





Joburg | Market

a world class African city

DRAFT 2026/27 BUSINESS PLAN

SIGN OFF PAGE: BUSINESS PLAN 2026/27 - APPROVAL BY THE BOARD OF DIRECTORS

29/04/2026

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Chief Financial Officer

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20/05/2026

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Executive Director: Economic Development

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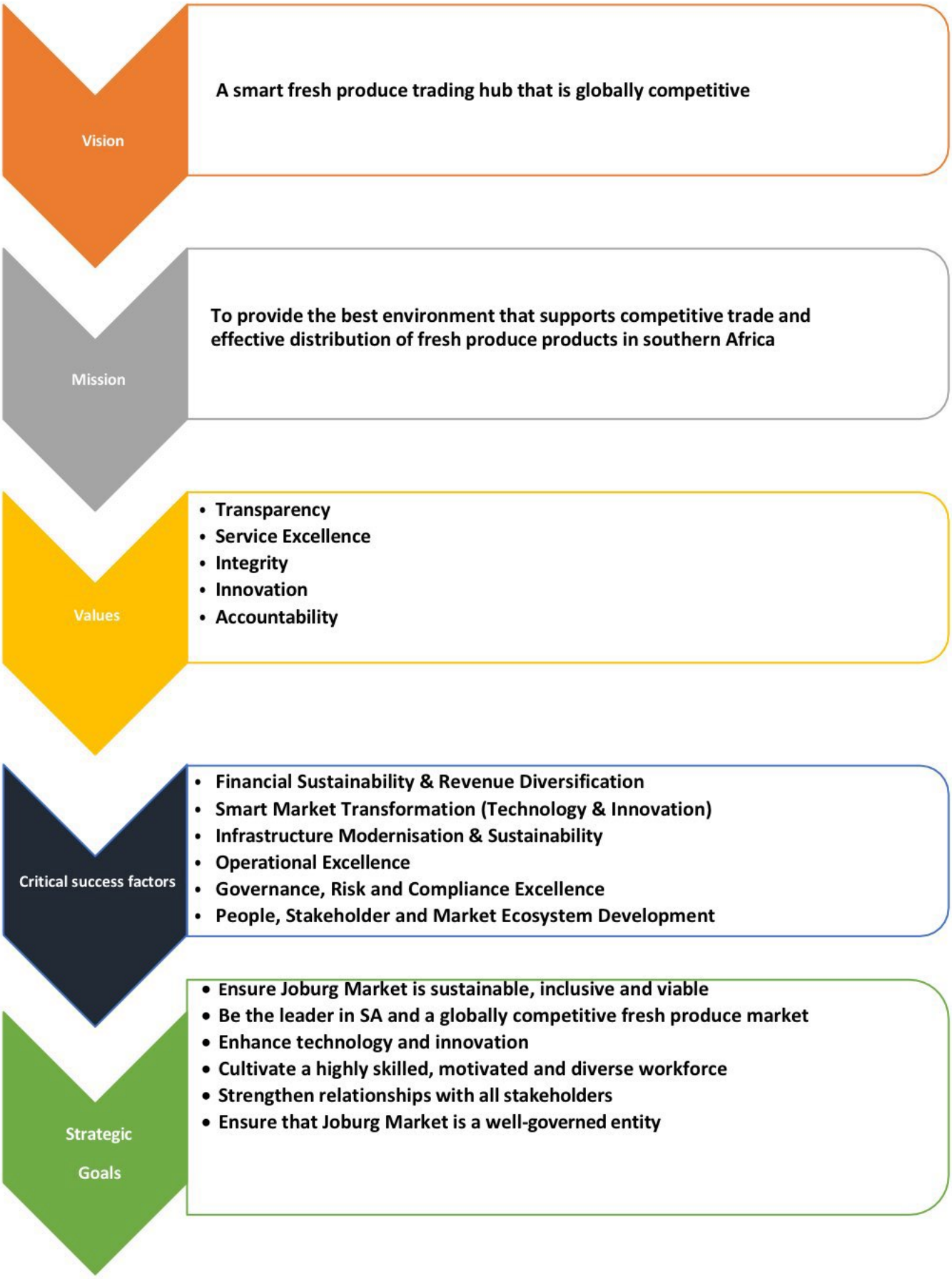
APPROVED / NOT APPROVED / NOTED / DEFERRED / WITHDRAWN

