

HIGH COMMISSIONER'S NOTICE No. 126 of 1938.

It is hereby notified for general information that, under and by virtue of the powers in him vested by section *three* of the Bechuanaland Protectorate Native Treasuries Proclamation, 1938 (Proclamation No. 35 of 1938) His Excellency the High Commissioner has been pleased to make the sub-joined Financial Regulations for Native Treasuries in the Bechuanaland Protectorate.

By Command of His Excellency
the High Commissioner.

H. E. PRIESTMAN,
Administrative Secretary.

High Commissioner's Office,
Capetown, 19th August, 1938.

BECHUANALAND PROTECTORATE NATIVE
ADMINISTRATION FINANCIAL REGULATIONS.

FINANCE COMMITTEE.

1. The Chief, in kgotla, will appoint a Finance Committee of five members, of whom not less than three shall form a quorum.
2. The Chief will appoint a Secretary to the Committee, who will be responsible for convening the meetings and keeping the minutes. The Secretary will have no vote.
3. The duties of the Committee will be:—
 - (a) To advise the Chief and tribe regarding tribal finance.
 - (b) To consider and to co-ordinate all demands made for tribal services.
 - (c) To prepare Estimates for consideration by the Chief in kgotla.
 - (d) To make recommendations for the re-allocation of any provision in estimates or for any additional provision.
 - (e) To supervise generally the Tribal Treasury.
 - (f) To conduct on behalf of the Chief surprise checks and visits of inspection at the Treasurer's office.
4. The Committee will meet at least once a quarter in January, April, July and October and may meet at other times whenever necessary. At all meetings it will elect its own Chairman. For the first year or for a longer period if the Resident Commissioner considers it necessary the District Commissioner or his representative shall attend all meetings in an advisory capacity.
5. Every member of the Committee shall have a vote and questions will be decided by a majority of votes, the Chairman having a casting vote if the number of votes is equal.
6. The Committee will have the power to invite any person to attend its meetings with a view to obtaining from that person evidence or expert advice on any given subject.
Any person so invited shall have no vote.

7. The Committee has full power to call for and examine any records, etc., relating to any of the financial transactions of the Native Administration.

8. All proceedings of the Committee shall be submitted to the Chief and no resolution shall be valid unless and until his confirmation in writing has been received.

Form A. 9. At the regular quarterly meetings a statement prepared by the Treasurer on Form A will be placed before the Committee showing all revenues collected and all expenditure to date as compared with that for the corresponding period of the previous year. All items shall be open to discussion. The Committee should make a point of inquiring into the progress of any works or contracts on hand and the Treasurer will answer all questions of a relevant character.

10. In its deliberations the Committee must remember that it is dealing with public moneys, that the object of its existence is the safeguarding of public moneys, and that it is in a position of trusteeship to see that these moneys are spent in the best possible manner, not for the benefit of any individuals but for the welfare and advancement of the tribe.

ESTIMATES.

11. Draft estimates will be prepared by the Finance Committees and submitted for the consideration of the Chief in kgotla. After consideration in kgotla the Chief will cause the draft estimates to be forwarded in the prescribed form before the 15th September of the year preceding that to which they relate to the District Commissioner for consideration by the Resident Commissioner.

12. No expenditure under the estimates may be incurred until the approval of the High Commissioner has been received.

REVENUE—FORM B.

Form B. 13. Estimates of Revenue will be prepared on Form B.

14. Revenue will be derived from—

- (i) such percentage as may be approved by the High Commissioner of the total native tax collected in respect of the area served by the Native Treasury;
- (ii) all fees and fines collected or imposed by native tribunals;
- (iii) other items of tribal revenue such as tribal levies, stand rents, sums in respect of mineral or other concessions, tribal permit fees and such other items as may be specifically approved by the Resident Commissioner.

Estimates of the amount expected to be received will be shewn under the appropriate heads on Form B.

EXPENDITURE—FORM C.

Form C. 15. Estimates of expenditure will be prepared on Form C.

16. Estimates of expenditure are divided into three sections:—

- | | |
|--------------------------------|----------------------------|
| (A) Administration, Heads I-VI | } Recurrent |
| (B) Development, Heads VII-XII | } Expenditure. |
| (C) Capital Works ... | Non-recurrent Expenditure. |

A. *Administration*.—In this section will be shown under the appropriate head and sub-head the amounts payable to the personnel of the Native Administration as indicated, and such other items of expenditure on Administration as may be recommended.

