

CITY OF JOHANNESBURG

METROPOLITAN MUNICIPALITY



a world class African city

INTEGRATED ANNUAL REPORT

2024 / 25

CITIZEN VERSION

Public accountability report for the financial year ended 30 June 2025 | Prepared by GSPCR Monitoring and Evaluation Unit

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INTRODUCTION AND LEGISLATIVE CONTEXT

Why this report exists

The 2024/25 Integrated Annual Report is the City of Johannesburg’s main public accountability report for the financial year ended 30 June 2025. It shows how the City performed against its approved plans, how public funds were managed, what the auditors found, and what actions are required to improve performance.

The report links the Integrated Development Plan, the Service Delivery and Budget Implementation Plan, departmental and entity business plans, financial statements, audit outcomes and oversight findings into one public account of municipal performance.

Public accountability process

Process Step	Legislative Reference
Annual Report submitted to MPAC for oversight and public participation	MFMA s127(5)(a)
Oversight, public comment and formulation of Oversight Report	MFMA s127(5)(a)
Council consideration and adoption	MFMA s129(1)
Submission to Auditor-General, Provincial Treasury and GDLGH	MFMA s129(2)(b)
Publication of Annual Report, Abridged IAR and Remedial Action Plan	MFMA s129(3)

CHAPTER 1 EXECUTIVE SUMMARY

Johannesburg’s profile, development context and strategic priorities

Key messages

HEADLINE PERFORMANCE

The 2024/25 report reflects a city under demographic, economic, fiscal and service delivery pressure — but also a city that continued to deliver important services and recorded measurable progress in revenue generation, entity performance and infrastructure investment.

- Johannesburg’s population is estimated at 5.8 million — the largest metro in South Africa by population.
- High household access levels were recorded for water, sanitation, electricity and refuse removal. Significant backlogs remain in housing, refuse removal, electricity and sanitation.
- The 2024/25 SDBIP reported 32 of 55 KPIs achieved, representing 58% performance, with 23 KPIs not achieved.
- Total revenue of R81.1 billion was recorded against total expenditure of R79.9 billion, producing a net surplus of R1.6 billion.
- The CoJ and its entities received unqualified audit opinion.
- Key risks remain in liquidity, cash coverage, repairs and maintenance, water and electricity losses, debt recovery and repeat audit findings.

About Johannesburg

Johannesburg began as a gold-mining settlement in 1886 and has grown into South Africa’s largest city and primary economic hub. The City continues to attract residents seeking work, services, education, refuge and opportunity — placing constant pressure on housing, services and public infrastructure.

Population and households

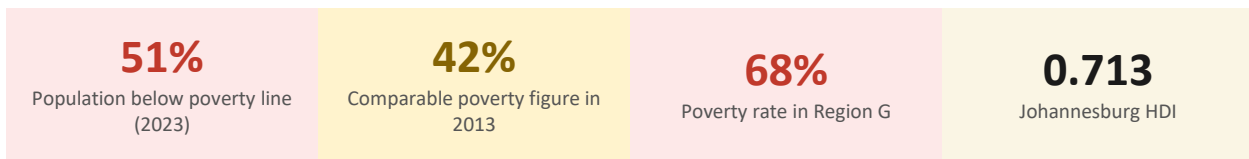
Indicator	Reported Figure
Estimated population	5.8 million
Share of Gauteng population	About 37%
Share of South Africa population	About 9%
Estimated households	2.28 million (up from 1.4 million in 2011)
Black African population	80%
White population	9%
Coloured population	5%

Indicator	Reported Figure
Indian/Asian population	5%

Where residents come from

Place of Origin	Share
Other parts of Gauteng	55%
Other South African provinces	33%
From another country	13%

Poverty, inequality and human development



Poverty has worsened over the last decade, reflecting rapid urbanisation, slow economic development and uneven access to opportunity. The City’s Human Development Index of 0.713 exceeds the national figure of 0.662, but internal regional disparities are significant.

