

# **LEPELLE – NKUMPI MUNICIPALITY**



## **DRAFT BAD DEBTS AND WRITE-OFF POLICY**

**2026 - 2027**

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**LEPELLE – NKUMPI LOCAL  
BAD DEBT AND WRITE-OFF POLICY**

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**1. INTRODUCTION**

- 1.1 The Council is faced with a significant amount of outstanding debt and the continuous defaulting by certain consumers who can afford to pay services.
- 1.2 The Debt Collection and Credit Control by – Laws have been gazetted in March 2008, Gazette No. 1454. The by – Laws were not implemented since the inception of the municipality resulting in a huge amount of outstanding consumer debt that council might not be able to collect.
- 1.3 The policy seeks to bring relief to consumers who have huge outstanding debts and have no income or are registered as indigents and are currently unable to pay for the outstanding debts.
- 1.4 The policy seeks that household consumers with no or lower income are not denied a reasonable service and that the municipality is not financially burdened with non-payment of services.
- 1.5 The policy will enable Council to write off irrecoverable debt as recommended by the committee that will be established as in accordance to the provision of this draft policy, therefore lessening the costs of recovering the debt that is irrecoverable.



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- 1.6 Despite strict enforcement of the Customer Care, Credit Control and Debt Collection by – Laws, Council will continuously be confronted by circumstances requiring the possible write-off of irrecoverable debt.
  - 1.7 The policy will enable Council to apply the principles of writing off of irrecoverable debt in circumstances and information submitted before Council wherein it is indicated that the debt will not be recovered.
  - 1.8 The policy does not override the fact that “the Municipal Manager must ensure that all avenues are utilised to collect the municipality’s debt” as stipulated in the Municipal Systems Act.
  - 1.9 The policy seeks to ensure that Council follows all principles and procedures for recovering outstanding debt prior to writing off of debt.
  - 1.10 The policy seeks to ensure that Council appoints a committee in terms of section 79 of Municipal Structures Act 117 of 1998 to review and recommend to it the debt considered by the committee to be irrecoverable.

## **2. PURPOSE OF THE POLICY**

- 2.1 Section 96 of the Local Government: Municipal Systems Act 32 of 2000 provides that a municipality must collect all money that is due and payable to it, subject to the provisions of that Act and other applicable legislation
- 2.2 The purpose of this policy is
  - 2.2.1 to provide the principles and procedures for writing off irrecoverable debt.
  - 2.2.2 to ensure that recovery would not cause undue hardship to the debtor or his/her dependants.
  - 2.2.3 to determine circumstances leading to the write-off of debts
  - 2.2.4 to provide framework for procedures for writing off of debts



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### 3. RESPONSIBILITY / ACCOUNTABILITY

- 3.1 The Council has the overall responsibility for adopting and approving the Bad debt and Write-Off policy.
- 3.2 Council has an oversight and monitoring role in the implementation and enforcement of the policy.
- 3.3 The Municipal Manager, as the implementing authority, must establish effective administrative mechanisms, procedures and processes to ensure the implementation of this draft policy

### 3. PRINCIPLES

- 4.1 The following should be the guiding principles in implementing the Bad debt and Write-Off Policy: -
  - 4.1.1 The policy is in accordance with the Local Government Municipal Finance Management Act 2003, Local Government Municipal System Act 2000, as amended and other related legislation.
  - 4.1.2 Before any debt is written off it must be proved that the debt has become irrecoverable. To ensure that recommendations for write off of debt are consistent and accurate, the following principles or a combination of some of them must be followed prior to any write off:
    - 4.1.2.1 Where the tracing of the debtor is unsuccessful;
    - 4.1.2.2 Where all debt collection procedures implemented to recover the debt were proven to be unsuccessful;
    - 4.1.2.3 All reasonable steps, at the discretion of the appointed write off committee, were taken by the officials to recover the debt;
    - 4.1.2.5 Recovery would cause undue hardship to the debtor or his or her dependants (The debtor or his/her dependants would be deprived of their minimum essential means of livelihood);
    - 4.1.2.6 The Council cannot legally prove the claim, provided that such a write off must be followed by an investigation to circumstances which led to the failure to legally prove the claim.
    - 4.1.2.8 The debtor has neither assets nor income;
    - 4.1.2.9 The council's claim against an insolvent estate that is being administered as



insolvent, had been properly proved and the dividend of the creditors was insufficient to meet the debt;