B. *Development*.—In this section provision will be included under the appropriate head and sub-head for the maintenance of tribal buildings, roads, bridges, water supplies, school buildings, cattle improvement centres, etc., for the wages of employees engaged on these works, the salaries of school teachers and other educational expenditure, for the purchase of stationery and office requisities and for contingencies.

C. *Capital Works*.—In this section will be specified in detail items of non-recurrent expenditure, for example new tribal buildings, erection of new bridges, construction of new roads, purchase of new pumping plants, etc.

RE-ALLOCATIONS—ADDITIONAL AND NEW EXPENDITURE.

17. No expenditure shall be incurred in any financial year on any service for which provision has not been made in the approved estimates. If, however, the Finance Committee consider it necessary to re-allocate expenditure from one head or sub-head of the estimates to another or from one item of Capital Expenditure to another, the Committee will submit a resolution to the Chief who may forward it to the District Commissioner for the consideration of the Resident Commissioner and no action will be taken pending the Resident Commissioner's decision. Re-Allocations between Recurrent (Heads I-XII) and Capital services will not be made.

18. Additional expenditure on any service for which provision has been made in the approved estimates may only be incurred on a resolution of the Finance Committee recommended by the Chief and approved by the Resident Commissioner. Any such proposal for additional expenditure will be subject to the proviso that the total expenditure will not thereby exceed actual revenue in the financial year concerned, and that it is not necessary to draw from Reserve Funds to meet the excess.

19. Applications for new expenditure on services for which provision has not been made in the approved estimates will require the approval of the High Commissioner.

RESERVE FUNDS.

20. The payment made from the Native Fund to a Native Treasury on its inception will form the nucleus of its Reserve Funds. Reserve Funds will be divided into three categories as follows:—

- (i) *Special Reserve*.—This should be a sum equal to one half of a year's Revenue set aside as a precaution against any emergency.
- (ii) *Working Capital*.—This represents the portion of the Reserve Funds employed annually to cover expenditure during the opening months of the financial year when revenue receipts are temporarily insufficient to meet expenditure.

- (iii) *Special Development*.—This represents the balance of Reserve Funds remaining after (i) and (ii) have been deducted from the total, and is the sum available for additional expenditure on capital works.

TREASURER.

21. The Chief will appoint a Treasurer whose duties will be as follows:—

- (a) To exercise supervision over the receipt of Tribal revenue and bring to the Chief's notice any undue delay in collection.
- (b) To bring promptly to account, under the proper heads and sub-heads, all money, whether revenue or other receipts received by him.
- (c) To be responsible for the safe custody of all money received by him.
- (d) To exercise supervision over the receipt and expenditure of public money, and to take precautions by the maintenance of efficient checks against the occurrence of fraud, embezzlement or carelessness.
- (e) To take care that no payment is made which is not covered by proper authority expressed or referred to on the voucher relating to it, and in case of any apparent extravagance or of any apparent defect in the provision for a charge, owing to the exhaustion or absence of a Vote, to call the attention of the Finance Committee in writing to the matter before payment is made.
- (f) Promptly to charge in his accounts under the proper heads and items of estimates, all disbursements of the Native Administration; to render the accounts for audit by an officer of the Protectorate Government; and to prepare all Financial Statements and Returns required.
- (g) To keep the Cash Book and Votes Ledger.
- (h) To prepare and sign cheques for counter-signature by two members of the Finance Committee.
- (i) To be responsible for the adequate supply, the safe custody and proper disposal of all receipt forms under which revenue is collected and to issue receipts for all moneys received by him.
- (j) To be responsible for the custody of the safe keys.
- (k) To see that the Bank Pass Book is made up monthly by the Bank, or more often if so directed by the District Commissioner or the Chief.
- (l) To supervise the tribal deposits and the renewal thereof.
- (m) To be responsible for the preparation of all pay sheets, vouchers and receipts.
- (n) To see that no funds other than public funds are accommodated in the safe.
- (o) To see that no loans or advances are made from cash, even in exchange for I.O.U's., good-fors, chits or other unauthorised documents.
- (p) To see that as far as is practicable the amount of cash in the safe is not in excess of current requirements.
- (q) To report immediately to the Chief and Finance Committee any surplus or shortage of money.