23 may 2026

Cllr. Nomoya Mnisi — **Date**

MMC: Economic Development

✓


Vision
A smart fresh produce trading hub that is globally competitive
Mission
To provide the best environment that supports competitive trade and effective distribution of fresh produce products in southern Africa
Values
• Transparency
• Service Excellence
• Integrity
• Innovation
• Accountability
Critical success factors
• Financial Sustainability & Revenue Diversification
• Smart Market Transformation (Technology & Innovation)
• Infrastructure Modernisation & Sustainability
• Operational Excellence
• Governance, Risk and Compliance Excellence
• People, Stakeholder and Market Ecosystem Development
Strategic Goals
• Ensure Joburg Market is sustainable, inclusive and viable
• Be the leader in SA and a globally competitive fresh produce market
• Enhance technology and innovation
• Cultivate a highly skilled, motivated and diverse workforce
• Strengthen relationships with all stakeholders
• Ensure that Joburg Market is a well-governed entity

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GLOSSARY OF TERMS

ACRONYM	MEANING	ACRONYM	MEANING
AGM	Annual General Meeting	**NDAFF**	National Department of Agriculture, Forestry And Fisheries
ARC	Audit and Risk Committee	**NDP**	National Development Plan
AGSA	Auditor-General of South Africa	**NGO**	Non-Governmental Organization
APAC	Agricultural Produce Agents Council	**NPO**	Non-Profit Organization
BBBEE	Broad Based Black Economic Empowerment	**OPEX**	Operational Expenditure
CAPEX	Capital Expenditure	**REMSEC**	Remuneration & Social and Ethics Committee
CEO	Chief Executive Officer	**RSA**	Republic of South Africa
CFO	Chief Financial Officer	**SADC**	South African Development Community
COO	Chief Operations Officer	**SANAS**	South African National Accreditation System
COJ	City of Johannesburg	**SCM**	Supply Chain Management
CUM	Cumulatively	**SDA**	Service Delivery Agreement
DED	Department of Economic Development	**SDBIP**	Service Delivery and Budget Implementation Plan
DOH	Department of Health	**SMME**	Small Medium and Micro Enterprise
DOL	Department of Labour	**SLA**	Service Level Agreement
DSD	Department of Social Development – City Of Johannesburg	**SPS**	Sales Processing System
EAP	Employee Assistance Programme	**UIFW**	Unauthorized, Irregular, Fruitless and Wasteful Expenditure
EISD	Environment and Infrastructure Services Department	**YTD**	Year To Date
EPWP	Expanded Public Works Programme		
GRAS	Group Risk and Assurance Services		

HR	Human Resources		
IDP	Integrated Development Plan		
JDA	Joburg Development Agency		
JM	Joburg Market		
KPA	Key Performance Area		
KPI	Key Performance Indicator		
LLF	Local Labour Forum		
MFMA	Municipal Finance Management Act, 56 of 2003		
MMC	Member of The Mayoral Committee		
MSA	Municipal Systems Act		
NAMC	National Agricultural Marketing Council		



SECTION 1: EXECUTIVE SUMMARY

The Business Plan serves as an integrated planning and communication instrument that translates the company's strategic intent into actionable priorities. It articulates the short-term strategic direction for the 2026/27 financial year, while laying a structured foundation for medium to long-term transformation and sustainability. Importantly, the business plan positions Joburg Market (JM) not only as a trading platform but as a future-focused, resilient and competitive agri-logistics and food systems hub.

The Joburg Market 2026/27 Business Plan is directly aligned to the priorities of the Government of Local Unity (GLU) and the City of Johannesburg's 2026/27 Integrated Development Plan (IDP) Review. It supports the City's central theme: **"Renewing the people's mandate through inclusive growth and a capable developmental City."**

In response to strategic review insights, JM is transitioning from a period of organisational stabilisation to a **dual-focus model**: consolidating core operations while simultaneously repositioning itself as a **Smart Agri-Logistics and Food Systems Hub**. This shift recognises that stabilisation alone is insufficient and that long-term relevance requires innovation, competitiveness, and ecosystem integration.

Key strategic shifts for 2026/27 include:

- **Strategic Orientation:** Moving beyond stabilisation towards a clearly defined future market model anchored in smart logistics, digital trading and integrated food systems.
- **Governance and Leadership:** Strengthening leadership oversight and embedding accountability-driven governance, with a focus on execution discipline and performance (aligned to King V principles).
- **Financial Sustainability:** Transitioning to a diversified, investment-led financial model, leveraging public-private partnerships (PPPs) to fund infrastructure modernisation and growth initiatives.
- **Operations and Infrastructure:** Prioritising the stabilisation of core operations (including cleanliness, cold chain and maintenance) as a prerequisite for infrastructure modernisation and logistics optimisation.
- **Technology and Information and Communications Technology:** Positioning ICT as a foundational enabler, addressing cybersecurity risks while enabling digital trading platforms,



real-time systems and Smart Market capabilities.

