for a single project or a group of projects having a similar high-level scope.

The initiation report for a project shall as a minimum:

- (a) provide a project description and high-level scope of work;
- (b) outline key issues and solution options that were interrogated
- (c) outline options that were evaluated;
- (d) indicate the high-level business case; and
- (e) provide the estimated project cost and indicative high-level schedule.

### 6.1.8 **Stage 1 : Infrastructure planning**

The infrastructure plan for a portfolio of projects or packages which require implementation shall cover a period of not less than five (5) years.

Such a plan shall be:

- (a) described by the high-level scope of work for each project, the proposed time schedule, the estimated total project cost and annual budget requirement, the geographical location, any known encumbrances and estimated timeframes for removing these encumbrances; and
- (b) aligned with all prescribed planning, budgeting, monitoring and reporting requirements.

The demand for infrastructure delivery shall be managed through:

- (a) the service life plans which;
  - (1) are based on:
    - an assessment of current performance against desired levels of service or functionality; and
    - a needs analysis informed by factors such as policies, norms and standards, condition assessments, functional performance, demographic trends, current and forecasted levels of optimisation; and
  - (2) reflect a cost estimate for the life cycle activities comprising acquisition, operations, maintenance, refurbishment, rehabilitation or alteration as relevant, over a minimum period of five (5) years; and

- (b) infrastructure plans which, as a minimum, summarise the service life plans and provide a credible forecast of current and net demand for services or requirements for functionality over a period of not less than ten (10) years.

Consideration shall, where appropriate, be given to:

- (a) alternative service delivery methods or means of satisfying needs which do not require infrastructure to implement or reduce the demand for infrastructure; and
- (b) the disposal of infrastructure that is surplus to requirements.

Projects shall, wherever possible, be delivered in accordance with established norms and standards which are designed to yield value for money.

#### **6.1.9 Stage 2 : Strategic resourcing**

A delivery management strategy shall be developed following the conducting of a spend, organizational and market analysis. Such a strategy shall indicate how needs are to be met for each category of spend through one or more of the following:

- (a) a public private partnership;
- (b) another organ of state on an agency basis;
- (c) another organ of state's framework agreement;
- (d) own resources; or
- (e) own procurement system.

A procurement strategy shall document the selected packaging, contracting, pricing and targeting strategy and procurement procedure for all required goods or services or any combination thereof including professional services, including the rationale for adopting a particular option.

#### **6.1.10 Stage 3 : Preparation and briefing or pre-feasibility**

Prefeasibility and feasibility reports shall be required as end-of-stage deliverables for stages 3 and 4, respectively, where one or more of the following applies:

- (a) the major capital project is required for:
  - (1) a major public enterprise where the total project capital expenditure exceeds R1,5 billion; or

- (2) an organ of state subject to the Public Finance Management Act other than a major public enterprise where the total project capital expenditure exceeds R1,0 billion including VAT, or where the expenditure per year for a minimum of three (3) years exceeds R250-million per annum including VAT;
- (b) the project is not:
  - (1) a building project with or without related site works; or
  - (2) a process-based, somewhat repetitive or relatively standardised project where the risk of failing to achieve time, cost and quality objectives is relatively low; or
- (c) it is deemed necessary during stage 2

The strategic brief shall as necessary:

- (a) confirm the scope of the package and identify any constraints, including those relating to occupational health and safety;
- (b) establish the project criteria, including the performance and reliability requirements, design life, service life of components, function, maintenance and replacement requirements, mix of uses, scale, location, quality, value, time, safety, health, environment and sustainability;
- (c) identify procedures, organisational structure, key constraints, statutory permissions (e.g. environmental, heritage, social, planning, building control), and utility approvals, policies (e.g. environmental, developmental, social, maintenance or facilities management) and strategies to take the package forward;
- (d) identify risks that need to be mitigated;
- (e) identify interfaces between packages as necessary; and
- (f) establish the control budget for the package, ownership costs and schedule for the package or series of packages.

The prefeasibility study shall as necessary:

- (a) document the owner or user requirements specification;
- (b) shortlist the options that were considered;
- (c) provide a preliminary design for study options;

- (d) provide preliminary capital estimate and the proposed schedule; and
- (e) present the study outcomes.

#### 6.1.11 **Stage 4 : Concept and viability or feasibility**

The concept report shall as necessary:

- (a) document the initial design criteria and design options or the methods and procedures required to maintain the condition of infrastructure for the package;
- (b) establish the detailed brief, scope, scale, form and cost plan for the package;
- (c) provide an indicative schedule for documentation and construction or maintenance services associated with the package;
- (d) contain a site development plan or other suitable schematic layouts of the works;
- (e) describe the statutory permissions, funding approvals or utility approvals required to proceed with the works associated with the package;
- (f) include a baseline risk assessment for the package, and a health and safety plan which is required in terms of the requirements of the Construction Regulations issued in terms of the Occupational Health and Safety Act;
- (g) contain a risk report linked to the need for further surveys, tests, other investigations and consent and approvals, if any, during subsequent stages and identified health, safety and environmental risk;
- (h) contain an operations and maintenance support plan which establishes the organizational structure required for the operation and maintenance of the works resulting from the package or series of packages over its service life, and the office, stores, furniture, equipment, Information and Communications Technology (ICT), engineering infrastructure and staff training requirements;
- (i) confirm the financial sustainability of the project; and

- (j) establish the feasibility of satisfying the strategic brief for the package or series of packages within the control budget established during stage 3 and, if not, motivate a revised control budget.

A feasibility report shall as a minimum provide the following:

- (a) details regarding the preparatory work covering:
  - (1) a needs and demand analysis with output specifications; and
  - (2) an options analysis;
- (b) a viability evaluation covering:
  - (1) a financial analysis; and
  - (2) an economic analysis, if necessary;
- (c) a risk assessment and sensitivity analysis;
- (d) a professional analysis covering:
  - (1) a technology options assessment;
  - (2) an environmental impact assessment; and
  - (3) a regulatory due diligence; and
- (e) implementation readiness assessment covering:
  - (1) institutional capacity; and
  - (2) a procurement plan

#### 6.1.12 **Stage 5 : Design development**

The design development report shall as necessary:

- (a) develop in detail the accepted concept to finalize the design and definition criteria;
- (b) establish the detailed form, character, function and costings;
- (c) define all components in terms of overall size, typical detail, performance and outline specification;

- (d) describe how infrastructure, or elements or components thereof, are to function, how they are to be safely constructed, how they are to be maintained and how they are to be commissioned; and
- (e) confirm that the package or series of packages can be completed within the control budget or propose a revision to the control budget.

Outline specifications shall be in sufficient detail to enable a view to be taken on the operation and maintenance implications of the design and the compatibility with existing plant and equipment.

#### 6.1.13 **Stage 6 : Design documentation**

Stage 6A (production information) is complete when all the production information that is required to be accepted prior to being issued for construction, manufacturing or fabrication purposes has been accepted.

Stage 6B (manufacture, fabrication and construction information) is complete when the manufacture, fabrication and construction information is accepted as being in accordance with the production information.

#### 6.1.14 **Stage 7 : Works**

Stage 7 is complete when:

- (a) completion of the works is certified in accordance with the provisions of the contract; or
- (b) the goods and associated services are certified as being delivered in accordance with the provisions of the contract.

#### 6.1.15 **Stage 8 : Handover**

The handover stage shall include as necessary the training of the end user's or the owner's staff in the operation of the delivered infrastructure.