22. Subject to appeal to the Finance Committee, the Treasurer has the power to refuse to accept charges irrespective of whence they emanate on the following grounds:—

- (a) That they do not come within the approved Estimates;
- (b) that they are extravagant;
- (c) that the charge is in the nature of a loan;
- (d) that there is not complete evidence as to the receipt of an article for which payment is sought;
- (e) that the charge is not properly payable from public funds;
- (f) that the charge is not in accordance with any contract that may have been made or that work done on that contract is not of the value of the proposed payment.

ACCOUNTING.

REVENUE.

23. (1) There will be two forms of receipts, as follows:—

- Form D. (a) Face Value receipts for Tribal Levy (Form D);
- Form E. (b) General receipts of no face value for other revenue (Form E).

(2) Receipts forms will be printed and bound in books of 100 receipts each—original and carbon counterfoil—and each receipt will be numbered.

(NOTE.—The carbon counterfoil will bear no wording other than the number of the receipt of which it is the copy.)

- (3) Requisitions for receipt forms will only be made by the Treasurer through the District Commissioner to the Controller of Stores and these forms must not be obtained from any other source. When stocks of receipt books are received by the Treasurer, he will sign and return the issue voucher through the District Commissioner to the Controller of Stores
- Form F. and will enter each book in a register (Form F).

(4) A receipt Form D or Form E will be issued by the Treasurer for all moneys received for credit to the Treasury. Receipts will be issued on the day such moneys are received and all receipts will be brought to account daily.

(NOTE.—The only valid form of receipt for native tax will be that provided by the Government.)

PAYMENTS.

- Form G. 24. (1) Every payment, whether made by cash or by cheque, will be supported by a voucher (Forms G, Form H. General Payments, and Form H, Salary Payments).

(2) (a) The appropriate head or heads and sub-heads of expenditure will be inserted on the voucher in the space provided for the purpose, the name of the payee and a short description of the service rendered together with the amount involved will be stated and where the payment is made by cash, the receipt form at the foot of the voucher will be completed and signed by the payee.

(NOTE.—Should the payee be unable to sign his or her name the payment must be certified by two witnesses.)

(b) Should a payment be in settlement of an account submitted on the usual business form the narrative on the covering voucher will read "To Account attached" and the account will be pinned or pasted to the back of the voucher at the top left-hand corner. The other particulars mentioned in (a) must also be inserted.

Form I. (c) If an account is paid by cheque the payee's receipt at the foot of the cheque form (Form I) will be a sufficient discharge for the payment. Discharged cheque forms will be attached to relevant vouchers as they are received from the bank at the end of each month.

(3) Vouchers will be numbered consecutively in the top right-hand corner from 1 upwards and the months and year in which the payment is made will be stamped or typed below the number, e.g.

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April 1938

(4) Every payment, whether made by cash or by cheque, will be brought to account in the Cash Book on the day payment is made.

(5) All discharged vouchers will be carefully and tidily filed in the safe and must, on no account, be left in the Cash Book or lying about in the office.

(6) All payments will be made by cheque unless circumstances are such as to render it either necessary or desirable that they should be made by cash.

(7) All receipts given by payees on vouchers and cheques for £1 or over are liable to a stamp duty of 1d.

(8) No cheque will be valid without the counter-signature of two members of the Finance Committee.

(9) No loans of any kind may be made from public funds.

CASH BOOK.

Form J. 25. (1) In view of the number of expenditure sub-heads under which payments are to be shown it will be necessary to bring two cash books into use—one Form K. for Revenue (Form J) and one for Expenditure (Form K).

(2) The columns of the Revenue Cash Book will be headed to correspond with the sub-heads shown on Form B, e.g. "Native Tax", "Fines", "Fees", "Levy", "Stand Rents", etc. Several columns should be left blank to accommodate such items of unforeseen or unspecified revenue as may be received during a year. The third column from the end shall be headed "Cheques Exchanged, Bank Remittances, etc.", the second column from the end "Cash" and the last "Bank".

(3) (a) The first entry in the Revenue Cash Book will be the balances (if any) of cash on hand and in the bank at the date the Cash Book is opened. The amount of cash on hand will be entered in the "Cash" column and that in the bank in the "Bank" column. As the totals of all the statistical columns added together (cross added) should agree with the total of the Cash and Bank columns combined, it will be necessary to insert in the column "Cheques Exchanged, Bank Remittances, etc." the total cash on hand and in the bank.