Area	HDI Value	Note
Johannesburg	0.713	Above the South African national HDI
South Africa	0.662	National comparison point
Region B	0.785	Highest regional HDI in Johannesburg
Region G	0.627	Lowest regional HDI in Johannesburg

Economic context

Indicator	Reported Figure
Finance sector — share of GVA	R325 billion (34.7%)
Community services — share of GVA	18.6%
Manufacturing — share of GVA	16.3%
Agriculture — share of GVA	R3.2 billion (0.34%)

Indicator	Reported Figure
Unemployment rate (Q1 2024)	32.5%
Youth unemployment (Q1 2024)	46.97%
Projected average annual growth (2023–2028)	2.26%
Projected GDP by 2028	R784 billion (constant 2010 prices)
Projected share of Gauteng GDP by 2028	44.8%

Access to services and infrastructure backlogs

Service	Households Served	Backlog %	Backlog Households
Housing (formal dwelling)	82.3%	17.7%	406,047
Water	99.3%	0.7%	15,450
Sanitation	95.8%	4.2%	95,450
Electricity for lighting	92.2%	7.8%	179,623
Refuse removal	87.0%	13.0%	296,754

CITIZEN TAKEAWAY

High household access levels do not mean the service system is stable. Reliability, maintenance, infrastructure losses, illegal dumping, vandalism and funding constraints all affect whether residents experience services as dependable.

Government of Local Unity — SDBIP priorities

Strategic Priority	KPIs
Infrastructure Development and Refurbishment	11
Financial Sustainability	10
Sustainable Service Delivery	10
Safer City	7
Good Governance	4
Sustained Economic Growth	4

Strategic Priority	KPIs
Smart City	3
Job Opportunity and Creation	2
Active and Engaged Citizenry	2
Energy Mix	1
Green Economy	1
Total SDBIP KPIs	55

CHAPTER 2 GOVERNANCE

Political governance, public participation, oversight and smart city

Political governance

During 2024/25, the City was governed by the Government of Local Unity. Participating parties included the ANC, EFF, AIC, PA, AL JAMA-AH, UDM, COPE, AHC, UIM, APC, GOOD, ATM and PAC. The Mayoral Committee supported the Executive Mayor in driving service delivery, credit control, revenue enhancement and municipal administration.

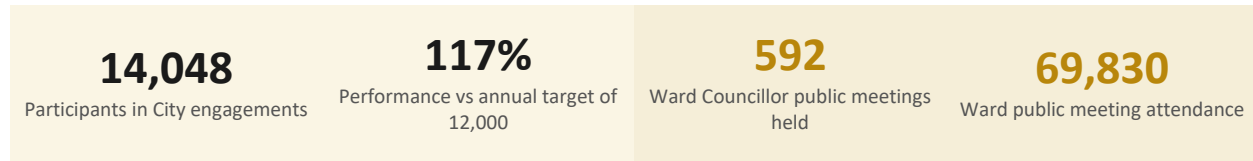
Audit opinions — CoJ Group 2024/25

Entity	2024/25 Audit Opinion
CoJ Group (consolidated)	Unqualified
City Power	Unqualified
Joburg Water	Unqualified
Pikitup	Unqualified
JOSHCO	Unqualified
Joburg City Theatres	Clean Audit
Joburg City Parks and Zoo	Unqualified
Johannesburg Roads Agency	Unqualified
Johannesburg Property Company	Unqualified
Johannesburg Development Agency	Unqualified
Metrobus	Unqualified
Joburg Market	Clean Audit
Metro Trading Company	Unqualified
Joburg Tourism Company	Unqualified

Intergovernmental relations and DDM

- The City continued to advance the District Development Model as the national framework for coordinated planning across spheres of government.
- Under GSPCR leadership, the City participated in the DDM One Plan Generation 2, DDM Week and the Quarter 2 DDM engagement with metros.

Public participation



By-laws and smart city

- The City continued to enforce municipal by-laws and conduct public awareness campaigns.
- GICT migrated SAP 4.7 to ECC6 to enable completion of the mSCOA project, strengthening financial systems compliance.
- The Metro Trading Company launched free Wi-Fi at Rea Vaya BRT stations; 419 TB of data was consumed on the public Wi-Fi network.
- Network connections reached 1,574,979 against a target of 120,000.
- 1,034 CCTV cameras were connected to the video management system.

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CHAPTER 3 SERVICE DELIVERY PERFORMANCE

Departmental and entity performance, highlights, challenges and responses

Water and sanitation — Joburg Water

- 1.288 billion litres of water were transported to stationary tanks in informal settlements.
- 20.451 km of water pipes were replaced against a target of 15.60 km — 131% performance.
- 1,796 additional households were provided with access to basic sanitation against a target of 1,700.
- Fleet-contract disruptions affected response times and productivity but were reported as resolved.