The record information shall as relevant:

- (a) accurately document the condition of the completed works associated with a package;
- (b) accurately document the works as constructed or completed;
- (c) contain information on the care and servicing requirements for the works or a portion thereof;

- (d) contain information or instructions on the use of plant and equipment;
- (e) confirm the performance requirements of the design development report and production information;
- (f) contain certificates confirming compliance with legislation, statutory permissions and the like; and
- (g) contain guarantees that extend beyond the defects liability period provided for in the package.

Record information shall, as relevant, provide those tasked with the operation and maintenance of infrastructure with the information necessary to:

- (a) understand how the designers intended the works, systems, subsystems, assemblies and components to function;
- (b) effectively operate, care for and maintain the works, systems, subsystems, assemblies and components to function;
- (c) check, test or replace systems, subsystems, assemblies or components to ensure the satisfactory performance of works, systems, subsystems, assemblies and components over time;
- (d) develop maintenance plans;
- (e) determine stock levels for components and assemblies that need to be regularly replaced; and
- (f) budget for the operation and maintenance of the works, systems, subsystems and components over time.

Arrangements shall be put in place to secure and safeguard the works from the time that the contractor's liabilities for damage to the works end until such time that the works are handed over to the end user who shall accept such liabilities.

#### 6.1.16 **Stage 9 : Close out**

The close out report for the package shall outline what was achieved in terms of at least the following:

- (a) the following performance parameters:
  - expenditure incurred in infrastructure delivery for the financial year, against the budget made available to cover such expenditure at the start of the year;



- the average variance between planned and achieved completion of stages of all packages and projects;
  - an overview of all packages where stage 7 was completed within the financial year and the total of the prices and the time for completion at the start of the contract or when the order was issued exceed 20%, together with a brief explanation as to why such increases occurred;
  - the average time taken to award a contract, measured from the closing date for tender submission or the final submission made in terms of a proposal or competitive negotiations procedure to a decision being taken to award the contract;
  - the average time taken, in respect of all packages covered in the report, to complete stage 8 measured from the time that stage 7 is completed;
  - the average difference between the total of the prices in the payment certificate that was issued following the completion of stage 7, and the total of the prices at the end of stage 9;
  - the average time taken to award a contract above the threshold for quotations, measured from the closing date for tender submission or the final submission made in terms of a proposal or competitive negotiations procedure, to the acceptance of the tender evaluation report; and
  - the average number of days that payment is later than that required under the terms of a contract.
- (b) unit costs of completed work or major components thereof; and
- (c) key performance indicators relating to developmental objectives.

The close out report shall make suggestions for improvements on future packages of a similar nature. Such a report should also comment on the performance of the contractor and, if relevant, include building tuning or similar reports.

Stage 9 is complete when, as relevant, defects certificates or certificates of final completion are issued in terms of the contract, the final amount due to the contractor in terms of the contract is certified and the close out report is accepted.

## 4.2 Gateway reviews

### 4.2.1 Gateway reviews for major capital projects above a threshold

- 4.2.1.1 Accounting Officer shall appoint a gateway review team to undertake gateway reviews for major capital projects equal to or above R50-million.

4.2.1.2 All major capital projects having an estimated capital expenditure equal to or above R50-million shall have a gateway review of the end-of-stage 4 deliverable, prior to the acceptance of such deliverable.

The focus of such a review shall in the first instance be on the quality of the documentation, and thereafter on:

- (a) deliverability (the extent to which a project is deemed likely to deliver the expected benefits within the declared cost, time and performance envelope);
- (b) affordability (the extent to which the level of expenditure and financial risk involved in a project can be taken up on, given the organisation's overall financial position, both singly and in the light of its other current and projected commitments); and
- (c) value for money.

4.2.1.3 A gateway review team shall comprise not less than three (3) persons who are not involved in the project associated with the works covered by the end of the stage 4 deliverable, and who are familiar with various aspects of the subject matter of the deliverable at the end of the stage under review. Such a team shall be led by a person who has at least six years postgraduate experience in the planning of infrastructure projects and is registered either as a professional engineer in terms of the Engineering Profession Act, a professional quantity surveyor in terms of the Quantity Surveying Profession Act or a professional architect in terms of the Architectural Profession Act. The members of the team shall, as relevant, have expertise in key technical areas, cost estimating, scheduling and implementation of similar projects.

4.2.1.4 The relevant treasury shall be notified of a proposed gateway review for a major capital project, three weeks prior to the conducting of such a review. Such notification shall be accompanied by a brief outline of the proposed project or package, the names and qualifications of the reviewers and the timeframes for the review. The relevant treasury may nominate additional persons to serve on the review team.

4.2.1.5 The gateway review team shall base its findings primarily on:

- (a) the information contained in the end-of-stage deliverables;
- (b) supplementary documentation, if any, provided by key staff obtained during an interview process; and
- (c) interviews with key staff members and stakeholders.

4.2.1.6 The gateway review team shall issue a report at the conclusion of a gateway review which indicates the team's assessment of the information at the end of a stage and provides findings or recommendations on areas where further work may be undertaken to improve such information.

4.2.1.7 The contents of the gateway review report shall be taken into account when accepting the stage 4 deliverable. A stage 4 deliverable shall not be accepted until such time that all code red risks have been addressed in the stage 4 end-of-stage deliverable.

11. **CONTROL FRAMEWORK FOR INFRASTRUCTURE PROCUREMENT**<sup>12</sup>

5.1 The responsibilities for taking the key actions associated with the formation and conclusion of contracts including framework agreements above the quotation threshold shall be as stated in Table 2.

5.2 The responsibilities for taking the key actions associated with the quotation procedure and the negotiation procedure where the value of the contract is less than the threshold set for the quotation procedure shall be as follows: <sup>13</sup>

- (a) chief financial officer shall grant approval for the issuing of the procurement documents, based on the contents of a documentation review report developed in accordance with the provisions of the standard;
- (b) the authorized person may award the contract if satisfied with the recommendations contained in the evaluation report prepared in accordance with the provisions of the standard.

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<sup>12</sup> This clause is required to ensure compliance with the requirements of the standard.

<sup>13</sup> SCM Regulation 26 of the MFMA requires that a committee system be established for procurement above the threshold for quotations. It is not, however, a requirement for such a committee to deal with quotations.

- 5.3 The responsibilities for taking the key actions associated with the issuing of an order in terms of a framework agreement shall be as stated in Table 3.

## 12. **INFRASTRUCTURE DELIVERY MANAGEMENT REQUIREMENTS**

### 6.1 **Institutional arrangements**

#### 6.1.1 **Committee system for procurement**<sup>14</sup>

##### 6.1.1.1 **General**

6.1.1.1.1 A committee system comprising the documentation committee, evaluation committee and tender committee shall be applied to all procurement procedures where the estimated value of the procurement exceeds the financial threshold for quotations and to the putting in place of framework agreements.

6.1.1.1.2 The evaluation committee shall, where competition for the issuing of an order amongst framework contractors takes place and the value of the order exceeds the financial threshold for quotations, evaluate the quotations received.

6.1.1.1.3 The persons appoint in writing as technical advisors and subject matter experts may attend any committee meeting.

6.1.1.1.4 No person who is a political officer bearer, a public office bearer including any councillor of a municipality, a political advisor or a person appointed in terms of section 12A of the Public Service Act of 1994 or who has a conflict of interest shall be appointed to a procurement documentation, evaluation or tender committee.