4.1.2.10 It would be to the advantage of the municipality to effect a settlement of its claim or waive the claim;

4.1.2.11 Statutory requirements prevent debt from being claimed or recovered;

4.1.2.12 On account of a weak financial position of an estate, the danger exists that if the debt is proved, a contribution will have to be paid to the estate;

4.1.2.13 The debtor is deceased and there is no known estate;

4.1.2.14 The debtor is no longer a resident in South Africa, there are no apparent means of collecting the debt, and there is no evidence that the debtor has family or business concerns in South Africa that could lead to the debtor returning to South Africa.

4.1.2.15 The assets of the debtor or of the estate of the debtor are indispensable to the debtor's dependants or are of relatively little value.

4.1.2.16 When the debts have prescribed in terms of Section 11 of the Prescription Act 68 of 1969.

4.1.3 Bad debt write offs must be considered in terms of cost – benefit analysis; meaning when it becomes too costly to recover and the chances of collecting the debt are slim, a write off should be considered

4.1.4 Debt can only be written off if the required provision exists in the Municipality's budget and/ or reserves.

#### **4. CATEGORIES OF DEBTORS THAT MAY QUALIFY FOR THE WRITE-OFF**

##### **5.1 Approved Indigent Household Consumers in terms of the Municipality's Indigent Policy**

5.1.1 Upon approval for registration as an indigent household consumer, the debtor's interest on the arrear amount will be written off and the outstanding balance on his/her municipal services account will be handed over to the appointed committee for review and possible write off.

5.1.2 Any new arrears accumulated by the debtor (i.e. any amounts in excess of the indigent allowance for free basic services) whilst registered as an indigent consumer, will not qualify to be written off and must be dealt with strictly in accordance with the



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Municipality's Debt Collection and Credit Control Policy and Indigent Household Policy.

## **5.2 Balances too small to recover considering the cost for recovery**

- 5.2.1 Where final accounts have been submitted and paid by the respective consumer and the remaining balance after finalisation of any final readings and other administrative costs results in a balance of one hundred rand (R100) or less, such account must be forwarded once to the consumer for payment.
- 5.2.2 Where such account is not paid by the respective consumer within a period of sixty (60) days such amounts will automatically be written off subject to the provisions of Section 6.4 below.

## **5.3 Insolvency of the Debtor and Insolvent Deceased Estates**

- 5.3.1 Where a debtor becomes insolvent the Municipality must ensure that a creditor's claim is timeously registered. Any amount not being recovered due to insufficient funds or if there is a risk of a contribution being made to an insolvent estate must, after notification, be written off subject to the provisions of Section 6.4 and 6.5 below.
- 5.3.2 In case of death of the debtor a creditor's claim must be timeously registered against the deceased's estate. Any amount not being recovered due to insufficient funds or if there is a risk of a contribution being made to a deceased estate must, after notification, be written off.

## **5.4 Untraceable Debtors**

- 5.4.1 Where for any reason the forward address of a debtor becomes untraceable or the debtor becomes untraceable from the current address, such account must be handed over to a collection agent for recovery of the debt. The collection agent will be paid on an attorney client scale relating to matters of debt collection. The Terms of Reference for such collection agent must include the appointment of a tracing agent to locate the debtor. Should a debtor be untraceable, the collection agent must report to the Municipality on the actions that were taken to attempt to trace the debtor. The municipality should be responsible to pay the tracing agent.