- **Market Competitiveness:** Strengthening JM's value proposition through enhanced logistics, transparency, digital platforms and improved support to farmers and buyers to mitigate market bypass risks.
- **People and Culture:** Building organisational capability, fostering leadership alignment and embedding a high-performance, accountable culture to support transformation.
- **Stakeholder and Ecosystem Partnerships:** Shifting from traditional engagement to structured, trust-based partnerships with farmers, buyers and other strategic stakeholders.
- **Transformation and Inclusion:** Driving visible and measurable inclusion of emerging farmers, SMMEs, youth and women within the market ecosystem.
- **Data and Market Intelligence:** Advancing towards data-driven decision-making through real-time pricing, analytics and market intelligence systems.
- **Sustainability and Climate Resilience:** Integrating environmental sustainability, energy efficiency, waste management and climate resilience into operations and infrastructure planning.
- **Risk Management:** Embedding Enterprise Risk Management (ERM) into strategic planning and operational decision-making to ensure proactive, risk-informed interventions.
- **Implementation and Execution:** Transitioning to a programme-based execution model, directly linked to the Annual Performance Plan (APP), Key Performance Indicators (KPIs) and individual performance contracts.

The business plan is divided into different sections in line with City of Johannesburg's Group Governance requirements and guidelines. The structure of the FY2026/27 Business Plan is as follows:

- ***Section 1: Executive Summary*** **-** Sets out the overall strategic intent of the Business Plan for FY 2026/27, introduces JM's dual-focus model of operational stabilisation and Smart Agri-Logistics transformation, outlines 13 key strategic shifts and describes the structure of the plan. Section 1.1 articulates the purpose of the Business Plan and its compliance with Municipal Finance Management Act, 56 of 2003 (MFMA) requirements.
- ***Section 2: Strategy Overview*** **-** Provides a comprehensive overview of JM, including its history



(established in 1893), company profile, vision, mission and values, mandate, legislative and policy environment, shareholder compact, alignment to the City of Johannesburg's strategic direction and Mayoral priorities, 2026/27 strategic focus areas and priority programmes (revenue growth, infrastructure investment, market access, operational efficiency and technology), strategic goals and objectives, customer satisfaction survey findings, MMC and cluster priorities, and the JM Stakeholder priorities framework.

- ***Section 3: Strategic Analysis –*** Presents a detailed analysis of JM's operating environment, covering operational overview (464 staff, three food hubs, daily trading by 11 000–14 000 buyers and 6 000 producers), infrastructure challenges (facilities operating at 135% utilisation), human capital profile (51 vacancies, digital capability gaps), PESTEL and SWOT analyses, macro- and micro-environment assessments, alignment to the Shareholder's Climate Action Plan, the fresh produce sector landscape in South Africa, and national and provincial strategy alignment.
- ***Section 4: Risk Management –*** Presents the JM Strategic Risk Register, identifying eight interconnected high-level risks including inadequate ICT and cybersecurity capabilities (SR1 – Very High), aging infrastructure (SR2 – Very High), physical and food-safety security threats (SR3), insufficient human capability (SR4), declining market share (SR5), ineffective governance (SR6), insufficient transformation progress (SR7), and erosion of stakeholder trust (SR8). For each risk, root causes, potential impacts, inherent and residual ratings, and mitigation action plans with responsible owners and June 2027 timelines are set out.
- ***Section 5: Strategic Response, Implementation and Performance –*** Reflects on the 2024/25 financial year achievements (record turnover of R11.7 billion, 46.3% national market share, Clean Audit Award, Top Employer Certification 2025, and 100% Capex utilisation of R89 million), identifies current challenges including inadequate trading space and presents the JM Strategic Framework – a comprehensive six-goal implementation plan with KPIs, responsible owners, and four-year targets. It further presents the JM Balanced Scorecard across Financial, Customer/Stakeholder, Internal Processes, and Learning and Growth perspectives, linked to the six strategic goals.
- ***Section 6: Financial Plan –*** Sets out JM's financial strategy and 2026/27 budget, covering fixed assets controls and insurance, supply chain management, cashiering operations, and the medium-term budget framework. Total revenue for 2026/27 is projected at R737.9 million (growing to R765.6 million in 2027/28), with an operating surplus of R58.1 million. Key parameters include a 3.4% CPI, 4.75% salary increase, and 3% commission growth.



Capital expenditure is focused on infrastructure upgrades including cold storage, sprinkler systems, and trading hall modernisation, with the R3.2 billion Smart Market redevelopment to be funded through PPPs and development finance institutions.

