



COJ OMBUDSMAN

BUSINESS PLAN: 2026/27

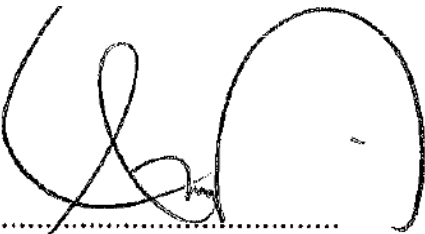
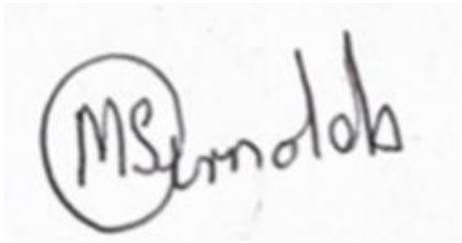
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OMBUDSMAN
City of Johannesburg



APPROVAL

 Adv. S'du Gumede Ombudsman	23/04/26 Date
 Cllr. Margaret Arnolds Speaker of Council	07/05/26 Date

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1. EXECUTIVE SUMMARY

The Office of the City of Johannesburg Ombudsman serves as an independent and impartial institution of last instance, mandated to promote administrative justice, contribute to the acceleration of service delivery, and protect the human rights of residents through the investigation and resolution of complaints of maladministration. In the 2026/27 financial year, the Office will strengthen its organisational capacity, build public trust, and deepen its impact in addressing systemic service delivery challenges across the City.

The mandate of the Office is grounded in the Constitution of the Republic of South Africa, the Municipal Systems Act, the Municipal Finance Management Act, and the Ombudsman By-Law (2023). These legislative frameworks affirm the Office's role in promoting accountability, fairness, transparency and ethical conduct in municipal administration. The strategic direction of the Office is aligned with the City's Growth and Development Strategy (GDS) 2040 and Mayoral Priorities, particularly those focused on good governance, sustainable service delivery, and active and engaged citizenry.

Building on this alignment, in 2026/27 the Office will advance professionalisation and institutional coherence by strengthening collaboration with peer oversight institutions, including the Public Protector and Ombudsman bodies nationwide. These engagements will support the development of common investigative standards and the promotion of best practice.

Climate justice remains an increasingly important area of focus, reflecting the close link between climate-related impacts and human rights. The Office will continue to initiate systemic investigations and elevate environmental challenges to Council in support of the City's Climate Action Plan.

Through its 2026/27 Business Plan, the Office will pursue the following key objectives:

- i. Improve turnaround times and increase complaint resolution rates.
- ii. Conduct proactive investigations to address systemic service delivery failures.
- iii. Strengthen the monitoring and implementation of findings/ corrective action issued to City departments and entities.
- iv. Increase public awareness and trust through targeted communication and outreach initiatives.
- v. Enhance governance through effective risk management, audit compliance, and financial prudence.

- vi. Contribute to job creation through Expanded Public Works Programme (EPWP) placements.

A comprehensive organisational structure review was completed in 2024/25; however, its approval and implementation remain dependent on the ongoing citywide institutional review. Despite existing capacity constraints, the Office remains committed to maintaining operational efficiency.

The 2026/27 Business Plan positions the Ombudsman to achieve greater effectiveness, strengthen municipal accountability and advance administrative justice for all residents of Johannesburg. Through strategic collaboration, continuous public engagement, and a firm commitment to fairness and integrity, the Office will continue to contribute to a more responsive and people-centred City.



2. OVERVIEW OF COJ OMBUDSMAN

VISION

A responsive investigator and mediator of service delivery and human rights complaints in the City of Johannesburg.

MISSION

To be an Office of last instance that contributes towards accelerating service delivery and promoting a culture of respect for human rights by investigating complaints of maladministration to improve confidence and accountability in the City.

VALUES

Fairness. Accountability. Integrity. Transparency. Accessibility.

3. CORE MANDATE

To serve as an Office of last instance that promotes a culture of human rights and supports the acceleration of service delivery by investigating complaints of maladministration in the City.

4. LEGISLATIVE CONTEXT

The Office operates within the context of developmental government, as outlined in Chapter 7 of the Constitution of the Republic of South Africa, 1996. Section 152 (1)(a) emphasises the provision of a democratic and accountable local government, while Section 195 (1) sets out the values for municipal administration, including a development orientation, impartiality, fairness, equity, transparency and the maintenance of high professional ethical standards.

Section 51 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000) (MSA) outlines how local government should be structured, emphasising responsiveness to the needs of the local community and promoting a culture of public service and accountability among municipal officials.

Section 152 (1) of the Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003) (MFMA) places an obligation on municipalities, among other responsibilities, to provide accountable governance for local communities, promote equitable service delivery, and advance social and economic development.

The Office derives its core mandate from the City of Johannesburg Ombudsman By-Laws 2023, which were promulgated in accordance with section 13 (a) of the MSA.

5. STRATEGIC ALIGNMENT

The strategic objectives of the Office are primarily focused on promoting good governance, enhancing transparency, improving service delivery, and ensuring that citizens' rights are upheld across the City's departments and Municipal Entities (MEs). The Ombudsman holds a unique responsibility to monitor and address issues that directly impact local communities.

Aligning the Office's strategic programmes with the City's strategic objectives is essential to ensure that all our activities meaningfully contribute to the achievement of organisational goals.

The City has articulated its long-term vision through the Growth and Development Strategy 2040 (GDS), and the Office's core mandate and purpose, as outlined above, align with Outcome 4 of the GDS and the Mayoral Priorities, as follows:

GDS 2040	Mayoral Priorities
GDS 2024 Outcome 4 A high-performing metropolitan government that pro-actively contributes to and builds a sustainable, socially inclusive, locally integrated and globally competitive Gauteng City Region 1. Partnership, intergovernmental and international relations 2. A responsive, accountable, efficient and productive metropolitan government 3. Meaningful citizen participation and empowerment 4. Guaranteed customer and citizen care and service	1. Active and Engaged Citizenry 2. Good Governance 3. Sustainable Service Delivery 4. Job Opportunity and Creation 5. Smart City

6. PAST PERFORMANCE: 2024/25

Overall Organisational Performance for 2024/25 was 79%, with 11 of 14 KPIs achieved. Notable highlights include:

- i. **99%** of new complaints were processed within prescribed timeframes.
- ii. **70%** resolution of accepted complaints, significantly exceeding the 50% target.
- iii. **61%** reduction of backlog complaints (249 cases finalised from an opening balance of 406 at the start 2024/25).
- iv. Completion of all four targeted reports on corrective actions not implemented by City departments.
- v. **100%** compliance with UIFW controls.