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<sup>14</sup> SCM Regulation 26 of the MFMA requires that a committee system be established for procurement above the threshold for quotations. A municipality of a municipal entity may require that the tender committee (bid adjudication committee) also deal with quotations

The principle of segregation (an internal control designed to prevent error and fraud by ensuring that at least two individuals are responsible for the separate parts of any task) is dealt with the committee system in the standard as follows:

- procurement gate 3: a technical evaluation of procurement documents and an approval of such documentation;
- procurement gate 5: a technical evaluation of submissions and an authorization to proceed with the next phase of a procurement process; and
- procurement gate 6: a tender evaluation and a recommendation to award a contract.

6.1.16.2.5 Committee decisions shall as far as possible be based on the consensus principle i.e. the general agreement characterised by the lack of sustained opposition to substantial issues. Committees shall record their decisions in writing. Such decisions shall be kept in a secured environment for a period of not less than five (5) years after the completion or cancellation of the contract unless otherwise determined in terms of the National Archives and Record Services Act of 1996.

6.1.1.1.6 Committees may make decisions at meetings or, subject to the committee chairperson's approval, on the basis of responses to documents circulated to committee members provided that not less than sixty percent (60%) of the members are present or respond to the request for responses. Where the committee chairperson is absent from the meeting, the members of the committee who are present shall elect a chairperson from one of them to preside at the meeting.

#### **6.1.1.2 Procurement documentation committee**

6.1.1.2.1 The municipal manager shall appoint in writing on a procurement by procurement basis:

- (a) the persons to review the procurement documents and to develop a procurement documentation review report in accordance with clause 4.2.2.1 of the standard; and
- (b) the members of the procurement documentation committee.

6.1.1.2.2 The procurement documentation committee shall comprise one or more persons. The chairperson shall be an employee of Steve Tshwete Local Municipality with requisite skills. Other members shall, where relevant, include a representative of the end user or the department requiring infrastructure delivery.

6.1.1.2.3 No member of, or technical adviser or subject matter expert who participates in the work of the any of the procurement committees or a family member or associate of such a member, may tender for any work associated with the tender which is considered by these committees.

**Table 2: Procurement activities and gates associated with the formation and conclusion of contracts above the quotation threshold**

Activity		Sub-Activity (see Table 3 of the standard)		Key action	Person assigned responsibility to perform key action
1*	Establish what is to be procured	1.3 <b>PG1</b>	Obtain permission to start with the procurement process	Make a decision to proceed / not to proceed with the procurement based on the broad scope of work and the financial estimates.	Head of department
2*	Decide on procurement strategy	2.5 <b>PG2</b>	Obtain approval for procurement strategies that are to be adopted including specific approvals to approach a confined market or the use of the negotiation procedure	Confirm selection of strategies so that tender offers can be solicited	Head of department
3	Solicit tender offers	3.2 <b>PG3</b>	Obtain approval for procurement documents	Grant approval for the issuing of the procurement documents	Procurement documentation committee
		3.3 <b>PG4</b>	Confirm that budgets are in place	Confirm that finance is available for the procurement to take place	Assistant director budget office
4	Evaluate tender offers	4.2 <b>PG5</b>	Obtain authorisation to proceed with next phase of tender process in the qualified, proposal or competitive negotiations procedure	Review evaluation report, ratify recommendations and authorize progression to the next stage of the tender process	Evaluation committee
		4.7 <b>PG6</b>	Confirm recommendations contained in the tender evaluation report	Review recommendations of the evaluation committee and refer back to evaluation committee for reconsideration or make recommendation for award	Bid adjudication committee

Activity		Sub-Activity (see Table 3 of the standard)		Key action	Person assigned responsibility to perform key action
5	Award contract	5.3 PG7	Award contract	Formally accept the tender offer in writing and issue the contractor with a signed copy of the contract	Municipal manager <sup>15</sup>
		5.5 GF1	Upload data in financial management and payment system	Verify data and upload contractor's particulars and data associated with the contract or order	Supply chain manager

\* Applies only to goods and services not addressed in a procurement strategy developed during stage 2 (strategic resourcing) of the control framework for infrastructure delivery management

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<sup>15</sup> The award of a contract can be linked to contract value. For example, high value contracts may be awarded by the municipal manager or chief executive and lower amounts by different appropriately delegated authorities.



**Table 2** (concluded)

Activity		Sub-Activity		Key action	Person assigned responsibility to perform key action
6	Administer contracts and confirm compliance with requirements	6.4 PG8A	Obtain approval to waive penalties or low performance damages.	Approve waiver of penalties or low performance damages	Executive director infrastructure services
		6.5 PG8B	Obtain approval to notify and refer a dispute to an adjudicator	Grant permission for the referral of a dispute to an adjudicator or for final settlement to an arbitrator or court of law	Executive director corporate services
		6.6 PG8C	Obtain approval to increase the total of prices, excluding contingencies and price adjustment for inflation, or the time for completion at the award of a contract or the issuing of an order up to a specified percentage <sup>16</sup>	Approve amount of time and cost overruns up to the threshold	Project manager
		6.7 PG8D	Obtain approval to exceed the total of prices, excluding contingencies and price adjustment for inflation, or the time for completion at award of a contract or the issuing of an order by more than 20% and 30%, respectively	Approve amount of time and cost overruns above a the threshold	Bid adjudication committee
		6.8 PG8E	Obtain approval to cancel or terminate a contract	Approve amount	Municipal Manager
		6.9 PG8F	Obtain approval to amend a contract	Approve proposed amendment to contract	Bid adjudication committee

<sup>16</sup> Stepped thresholds leading up to the 20% and 30% values given in PG8D may be necessary to manage cost and time overruns, respectively, the principle being that approval to exceed these percentages needs to be granted at a more senior level with each increase. For example, the increases for cost overruns could be as follows:

- ≤ 2,5 % - contract manager;
- 2,5 to 10% - project director
- > 10% - appropriately delegated authority

**Table 3: Procurement activities and gates associated with the issuing of an order above the quotation threshold in terms of a framework agreement**

<b>Activity</b>		<b>Key action</b>	<b>Person assigned responsibility to perform key action</b>
1 <b>FG1</b>	Confirm justifiable reasons for selecting a framework contactor where there is more than one framework agreement covering the same scope of work	Confirm reasons submitted for not requiring competition amongst framework contractors or instruct that quotations be invited	Project manager
3 <b>FG2</b>	Obtain approval for procurement documents	Grant approval for the issuing of the procurement documents	Head of department
4 <b>FG3</b>	Confirm that budgets are in place	Confirm that finance is available so that the order may be issued	Assistant director budget office
6 <b>FG4</b>	Authorize the issuing of the order	If applicable, review evaluation report and confirm or reject recommendations. Formally accept the offer in writing and issue the contractor with a signed copy of the order	Head of supply chain management

### 6.1.1.3 Evaluation committee

6.1.1.3.1 The municipal manager shall appoint on a procurement by procurement basis in writing:

- (a) the persons to prepare the evaluation and, where applicable, the quality evaluations, in accordance with clauses 4.2.3.2 and 4.2.3.4 of the standard, respectively; and
- (b) the members of the evaluation committee.