(b) As receipts are issued, the date will be inserted in the appropriate column of the Revenue Cash Book, general receipts (Form E) will be entered separately, quoting the number in each case, and the amount of each receipt will be entered in the appropriate revenue column and in the "Cash" column. Face value receipts (Form D) may be entered in groups, e.g., 1-10 and their total value inserted in the appropriate column and in the "Cash" column.

(4) Bank transactions are dealt with in sub-paragraph (7).

(5) The columns in the Expenditure Cash Book will be headed to correspond with the sub-heads of Expenditure in the estimates, e.g., "Chief", "Charge Allowance", "Clerks", "Messengers", "Chief's Representatives", etc. As in the case of the Revenue Cash Book several columns should be left blank to accommodate such items of unforeseen expenditure as may be approved during a year. The third column from the end will be headed "Cheques Exchanged, Bank Remittances, etc.", the second column from the end "Cash" and the last "Bank".

(6) As payments are made the date, the Voucher No., the Cheque No., where necessary, and the name of the payee will be inserted in the appropriate columns of the Expenditure Cash Book and the amount of the voucher will be entered in the appropriate column or columns and in the "Cash" column if the payment is made by cash, or in the Bank column if the payment is made by cheque.

(7) *Remittances to Bank.*—Remittances to the Bank will be made as frequently as possible, only such cash being retained as is necessary for current requirements. The amount of each remittance will be entered in the column "Cheques exchanged, Bank Remittances, etc." in the Expenditure Cash Book and in the "Cash" column. At the same time, the amount of the remittance will be entered in the Revenue Cash Book in the column "Cheque exchanged, Bank Remittances, etc." in the Cash Book and in the "Bank" column.

The copy of the "Pay-in" slip returned by the Bank will be carefully filed with the month's accounts.

(8) *Cheques exchanged for Cash.*—Should it be necessary to obtain cash in exchange for a Treasury cheque for the purpose of paying accounts, a voucher will be made out and a cheque drawn for the amount required. An entry will be made in the Expenditure Cash Book in the ordinary way and the amount will be inserted in the column "Cheques exchanged, Bank Remittances, etc." and in the "Bank" column. At the same time, a general receipt will be issued, affixed with paste to the receipt form at the foot of the cheque and the amount entered in the Revenue Cash Book in the column "Cheques exchanged, Bank Remittances, etc." and in the "Cash" column.

CASH BALANCE.

26. The difference between the total Cash Receipts and total Cash Payments will be ascertained daily and the cash in the safe will be checked to ensure that it agrees with the difference mentioned. If there is any discrepancy the receipts and payments for the day will be carefully checked into the Cash Book

and the totals of the cash columns will also be checked. If the cause of the discrepancy remains undetected the matter will be reported to the Chief and to the District Commissioner.

BANK PASS BOOK AND RECONCILIATION OF BANK BALANCE.

27. (1) The Bank Manager will be instructed to submit to the Treasurer at the end of each month a statement of the Bank Account for the month, together with all cheques paid by the Bank on behalf of the Treasury concerned during the month.

(2) The Treasurer will mark off in the Cash Book such cheques as have been paid by the Bank and all remittances acknowledged by the Bank according to the statement. He will then enter in the Expenditure Cash Book such charges as have been raised by the Bank, after satisfying himself that they are correct, for Commission, Bank Charges, etc. These amounts will be entered in the relevant statistical column and in the "Bank" column in the appropriate month.

(3) The unpaid cheques will be extracted and a reconciliation of the bank balance as shown in the Cash Book with that appearing in the Pass Book or Bank Statement will be effected and reflected in the Revenue Cash Book below the transactions for the month. The outstanding cheques in the reconciliation statement will be shown separately and the number will be inserted against each cheque.

(4) The Bank Statement will be filed with the relevant month's accounts.

CLOSING THE CASH BOOKS.

28. When all transactions for the month are completed all columns in the Cash Books will be totalled, the balances on hand and in the Bank inserted and the Cash Books ruled off. A check will be made to see that the total of the statistical columns agree with the total of the Cash and Bank columns combined in each Cash Book.