The **Complaints and Investigations Unit** demonstrated improved turnaround times and effective backlog clearance, driven by strategic interventions such as the appointment of ten (10) trainee Investigators and ongoing collaboration with Group ICT for system upgrades. Additionally, the unit initiated and completed 21 proactive investigations during the year, addressing systemic service failures and achieving the set target of 20 for 2024/25.

The **Communications and Outreach Unit** conducted 42 outreach events during Q4, engaging 1 331 residents and achieving a cumulative annual reach of 9 325 for 2024/25. Despite challenges such as limited transport and media monitoring constraints, media campaigns reached nearly 492 700 people in Q4 and a cumulative total of 6 million in 2024/25, with an Advertising Value Equivalent (AVE) of R122 810 in Q4 and a cumulative total of R1 million for 2024/25. Public awareness of the Ombudsman increased by 14% from 2023/24, reaching 49% in 2024/25.

From a **financial perspective**, the Office expended **83% of its OPEX** budget and **92% of its adjusted CAPEX** budget. Underspending was primarily due to delays in filling the funded vacant positions and higher staff turnover. Timely payment of invoices within 30 days has been challenging due to cash flow constraints within the City of Johannesburg.

In the area of **Human Resources**, training and development were prioritised across multiple educational programmes, while employment equity targets continued to be actively monitored and promoted.

During the final quarter, strategic and operational risk mitigation measures were successfully implemented, including advancements in safety, workplace skills planning and awareness of the Office's mandate.

7. CLIMATE ACTION PLAN

There is a direct correlation between the effects of climate change and human rights. One of the key mandates of the CoJ Ombudsman is to advance social justice. The City's Climate Action Plan (2021) introduces the concept of *climate justice*, defined as:

“Justice that links development and human rights to achieve a human-centred approach to addressing climate change, safeguarding the rights of the most vulnerable people and sharing the burdens and benefits of climate change and its impacts equitably and fairly”.

Aligned with this mandate, the CoJ Ombudsman plays a leading role in advocating for climate justice through both our advocacy initiatives and complaints management value chain, as regulated by our By-law.

Given its strategic positioning, the Office is well placed to lead and participate in transversal programmes aimed at effectively responding to the effects of climate change on residents. These initiatives include, but are not limited to:

- i. Initiating own-instance investigations to address and unblock systemic environmental challenges (refer to KPI 3).
- ii. Elevating environmental sustainability issues to Council in order to influence CoJ policy responses to challenges such as heat waves, droughts, water scarcity and human displacement.



8. INTERGOVERNMENTAL RELATIONS (IGR)

Inter-Governmental Relations (IGR): Focus and Intent

Intergovernmental Relations (IGR) are central to cooperative governance in South Africa, as set out in Chapter 3 of the Constitution and the Intergovernmental Relations Framework Act (2005). In Johannesburg, IGR brings together all three spheres of government, CoJ departments and entities, partners, and communities to align planning, budgets, and service delivery.

As stated in the City of Johannesburg IGR Strategy, “IGR for CoJ means collaborative and supportive relations between different governments and organs of state within South Africa”.

The Office of the City of Johannesburg Ombudsman has embarked on a strategic initiative to align its programmes and operational approach with those of other oversight bodies that perform similar mandates. These include the Office of the Public Protector, Consumer Goods and Services Ombudsman for the City of Cape Town, as well as international ombuds institutions, statutory watchdogs and peer administrative justice bodies.

This alignment is intended to reposition the Office as an institution of last instance, thereby reinforcing its integrity, independence and strategic clarity, while clearly distinguishing its oversight role from the City’s service delivery-oriented functions.

The CoJ Ombudsman pursues this objective through Memoranda of Understanding with other institutions in the sector such as the Public Protector. The CoJ Ombudsman works closely with the Consumer Goods and Services Ombudsman, the Competition Commission and other ombuds institutions to among others, create awareness, share best practice and collaborate on programs of mutual interest.

Strategic Rationale for the CoJ Ombudsman IGR Framework

While the Office does not have a IGR framework, the Office is engaged in various robust programmes with partners at the local and national spheres of government. During 2026/27, the Office will formalise these engagements into an approved framework, including identifying new relations particularly within the provincial sphere of government. The strategic principles of this framework are outlined below.

Positioning as an Office of Last Instance

The Ombudsman must function as an impartial recourse mechanism, activated only after all internal City departmental and entity's processes and channels have been exhausted.

Aligning with other ombuds institutions reinforces this positioning by:

- i. Reinforcing the Office's independence from day-to-day operational departments.
- ii. Ensuring that the Office focuses on escalated, unresolved and complex matters.
- iii. Standardising practices in line with established oversight norms and benchmarks.

Differentiating the mandate from service delivery-oriented functions

While the City's operational units are primarily responsible for direct service delivery, the Ombudsman's mandate is focused on:

- i. Procedural justice, fair administrative action, systemic investigations, mediation and dispute resolution, and oversight of maladministration and unfair treatment.

This strategic alignment underscores the Ombudsman's unique and essential value within the City's governance environment.

Establish Common Standards and Best Practices

- i. Adopt best-practice models from national and international ombuds offices.
- ii. Professionalise investigative methodologies and case-management processes.
- iii. Strengthen independence and impartiality through benchmarked operational frameworks.

Enhance Collaboration and Referral Pathways

- i. Formalise cooperative agreements with peer institutions to enable referrals, joint training and information exchange.
- ii. Position the Office within a broader ecosystem of administrative justice bodies and oversight bodies.

Improve Public Trust and Accessibility

- i. Position the Ombudsman as a trusted, credible, and recognisable recourse mechanism.
- ii. Strengthen public understanding of when and how to engage with the Office.

Anticipated Trade-Offs

By adopting this approach, the Office anticipates the following trade-offs:

- i. **Implement stricter intake criteria:** The Office may need to refer complainants back to internal City departments and entities before accepting matters for investigation.
- ii. **Increased collaboration:** Greater alignment may require the sharing of methodologies and participation in joint initiatives with peer institutions.
- iii. **Enhance process restructuring:** Updating standard operating procedures (SOPs), case classification systems and reporting structures to align with national ombuds standards.

These measures are expected to contribute to:

- i. **Enhanced credibility:** Alignment with established oversight bodies positions the Office as a respected component of a broader accountability ecosystem.
- ii. **Reduction in misdirected complaints:** A clearer mandate and defined referral pathways will reduce the operational burden on the Office.
- iii. **Strategic insulation from service delivery pressures:** Reinforcing independence and reducing perceptions of political or administrative influence.