Waste removal — Pikitup

- 100% of known informal settlements received basic removal services.
- Level 2 cleanliness levels were achieved city-wide.
- 100% of households had basic removal services.
- 90% clearing of predetermined illegal dumping spots was reported.
- Challenges included shortages of general workers, transport constraints and fleet shortages.

Electricity — City Power

- 3,522 dwellings were connected to mains electricity against a target of 3,200.
- 1,218 public lights were installed against a target of 700.
- Approved embedded generators on the municipal distribution network reached 36.25 MW against a target of 9.5 MW.
- 2,445 minisubs were secured across service delivery centres.
- Infrastructure vandalism and cable theft remained significant challenges; static and mobile armed response was deployed at high-risk locations.

Housing and social housing — Human Settlements and JOSHCO

- The R27 billion Southern Farms Mega City Project broke ground at the Bushkoppies Site Camp in Region G.
- 1,881 title deeds were issued.
- The department responded to land invasion through stakeholder engagements and conducted public participation on the informal settlements policy.
- JOSHCO completed 556 social housing units.

- JOSHCO challenges included accumulated interest from entity deficit, debt owed by City departments and entities, and rental collection.

Transport and roads

- More than 100 Rea Vaya phase 1A and 1B rigid buses were fitted with new AFC validators.
- Thirteen Rea Vaya phase 1C(a) stations were fitted with new AFC gates and validators; four stations received new AFC TOMs.
- The Orange Farm public transport facility and NMT links to Tshepisoong reached practical completion.
- JRA resurfaced 112.58 lane km, completed 86% of Lillian Ngoyi Rehabilitation phase 1, upgraded 7.98 km of gravel roads and converted 0.75 km of open stormwater channels.
- The JRA signed an SLA with the Provincial Department of Transport to fix 35 intersections on provincial roads at a cost of R19 million.

Economic development and planning

- 16,382 SMMEs were supported against a target of 14,645.
- The National Certificate: Construction in Roadworks and Maintenance Skills Development Programme was implemented through a partnership with Southwest TVET College in Molapo, Soweto.
- 95.55% of inspections were conducted within 48 hours.
- 186 structures were demolished and 323 contravention notices were issued.
- Residential building plans of 500 m² or less were processed within 3.6 days; larger applications within 4.6 days.
- Council approved the Spatial Development Framework.

Tourism and investment

- Visitor arrivals increased from 4.1 million to 4,545,302.
- Johannesburg improved its ICCA Africa ranking from 7th to 5th.
- The City won the rights to host Meetings Africa from 2026 to 2031.
- MICE economic impact of R261.8 million was achieved.

Development agencies, markets and property

- JDA delivered the Orange Farm Public Transport Facility and the Elias Motsoaledi gravel road upgrade.
- Joburg Market recorded turnover of R11.7 billion, R621.6 million above budget, commanding 46.3% of the national fresh produce market.
- JPC attracted or facilitated R5.5 billion investment within City boundaries.
- JPC recorded R660.2 million investment spend and raised R129.9 million from acquisitions, advertising, leases and sales.

Health, community services and social development

- 90.32% of formal premises inspected were compliant with food-safety legislation.
- An HIV awareness campaign reached 1.1 million people at Maponya Mall on 16 May 2025.
- The Johannesburg City Library opened its first phase on 21 March 2025 after four years of closure.
- 100 youth and adults from Orange Farm completed the Microsoft online course programme at the Digital Literacy Programme Awards.
- Arts Alive returned in 2024; the 3rd edition of Jazz in the Lights was hosted at Joburg Zoo.
- Joburg City Theatres recorded 232,282 theatre attendees.

Free Basic Services	Households Supported
Electricity	89,436
Water	102,899
Sewer rebates	109,004
Refuse rebates	182,693
Rates rebates	189,486

Parks, environment and biodiversity

- JCPZ planted 19,837 trees against a target of 14,000.
- The City generated 2,630,100 tons of waste and diverted 711,628 tons, producing a 27.1% diversion rate.
- The City maintained 61,894 hectares classified as Biodiversity Priority Areas; 6,688 hectares were formally protected.