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5.4.2 Any amount owed by a debtor that has become untraceable must, after notification, be written off or sold to a debt collection agency at a discount which will be determined by Council from time to time.

5.4.3 Debt written off in the above instances will automatically result in the debtor being reported to the credit bureau by the Municipality.

## 5.5 Special Arrangements in order to obtain a Clearance Certificate

5.5.1 In terms of legislation the Municipality will under normal circumstances not issue a Clearance Certificate on any property unless all outstanding amounts are paid to date, or alternatively payment of the current two years outstanding debt is made and a guarantee by the attorney handling the property transfer is issued in favour of the Municipality for the balance of the debt.

5.5.2 Section 118 of the Municipal Systems Act, No. 32 of 2000 determines the following regarding **Restraint on transfer of Property:**

118 (1) A registrar of deeds or other registration officer of immovable property may not register the transfer of property except on production to that registration officer of a prescribed certificate –

- (a) Issued by the municipality in which that property is situated; and
- (b) Which certifies that all amounts due in connection with that property for municipal service fees, surcharges on fees, property rates and other municipal taxes, levies and duties during the two years preceding the date of application for the date of application for the certificate have been fully paid.

(2) In the case of the transfer of immovable property by a trustee of an insolvent Estate, the provisions of this section are subject to section 89 of the Insolvency Act, 1936 (Act No. 24 of 1936).

(3) An amount due for municipal services fees, surcharges on fees, property rates and other municipal taxes, levies and duties is a charge upon the property in connection with which the amount is owing and enjoys preference over any mortgage bond registered against the property.”



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- 5.5.3 Council must certify that all municipal charges during the two years preceding the date of the application for the clearance certificate have been paid fully.
- 5.5.4 The amount due for municipal charge enjoys preference over any mortgage bond registered against the property.
- 5.5.5 The owner is required that before a rates clearance certificate is issued that Municipal charges during the two years preceding the date of application for the certificate have been fully paid.
- 5.5.6 A judgement must be obtained for debt older than two years to instruct the conveyancing attorney to deduct the amount due to Council from the proceeds of the Sale of the property.
- 5.5.7 Where property is sold in sale of execution the Sheriff must be informed of the amount due to Council and the Sheriff will have to deduct the amount due from the proceeds of the sale of the property due to the preference municipal charges enjoys over the mortgage bond registered against the property.
- 5.5.8 The implementing authority must design a form for arrangements of guarantees with the attorneys handling the property transfer. The form must be attached to the policy as addendum.
- 5.6 Special Incentives introduced by Council for Household Consumers in terms of the Approved Revenue Enhancement Strategy**
- 5.6.1 Notwithstanding the Municipality's Debt Collection and Credit Control Policy a debtor may enter into a written agreement with the Municipality to repay any outstanding and due amount to the Municipality under the following conditions: -
- 5.6.1.1 The outstanding balance, costs and any interest thereon shall be paid in regular and consecutive monthly instalments;
- 5.6.1.2 The current monthly amount must be paid in full; and
- 5.6.1.3 The written agreement has to be signed on behalf of the Municipality by a duly authorised officer. Such authorisation must be in writing and given by the Accounting Officer.
- 5.6.2 In order to determine monthly instalments, customers have been categorised as follows:
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5.6.2.1 Indigent customers (Gross household income of less than R 3, 500 per month as prescribed in the Municipal Indigent Policy).

5.6.2.2 Not Indigent but gross household income less than R 5, 000 per month.

5.6.2.3 Gross household income exceeds R 5, 000 per month.

5.6.2.4 Non domestic (excludes Government Departments)

5.6.2.5 Government Departments.

The Council must follow the arrangements methods of paying of municipal services as stipulated in the Debt Collection Procedure Manual of the municipality, also as in accordance to the categorisation of customers stipulated in 5.6.2 of this draft policy.