Expected Outputs

Institutional and Programme Alignment

- A harmonised framework of standards, protocols and ethical guidelines aligned with those of peer ombuds offices.
- Memoranda of Understanding (MOUs) or cooperation agreements with relevant oversight institutions.

Improved Case Management and Investigative Quality

- Updated case workflow and management systems aligned with international ombuds norms.
- Enhanced investigation reports grounded in principles of fairness, administrative justice and evidence-based findings.

Capacity Building and Professionalisation

- Training programmes aligned with oversight-sector standards.
- Knowledge-sharing sessions and exchanges with peer institutions.

Public Communication and Awareness

- Clear, accessible educational materials that differentiate the Ombudsman’s oversight role from service-delivery functions.
- Public communication campaigns emphasising the Ombudsman as a “last-resort” escalation mechanism.

Intended Outcomes

Strengthened Institutional Legitimacy

- A clearly defined and professionalised Ombudsman Office, recognised as an authoritative, independent and impartial body within COJ’s governance framework.

Improved Administrative Justice for Residents

- Fairer, more consistent, and more transparent resolution of escalated service-delivery disputes and allegations of maladministration.

Increased Operational Efficiency

- By filtering premature complaints and ensuring that City departments address simpler matters internally, the Ombudsman can focus resources on complex, systemic and high-impact cases.

Greater Public Trust

- Clear differentiation from the City’s operational structures reinforces perceptions of independence and fairness, thereby boosting public confidence in municipal oversight.

Long-Term Systemic Improvement

- Through Own-Initiated Investigations and systemic reviews, the Office will identify the root causes of recurring service-delivery failures, supporting improvements in City processes, accountability and institutional culture.

In conclusion, aligning the Johannesburg Ombudsman with peer oversight bodies represents a forward-looking strategic shift. It strengthens the Office’s standing as an independent, credible, and impartial recourse mechanism while clarifying its role within the City’s broader governance and service-delivery environment. By adopting shared standards, strengthening referral pathways, and reinforcing its identity as an office of last instance, the Ombudsman positions itself to deliver more effective, meaningful, and sustainable administrative justice for all residents of Johannesburg.

Stakeholder and Partner Identification, Collaboration and Engagement Mechanisms

In line with its mandate, the CoJ Ombudsman engages and collaborates with the following organisations and institutions:

Stakeholder	Roles	Benefits for the CoJ Ombudsman and City	Engagement Mechanisms
Public Protector	Training: operational support (e.g. serving on recruitment panels).	Skills development: sharing of best practices and industry knowledge.	Ad hoc collaboration based on specific needs.
Other South African Ombudsman Organisations (local, provincial and national)	Collaboration in community education initiatives, awareness programmes and events such as webinars.	Knowledge sharing and adoption of best practices.	Scheduled programmes and joint initiatives.
Regional and International Ombudsman Organisations and Associations	Participation in conferences, webinars and discussion forums.	Sharing of knowledge and best practices with peers; contribution to sector discourse.	Scheduled programmes and formal events.

Response to District Development Model (DDM) One Plan

The Office aligns with the “Governance and Financial Management” pillar of the DDM One plan. This pillar seeks to enforce accountability, leadership, and performance management principles across all spheres.

The Ombudsman plays a crucial role in strengthening governance by ensuring accountability through the investigation of alleged acts of maladministration and human rights violations by the City Administration. This function helps safeguard transparency and integrity in the City administration, while also reinforcing the principle that public officials must act in the best interests of the communities they serve. Ultimately, the Ombudsman acts as a guardian of good governance, bridging the gap between residents and the City administration. By investigating complaints, issuing findings/corrective actions, the Ombudsman creates a culture of responsibility that promotes fairness, transparency and accountability.

9. CUSTOMER CARE

Customer care is embedded in the work of the CoJ Ombudsman, with several measures aimed at enhancing responsiveness and improving public confidence. The Office addresses this in the departmental scorecard through various channels and deliverables.

Our primary function is complaints resolution, with a target of resolving 72% of complaints within the stipulated timeframes. In 2024/25, the Office processed 99% of new complaints within the prescribed timeframes, thus reflecting our drive for customer care.

The Office also focuses on backlog reduction, finalising 61% of outstanding complaints during 2024/25. The Office aims to reduce this by a further 65% in 2026/27.

To improve accessibility and engagement, the Office conducted extensive outreach activities, open days and other citizen engagement initiatives. Cumulatively, more than 9 300 residents were reached during 2024/25. These efforts help bring services closer to communities, particularly those with limited access to formal complaint channels.

In addition, the Office has prioritised public awareness and communication. Media campaigns, social media engagement, targeted messaging and collaboration with peer ombuds institutions have expanded the Office's visibility and clarified how residents can access its services.

Conducting proactive and own-instance investigations also improves customer care by addressing systemic service delivery failures.

10. SMART CITY

The CoJ Ombudsman embraces digital technologies and has deployed these to ensure operational efficiencies in support of strategic objectives.

In September 2025, the Office launched a digital portal on its website where complainants could lodge complaints digitally. The complaints lodged are integrated with the Office's electronic case management system. This allows for a seamless process from the time a complaint is lodged to the point where it is accepted for investigation.

For those residents who may not have the requisite access to the digital complaints portal, the Office runs a WhatsApp line where complainants may interact with the Office on various issues pertaining to lodging complaints, progress on complaints and any other general information.

These initiatives bridge the gap between the Office and residents, providing accessible digital tools which support the City's digital transformation programmes on one hand, and being responsive to digitally connected residents, on the other.

The Office is the custodian of a significant repository of complaints in the City. In the 2026/27 financial year, the Office will start to identify ways of using this repository to draw insights through the utilisation of dashboards into systemic service delivery issues in the City and recurring patterns, and to share these with various stakeholders in the City, including community-based planning. In this way, the Office will be using its digital capabilities not only for the pursuit of its own objectives, but for the benefit of the broader administration, to facilitate improved planning and problem-solving on service delivery related matters.