- ***Section 7: Management and Organisational Structure*** **–** Covers the organisational structure and people strategy, including the current high-level structure (519 approved posts, 464 filled, 11% vacancy rate), the seven-member executive management team, employment equity demographics (91.8% Black African workforce), skills development priorities, and the 15 training interventions aligned to the Smart Market Strategy covering digital literacy, cold chain management, cybersecurity, leadership development, and sustainability. This section also outlines the Human Capital Management Plan to build a high-performance, transformation-ready workforce.
- ***Section 8: Communication and Stakeholder Management*** **–** Details the JM Stakeholder Matrix (covering governance, core business, government, international, and local stakeholder groups), the Integrated Marketing, Communications and Stakeholder Engagement Strategy organised around four strategic pillars (Brand Visibility and Reputation Building; Digital Transformation and Innovation; Strategic Crisis Readiness and Risk Communication; Farmer Inclusion, SMME Development and Market Access), and the Crisis Communication Protocol ensuring timely, multi-channel stakeholder responses.
- ***Section 9: Audit Resolution*** **–** Explores the progress made in resolving internal and external audit findings, presents a comparative overview of audit opinions across prior years, and summarises the outcomes of the 2024/25 audit. This section demonstrates JM's commitment to accountability, transparency, and continuous improvement in governance and financial management.

1.1 Purpose of the JM Business Plan

The purpose of this Business Plan is to lay out the strategic and operational direction of the JM and to capture the necessary strategic, financial, and operational and resource plans to support this direction. As such, the document becomes an engagement document for discussion with JM stakeholders. The plan covers the financial period from 01 July 2026 to 30 June 2027, with a focus on step-change, transformational performance during the year.

The secondary purpose of the plan is to ensure compliance with the requirements of the



Municipal Finance Management Act (MFMA) 56 of 2003, National Treasury regulations. The plan will be reviewed in line with the requirements of the CoJ Business Planning and Review Cycles.

SECTION 2: STRATEGY OVERVIEW

2.1 Overview

Joburg Market (JM) stands as a cornerstone in the facilitation of fresh produce trading, serving as a pivotal hub where thousands of buyers and producers converge daily. Established in 1893, JM has evolved into a dynamic entity deeply rooted in the rich history of Johannesburg's economic landscape. With approximately 12 000 to 15 000 buyers and 8 000 producers engaged in trading activities daily, JM plays a vital role in ensuring the smooth flow of fresh produce within the region and beyond.

As JM charts its course for the fiscal year 2026/27, strategic planning takes center stage, aligning the organization's objectives with the overarching vision of the City of Johannesburg (COJ). The strategic imperatives outlined for the upcoming period underscore JM's commitment to sustainable growth, stakeholder engagement and operational excellence.

In FY 2026/27 JM projects to achieve an operational income of R 737 992 million and an operating surplus of R58 143 million. JM currently employs 464 staff members. To give effect to the 2026/27 strategic shift towards a Smart Agri-Logistics and Food Systems Hub, JM will implement the following priority programmes:

a. Revenue Growth and Diversification

Financial sustainability is being reshaped through diversification and investment-led growth. With municipal funding unable to support the R3.2 billion Smart Market redevelopment, Joburg Market must reposition itself as an investment-seeking institution. Key priorities include:

- Pursuing PPPs and development finance (DBSA, IDC, SEFA, NEF, AfDB)
- Leveraging private-sector partnerships to fund infrastructure and innovation
- Expanding non-trading revenue streams (advertising, processing, data sales)
- Strengthening contract management, compliance, and customer engagement

This transformation embeds performance discipline and ensures that every rand invested delivers measurable impact.



b. Infrastructure Investment

Infrastructure renewal remains the cornerstone of the 2026/27 strategy. With utilisation at 135%, the market's physical capacity is saturated, undermining food safety and operational efficiency. Key interventions include:

- Upgrading cold chain systems
- Expanding ripening and storage facilities
- Redesigning market floors to improve logistics flow
- Implementing fire suppression and compliance upgrades

This capitalisation drive restores compliance, protects product integrity, and signals a visible commitment to operational excellence and food security.

c. Market Access and Inclusivity

Transformation and inclusion are central to the organisation's legitimacy and social licence to operate. The 2026/27 strategy commits to measurable transformation across the value chain.

Priority initiatives include:

- Accelerating the Township Markets Programme
- Supporting emerging farmers and diversifying commission agents
- Partnering with DFIs and the Department of Agriculture to expand access to finance and training
- Embedding transformation into procurement, partnerships, and performance metrics

The focus shifts from compliance-based transformation to transformation that broadens participation and improves livelihoods.

d. Operational Efficiency and Technology

Digital transformation becomes a foundational enabler of the Smart Market vision, while energy diversification ensures the reliability required for digital and cold chain systems.

Digital Transformation priorities:

- Full implementation of the Smart Market digital ecosystem
- Real-time integration of farmers, buyers, and logistics partners
- Cybersecurity overhaul and replacement of legacy systems
- Centralised data management and analytics
- Data monetisation as a new revenue stream



Energy Diversification priorities:

- Commissioning two new City Power lines
- Integrating solar and clean energy solutions
- Implementing energy-efficiency retrofits

Together, these initiatives enhance operational efficiency, ensure uninterrupted trading, and align with the City's climate resilience agenda.