[NOTE.—When carrying forward the balances to the succeeding month, the procedure set out in 24 (3) (a) will be followed.]

VOTES LEDGER.

29. (1) The Votes Ledger will be as set out in Form L. Form L.

(2) The heads and sub-heads of Revenue and Expenditure and the amounts thereof appearing in the Estimates will be inserted at the places indicated and the amounts received and expended during the month as reflected in the Cash Book will be posted in totals to the appropriate head or sub-head in the Votes Ledger as soon as possible after the end of the month.

(3) When the postings are completed, the unexpended balance of the expenditure sub-heads will be inserted in red ink.

(4) All statements of Revenue and Expenditure will be prepared from the information appearing in the Votes Ledger, the opening balance being ascertained from the Cash Book.

ANNUAL ACCOUNT.

30. As soon as possible after the 31st March in each year (and not later than the 15th May) the Treasurer will furnish to the Finance Committee in quadruplicate a certified account of Revenue and Expenditure for the financial year, as follows:—

Form M Annual Abstract Account (Form M):—

(a) *Revenue side.*—The headings will be:—

- (i) Head and Sub-head.
- (ii) Approved Estimate.
- (iii) Total Collection.
- (iv) More than Estimate.
- (v) Less than Estimate.
- (vi) Remarks.

The opening balance at the commencement will be inserted in the same manner as in Form A and after the total Revenue has been shown the balance mentioned will be added and the total Revenue plus opening balance inserted.

(b) *Expenditure side.*—The headings will be the same as described in (a) with the exception of (iii) which will read "Total Expenditure".

When the amount of each sub-head has been inserted the columns will be totalled, the balance (if any) on hand at 31st March will be added to the total expenditure and the grand total inserted.

(c) In the "Remarks" column will be inserted a short explanation of any excess or shortfall in Revenue and any excess or underspending on Expenditure. Additional authorities and relevant references will be shown in this column where such have been granted.

(d) The Finance Committee will forward the Abstract Account with any observations to the Chief who will countersign two copies and transmit them through the District Commissioner to the Resident Commissioner.

AUDIT AND SURPRISE CHECKS.

31. Accounts will be subject to audit annually not later than the 30th April and to interim audit at any time by the Financial Secretary or other official appointed for the purpose by the Resident Commissioner.

32. The Finance Committee will carry out surprise checks not less than twice in the year in the presence of the Treasurer.

33. The District Commissioner will at all times have access to the books, receipts and records of the Treasury and may check the cash at any time in the presence of the Treasurer.

GENERAL.

SALES OF PROPERTY.

34. The proceeds of the sale of any tribal property will be paid into the Native Treasury.

FORM A.
STATEMENT OF REVENUE AND EXPENDITURE NATIVE TREASURY.

FOR THE PERIOD ENDING REVENUE. EXPENDITURE.
19..... 19.....

Head and Subhead.	Approved Estimates.	Total to 19.....	Total Collection for same period in previous year.*	Head and Subhead.	Approved Estimates.	Additional Authorities.	Total to 19.....	Total Expenditure for same period in previous year.*
Balance at 1st April								
TOTAL REVENUE..				TOTAL EXPENDITURE				
Balance at 1st April..				† Balance at				
brought down				Total.....				
TOTAL.....								

* Figures in these columns shall be in red ink.
 † Should total Expenditure exceed total Revenue plus balance at 1st April at any time, the balance at the end of the period for which the statement is prepared will appear on the Revenue side.

Certified correct.
Date.....
Treasurer.

NATIVE TREASURIES.

REVENUE.

	Actual, 1935-36.	Revised Estimates, 1936-37.	Estimates, 1937-38.
I.—Native Tax.....			
II.—Native Tribunals—			
(i) Fines.....			
(ii) Fees.....			
III.—Other Receipts—			
(i) Levies.....			
(ii) Stand Rents.....			
(iii) Mineral Concessions.....			
(iv) Permit Fees.....			
(v)			

NATIVE TREASURIES.
EXPENDITURE.