11. STRATEGIC ANALYSIS

11.1. SWOT ANALYSIS

Strengths (internal)	Weaknesses (internal)
• Dedicated Team Structure: The Office comprises of a mix of experienced full-time investigators and trainee investigators, providing a balance of expertise and ongoing capacity-building. • Mandate Alignment with Governance Goals: The Office's mandate to promote accountability, transparency and service delivery improvement aligns with the City's strategic priorities, ensuring institutional relevance and support. • Sound Financial Management: Financial operations comply with the Municipal Finance Management Act (MFMA). • Transparent Procurement Processes: All procurement activities are conducted in a fair, open and transparent manner. • Analytical Capability: The Office leverages forecasting models and data analysis to inform decision-making and resource allocation. • Youth Development Initiatives: Support skills development and mentorship of young professionals. • Teamwork and Professionalism: A skilled, professional and collaborative workforce across all units.	• Leadership Vacancies: Key leadership positions remain unfilled. • Resource Constraints: Budget limitations restrict investment in advanced tools, additional staff and training programmes, contributing to inefficiencies in managing high complaint volumes. • Temporary Capacity: Reliance on interns and short-term contract staff limits continuity and institutional knowledge retention. • Inter-Dependence on Other Departments: • Effective operations often require cooperation from other City departments, which can delay processes or outcomes. • Staff Retention Challenges: Difficulty in retaining high-performing personnel.
Opportunities (external)	Threats (external)
• Technological Advancements: Adoption of a digital case management system which incorporates artificial intelligence, can streamline processes, improve tracking, and enhance overall efficiency in handling complaints. • Increased Public Trust and Engagement: Growing public awareness of the Office's role provides an opportunity to strengthen relationships with residents, improving accessibility and responsiveness.	• High Workload from Service Delivery Challenges: Ongoing infrastructure and service delivery issues in Johannesburg generate a high volume of complaints, which can potentially overwhelm the Office's capacity and affect the quality and timeliness of investigations. • Interdependent Services: Reliance on other City departments can create delays in resolving complaints and implementing systemic findings/ corrective action.

• Benchmarking and Best Practice Models. • Learning from national and internal ombuds institutions can inform operational improvements. • Skills Development and Learning Opportunities: Targeted training and professional development initiatives can enhance staff expertise and investigative capacity. • Leveraging Digital Technology: Automation of routine processes can free resources for complex investigations and improve overall service delivery.	• Public Perception Risks: Negative perceptions regarding the Office’s non-responsiveness can undermine public trust and confidence. • Legislative and Policy Constraints: Regulatory requirements and policy frameworks, such as procurement processes, can delay operational initiatives. • Economic and Social Factors: Economic downturn and high unemployment rates may increase complaint volumes and complicate service delivery challenges.
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11.2. PESTEL-C ANALYSIS

Political	Economic	Social	Technological	Environmental	Legal	Climate
i. Government Prioritisation of Governance: The Office operates within a political environment that emphasises accountability, transparency, and good governance, presenting opportunities for strong institutional support. ii. Political Interference Risks: Investigations involving politically sensitive matters may encounter external pressure that could undermine the Office's	i. Budget Constraints: Limited funding may affect the Office's capacity to recruit, train, and retain skilled investigators, as well as to adopt advanced tools and technologies. ii. Economic Inequality: High levels of inequality in Johannesburg can lead to increased complaints regarding service delivery, placing additional demands on the Office's resources. iii. High unemployment	i. Public Trust and Expectations : Residents expect efficient complaint handling and impartial investigations, placing high demands on the Office to deliver consistently fair and effective services. ii. Community Engagement Challenges: Limited awareness of, or access to, the Office's services may hinder some community members - particularly marginalised groups - from lodging complaints or engaging fully	i. Case Management Systems: The Office requires advanced digital tools to enhance efficiency in tracking, managing and resolving cases, which is critical for operational effectiveness. ii. Cybersecurity Risks: Protecting sensitive data from breaches or unauthorised access is a growing concern, particularly given the handling of confidential complaints and investigations. iii. Digital Access Inequality:	i. Impact of Urbanisation: Rapid urban growth in Johannesburg contributes to increased complaints related to infrastructure and service delivery, placing additional demands on the Office's workload. ii. Environmental Complaints: The Office may encounter a rising number of cases related to environmental issues, including waste management, pollution, and sustainability initiatives	i. Legislative Compliance: The Office must comply with laws and policies governing public administration, investigations and data protection, ensuring accountability and integrity in all its operations. ii. Litigation Risks: Investigations that result in adverse findings may trigger legal challenges, requiring strict adherence to procedures to mitigate potential risks.	i. Climate Change: Poses a risk to fundamental human rights, including the right to a healthy and safe environment. ii. Impact on Vulnerable Populations: climate-related challenges can limit access to clean water, adequate housing and healthcare, disproportionately affecting vulnerable groups.

Political	Economic	Social	Technological	Environmental	Legal	Climate
independence. iii. Political Instability: shifts in political leadership or priorities may result in changes to strategic focus, affecting the Office's planning and operations.		with the Office. iii. Social Mobility: Limited social mobility can exacerbate inequalities and affect residents's ability to access services, potentially increasing reliance on the Office to address grievances. iv. Infrastructure Challenges: Inadequate maintenance and management of the City's infrastructure can lead to a rise in service delivery complaints, placing additional pressure on the Office's resources.	Disparities in access to digital tools and online platforms may limit some residents' ability to lodge complaints or engage with the Office's services. Digital Transformation of Media Houses: As media houses increasingly operate digitally, the Office must adapt its communication and stakeholder engagement strategies to maintain visibility and public awareness.	within the city.		

Political	Economic	Social	Technological	Environmental	Legal	Climate
		v. Unequal Prioritisation of Communities: Disparities in how communities are prioritized can lead to perceptions of bias or neglect, increasing complaints and placing additional reputational pressure on the Office. vi. Poor Client Satisfaction: Low levels of resident satisfaction with service delivery may undermine public confidence in the Office and affect trust in its ability to handle complaints fairly and efficiently. vii. Mushrooming of Illegal				

Political	Economic	Social	Technological	Environmental	Legal	Climate
		Human Settlements: The rapid growth of informal settlements can exacerbate service delivery challenges, increase complaints and strain the Office's resources. iii. Staff Wellness and Mental Health: Maintaining the wellbeing and mental health of staff is critical, as high workloads and exposure to challenging cases can impact performance and overall organisational effectiveness.				

12. RISK ASSESSMENT

Enterprise Risk Management (ERM) is a critical component for Strategic Management and is a tool that enables the achievement of its strategic objectives and the long-term sustainable growth of the business. The Office of the Ombudsman has a structured and risk management system which aligns with the City's approved ERM Framework. This ensures that the Office maintains a systematic and consistent approach to the management of business risks as mandated by Section 95 (c) (i) of the Local Government Municipal Finance Management Act, No.56 of 2003.

ERM is an ongoing systematic process designed to identify potential events that may affect Ombudsman mission and vision on service delivery and manage risk to be within the risk appetite and risk tolerance, to provide reasonable assurance regarding the achievement of City's goals and strategic objectives.