6.1.1.3.2 The evaluation committee shall comprise not less than three people. The chairperson shall be an employee of Steve Tshwete Local Municipality with requisite skills. Other members shall include a supply chain management practitioner<sup>17</sup> and, where relevant, include an official from the department requiring infrastructure delivery.

6.1.1.3.3 The evaluation committee shall review the evaluation reports prepared in accordance with sub clause 4.2.3 of the standard and as a minimum verify the following in respect of the recommended tenderer:

- (a) the capability and capacity of a tenderer to perform the contract;
- (b) the tenderer's tax and municipal rates and taxes compliance status;
- (c) confirm that the tenderer's municipal rates and taxes and municipal service charges are not in arrears;
- (d) the Compulsory Declaration has been completed; and
- (e) the tenderer is not listed in the National Treasury's Register for Tender Defaulters or the List of Restricted Suppliers.

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<sup>17</sup> A supply chain management practitioner in the context of infrastructure delivery includes a built environment professional

6.1.1.3.4 No tender submitted by a member of, or technical adviser or subject matter expert who participates in the work of the procurement documentation committee or a family member or associate of such a member, may be considered by the evaluation committee.

6.1.1.3.5 The chairperson of the evaluation committee shall promptly notify the *[municipal manager or chief executive or chief financial officer or designation of delegate]* of any respondent or tenderer who is disqualified for having engaged in fraudulent or corrupt practices during the tender process.

#### 6.1.1.4 Tender committee<sup>18</sup>

6.1.1.4.1 The tender committee shall comprise the following persons or their mandated delegate:<sup>19</sup>

- (a) the chief financial officer or, if the chief financial officer is not available, any another senior finance official designated by the chief financial officer;
- (b) head of supply chain management;
- (c) legal advisor in advisory capacity; and
- (d) a technical expert in the relevant field who is an official, if such an expert is needed in advisory capacity.

6.1.1.4.2 No member of the evaluation committee may serve on the tender committee. A member of an evaluation committee may, however, participate in the deliberations of a tender committee as a technical advisor or a subject matter expert.

6.1.1.4.3 The tender committee shall:

- (a) consider the report and recommendations of the evaluation committee and:
  - (1) verify that the procurement process which was followed complies with the provisions of this document;

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<sup>18</sup> Where no separate tender committee is established, this section should simply refer to the bid adjudication committee which is set up to deal with tenders with both the supply chain for general goods and services and for infrastructure

<sup>19</sup> The chairperson needs to be an employee of the municipality or the municipal entity with requisite skills. Other members should be employees of the municipality or the municipal entity and include at least four senior managers including the chief financial officer, a supply chain management practitioner and a technical expert in the relevant field, if such municipality or municipal entity has such an expert.

- (2) confirm that the report is complete and addresses all considerations necessary to make a recommendation;
  - (3) confirm the validity and reasonableness of reasons provided for the elimination of tenderers; and
  - (4) consider commercial risks and identify any risks that have been overlooked or fall outside of the scope of the report which warrant investigation prior to taking a final decision; and
- (b) refer the report back to the evaluation committee for their reconsideration or make a recommendation to the authorized person on the award of a tender, with or without conditions, together with reasons for such recommendation.

6.1.1.4.4 The tender committee shall consider proposals regarding the cancellation, amendment, extension or transfer of contracts that have been awarded and make a recommendation to the authorized person on the course of action which should be taken.

6.1.1.4.5 The tender committee shall consider the merits of an unsolicited offer and make a recommendation to the municipal manager.

6.1.1.4.6 The tender committee shall report to the municipal manager any recommendation made to award a contract to a tenderer other than the tenderer recommended by the evaluation committee, giving reasons for making such a recommendation.

6.1.1.4.7 The tender committee shall not make a recommendation for an award of a contract or order if the recommended tenderer or framework contractor has:

- (a) made a misrepresentation or submitted false documents in competing for the contract or order; or
- (b) been convicted of a corrupt or fraudulent act in competing for any contract during the past five (5) years.

6.1.1.4.8 The tender committee may on justifiable grounds and after following due process, disregard the submission of any tenderer if that tenderer or any of its directors, members or trustees or partners has abused the delivery management system or has committed fraud, corruption or any other improper conduct in relation to such system. The National Treasury and the provincial treasury shall be informed where such tenderers are disregarded.

## **6.1.2 Actions of an authorized person relating to the award of a contract or an order**

### **6.1.2.1 Award of a contract**

6.1.2.1 The authorized person shall, if the value of the contract inclusive of VAT, is within his or her delegation, consider the report(s) and recommendations of the tender committee, or in the case of the awards for contracts below the quotation threshold, the recommendation of the head of department, and either:

- (a) award the contract after confirming that the report is complete and addresses all considerations necessary to make a recommendation and budgetary provisions are in place; or
- (b) decide not to proceed or to start afresh with the process.

6.1.2.2 The authorized person shall immediately notify the municipal manager if a tender other than the recommended tender is awarded, save where the recommendation is changed to rectify an irregularity.

Such person shall, within ten (10) working days, notify in writing the Auditor-General, the National Treasury and provincial treasury, and, in the case of a municipal entity, also the parent municipality, of the reasons for deviating from such recommendation.

#### **6.1.2.3 Issuing of an order**

The authorized person shall, if the value of an order issued in terms of a framework contract, is within his or her delegation, consider the recommendation of the evaluation committee or the designated person, as relevant, and either:

- (a) authorize the issuing of an order in accordance with the provisions of clause 4.25 of the standard; or
- (b) decide not to proceed or to start afresh with the process.

### **6.1.3 Conduct of those engaged in infrastructure delivery<sup>20</sup>**

#### **6.1.3.1 General requirements**

6.1.3.1.1 All personnel and agents of Steve Tshwete Local Municipality shall comply with the requirements of the CIDB Code of Conduct for all Parties engaged in Construction Procurement. They shall:

- (a) behave equitably, honestly and transparently;
- (b) discharge duties and obligations timeously and with integrity;
- (c) comply with all applicable legislation and associated regulations;
- (d) satisfy all relevant requirements established in procurement documents;
- (e) avoid conflicts of interest; and

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<sup>20</sup> Sub clause 5.1 d) of the standard requires that the municipality's or municipal entity's policy establish ethical standards for those involved in the procurement and delivery of infrastructure. This clause is aligned with the provisions of SCM Regulation 46 (Ethical standards) issued in terms of the MFMA and National Treasury's Code of Conduct for Supply Chain Management Practitioners

- (f) not maliciously or recklessly injure or attempt to injure the reputation of another party.

6.1.3.1.2 All personnel and agents engaged in Steve Tshwete Local Municipality's infrastructure delivery management system shall:

- (a) not perform any duties to unlawfully gain any form of compensation, payment or gratification from any person for themselves or a family member or an associate;
- (b) perform their duties efficiently, effectively and with integrity and may not use their position for private gain or to improperly benefit another person;
- (c) strive to be familiar with and abide by all statutory and other instructions applicable to their duties;
- (d) furnish information in the course of their duties that is complete, true and fair and not intended to mislead;
- (e) ensure that resources are administered responsibly;
- (f) be fair and impartial in the performance of their functions;
- (g) at no time afford any undue preferential treatment to any group or individual or unfairly discriminate against any group or individual;
- (h) not abuse the power vested in them;
- (i) not place themselves under any financial or other obligation to external individuals or firms that might seek to influence them in the performance of their duties;
- (j) assist Steve Tshwete Local Municipality in combating corruption and fraud within the infrastructure procurement and delivery management system;



- (k) not disclose information obtained in connection with a project except when necessary to carry out assigned duties;
- (l) not make false or misleading entries in reports or accounting systems; and
- (m) keep matters of a confidential nature in their possession confidential unless legislation, the performance of duty or the provision of the law require otherwise.