2.2 Joburg Market Company Profile

The JM Company profile is as defined below:

2.2.1 Background/History

JM was established in 1893 as a fresh produce market situated at the Market Square in central Johannesburg, where three thousand people congregated to trade in fresh produce. The economic boom emanating from the Gold Rush era resulted in the rapid growth of the city and subsequently the trading of fresh produce. To accommodate growth, new facilities were built around Newtown (Johannesburg) in 1913.

As trading increased over the years, the Newtown premises relocated to the current 64-hectare site in City Deep. The Company, which is 100% owned by the CoJ Metropolitan Municipality, operates on a commission-based business model where producers deliver their produce to market agents who in turn sell to buyers.

2.2.2 Joburg Market Strategy Overview

The key elements of the JM Strategy are captured below:

Vision

A smart fresh produce trading hub that is globally competitive.

These terms are defined as follows:

Smart: *Joburg Market sets out to ensure that the market is clean and free of any rubbish, logged water, potholes and anything that might pose as a risk to the customers and employees of Joburg Market. Further, in keeping with technological advancements and to better serve its clients, Joburg Market will introduce innovative systems.*



Globally Competitive: *Joburg Market is currently the biggest fresh produce market in Africa, and it will aim to be one of the best in the world in terms of the quality of its service and its systems.*

Mission:

To provide the best environment that supports competitive trade and effective distribution of fresh produce products in Southern Africa.

These terms are defined as follows:

- *Providing trading facilities for both small-holder farmers and large commercial farmers*
- *Improving the buyers' experience of freshly produced procurement at Joburg Market*

Values

The vision, mission and goals are tangible aspects of an organisation. However, the most potent aspects of an organisation's culture and operations are its intangibles, being its values and principles. Values and principles have the powerful effect of mobilizing everybody in the organisation to the successful implementation of the vision, mission, and goals. The following are Joburg Market's values:

VALUE	VALUE STATEMENT	WHAT IT MEANS IN PRACTICE
Transparency	We are committed to transparency in every aspect of our operations.	We strive to create a culture of openness, ensuring all stakeholders from farmers to buyers and employees have clear, accessible and timely information. Our goal is to foster trust and accountability, making every transaction and decision process visible to enhance integrity and support informed choices across our trading environment
Service Excellence	We are dedicated to service excellence, striving to exceed expectations at every interaction	We commit to delivering high-quality, reliable services that ensure our customers and partners can operate effectively and efficiently. Our focus on continuous improvement drives us to innovate and enhance our offerings, ensuring we not only meet but surpass the needs of all who rely on our market, fostering long-term relationships built on trust and exceptional service
Innovation	Innovation is at the core of our operations.	We continually seek creative solutions and embrace cutting-edge technologies to advance the efficiency and effectiveness of our marketplace. Our commitment to innovation enables us to lead in developing sustainable practices, improving product



VALUE	VALUE STATEMENT	WHAT IT MEANS IN PRACTICE
		offerings, and enhancing the overall market experience for all our stakeholders, ensuring we remain at the forefront of the fresh produce industry.
Integrity	Integrity is the foundation of our business.	We uphold the highest ethical standards in all our interactions and decisions, ensuring fairness, honesty, and respect in our dealings with all partners, customers, and stakeholders. Our commitment to integrity drives us to maintain transparency and accountability, fostering a trustworthy environment that supports our community and sustains our market's reputation as a leader in the industry
Accountability	We prioritize accountability in all our operations.	We hold ourselves responsible for our actions and their impacts, ensuring that we deliver on our commitments to our stakeholders and the community. Our dedication to accountability ensures that we operate with transparency and reliability, continuously assessing and improving our processes to uphold the trust placed in us and maintain our role as a trusted leader in the marketplace.

Table 1: Joburg Market Values

Mandate

The Company is mandated to manage and operate a market facility through the provision of fresh produce market facilities and complementary services to the fresh produce industry. This will include the following:

- Provision and management of facilities and services for the distribution of fresh produce
- Ensuring a competitive, resilient and sustainable fresh produce trading platform
- Enabling market access, sustainable availability and affordable fresh produce
- Enabling food security and safety and compliance with food quality standards

Core Competencies and the competitive landscape

JM currently possesses substantial expertise to deliver high-quality service. These include:

- Financial services
- Engineering expertise



- Human resources support
- Strategic services
- Risk services
- Trading and consignment regulation services
- ICT Systems (SPS & JDE)
- Facility management and property administration
- Laboratory, food quality and safety inspection service

2.3 Legislative and Policy Environment

The Company is required to comply with various legislative provisions that set out the statutory requirements, among them being the Companies Act, the Municipal Systems Act and the Municipal Finance Management Act 56 of 2003. Listed below is the legislation that Joburg Market is expected to comply with:

RELEVANT LEGISLATION	IMPLICATIONS FOR JOBURG MARKET
Constitution	The Constitution of the Republic of South Africa identifies the legislative responsibilities of different levels of Government with regard, inter alia, to agriculture.
MFMA	The MFMA's purpose is to modernise and improve the financial management of South African municipalities, ensuring sustainable service delivery. The MFMA mainly impacts the Joburg Market's financial management and reporting, supply chain management and procurement, risk management, performance management and accountability.
Municipal Systems Act No. 32 of 2000	The Municipal Systems Act provides the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities and ensure universal access to essential services that are affordable to all, including agricultural produce.
Companies Act	The Companies Act aims to create a flexible and simple environment for forming and maintaining companies while ensuring transparency and high corporate governance standards. It also defines the relationships between companies and their stakeholders, among other determinations. The Companies Act established the framework for establishing and operating state-owned companies, which Joburg Market is a part of. It also impacts on the Joburg



RELEVANT LEGISLATION	IMPLICATIONS FOR JOBURG MARKET
	Market's structure, operations and legal framework.
Agricultural Produce Agents Act No. 12 of 1992	The Agricultural Produce Agents Act, Act 12 of 1992, regulates agricultural produce agents in South Africa, ensuring that Joburg Market operates under strict professional and ethical standards. This Act requires agents to register and comply with regulatory standards, enhancing accountability and transparency in market transactions. By adhering to this framework, Joburg Market ensures fair trading conditions and protects the interests of all market participants, thereby maintaining its reputation and operational integrity.
Agricultural Product Standards Act No. 119 of 1990	The Agricultural Product Standards Act No. 119 of 1990 sets out regulations for maintaining quality control and ensuring the standardization of agricultural products in South Africa. This act impacts Joburg Market by enforcing standards that govern the production, sale, and export of agricultural goods, ensuring that products meet specific quality criteria. Compliance with this act is crucial for Joburg Market to guarantee that all agricultural products sold through its facilities adhere to national quality standards, thereby protecting consumer interests and maintaining market integrity.
Other Legislation	**LABOUR AND EMPLOYMENT** ▪ The Occupational Health and Safety Act, 1995 ▪ The Labour Relations Act, 1995 ▪ The Basic Conditions of Employment Act, 1997 ▪ The Employment Equity Act, 1998 **TAX** ▪ Income Tax Act, 1962 ▪ Value Added Tax Act, 1991 ▪ Unemployed Insurance Fund Act, 2001 ▪ Skills Development Levy Act, 1998 **PERSONAL INFORMATION** ▪ *Protection of Personal Information Act, 4 2013* ▪ Promotion of Access to Information Act 2, 2000 ▪ Promotion of Equality and Prevention of Unfair Discrimination Act 4, 2000



RELEVANT LEGISLATION	IMPLICATIONS FOR JOBURG MARKET
	FINANCE AND CORRUPTION ▪ Prevention & Combating of Corruption Act, 2004 ▪ Financial Intelligence Centre Act, 2001 ▪ Financial Institutions Act, 2001 **OTHER** Standards Act 33, 1962

Table 2: JM Legislative Framework and Policy Mandate

2.4 Shareholder Compact and Service Delivery Agreement

The shareholder compact governs the relationship between the CoJ as the Shareholder and the JM as an entity. The Service Delivery Agreement between the entity and the shareholder is renewed every 3 years.

2.5 Alignment to the shareholder strategic direction

The Joburg Market (JM) 2026/27 Business Plan is directly aligned to the priorities of the Government of Local Unity (GLU) and the City of Johannesburg's 2026/27 Integrated Development Plan (IDP) Review. It supports the City's central theme: **"Renewing the People's Mandate through Inclusive Growth and a Capable Developmental City."**

This mandate centres on restoring public trust through reliable service delivery, strengthening institutional credibility, and advancing spatially just economic growth that reflects the lived realities of residents.

Strategic Alignment to the City's Macro-Priorities

JM's operational and capital programmes are structured around the City's four Macro-Priorities:

- **Pillar 1: Financial Sustainability and Revenue Optimisation**
  JM strengthens financial discipline, governance, and revenue generation to support the City's fiscal resilience.
- **Pillar 2: Infrastructure Resilience and Climate Responsiveness**
  Investment in modernised market infrastructure, including cold storage and logistics



supports the City's shift toward predictive, failure-resistant systems.

- **Pillar 3: Spatial Justice and Rule of Law**
  JM expands participation of smallholder farmers and informal traders, enabling their integration into the formal economy and advancing equitable spatial development.
- **Pillar 4: Global Readiness and Digital Governance**
  The rollout of digital trading and management systems enhances transparency, efficiency, and positions JM within a data-driven, smart city ecosystem.