The five interlinked elements of the City's ERM are:

- i. Risk identification and prioritization
- ii. Risk evaluation and assessment
- iii. Risk response and mitigation
- iv. Risk monitoring and review
- v. Communication and reporting

In this regard, the Office evaluated the previous risk register to evaluate which risks are still applicable and identified any emerging ones for 2026/27 through a facilitated workshop. The risks were evaluated and assessed for the residual risk impact which informed the risk response and mitigation actions.

The 2026/27 strategic risk register will be operationalised through an action plan and reported on a quarterly basis for monitoring purposes.

The key strategic risk identified for 2026/27 is the failure to fulfil the mandate of the Office. This is articulated in the strategic risk register as reflected in Annexure A.

13. STRATEGIC RESPONSE: PERFORMANCE AND IMPLEMENTATION

13.1. Key Performance Areas

DEPARTMENTAL SCORECARD																				
GDS 2040 Outcome: A high-performing metropolitan government that pro-actively contributes to and builds a sustainable, socially inclusive, locally integrated and globally competitive Gauteng City Region																				
Mayoral Priorities: Active and Engaged Citizenry and Sustainable Service Delivery																				
No.	Mayoral Priorities	Key Performance Indicators	Baseline 2024/25	Target 2026/27	Target 2027/28	Target 2028/29	2026/27 Quarterly Performance Targets				2026/27 Budget per project R'000				Means of Verification	Lead Dept.	Support	Cluster		
											Total Budget		Quarterly Budget Target: CAPEX and OPEX							
							Q1	Q2	Q3	Q4	CAPEX	OPEX	Q1	Q2					Q3	Q4
1.	Active and engaged citizenry	Number of days taken to process new complaints	New	21	21	21	21	21	21	21	Day to day	Nil	Day to Day	Day to Day	Day to Day	Day to Day	OCOL Agenda and Minutes	CoJ Ombudsman	Case management system	All
2.	Active and engaged citizenry	% Resolution of accepted Complaints in Line with Ombudsman By-Laws and SOPs	70%	72%	74%	76%	18%	36%	54%	72%	Day to day	Nil	Day to Day	Day to Day	Day to Day	Day to Day	OCOL Agenda and minutes	CoJ Ombudsman	CoJ Depts and Entities	All
3.	Active and engaged citizenry	Number of systemic Proactive/Own Instance Investigations conducted	New	4	4	4	-	-	-	4	Day to day	Nil	Day to Day	Day to Day	Day to Day	Day to Day	Systemic investigation reports	CoJ Ombudsman	CoJ Depts and Entities	All

DEPARTMENTAL SCORECARD

GDS 2040 Outcome: A high-performing metropolitan government that pro-actively contributes to and builds a sustainable, socially inclusive, locally integrated and globally competitive Gauteng City Region

Mayoral Priorities: Active and Engaged Citizenry and Sustainable Service Delivery

No.	Mayoral Priorities	Key Performance Indicators	Baseline 2024/25	Target 2026/27	Target 2027/28	Target 2028/29	2026/27 Quarterly Performance Targets				2026/27 Budget per project R'000				Means of Verification	Lead Dept.	Support	Cluster		
											Total Budget		Quarterly Budget Target: CAPEX and OPEX							
							Q1	Q2	Q3	Q4	CAPEX	OPEX	Q1	Q2					Q3	Q4
4.	Active and engaged citizenry	% of Active complaints older than 6 months resolved	61%	65%	70%	75%	15%	30%	50%	65%	Day to day	Nil	Day to Day	Day to Day	Day to Day	Day to Day	OCOL Agenda and minutes	CoJ Ombudsman	CoJ Depts and Entities	All
5.	Active and engaged citizenry	Number of reports on monitoring implementation of Ombudsman findings	4	4	4	4	1	1	1	1	Nil	Day to Day	Day to Day	Day to Day	Day to Day	Day to Day	OCOL Agenda and minutes	CoJ Ombudsman	CoJ Depts and Entities	N/A
6.	Active and engaged citizenry	Number of reports for monitoring the implementation of the integrated communication and media plan	New	4	4	4	1	1	1	1	Nil	Day to Day	Day to Day	Day to Day	Day to Day	Day to Day	Report noted by Ombudsman	CoJ Ombudsman	CoJ Depts and Entities	All

DEPARTMENTAL SCORECARD

GDS 2040 Outcome: A high-performing metropolitan government that pro-actively contributes to and builds a sustainable, socially inclusive, locally integrated and globally competitive Gauteng City Region

Mayoral Priorities: Active and Engaged Citizenry and Sustainable Service Delivery

No.	Mayoral Priorities	Key Performance Indicators	Baseline 2024/25	Target 2026/27	Target 2027/28	Target 2028/29	2026/27 Quarterly Performance Targets				2026/27 Budget per project R'000				Means of Verification	Lead Dept.	Support	Cluster		
											Total Budget		Quarterly Budget Target: CAPEX and OPEX							
							Q1	Q2	Q3	Q4	CAPEX	OPEX	Q1	Q2					Q3	Q4
7.	Active and engaged citizenry	Number of sector-specific messages shared across media channels per quarter	New	8	8	10	2	2	2	2	Nil	Day to Day	Day to Day	Day to Day	Day to Day	Day to Day	Articles/Press releases published on Website, Social Media posts	CoJ Ombudsman	N/A	N/A
8.	Active and engaged citizenry	% level of awareness of the work of the Ombudsman	49%	50%	51%	52%	-	-	-	50%	Nil	Day to Day	Day to Day	Day to Day	Day to Day	Day to Day	Ombudsman EMT agenda and minutes.	CoJ Ombudsman	CoJ Residents	N/A

GATEKEEPING KPIs

GDS 2040 Outcome: A high-performing metropolitan government that pro-actively contributes to and builds a sustainable, socially inclusive, locally integrated and globally competitive Gauteng City Region

Mayoral Priorities: Good Governance, Job Opportunity & Creation

No.	Mayoral Priorities	Key Performance Indicators	Baseline 2024/25	Target 2026/27	Target 2027/28	Target 2028/29	2026/27 Quarterly Performance Targets				2026/27 Budget per project R'000						Means of Verification	Lead Dept.	Support	Cluster
											Total Budget		Quarterly Budget Target: CAPEX and OPEX							
							Q1	Q2	Q3	Q4	CAPEX	OPEX	Q 1	Q 2	Q 3	Q 4				
1.	Good governance	% Spent on operating budget against approved operating budget	83%	95%	95%	95%	60%	65%	85%	95%	Nil	Day to Day	Day to day	Day to day	Day to day	Day to day	Midyear and Annual financial expenditure report from SAP system	CoJ Ombudsman	N/A	N/A
2.	Good governance	% Spent on capital budget against approved capital budget	92%	95%	95%	95%	60%	65%	85%	95%	Nil	Day to day	Day to day	Day to day	Day to day	Day to day	Midyear and Annual financial expenditure report	CoJ Ombudsman	N/A	N/A
3.	Good governance	% Reduction on unauthorized, irregular, fruitless and wasteful (UIFW) expenditure incurred	100%	100%	100%	100%	100%	100%	100%	100%	Nil	Nil	Day to day	Day to day	Day to day	Day to day	Midyear and annual Merchant Payments Age Analysis Reports	CoJ Ombudsman	Group Finance	N/A