5.6.3 Due to ineffective/ non implementation of credit control measures in the past, the majority of household consumers have accumulated significant arrear amounts and that these consumers are not in a position to pay of these arrear amounts in full together with their current monthly accounts. In order to improve the current payment levels from consumers the Council of Lepelle – Nkumpi Municipality may resolve to implement special incentives to address the arrear debt.

## **6. ESTABLISHMENT OF A COMMITTEE TO MONITOR ANY DEBT TO BE WRITTEN OFF**

6.1 Council will establish and appoint a “Debt Write Off Committee” in terms of Section 79 of the Municipal Structures Act 117 of 1998, to monitor the implementation of this Policy.

6.2 The Committee must consist of at least six (6) members of the Economic Cluster Portfolio. The Chief Financial Officer and the Revenue Manager become permanent members of the committee.

6.3 The above Committee will meet at least quarterly to receive and review a report from the Accounting Officer containing full details of any actions taken by officials with respect to this Policy, and to consider any circumstances not covered by this Policy.

6.3. The quorum for the Committee shall be 50% of the members plus one.

6.4. Formal minutes of Committee meetings must be prepared and submitted to Council.



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## **7. DELEGATIONS OF WRITE – OFFS**

7.1 The Chief Financial Officer and the Accounting Officer will, after thorough review of any submission in terms of this Policy, be delegated to write off any amounts to the maximum of: -

7.1.1 The Chief Financial Officer will be delegated:

- (i) in the case of a household consumer an amount of R100-00 (excluding interest and penalties) per submission; and
- (11) in the case of a business consumer an amount of R200-00 (excluding interest and penalties) per submission.

7.1.2 The Accounting will be delegated:

- (i) in the case of a household consumer an amount of R1000-00 (excluding interest and penalties) per submission; and
- (11) in the case of a business consumer an amount of R2000-00 (excluding interest and penalties) per submission.

7.2 Any amount in excess of the delegation provided for in paragraphs 7.1.2 and 7.1.2 above, must be submitted together with a recommendation from the Accounting Officer to the committee for consideration. The committee will, after thorough review of any recommendation by the Accounting Officer and in terms of this Policy, make recommendations to Council to write off any amounts to the maximum of: -

7.3 All amounts to be written off in terms of Section 7.1 and Section 7.2 above must be considered individually and each case on its own merits must be separately reported to the Committee.

## **8 PROVISION FOR BAD DEBTS/IMPAIRMENT**

### **8.1 LEGISLATIVE FRAMEWORK AND APPLICABLE ACCOUNTING STANDARDS**

“An entity first assesses whether objective evidence of impairment exists individually for financial assets that are individually significant, and individually or collectively for financial assets that are not individually significant as provided in GRAP 104.62. If an entity determines that no objective evidence of impairment exists for an individually assessed financial asset, whether significant or not, it includes the asset in a group of financial assets with similar credit risk characteristics and collectively assesses them for impairment. Assets



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that are individually assessed for impairment and for which an impairment loss is or continues to be recognized are not included in a collective assessment of impairment.”

GRAP 104 Financial Instruments sets out the requirements and guidelines for the impairment of financial assets subsequently carried at amortized cost.

GRAP 104.57 provides for “An entity to assess at the end of each reporting period whether there is any objective evidence that a financial asset or group of financial assets is impaired. If any such evidence exists, the entity shall apply paragraphs .61 to .63 (for financial assets carried at amortized cost) and paragraph .64 (for financial assets carried at cost) to determine the amount of any impairment loss. “

GRAP 104.58 provides that “A financial asset or a group of financial assets is impaired and impairment losses are incurred if, and only if, there is objective evidence of impairment as a result of one or more events that occurred after the initial recognition of the asset (a ‘loss event’) and that loss event (or events) has an impact on the estimated future cash flows of the financial asset or group of financial assets that can be reliably estimated.”