6.1.3.1.2 An employee or agent may not amend or tamper with any submission, tender or contract in any manner whatsoever.

#### **6.1.3.2 Conflicts of interest**

6.1.3.2.1 The employees and agents of Steve Tshwete Local Municipality who are connected in any way to procurement and delivery management activities which are subject to this policy, shall:

- (a) disclose in writing to the employee of the Steve Tshwete Local Municipality to whom they report, or to the person responsible for managing their contract, if they have, or a family member or associate has, any conflicts of interest; and
- (b) not participate in any activities that might lead to the disclosure of Steve Tshwete Local Municipality proprietary information.

6.1.3.2.2 The employees and agents of Steve Tshwete Local Municipality shall declare and address any perceived or known conflict of interest, indicating the nature of such conflict to whoever is responsible for overseeing the procurement process at the start of any deliberations relating to a procurement process or as soon as they become aware of such conflict, and abstain from any decisions where such conflict exists or recuse themselves from the procurement process, as appropriate.

6.1.3.2.3 Agents who prepare a part of a procurement document may in exceptional circumstances, where it is in Steve Tshwete Local Municipality's interest to do so, submit a tender for work associated with such documents provided that:

- (a) Steve Tshwete Local Municipality states in the tender data that such an agent is a potential tenderer;
- (b) all the information which was made available to, and the advice provided by that agent which is relevant to the tender, is equally made available to all potential tenderers upon request, if not already included in the scope of work; and
- (c) the procurement documentation committee is satisfied that the procurement document is objective and unbiased having regard to the role and recommendations of that agent.

**6.1.3.3 Evaluation of submissions received from respondents and tenderers**

6.1.3.3.1 The confidentiality of the outcome of the processes associated with the calling for expressions of interest, quotations or tenders shall be preserved. Those engaged in the evaluation process shall:

- (a) not have any conflict between their duties as an employee or an agent and their private interest;
- (b) may not be influenced by a gift or consideration (including acceptance of hospitality) to show favour or disfavour to any person;
- (c) deal with respondents and tenderers in an equitable and even-handed manner at all times; and

- (d) not use any confidential information obtained for personal gain and may not discuss with, or disclose to outsiders, prices which have been quoted or charged to Steve Tshwete Local Municipality.

6.1.3.3.2 The evaluation process shall be free of conflicts of interest and any perception of bias. Any connections between the employees and agents of Steve Tshwete Local Municipality and a tenderer or respondent shall be disclosed and recorded in the tender evaluation report.

6.1.3.3.3 Steve Tshwete Local Municipality personnel and their agents shall immediately withdraw from participating in any manner whatsoever in a procurement process in which they, or any close family member, partner or associate, has any private or business interest.

#### **6.1.3.4 Non-disclosure agreements**

Confidentiality agreements in the form of non-disclosure agreements shall, where appropriate, be entered into with agents and potential contractors to protect Steve Tshwete Local Municipality's confidential information and interests.

#### **6.1.3.5 Gratifications, hospitality and gifts**

6.1.3.5.1 The employees and agents of Steve Tshwete Local Municipality shall not, directly or indirectly, accept or agree or offer to accept any gratification from any other person including a commission, whether for the benefit of themselves or for the benefit of another person, as an inducement to improperly influence in any way a procurement process, procedure or decision.

6.1.3.5.2 The employees and agents of Steve Tshwete Local Municipality as well as their family members of associates shall not receive any of the following from any tenderer, respondent or contractor or any potential contractor:

- (a) money, loans, equity, personal favours, benefits or services;

- (b) overseas trips; or
- (c) any gifts or hospitality irrespective of value from tenderers or respondents prior to the conclusion of the processes associated with a call for an expression of interest or a tender

6.1.3.5.3 The employees and agents of Steve Tshwete Local Municipality shall not purchase any items at artificially low prices from any tenderer, respondent or contractor or any potential contractor at artificially low prices which are not available to the public.

6.1.3.5.4 All employees and agents of Steve Tshwete Local Municipality may for the purpose of fostering inter-personal business relations accept the following:

- (a) meals and entertainment, but excluding the cost of transport and accommodation;
- (b) promotional material of small intrinsic value such as pens, paper-knives, diaries, calendars, etc;
- (c) incidental business hospitality such as business lunches or dinners, which the employee is prepared to reciprocate;
- (d) complimentary tickets to sports meetings and other public events, but excluding the cost of transport and accommodation, provided that such tickets are not of a recurrent nature; and
- (e) gifts in kind other than those listed in a) to d) which have an intrinsic value greater than R350 unless they have declared them to the *municipal manager*<sup>21</sup>.

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<sup>21</sup> SCM Regulation permits the receipt of gifts and hospitality provided that they are declared to the municipal manager or the chief executive

6.1.3.5.5 Under no circumstances shall gifts be accepted from prospective contractors during the evaluation of calls for expressions of interest, quotations or tenders that could be perceived as undue and improper influence of such processes.

6.1.3.5.6 Employees and agents of Steve Tshwete Local Municipality shall without delay report to the municipal manager any incidences of a respondent, tenderer or contractor who directly or indirectly offers a gratification to them or any other person to improperly influence in any way a procurement process, procedure or decision.

#### **6.1.3.6 Reporting of breaches**

Employees and agents of Steve Tshwete Local Municipality shall promptly report to the municipal manager any alleged improper conduct which they may become aware of, including any alleged fraud or corruption.

#### **6.1.4 Measures to prevent abuse of the infrastructure delivery system<sup>22</sup>**

The municipal manager shall investigate all allegations of corruption, improper conduct or failure to comply with the requirements of this policy against an employee or an agent, a contractor or other role player and, where justified:

- (a) take steps against an employee or role player and inform the National Treasury and provincial treasury of those steps;
- (b) report to the South African Police Service any conduct that may constitute a criminal offence;
- (c) lodge complaints with the Construction Industry Development Board or any other relevant statutory council where a breach of such council's code of conduct or rules of conduct are considered to have been breached;

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<sup>22</sup> The requirement to prevent abuse of the supply chain management system is aligned with the provisions of SCM Regulation 38 issued in terms of the MFMA.

- (d) cancel a contract if:
  - (1) it comes to light that the contractor has made a misrepresentation, submitted falsified documents or has been convicted of a corrupt or fraudulent act in competing for a particular contract or during the execution of that contract; or
  - (2) an employee or other role player committed any corrupt or fraudulent act during the tender process or during the execution of that contract.

#### 6.1.5 Awards to persons in the service of the state<sup>23</sup>

6.1.5.1 Any submissions made by a respondent or tenderer who declares in the Compulsory Declaration that a principal is one of the following shall be rejected:

- (a) a member of any municipal council, any provincial legislature, or the National Assembly or the National Council of Provinces;
- (b) a member of the board of directors of any municipal entity;
- (c) an official of any municipality or municipal entity;
- (d) an employee of any national or provincial department, national or provincial public entity or constitutional institution within the meaning of the Public Finance Management Act, 1999 (Act No. 1 of 1999);
- (e) a member of the accounting authority of any national or provincial public entity; or
- (f) an employee of Parliament or a provincial legislature.