GATEKEEPING KPIs

GDS 2040 Outcome: A high-performing metropolitan government that pro-actively contributes to and builds a sustainable, socially inclusive, locally integrated and globally competitive Gauteng City Region

Mayoral Priorities: Good Governance, Job Opportunity & Creation

No.	Mayoral Priorities	Key Performance Indicators	Baseline 2024/25	Target 2026/27	Target 2027/28	Target 2028/29	2026/27 Quarterly Performance Targets				2026/27 Budget per project R'000				Means of Verification	Lead Dept.	Support	Cluster		
											Total Budget		Quarterly Budget Target: CAPEX and OPEX							
							Q1	Q2	Q3	Q4	CAPEX	OPEX	Q 1	Q 2					Q 3	Q 4
4.	Good governance	% of valid invoices paid within 30 days of invoice date	92%	95%	95%	95%	95%	95%	95%	95%	Nil	Nil	Day to day	Day to day	Day to day	Day to day	GRAS UIFWe report tabled at GAC and GPAC. Audited Financial Statements.	CoJ Ombudsman	GRAS	N/A
5.	Good governance	% Resolution of internal audit findings	100%	100%	100%	100%	100%	100%	100%	100%	Nil	Nil	Day to day	Day to day	Day to day	Day to day	GAC Internal Audit Report on Findings	CoJ Ombudsman	GRAS	N/A
6.	Good governance	% Resolution of Auditor-General of South Africa (AGSA) audit findings	100%	100%	100%	100%	100%	100%	100%	100%	Nil	Nil	Day to Day	Day to Day	Day to Day	Day to Day	GAC Internal Audit Report on Findings	CoJ Ombudsman	GRAS	N/A

GATEKEEPING KPIs

GDS 2040 Outcome: A high-performing metropolitan government that pro-actively contributes to and builds a sustainable, socially inclusive, locally integrated and globally competitive Gauteng City Region

Mayoral Priorities: Good Governance, Job Opportunity & Creation

No.	Mayoral Priorities	Key Performance Indicators	Baseline 2024/25	Target 2026/27	Target 2027/28	Target 2028/29	2026/27 Quarterly Performance Targets				2026/27 Budget per project R'000				Means of Verification	Lead Dept.	Support	Cluster		
											Total Budget		Quarterly Budget Target: CAPEX and OPEX							
							Q1	Q2	Q3	Q4	CAPEX	OPEX	Q 1	Q 2					Q 3	Q 4
7.	Good governance	% Implementation of the strategic risk management action plan	100%	100%	100%	100%	25%	50%	75%	100 %	Nil	Nil	Day to Day	Day to Day	Day to Day	Day to Day	GRGC Risk analysis reports	CoJ Ombudsman	N/A	N/A
8.	Job Opportunity & Creation	Number of EPWP employed in the Office	14	14	14	14	14	14	14	14	Nil	Day to Day	Day to Day	Day to Day	Day to Day	Day to Day	EPWP actual expenditure	CoJ Ombudsman	N/A	N/A
9.	Good governance	% Achievement of service level standards	New	80%	90%	100%	20%	40%	60%	80%	Nil	Day to day	Day to day	Day to day	Day to day	Day to day	OCOL agenda and minutes	CoJ Ombudsman	CoJ Depts and Entities	All

13.2. Circular 88 Indicator

No	National Treasury Proposed Indicators	Ref No	2024/25 Baseline	2025/26 Target	Quarterly Targets				Total Budget R 000		Quarterly budget R 000				Lead department	Evidence	Means of Verification
					Q1	Q2	Q3	Q4	Cap ex	Opex	Q1	Q2	Q3	Q4			
1	Percentage of official complaints responded to through the municipal complaint management system* *Refer to TID table for feeder ("baby") indicators	GG2.31	100%	95%	95%	95%	95%	95%	Nil	Day to day	Day to day	Day to day	Day to day	Day to day	COJ Ombudsman	New Complaints Database Case Management Report Quarterly Reports by OCOL	OCOL Agenda and minutes

13.3. Service Level Standards

	Core Service	Service Level Standard
1.	Register and assess new complaints	95% of new complaints processed within 21 days
2.	Investigate and resolve complaints	% Resolution of accepted complaints within 180 days (Quarterly targets: Q1: 18; Q2: 36; Q3: 54; Q4: 72)
3.	Conduct own-instance investigations	4 systemic own instance investigations conducted annually

13.4. Technical Indicator Descriptions

KPI No.	KPI	Short Definition	Purpose / Importance	Source / Collection Of Data	Method Of Calculation	Data Limitation	Calculation Type	Reporting Cycle	New Indicator	Desired Performance	Indicator Responsibility
1.	Number of days taken to process new complaints	Time taken to process new complaints lodged	To ensure that new complaints are processed effectively and efficiently. To build public trust and strengthen customer service. To determine jurisdiction. To adequately assess complaints prior to acceptance for	Database of complaints received	Time between complaint receipt date and date of signing the complaint out of the Registry & Intake unit. To determine the quarterly performance, the average number of days will be calculated.	Failure of the case management system, IT connectivity interruptions	Cumulative	Quarterly	Yes	21 days	Registry and Intake

KPI No.	KPI	Short Definition	Purpose / Importance	Source / Collection Of Data	Method Of Calculation	Data Limitation	Calculation Type	Reporting Cycle	New Indicator	Desired Performance	Indicator Responsibility
			investigation.								
2.	% Resolution of Accepted Complaints in Line with Ombudsman By-Laws and SOPs	Complaints from members of the public relating to alleged acts of maladministration and human rights violations are investigated.	To redress injustice and facilitate unlocking service delivery blockages	Case management system dashboard/ Microsoft Excel spreadsheets	Total number of complaints resolved within a quarter divided by the total number of complaints accepted within a quarter	Failure of the case management system, IT connectivity interruptions . Dependency on departments and MEs in the resolution of complaints.	Cumulative	Quarterly	No	72%	Complaints and Investigations
3.	Number of systemic Proactive/Own Instance Investigations conducted	Investigations initiated by the CoJ Ombudsman to address systemic matters relating to maladministration and human rights.	To ensure systemic improvements, the protection of human rights and ensure accountability.	Investigation reports, stakeholder engagements	Total number of proactive/own instance investigations conducted	Availability of applicable stakeholders	Non-cumulative	Annually	Yes	4	Complaints and Investigations
4.	% of Active	To reduce the	To redress	Case management	Number of backlog	Inadequate capacity and	Cumulative	Quarterly	No	65%	Complaints and