Public safety and emergency services

- JMPD effected over 6,700 arrests and recovered 465 stolen or hijacked vehicles, 85 firearms and over 700 rounds of ammunition.
- EMS inspected 7,609 buildings against a target of 6,260.
- EMS trained 4,447 community members through the Community Emergency Response Teams programme.
- EMS achieved 64% response within 15 minutes for screened critical fire calls.

Accountability and oversight services

- GFIS conducted 351 fraud awareness and outreach programmes, concluded 54 forensic investigation reports and reported 68 criminal cases to SAPS.
- The Office of the Ombudsman registered 1,747 complaints, achieved a 99% processing rate for new complaints and a 70% resolution rate.

CHAPTER 4 ORGANISATIONAL DEVELOPMENT

Workforce, training, vacancies, inclusion and employee wellbeing

Workforce overview

Measure	Reported Figure
City Group staff as at 30 June 2025	37,229 (including 103 temporary workers, excluding interns and EPWP)
Top management vacancy rate	20.0% (improved from 31% in 2023/24)
Senior management vacancy rate	15.8% (increased from 12% in 2023/24)
Overall City Group vacancy rate	6.6% (compared with 6% in 2023/24)
Critical skills vacancies	452 out of 8,370 approved posts (5.41%)
Injuries on duty	233 employees; 2,892 leave days; estimated cost of R35.2 million

Training and opportunities

Programme or Measure	Reported Result
Employees trained through WSP interventions	7,005
Skills development budget	R94.180 million
Skills development expenditure	R46.718 million (50%)
Youth offered internship opportunities	594
TVET interns placed from SWGC and CJC	99
Bursaries awarded (2024 and 2025 academic years)	400 bursaries worth R8 million

Labour disputes

- 69 disputes were lodged before the SALGBC, CCMA and Labour Court during the year.
- 41 disputes were finalised; 3 abandoned; 7 withdrawn; 4 received non-jurisdictional rulings; 9 were referred to the Labour Court.

Disability inclusion

Measure	Reported Figure
Employees with disabilities	169
Total staff complement	19,864
Disability target	2.00%
Actual disability representation	0.85%
Gap to target	1.15%

Employee Assistance Programme

The Employee Assistance Programme implemented 143 prevention, awareness and educational presentations and reached 9,615 employees. Programmes covered stress management, financial wellness, substance abuse awareness, mental health, pre-retirement planning, conflict and anger management, grief and bereavement, men’s dialogue and child custody matters.

CHAPTER 5 FINANCIAL PERFORMANCE

Revenue, expenditure, financial position, ratios and infrastructure assets

Financial snapshot

R81.1bn Total Revenue	R79.9bn Total Expenditure	R1.6bn Net Surplus	85.9% Revenue Collection Rate
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Revenue grew by 10% while expenditure growth was contained to 8%. The operating budget recorded R76.4 billion revenue against R75.7 billion expenditure. Service charges and property rates accounted for 73% of revenue.

Revenue and expenditure drivers

- Overall revenue exceeded budget by 5% and increased by 10% year-on-year.
- Property rates reached R17.7 billion — up 5% year-on-year and 2% above budget.
- Government grants reached R11.4 billion — up 9% year-on-year and 35% above budget.
- Bulk purchases were R4.7 billion above budget, driven by higher Eskom tariffs and increased units purchased.
- Finance costs were 36% above budget due to interest on a R2.5 billion short-term loan facility secured during the year.
- Debt impairment was 29% above budget, linked to collections below expectations and a rising indigent customer base.

Statement of financial position

Item	June 2025	June 2024	Change
Net assets	R58.988bn	R57.345bn	+3%
Non-current liabilities	R30.508bn	R26.611bn	+15%
Current liabilities	R30.060bn	R27.320bn	+10%
Total assets	R119.556bn	R111.276bn	+7%
Non-current assets	R97.515bn	R93.226bn	+5%
Current assets	R22.042bn	R18.049bn	+22%

Key financial ratios

Ratio	Target	2024/25 Actual
Debt / Revenue	≤45%	32%
Repairs and Maintenance as % of PPE	8%	4%
Cash coverage	1–3 months	0 months
Current ratio	1.5–2:1	0.73
Net operating surplus margin	>0%	1%
Remuneration as % of opex	25–40%	26%
Interest expense as % of opex	≤8%	4%
Solvency	≥2:1	1.97