6.1.5.2 The notes to the annual financial statements of the municipality shall disclose particulars of an award of more than R 2000 to a person who is a family member of a person identified in 6.1.5.1 or who has been in the previous 12 months. Such notes shall include the name of the person, the capacity in which such person served and the amount of the award.

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<sup>23</sup> The clause aligns with SCM Regulation 44 issued in terms of the MFMA.

#### 6.1.6 Collusive tendering<sup>24</sup>

Any submissions made by a respondent or tenderer who fails to declare in the Compulsory Declaration that the tendering entity:

- (a) is not associated, linked or involved with any other tendering entity submitting tender offers; or
- (b) has not engaged in any prohibited restrictive horizontal practices including consultation, communication, agreement, or arrangement with any competing or potential tendering entity regarding prices, geographical areas in which goods and services will be rendered, approaches to determining prices or pricing parameters, intentions to submit a tender or not, the content of the submission (specification, timing, conditions of contract etc.) or intention to not win a tender shall be rejected.

#### 6.1.7 Placing of contractors under restrictions<sup>25</sup>

6.1.7.1 If any tenderer which has submitted a tender offer or a contractor which has concluded a contract has, as relevant:

- (a) withdrawn such tender or quotation after the advertised closing date and time for the receipt of submissions;
- (b) after having been notified of the acceptance of his tender, failed or refused to commence the contract;
- (c) had their contract terminated for reasons within their control without reasonable cause;
- (d) offered, promised or given a bribe in relation to the obtaining or the execution of such contract;
- (e) acted in a fraudulent, collusive or anti-competitive or improper manner or in bad faith towards Steve Tshwete Local Municipality; or
- (f) made any incorrect statement in any affidavit or declaration with regard to a preference claimed and is unable to prove to the satisfaction of Steve Tshwete Local Municipality that the statement was made in good faith or reasonable steps were taken to confirm the correctness of the statements;

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<sup>24</sup> The standard requires the inclusion of the Compulsory Declaration in all procurement documents. This sub-clause aligns with SCM Regulation 44 issued in terms of the MFMA and SANS 10845-3 which is incorporated by reference in the standard.

<sup>25</sup> This sub-clause is aligned with the requirements of SCM Regulation 38 issued in terms of the MFMA.

- (g) a head of department shall prepare a report on the matter and make a recommendation to the municipal manager for placing the contractor or any of its principals under restrictions from doing business with the Steve Tshwete Local Municipality.

6.1.7.2 The municipal manager may, as appropriate, upon the receipt of a recommendation made in terms of 6.1.7.1 and after notifying the contractor of such intention in writing and giving written reasons for such action, suspend a contractor or any principal of that contractor from submitting a tender offer to Steve Tshwete Local Municipality for a period of time.

6.1.7.3 The municipal manger shall:

- (a) record the names of those placed under restrictions in an internal register which shall be accessible to employees and agents of Steve Tshwete Local Municipality who are engaged in procurement processes; and
- (b) notify the National Treasury and provincial treasury and, if relevant, the Construction Industry Development Board, of such decision and provide them with the details associated therewith.

#### **6.1.8 Complaints**

6.1.8.1 All complaints regarding the Steve Tshwete Local Municipality's infrastructure delivery management system shall be addressed to the municipal manger. Such complaints shall be in writing.

6.1.8.2 The executive director corporate services shall investigate all complaints regarding the infrastructure procurement and delivery management system and report on actions taken to the municipal manger who will decide on what action to take.



## 6.2 Acquisition management

### 6.2.1 Unsolicited proposal<sup>26</sup>

6.2.1.1 The Steve Tshwete Local Municipality is not obliged to consider unsolicited offers received outside a normal procurement process but may consider such an offer only if:

- (a) the goods, services or any combination thereof that is offered is a demonstrably or proven unique innovative concept;
- (b) proof of ownership of design, manufacturing, intellectual property, copyright or any other proprietary right of ownership or entitlement is vested in the person who made the offer;
- (c) the offer presents a value proposition which demonstrates a clear, measurable and foreseeable benefit for Steve Tshwete Local Municipality;
- (d) the offer is in writing and clearly sets out the proposed cost;
- (e) the person who made the offer is the sole provider of the goods or service; and
- (f) the municipal manager finds the reasons for not going through a normal tender processes to be sound.

6.2.1.2 The municipal manager may only accept an unsolicited offer and enter into a contract after considering the recommendations of the tender committee if:

- (a) the intention to consider an unsolicited proposal has been made known in accordance with Section 21A of the Municipal Systems Act of 2000 together with the reasons why such a proposal should not be open to other competitors, an explanation of the potential benefits for the municipality and an invitation to the public or other potential suppliers and providers to submit their comments within thirty (30) days after the notice;

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<sup>26</sup> The clause aligns with SCM Regulation 37 issued in terms of the MFMA.

- (b) the Steve Tshwete Local Municipality has obtained comments and recommendations on the offer from the National Treasury and provincial treasury;
- (c) the tender committee meeting which makes recommendations to accept an unsolicited proposal was open to the public and took into account any public comments that were received and any comments and recommendations received from the National Treasury and provincial treasury; and
- (d) the provisions of 6.2.1.3 are complied with.

6.2.1.3 The municipal manager shall, within seven (7) working days after the decision to award the unsolicited offer is taken, submit the reasons for rejecting or not following the recommendations to the National Treasury, the provincial treasury and Auditor-General. A contract shall in such circumstances not be entered into or signed within thirty (30) days of such submission.

## 6.2.2 Tax and rates compliance<sup>27</sup>

### 6.2.2.1 SARS tax clearance

6.2.2.1.1 No contract may be awarded or an order issued where the value of such transaction exceeds R15 000, unless a tenderer or contractor is tax compliant provided that the tenderer is not domiciled in the Republic of South Africa and the SARS has confirmed that such a tenderer is not required to prove their tax compliance status.

6.2.2.1.2 In the case of a partnership, each partner shall comply with the requirements of 6.2.2.2.1.

6.2.2.1.3 No payment shall be made to a contractor who does not satisfy the requirements of 6.2.2.1.2. An employee of Steve Tshwete Local Municipality shall upon detecting that a tenderer or contractor is not tax compliant, immediately notify such person of such status.

6.2.2.1.4 Notwithstanding the requirements of 6.2.2.1 and 6.2.2.3 the following shall apply:

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<sup>27</sup> This sub-clause aligns with the provisions of SCM Regulation 43 issued in terms of the MFMA. .

- (a) a non-compliant contractor, after an award was made, shall be issued with a first warning that payments in future amounts due in terms of the contract may be withheld, before the authorising of any payment due to such contractor;
- (b) before authorising a further payment due to a non-compliant contractor who has failed to remedy its tax compliance status after receiving a first warning, a second and final warning shall be issued to such contractor;
- (c) no payments may be released for any amounts due in terms of the contract due to a non-compliant contractor if, after a period of 30 calendar days have lapsed since the second warning was issued, the non-compliant contractor has failed to remedy its tax compliance status.

6.2.2.1.5 The Steve Tshwete Local Municipality may cancel a contract with a non-compliant contractor if such a contractor fails to remedy its tax compliance status after a period of thirty (30) calendar days have lapsed since the second warning was issued in terms of 6.2.2.1.4e).