Advancing the City's Long-Term Vision

In contributing to Johannesburg's aspiration of becoming a **world-class, resilient African city by 2040**, JM plays a catalytic role in socio-economic transformation. Its programmes directly support key Growth and Development Strategy (GDS) 2040 outcomes:

- **Outcome 1:** Enhanced quality of life and resilience through improved food security and access to affordable, nutritious produce.
- **Outcome 3:** A more inclusive, competitive, and job-intensive economy through expanded market access for emerging farmers and agri-entrepreneurs.

JM's initiatives are closely aligned with Mayoral priorities, including economic growth, poverty reduction, and the transition to a green economy—ensuring that its impact is embedded within the City's broader developmental agenda.

Enabling Inclusive Growth through the Smart Market Strategy (2025–2030)

The Joburg Market Smart Market Strategy leverages technology and infrastructure modernisation to unlock inclusive growth and broaden economic participation.

Empowering Small-Scale Farmers

- **Fair Market Access:** Enhanced trading systems improve price transparency and protect small producers from exploitative practices.
- **Traceability and Transparency:** A Smart Stock System introduces pallet-level tracking, ensuring accountability and equal access to market opportunities.
- **Value-Added Services:** Affordable packing and processing facilities enable small-scale farmers to compete with large commercial producers.



Supporting Black-Market Agencies

- **Centralised Logistics Model:** Independent, shared logistics services reduce barriers to entry and improve competitiveness for black-owned agencies.
- **Lower Cost Structures:** Economies of scale from a centralised system reduce operational costs, disproportionately benefiting smaller players.

Broadening Economic Participation

- **Expanded Infrastructure:** A planned 40% increase in trading space (~45,000 m^2) will accommodate new entrants and advance BEE participation targets.
- **Job Creation:** The Smart Market positions JM as a people-centred growth engine, supporting local employment and enterprise development.
- **Workforce Reskilling:** Targeted programmes will equip employees with digital, operational, and customer service skills required in a modernised market environment.

To ensure your business plan is fully compliant with the 2026/27 Shareholder Directive, the table below aligns the Smart Market Strategy with the Eleven Mayoral Priorities as regrouped into the City's current Strategic House model.

GDS OUTCOME	GDS OUTPUT	2026/27 MAYORAL PRIORITY (THE 11 PRIORITIES)	JOBURG MARKET STRATEGIC FOCUS AREA
1. Improved quality of life and development-driven resilience for all	• Poverty reduction & Food Security • Healthy living for all • Social inclusivity & cohesion • Safer City	• Safer City • Active and Engaged Citizenry	• Operational Efficiency: Enforcing food safety (HACCP) and hygiene compliance. • Human Capital: Employee management and safety protocols. • Transformation: Enhancing food security through inclusive market participation.
2. Provide a resilient, liveable and sustainable urban	• Sustainable water, energy, and waste delivery	• Energy Mix • Infrastructure Development &	• Infrastructure Renewal: Upgrading cold storage and ripening rooms.



GDS OUTCOME	GDS OUTPUT	2026/27 MAYORAL PRIORITY (THE 11 PRIORITIES)	JOBURG MARKET STRATEGIC FOCUS AREA
environment	• Climate change resilience • Environmental protection	Refurbishment • Sustainable Service Delivery • Green Economy	• Technology & Innovation: Implementing "Smart" alternative energy and waste-to-value systems. • Operational Efficiency: Resource conservation (water/energy) to lower the ecological footprint.
3. An inclusive, job-intensive, resilient, competitive and smart economy	• Job-intensive economic growth • Support for informal/micro businesses • Increased economic competitiveness	• Job Opportunity and Creation • Sustained Economic Growth	• Transformation & Inclusivity: Integrating smallholder farmers and informal traders into formal value chains. • Intergovernmental Relations: Partnering with provincial departments for agro-processing initiatives. • Strategic Partnerships: Facilitating job-intensive growth via the Smart Market hub.
4. A high-performing metropolitan government	• Responsive, accountable, and productive government • Meaningful citizen participation • Smart City service delivery	• Good Governance • Financial Sustainability • Smart City	• Financial Sustainability: Revenue optimization and clean audit maintenance. • Technology & Innovation: Transitioning to digital trading systems for real-time tracking. • Governance: Strengthening anti-corruption mechanisms and institutional capacity.

Table 3: Alignment of Joburg Market programmes with GDS outcomes, Mayoral priorities and focus areas

Strategic Integration Narrative

The 2026/27 Business Plan serves as the primary vehicle for achieving the 2026/27 Shareholder Directive. By digitizing the trading floor and modernizing infrastructure, Joburg Market directly addresses the City's macro-priorities in the following ways:



- **Inclusive Economic Growth**: The transition to a "Smart Market" removes barriers for 100% black-owned agencies and emerging farmers by providing a transparent, data-driven trading environment. This ensures that the Job Creation and Opportunity priority is met through equitable market access.
- **Infrastructure Resilience**: The refurbishment of cold rooms and the introduction of automated logistics align with the City's mandate for Predictive Infrastructure, ensuring that the market remains a globally competitive asset.
- **Smart City Governance:** By embedding digital governance into daily operations, the Market supports the City's shift toward becoming a Global Ready and Digital City, using real-time analytics to improve financial accountability and service delivery.