Consumer debtors

Debtor Category	Figure
Gross consumer debtors	R71.815 billion
Impairment provision	R59.619 billion (83% of gross book)
Net consumer debtors	R12.197 billion
Debt older than 365 days	R42.5 billion (59% of gross book)
Water — gross debtors	R36.234 billion (impairment: 90%)
Residential — gross debtors	R44.6 billion (impairment: 88%)

Infrastructure assets and utility losses

Area	Reported Figure
Group PPE carrying value	R88.1 billion (up from R84.9 billion)
Additions to PPE	R7.6 billion
Work in progress	R14.1 billion (up from R10.4 billion)
Electricity technical losses	9% (R1.7 billion)
Electricity non-technical losses	21% (R4.0 billion)
Water non-revenue water	44.79% (R3.8 billion) — improved from 46.18% in 2024
Water physical losses	23.72% (R2.0 billion)

Area	Reported Figure
Water commercial losses	9.22% (R790 million)

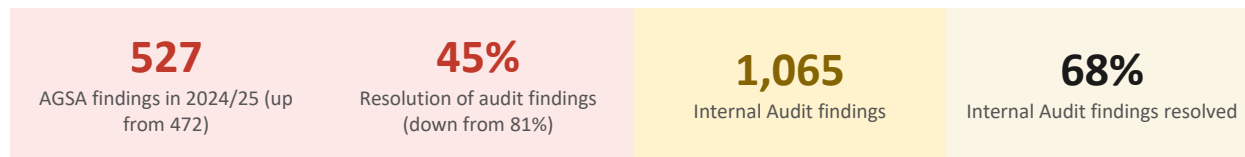
Unauthorised, irregular, fruitless and wasteful expenditure

Category	Closing Balance
Fruitless and wasteful expenditure	R317.175 million
Unauthorised expenditure	R3.682 billion
Irregular expenditure	R9.280 billion

CHAPTER 6 AUDITOR-GENERAL AND OVERSIGHT

Audit outcomes, oversight findings and remedial action plan

AGSA findings and oversight



KPIs with AGSA findings

- Water losses
- Electricity losses
- Gravel roads upgraded
- Serviced sites
- Rea Vaya passenger trips
- Metrobus passenger trips
- Hostels rehabilitated
- Mixed housing units constructed

Remedial action plan

Priority Action	What it means in practice
Revenue and debt recovery	Activate the Revenue War Room; enforce SAP/Programme credit control automation; escalate high-value debtors above R5 million; reduce write-offs.
Financial reporting integrity	Enforce year-end cut-off procedures, monthly accruals and Finance Director sign-off on reconciliations.
Asset verification and management	Complete 100% physical asset verification; capitalise completed work in progress; automate SAP processes; fill critical vacancies.
Consequence management	Investigate UIFW expenditure under MFMA requirements; capacitate GFIS by 31 July 2026.
Systems and automation	Implement electronic document management; decentralise GRN; accelerate e-procurement; reduce manual controls.
Infrastructure delivery	Secure USDG budget supplementation; implement milestone-based project tracking; expedite authorisations.
Service delivery KPIs	Resolve Rea Vaya feeder-route issues; stabilize AFC for Metrobus; accelerate water conservation; report monthly KPI dashboards.

Priority Action	What it means in practice
Governance oversight	Review audit action plans monthly through Internal Audit, CFO Forum, Audit Committee and MPAC; enhance Power BI SDBIP reporting.

CITIZEN SCORECARD

2024/25 public performance summary

Area	✓ Progress and achievements
People and development	Population and household data provide a clearer planning base. HDI above national figure.
Basic services	High household access for water, sanitation, electricity and refuse removal.
Service delivery performance	32 of 55 SDBIP KPIs achieved. Several entities recorded strong output delivery.
Financial performance	Revenue of R81.1bn, expenditure R79.9bn, net surplus R1.6bn.
Governance and audit	Consolidated CoJ Group unqualified. Joburg City Theatres and Joburg Market achieved clean audits.
Corrective action	Remedial plan identifies revenue, reporting, asset, systems and consequence management actions.

How residents can use this report

- Track whether service delivery targets are improving over time by comparing SDBIP results year-on-year.
- Ask ward councillors and City officials how unresolved service backlogs are being addressed in your community.
- Use public participation processes to comment on the Annual Report, IDP and budget during formal MPAC hearings.
- Monitor whether audit findings and remedial actions are closed in the following reporting cycle.
- Compare reported performance against lived experience in communities and submit evidence through formal City channels.