#### 6.2.2.2 **Municipal rates and taxes**<sup>28</sup>

No contract may be awarded to a tenderer who, or the principals of that tenderer, owes municipal rates and taxes or municipal service charges to any municipality or a municipal entity and are in arrears for more than three (3) months.

#### 6.2.3 **Declarations of interest**

Tenders and respondents making submissions in response to an invitation to submit a tender or a call for an expression of interest, respectively shall declare in the Compulsory Declaration whether or not any of the principals:

- (a) are an employee of the Steve Tshwete Local Municipality or in the employ of the state; or

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<sup>28</sup> This subclause aligns with the provisions of SCM Regulation 38 issued in terms of the MFMA.

- (b) have a family member or a business relation with a person who is in the employ of the state.

#### 6.2.4 Invitations to submit expressions of interest or tender offers

- 6.2.4.1 All invitations to submit tenders where the estimated value of the contract exceeds R200 000 including VAT, except where a confined tender process is followed, and expressions of interest shall be advertised on the Steve Tshwete Local Municipality's website and on the National Treasury eTender Publication Portal.<sup>29</sup> Advertisements shall be placed by *[name of designated person]*
- 6.2.4.2 Advertisements relating to construction works which are subject to the Construction Industry Development Regulations issued in terms of the Construction Industry Development Act of 2000 shall in addition to the requirements of 6.2.4.1 be advertised on the CIDB website. Advertisements shall be placed by *[name of designated person]*.
- 6.2.4.3 Where deemed appropriate by *[name of designated person]* an invitation to tender and a call for an expression of interest shall be advertised in suitable local and national newspapers and the Government Tender Bulletin as directed by such person. Advertisements shall be placed by *[name of designated person]*.
- 6.2.4.4 Such advertisements shall be advertised for a period of at least thirty (30) days before closure, except in urgent cases when the advertisement period may be shortened as determined by the municipal manager.
- 6.2.4.5 Invitations to submit expressions of interest or tender offers shall be issued not less than ten (10) working days before the closing date for tenders and at least five (5) working days before any compulsory clarification meeting. Procurement documents shall be made available not less than seven (7) days before the closing time for submissions.

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<sup>29</sup> This subclause aligns with National Treasury Instruction No 1 of 2015/2016 – Advertisement of bids and the publication of awards on the eTender Publication Portal.

## 6.2.5 Publication of submissions received and the award of contracts<sup>30</sup>

6.2.5.1 The [designated person] shall publish within ten (10) working days of the closure of any advertised call for an expression of interest or an invitation to tender where the estimated value of the contract exceeds R200 000 including VAT on the municipality's or municipal entity's website, the names of all tenderers that made submissions to that advertisement, and if practical or applicable, the total of the prices and the preferences claimed. Such information shall remain on the website for at least thirty (30) days.

6.2.5.2 The [designated person] shall publish within seven (7) working days of the award of a contract the following on the Steve Tshwete Local Municipality's website

- (a) the contract number;
- (b) contract title;
- (c) brief description of the goods, services or works;
- (d) the total of the prices, if practical;
- (e) the names of successful tenderers and their B-BBEE status level of contribution;
- (f) duration of the contract; and
- (g) brand names, if applicable.

6.2.5.3 The *[designated person]* shall submit within seven (7) working days of the award of a contract the information required by National Treasury on the National Treasury eTender Publication Portal regarding the successful and unsuccessful tenders. Submissions shall be made by *[designated person]*.

6.2.5.4 The award of contracts relating to construction works which are subject to the Construction Industry Development Regulations issued in terms of the Construction Industry Development Act of 2000 shall in addition to the requirements of 6.2.5.3 be notified on the CIDB website. The notification shall be made by placed by *[designated person]*.

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<sup>30</sup> This subclause aligns with National Treasury Instruction No 1 of 2015/2016 – Advertisement of bids and the publication of awards on the eTender Publication Portal.

## 6.2.6 Disposal committee

6.2.6.1 The municipal manager shall appoint on a disposal by disposal basis in writing the members of the disposal committee to decide on how best to undertake disposals in accordance with the provisions of clause 10 of the standard.

6.2.6.2 The disposal panel shall comprise not less than three people. The chairperson shall be an employee of Steve Tshwete Local Municipality.

6.2.6.3 The disposal committee shall make recommendations to *[designated person]* who shall approve the recommendations, refer the disposal strategy back to the disposal committee for their reconsideration, decide not to proceed or to start afresh with the process.

## 6.3 Reporting of infrastructure delivery management information

*[designated person]* shall submit any reports required in terms of the standard to the National Treasury or provincial treasury.

# 13. **INFRASTRUCTURE PROCUREMENT**

## 7.1 Usage of procurement procedures<sup>31</sup>

The Steve Tshwete Local Municipality shall not apply the following procedures:

(a) *[identify procedure]*;

(b) *[identify procedure]*;

## 7.2 Procurement documents

7.2.1 The forms of contract that may be used are as follows:

Form of contract <sup>32</sup>	Code	Usage

<sup>31</sup> Delete this clause if there are no restriction. Amend if there are specific circumstance under which a procurement procedure is to be used.

<sup>32</sup> Reproduce from Table 11 of the standard the forms of contract which the municipality or municipal entity wishes to make use of.

- 7.2.2 The Steve Tshwete Local Municipality's preapproved templates for Part C1 (Agreements and contract data) of procurement documents shall be utilized to obviate the need for legal review prior to the awarding of a contract. All modifications to the standard templates shall be approved by *[designated person]* prior to being issued for tender purposes.
- 7.2.3 Disputes arising from the performance of a contract shall be finally settled in a South African court of law.<sup>33</sup>
- 7.2.4 *[state additional requirements, if any e.g. use of standard access specifications, health and safety specifications etc.]*<sup>34</sup>
- 7.2.5 The Municipal Declaration and returnable documents contained in the standard shall be included in all tenders for:
- (a) consultancy services;<sup>35</sup> and
  - (b) goods and services or any combination thereof where the total of the prices is expected to exceed R10 m including VAT.<sup>36</sup>

### 7.3 **Payment of contractors**<sup>37</sup>

The Steve Tshwete Local Municipality shall settle all accounts within thirty (30) days of invoice or statement as provided for in the contract.

### 7.4 **Approval to utilize specific procurement procedures**<sup>38</sup>

- 7.4.1 Prior approval shall be obtained for the following procurement procedures from the following persons, unless such a procedure is already provided for in the approved procurement strategy:
- (a) *[designated person / committee]* shall authorize the use of the negotiated procedure above the thresholds provided in the standard.
  - (b) *[designated person / committee]* shall authorize the approaching of a confined market except where a rapid response is required in the presence of, or the imminent risk of, an extreme or emergency situation arising from the conditions set out in the standard and which can be dealt with or the risks relating thereto arrested within forty eight (48) hours; and

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<sup>33</sup> This sub-clause aligns with SCM Regulation 21 issued in terms of the PFMA.

<sup>34</sup> Include if requirements are not included in the templates.

<sup>35</sup> The clause aligns with SCM Regulation 35(3) issued in terms of the MFMA.

<sup>36</sup> The clause aligns with SCM Regulation 35(3) issued in terms of the MFMA.

<sup>37</sup> The Section 65 of the MFMA requires municipal manager or chief executives to settle all contractual obligations and pay all money owing within 30 days of receiving the relevant statement or invoice.

<sup>38</sup> This clause is necessary to enable the standard to be implemented.