GRAP 104.61 “If there is objective evidence that an impairment loss on financial assets measured at amortized cost has been incurred, the amount of the loss is measured as the difference between the asset’s carrying amount and the present value of estimated future cash flows (excluding future credit losses that have not been incurred) discounted at the financial asset’s original effective interest rate (i.e. the effective interest rate computed at initial recognition). The carrying amount of the asset shall be reduced either directly or through the use of an allowance account. The amount of the loss shall be recognized in surplus or deficit.”

8.2 The system will consider the current consumer debtors after any payments received in the first month of the next financial year has been taken into account.

8.3. The total balance of accounts with a handed over portion is considered bad debts after any payment received in the first month of the new financial year has been deducted.

8.4 The municipality has to make provision for the debts that are identified as being irrecoverable. However, the municipality must ensure that all the means applicable to recover the debts as outlined in the Debt and Credit control policy are utilized.

8.5 Provision for bad debts on municipal accounts will therefore be calculated as follows:

#### **8.5.1 Impairment Approach**

- Ageing of each debtor
- Tenant's /owner account



## 8.5.2 A scoring system

<u>Ageing of Debtor</u>	Cumulative Scores	Cumulative Scores
0 - 30 days	1	1
31 - 60 days	2	3
61 - 90 days	3	6
91 - 121 days	4	10
121 + days	5	15
	<u>15</u>	
<u>Type of Ownership</u>		
Owner	1	
Tenant	2	
	<u>2</u>	
Total Score	<u>16/17</u>	

<u>Basis for Impairment</u>	Residential	Business & Churches	Government	Agriculture
<b>Score out of 17 points</b>				
1 - 3 points	Not impaired	Not impaired	Not impaired	Not impaired
4 - 5 points	Impaired at 20%	Impaired at 20%	Impaired at 20%	Impaired at 20%
6 - 9 points	Impaired at 40%	Impaired at 40%	Impaired at 40%	Impaired at 40%
10 - 12 points	Impaired at 60%	Impaired at 60%	Impaired at 60%	Impaired at 60%
13 - 16 points	Impaired at 96%	Impaired at 96%	Impaired at 96%	Impaired at 96%
17 points	Impaired at 100%	Impaired at 100%	Impaired at 100%	Impaired at 100%

## 8.5.3 Assumptions

### Consumer Debtors

- 1.) Impairment is based on cumulative points per scoring table above.
- 2.) Government-disputed debts are impaired at 100%.
- 3.) The expected future cash flows are determined as the difference between the carrying value and the expected percentage impairment per table above (100%-%impairment)
- 4.) The future cash flows will be discounted at the prime interest rate at the end of the financial year over the estimated payment term.



- 5.) Payment term shall be assessed per group using the total debt for the group divided by the expected collections for the group.
- 6.) Impairment is calculated as the difference between the carrying amounts of the debtor minus the present value of the expected future cash flows.
- 7.) Municipal employees and Councillors are not impaired.

### **Traffic Fines Receivables**

- (1) Traffic fines' future expected collections are estimated at the average collection rate of the current and prior year.
- (2) The future expected collection is discounted at a prime rate at the end of the financial year over a payment period.
- (3) Payment term shall be assessed using the total debt divided by the expected collections.
- (4) Impairment is calculated as the difference between carrying amounts of the traffic fines debtors minus the present value of the future expected collection.
- (5) Tickets older than two years at the end of the financial year are written off through council approval.

## **9. IMPLEMENTATION AND REVIEW OF THIS POLICY**

- 9.1 This policy shall be implemented once approved by Council. All future submissions for the writing off of debt must be considered in accordance with this policy.
- 9.2 This policy may be reviewed on an annual basis or as and when required; and will be tabled to Council for approval.

### **o COUNCIL APPROVAL**

<b>Date</b>	
<b>Resolution Number</b>	
<b>Signature</b>	