KPI No.	KPI	Short Definition	Purpose / Importance	Source / Collection Of Data	Method Of Calculation	Data Limitation	Calculation Type	Reporting Cycle	New Indicator	Desired Performance	Indicator Responsibility
	complaints older than 6 months resolved	number backlog cases and resolve them.	injustice and facilitate unlocking service delivery blockages	system dashboard/ Microsoft Excel spreadsheets	cases resolved divided total number of backlog cases on hand	ineffectiveness, poor response from city departments and entities					Investigations
5.	Number of reports on monitoring of implementation of Ombudsman findings	Report on the number of findings/ corrective action not implemented by entities and departments	Implementation of Ombudsman finding/ corrective actions	Case Management System/ Reports	One report containing all the findings/ corrective actions for the quarter, signed by the Ombudsman and sent to all the relevant department and entities.	Poor response from city departments and entities	Cumulative	Quarterly	No	4	Complaints and Investigations
6.	Number of reports for monitoring the implementation the integrated communication and	To raise awareness of the authority and role of the Office To increase access to the service offering in	Sustained advocacy for enhanced public education, awareness to hold the City account	Outreaches conducted Press releases distributed Newsletters distributed Website analytics Social Media reports	One report per quarter, noted by the Ombudsman.	Environmental factors affecting operations such as pandemics, state of emergency and/protest	Cumulative	Quarterly	Yes	4	Complaints and Investigations

KPI No.	KPI	Short Definition	Purpose / Importance	Source / Collection Of Data	Method Of Calculation	Data Limitation	Calculation Type	Reporting Cycle	New Indicator	Desired Performance	Indicator Responsibility
	media plan	all regions of the City To build trust and sway perceptions positively to the Office and its mandate (Credibility)	able in terms of service delivery	Number of stakeholder engagements							
7.	Number of sector-specific messages shared across media channels per quarter	Positive messaging shared through identified media channels	To improve the public's perception of the CoJ Ombudsman	Social media Press releases Website Articles	Number of messages shared on social media/ press releases/ website/ articles	Limited access to online analytics data	Cumulative	Quarterly	Yes	8	Communications and Media
8.	% level of awareness of the work of the Ombudsman	Level of awareness of the work of the Ombudsman	Awareness of the services of the Ombudsman	CoJ residents through regional outreaches	Research awareness report	Poor response rate, unwillingness to participate, incomplete responses.	Cumulative	Annual	No	50%	Communications and Media

KPI No.	KPI	Short Definition	Purpose / Importance	Source / Collection Of Data	Method Of Calculation	Data Limitation	Calculation Type	Reporting Cycle	New Indicator	Desired Performance	Indicator Responsibility
9.	% Spent on operating budget against approved operating budget	Expenditure of Allocated budget in line with the approved budget	Financial prudence and internal control.	OPEX SAP BW report	Total actual OPEX expenditure divided by total OPEX budget	Reliance on Group Finance	Cumulative	Quarterly	No	95%	Finance
10.	% Spent on capital budget against approved capital budget	Expenditure of Allocated budget in line with the approved budget	Financial prudence and internal control.	CAPEX SAP BW report	Total actual CAPEX expenditure divided by total CAPEX budget	Reliance on Group Finance	Cumulative	Quarterly	No	95%	Finance
11.	% Reduction on unauthorized, irregular, fruitless and wasteful (UIFW) expenditure incurred	Expenditure of Allocated budget in line with the Acquisition Plan	Financial prudence and internal control.	Opex SAP BW Report	% Of UIF recorded Prior year UIFW minus current year UIFW and divide by prior year UIFW	Failure of IT systems	Cumulative	Quarterly	No	100%	Finance
12.	% of valid invoices paid within 30 days of	Financial prudence and internal control.	Financial prudence and internal control.	Payment report	Total number of invoices paid within 30 days divide by total number	Delays at Merchant Payments	Cumulative	Quarterly	No	95%	Finance

KPI No.	KPI	Short Definition	Purpose / Importance	Source / Collection Of Data	Method Of Calculation	Data Limitation	Calculation Type	Reporting Cycle	New Indicator	Desired Performance	Indicator Responsibility
	invoice date				of invoices paid.						
13.	% Resolution of internal audit findings	Financial prudence and internal control.	Compliance and financial prudence	GRAS Compliance Verification Report	% of Resolution of Internal Audit findings actioned divide the number of audit findings issued.	Failure of IT systems	Cumulative	Quarterly	No	100%	Management Support
14.	% Resolution of Auditor-General of South Africa (AGSA) audit findings	Compliance with MFMA Section 65(2)(e)	Compliance and financial prudence	Group Risk Assurance compliance verification report	% of Resolution of external findings actioned divide the number of external \audit findings issued.	Failure of IT systems	Cumulative	Quarterly	No	100%	Management Support
15.	% Implementation of strategic risk management action plans	To ensure financial prudence	Compliance and organisational efficiency and effectiveness	Dashboard from Group Risk Assurance	Total number of strategic risk identified divided by a total number proposed action plan implemented .	Inadequate resource allocation	Cumulative	Annually	No	100%	Management Support
16.	Number of EPWP employees in the Office	Recruitment of EPWP employees	Awareness of the services of the	HR report	Total number of EPWP employees employed	Lack of financial resources	Cumulative	Quarterly	No	14	Management Support

KPI No.	KPI	Short Definition	Purpose / Importance	Source / Collection Of Data	Method Of Calculation	Data Limitation	Calculation Type	Reporting Cycle	New Indicator	Desired Performance	Indicator Responsibility
			Ombudsman								
17.	% Achievement of service level standards	To redress injustice and facilitate unlocking service delivery blockages	To ensure public trust and enhance customer service.	Quarterly reports	Total number achieved KPIs divided by the total number of applicable KPIs	Failure of the case management system, IT connectivity interruptions	Cumulative	Quarterly	No	80%	All

KPI No.	KPI	Short Definition	Purpose / Importance	Source / Collection Of Data	Method Of Calculation	Data Limitation	Calculation Type	Reporting Cycle	New Indicator	Desired Performance	Indicator Responsibility
Circular 88											
GG2.31	Percentage of official complaints responded to through the municipal complaint management system	To ensure that new complaints are processed effectively and efficiently. To build public trust and strengthen customer service. To determine jurisdiction. To adequately assess complaints prior to acceptance for investigation.	Database of complaints received	Time between complaint receipt date and date of signing the complaint out of the Registry & Intake unit. To determine the quarterly performance, the average number of days will be calculated.	Failure of the case management system, IT connectivity interruptions	Cumulative	Quarterly	Yes	100%	Registry and Intake	Registry & Intake

14. FINANCIAL IMPACT

The table below provides the indicative budget for the Office for 2026/27.