	Actual, 1935-36.	Revised Estimates, 1936-37.	Estimates, 1937-38.
A.—ADMINISTRATION.			
I.—Central—			
(i) Chief.....			
(ii) Charge Allowance.....			
(iii) Central Office Staff—			
(a) Clerks and Tax Collectors.....			
(b) Messengers.....			
II.—District and Village—			
(i) Chief's Representatives.....			
(ii) Village or Ward Heads.....			
(iii) Clerks and Tax Collectors.....			
(iv) Messengers.....			
III.—Judicial—			
(i) Court Members.....			
(ii) Clerks.....			
(iii) Messengers.....			
IV.—Treasury—			
(i) Treasurer.....			
(ii) Assistants.....			
V.—Police.....			
VI.—Various.....			
TOTAL ADMINISTRATION.....			

B.—DEVELOPMENT.			
VII.—Works Recurrent—			
(i) Maintenance of Buildings.....			
(ii) Maintenance of Water Supplies—			
(a) Dams and Wells.....			
(b) Pumping Machinery.....			
VIII.—Works Staff.....			
IX.—Education.....			
X.—Medical and Sanitary.....			
XI.—Agriculture and Veterinary—			
(i) Upkeep of Cattle improvement Centres.....			
XII.—Miscellaneous—			
(i) Stationery.....			
(ii) Contingencies.....			
TOTAL DEVELOPMENT.....			
C.—CAPITAL WORKS.....			
TOTAL CAPITAL WORKS.....			
SUMMARY.			
A.—Administration.....			
B.—Development.....			
C.—Capital Works.....			
TOTAL ORDINARY EXPENDITURE.....			

FORM D.
CARBON COUNTERFOIL.

ORIGINAL.

1201

..... TRIBAL LEVY.
Year..... 1201
1/6 Lekgetho ja Morahe

FORM G.

NATIVE ADMINISTRATION.

Voucher No.

Month and Year.

HEAD SUB-HEAD

To Certified Correct.

Treasurer.

RECEIVED the sum of Pounds

..... Shillings and Pence

WITNESSES :—

Signature of Payee.....

Date.....

NATIVE ADMINISTRATION.

Voucher No.
 Month and Year

HEAD SUB-HEAD

SALARIES for the period Ist.....

Post.	Name.	Period.	Yearly Salary.	Amount.

We, the undersigned do acknowledge to have received the sums opposite to our respective names being in full settlement of our salaries for the period specified.

WITNESSES :—

Certified correct.

Treasurer.

Date.....

FORM I.

Voucher No.

No.

NATIVE ADMINISTRATION.

Service

£	s.	d.

THE BANK OF SOUTH AFRICA, LTD.

Pay to or Order
the sum of

TREASURER.

£

MEMBER OF FINANCE COMMITTEE.

MEMBER OF FINANCE COMMITTEE.

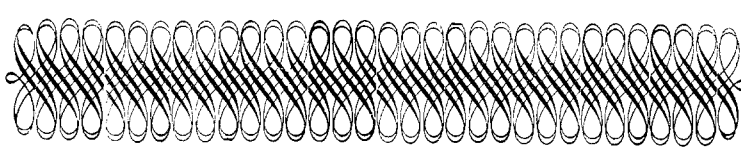
Native Administration

Received from the
the above-named sum in payment of the services specified.

This cheque will not be honoured unless presented 90 days from date of issue.

THIS CHEQUE REQUIRES TO BE ENDORSED AS WELL AS RECEIPTED.

Signature	Date
STAMP	



VOTES LEDGER.

FORM L.

Head _____ Approved Estimate £ _____
 Addition Authority £ _____ (References _____)

Month.	C.B. Folio.	Subhead _____		Remarks.	Month.	C.B. Folio.	Subhead _____		Remarks.	Month.	C.B. Folio.	Subhead _____		Remarks.
		Approved £ : :					Approved £ : :					Approved £ : :		
		Amount.	Balance.				Amount.	Balance.				Amount.	Balance.	

ANNUAL ABSTRACT ACCOUNT.

FORM M.

STATEMENT OF REVENUE AND EXPENDITURE OF THE _____ NATIVE ADMINISTRATION,
 FOR THE FINANCIAL YEAR ENDED ON THE 31st MARCH, 19_____.

REVENUE.

EXPENDITURE.

Head and Subhead.	Approved Estimate.	Total Collec- tion.		More than Estimate.	Less than Estimate.	REMARKS.	Head and Subhead.	Approved Estimate.	Total Collec- tion.		More than Estimate.	Less than Estimate.	REMARKS.

Certified Correct.

Treasurer.

Chief.