- (c) the proposal procedure using the two-envelope system, the proposal procedure using the two-stage system or the competitive negotiations procedure<sup>39</sup>.

7.4.2 The person authorized to pursue a negotiated procedure in an emergency is *[designated person]*.

## 7.5 Receipt and safeguarding of submissions<sup>40</sup>

7.5.1 A dedicated and clearly marked tender box shall be made available to receive all submissions made.<sup>41</sup>

7.5.2 The tender box shall be fitted with two locks and the keys kept separately by two *[designated persons]*. Such personnel shall be present when the box is opened on the stipulated closing date for submissions.

## 7.6 Opening of submissions<sup>42</sup>

7.6.1 Submissions shall be opened by an opening panel comprising two (2) people nominated by *[designated persons]* who have declared their interest or confirmed that they have no interest in the submissions that are to be opened.

7.6.2 The opening panel shall open the tender box at the stipulated closing time and:

- (a) sort through the submissions and return those submissions to the box that are not yet due to be opened including those whose closing date has been extended;
- (b) return submissions unopened and suitably annotated where:
  - (1) submissions are received late, unless otherwise permitted in terms of the submission data;
  - (2) submissions were submitted by a method other than the stated method,
  - (3) submissions were withdrawn in accordance with the procedures contained in SANS 10845-3; and.
  - (4) only one (1) tender submission is received and it is decided not to open it and to call for fresh tender submissions;

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<sup>39</sup> 7.5.1 c) is an optional statement and needs to be deleted if this control is not required.

<sup>40</sup> This section may not be necessary if the policy for general goods and services already covers these requirements.

<sup>41</sup> Modify as necessary. Preferably describe the location and accessibility of the box.

<sup>42</sup> This section may not be necessary if the policy for general goods and services already covers these requirements.



- (c) record in the register submissions that were returned unopened;
- (d) open submissions if received in sealed envelopes and annotated with the required particulars and read out the name of and record in the register the name of the tenderer or respondent and, if relevant, the total of prices including VAT where this is possible;
- (e) record in the register the name of any submissions that is returned with the reasons for doing so;
- (f) record the names of the tenderer's representatives that attend the public opening;
- (g) sign the entries into the register; and
- (h) stamp each returnable document in each tender submission.

7.6.3 Each member of the opening panel shall initial the front cover of the submission and all pages that are stamped in accordance with the requirements of 7.7.3h).

7.6.4 Respondents and tenderers whose submissions are to be returned shall be afforded the opportunity to collect their submissions.

7.6.5 Submissions shall be safeguarded from the time of receipt until the conclusion of the procurement process.

## 7.7 Use of another organ of state's framework agreement<sup>43</sup>

The Steve Tshwete Local Municipality may make use of another organ of state's framework contract which has been put in place by means of a competitive tender process and there are demonstrable benefits for doing so. The *[municipal manager or chief executive or delegated official]* shall make the necessary application to that organ of state to do so.

## 7.8 Insurances<sup>44</sup>

7.8.1 Contractors shall be required to take out all insurances required in terms of the contract<sup>45</sup>

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<sup>43</sup> This clause aligns with SCM Regulation 32 issued in terms of the MFMA and clause 7.3 of the Standard.

<sup>44</sup> Align with the manner in which the municipality or municipal entity wishes to manage risk.

<sup>45</sup> Alternatively state that the insurances shall be principal or employer controlled.

7.8.2 The insurance cover in engineering and construction contracts for loss of or damage to property (except the works, Plant and Materials and Equipment) and liability for bodily injury to or death of a person (not an employee of the contractor) caused by activity in connection with a contract shall in general not be less than the value stated in Table 4, unless otherwise directed by *[designated person]*.

7.8.3 Lateral earth support insurance in addition to such insurance shall be take out on a case by case basis.

**Table 4: Minimum insurance cover<sup>46</sup>**

Type of insurance	Value
Engineering and construction contracts - loss of or damage to property (except the works, Plant and Materials and Equipment) and liability for bodily injury to or death of a person (not an employee of the contractor) caused by activity in connection with a contract	Not less than R20 million
Professional services and service contracts - death of or bodily injury to employees of the contractor arising out of and in the course of their employment in connection with a contract or damage to property	Not less than R10 million
Professional indemnity insurance	geotechnical, civil and structural engineering: R5,0 million electrical, mechanical and engineering: R3,0 million architectural: R5,0 million other R3,0 million

7.8.4 The insurance cover in professional services and service contracts for damage to property or death of or bodily injury to employees of the contractor arising out of and in the course of their employment in connection with a contract shall not be less than the value stated in Table 4 for any one event unless otherwise directed by *[designated person]*.

7.8.5 SASRIA Special Risk Insurance in respect of riot and associated risk of damage to the works, Plant and Materials shall be taken out on all engineering and construction works.

<sup>46</sup> Modify as necessary

- 7.8.5 Professional service appointments shall as a general rule be subject to proof of current professional indemnity insurance being submitted by the contractor in an amount not less than the value stated in Table 4 in respect of each claim, without limit to the number of claims, unless otherwise directed by the *[designated person]* in relation to the nature of the service that they provide.
- 7.8.6 The Steve Tshwete Local Municipality shall take out professional indemnity insurance cover where it is deemed necessary to have such insurance at a level higher than the levels of insurance commonly carried by contractors.
- 7.8.7 Where payment is to be made in multiple currencies, either the contractor or Steve Tshwete Local Municipality should be required to take out forward cover. Alternatively, the prices for the imported content should be fixed as soon as possible after the starting date for the contract.

## 7.9 **Written reasons for actions taken**

- 7.9.1 Written reasons for actions taken shall be provided by a *[designated person]*.
- 7.9.2 The written reasons for actions taken shall be as brief as possible and shall as far as is possible, and where relevant, be framed around the clauses in the:
- (a) SANS 10845-3, *Construction procurement - Part 3: Standard conditions of tender*, and, giving rise to the reason why a respondent was not short listed, prequalified or admitted to a data base; or
  - (b) SANS 10845-4, *Construction procurement - Part 4: Standard conditions for the calling for expressions of interest*; as to why a tenderer was not considered for the award of a contract or not awarded a contract.
- 7.9.3 Requests for written reasons for actions taken need to be brief and to the point and may not divulge information which is not in the public interest or any information which is considered to prejudice the legitimate commercial interests of others or might prejudice fair competition between tenderers.

## 7.10 Request for access to information<sup>47</sup>

7.10.1 Should an application be received in terms of Promotion of Access to Information Act of 2000 (Act 2 of 2000), the “requestor” should be referred to the Steve Tshwete Local Municipality’s information manual which establishes the procedures to be followed and the criteria that have to be met for the “requester” to request access to records in the possession or under the control of Steve Tshwete Local Municipality.

7.10.2 Access to technical and commercial information such as a comprehensive programme which links resources and prices to such programme should be refused as such information provides the order and timing of operations, provisions for time risk allowances and statements as to how the contractor plans to do the work which identifies principal equipment and other resources which he plans to use. Access to a bill of quantities and rates should be provided in terms of the Act.

## 8. **REVIEW**

This policy will be reviewed annually to be in line with municipal practices and legislation.

## 9. **SHORT TITLE**

This policy shall be called the Supply Chain Management Policy – Infrastructure Procurement and Delivery Management of the Steve Tshwete Local Municipality.

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<sup>47</sup> Amend as necessary