OPEX

COJ OFFICE OF THE OMBUDSMAN	
INDICATIVE BUDGET FOR 2026/27	
Details	Indicative Budget R'000
Employee costs	36 896
Inventory consumed	108
Depreciation	797
Contracted services	2 947
Operational costs	9 921
TOTAL	50 669

CAPEX

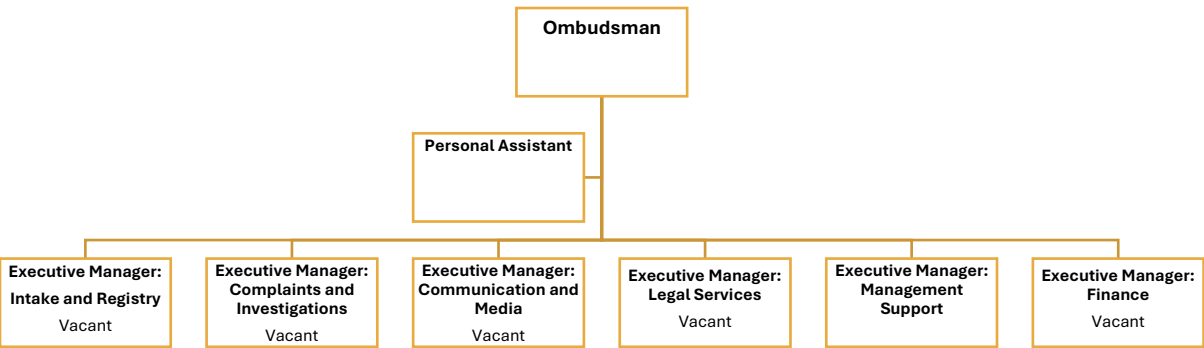
COJ OFFICE OF THE OMBUDSMAN	
INDICATIVE BUDGET FOR 2026/27	
Details	Indicative Budget R'000
Case management system	1 000
TOTAL	1 000



15. MANAGEMENT AND ORGANISATIONAL STRUCTURE

The Office’s current organisational structure has been in place since its inception in 2014. In 2024/25, the Office underwent a structural review to identify potential gaps, inefficiencies or misalignments that could impede performance and growth. This review was a critical step in ensuring the Office’s continued efficiency, effectiveness and alignment with strategic goals.

The approval of the proposed structure has paused due to the ongoing Citywide institutional review process. In the interim, the Office continues to operate under its 2014 organisational structure, as outlined below:



16. COMMUNICATION AND STAKEHOLDER MANAGEMENT

Section 17 of the Ombudsman By-Law mandates the Communications and Media Unit to promote public awareness, education, participation and the advancement of human rights.

In line with this mandate, the unit has undertaken sustained advocacy through clinics, outreach programmes and marketing initiatives across various regions of the City. These efforts aim to strengthen the Office's regional presence and empower residents to engage with and hold the City accountable through established complaints processes. Additionally, the Office maintains strategic relationships with media outlets to disseminate information, raise awareness about its work and manage public perceptions effectively.

Target Audience (Stakeholders)

High Influence	CoJ Departments / Entities CoJ Regional Offices Councillors	The Office personnel Management CoJ Personnel (As City Employees and as residents) Media
	Civic Organisations NGO' / NPO/ FBO's Higher learning institutions Academic institutions Chapter 9 institutions Other Ombudsman Offices	CoJ residents
Low	Low	Interest High

Communication Plan

The communication plan below outlines the tactics and channels that will be used to sustain advocacy for the Office and ensure an informed, engaged citizenry.

Communication Tactics	Deliverable	Frequency	Priority	Responsibility	Delivery Method
Marketing	Face to face engagements : outreach programmes, community information clinics, events, branding initiatives and development Of marketing materials (brochures, pamphlets, etc.)	Daily/ Monthly/ Quarterly	High	Operations Manager: Outreach	Ambassadors, service providers and external stakeholders
Communication	Publicity and media engagements : print and digital media liaison, development of communication materials (newsletters, press releases and articles), website development and updates, social media content.	Daily / Monthly / Quarterly	High	Operations Manager: Comms	External service providers: media, media buying agencies, graphic designers and interns



17. AUDIT RESOLUTION

The Office of the City of Johannesburg Ombudsman received **no audit findings** during the 2024/25 financial year.

ANNEXURE A: STRATEGIC RISK MANAGEMENT PLAN

No.	Strategic Objectives	Risk Name	Event	Root Causes	Consequences	Inherent Risk Exposure	Current controls	Control Effectiveness	Residual Risk Exposure	Interventions/ Actions to improve management of the risk	Time scale
1	Ensure that complaints relating to alleged acts of maladministration and human right where members of the public are alleged to have suffered an injustice as a result of such maladministration by the administration or any of its employees and where such acts allegedly infringe upon the Constitutional rights of an individual, are investigated and dealt with in a proper manner.	Mandate Execution Risk	Failure to fulfill the organisation's mandate	C1 - Administrative dependency issues with City Departments and Entities. C2 - Political Interference. C3 - Non-Compliance with Constitution, Court Orders and City Policies.	- Social Unrest - Reputation al Damage - Poor Service Delivery	Very High	1. Quarterly escalation mechanism in place. (C1). 2. Established administrative prescripts (C2 & C3). 3. Ombudsman reports identify areas of non-compliance as applicable/ on a case by case basis. (C3)	Partially Effective Partially Effective Partially Effective	Medium	1. Develop/Establish governance structure to elevate pressing complaints (C1 - C3) 2. Re-open the conversation with the Speaker on the fundamental principles behind the formation of Ombudsman. (C1 - C3). 3. Review and enhance Service Level Agreements (SLAs) with City departments and entities for responsiveness and implementation corrective actions. (C1 - C3).	1. 31 March 2027. 2. 31 December 2026 3. 30 June 2027