2.6 2026/27 Joburg Market Strategic Focus Areas

In the 2026/27 financial year, Joburg Market will translate its Smart Market vision into implementation by concentrating its efforts on eight integrated and mutually reinforcing focus areas: Financial Sustainability; Operational Efficiency; Technology and Innovation; Human Capital; Transformation and Inclusivity; Stakeholder Management; Intergovernmental Relations and Strategic Partnerships; and Governance. These priorities are deliberately framed as a single, coordinated portfolio to ensure alignment, accelerate execution, and maximise measurable impact. This integrated approach recognises that progress in one area is dependent on and reinforces progress in others, thereby enabling the Market to deliver systemic transformation rather than isolated improvements.

The 2026/27 objectives represent the first phase of a broader three- to five-year transformation trajectory. They are designed to unlock immediate operational momentum while laying the financial, digital, and institutional foundations required for long-term sustainability and scale. These objectives are aligned with key medium-term targets, including increased renewable energy adoption, waste diversion, digital trading penetration, infrastructure reliability, improved safety outcomes, and the phased implementation of the Smart Market Strategy. As such, the 2026/27 focus is both catalytic and foundational, balancing short-term stabilisation with long-term strategic positioning.

Financial Sustainability

Financial sustainability in 2026/27 will focus on establishing a bankable and diversified funding model



capable of supporting infrastructure renewal and digital transformation while reducing reliance on municipal capital allocations. Given fiscal constraints and increasing competitive pressures, the Market will prioritise the development of blended finance and public-private partnership mechanisms to unlock external capital for strategic assets such as cold-chain infrastructure, energy systems, logistics, and digital platforms.

In parallel, efforts will be directed towards diversifying revenue streams beyond traditional commission-based income. This includes piloting non-commission revenue initiatives such as waste-to-value projects, data-driven market services, and the phased activation of the Soweto Market. Energy cost optimisation will also be prioritised through efficiency interventions and the evaluation of alternative energy procurement models. Collectively, these actions aim to improve financial resilience, enhance revenue sustainability, and ensure the Market's long-term viability while maintaining clean audit outcomes and strong financial governance.

Operational Efficiency

Operational efficiency in 2026/27 will centre on stabilising core operations, improving service delivery, and eliminating inefficiencies that constrain throughput and reliability. This will be achieved through the implementation of a structured preventive maintenance programme targeting high levels of adherence, thereby reducing downtime and extending asset life cycles.

The transition towards a cashless trading environment will be initiated through a phased rollout, aimed at reducing reliance on cash transactions, improving security, and increasing transaction efficiency. In addition, targeted interventions will address safety and security risks through enhanced surveillance systems, access control, and optimised deployment of security resources.

Operational improvements will also include the implementation of smart traffic and logistics management systems to improve vehicle flow, reduce congestion, and enhance turnaround times. These measures, supported by data-driven monitoring and reporting, are expected to deliver measurable improvements in efficiency, safety, and customer experience, thereby strengthening the Market's operational resilience.

Technology and Innovation

Technology and innovation will serve as key enablers of Joburg Market's transformation into a modern, data-driven trading platform. In 2026/27, the priority will be to stabilise and de-risk the existing ICT



environment while accelerating the deployment of core digital capabilities required for Smart Market operations.

This will involve strengthening foundational systems, including network infrastructure, cybersecurity, data management, and disaster recovery capabilities, to ensure high system availability and resilience. Concurrently, the Market will implement priority digital modules such as electronic payment systems, traceability solutions, and customer relationship management platforms. These systems will enhance transparency, improve service delivery, and enable real-time data-driven decision-making.
The establishment of a business intelligence platform will further support performance monitoring and operational oversight, while a longer-term systems integration roadmap will guide the phased implementation of advanced technologies. Through these interventions, Joburg Market will build a secure, integrated, and scalable digital ecosystem that enhances competitiveness and operational efficiency.

Human Capital

Human capital development in 2026/27 will focus on building the skills, capabilities, and organisational culture required to support a modernised and digitised trading environment. Recognising that technology and systems are only as effective as the people who operate them, the Market will prioritise comprehensive training programmes in digital literacy, food safety, cold-chain management and customer service. A revised performance management system will be implemented across all organisational levels to align individual performance with strategic objectives and ensure accountability. In addition, critical vacancies in key operational and technical areas will be filled to strengthen institutional capacity, while leadership development and succession planning initiatives will be introduced to ensure continuity and organisational stability.

Organisational restructuring will also be initiated to align structures and roles with the requirements of the Smart Market Strategy. These interventions aim to cultivate a high-performance, skilled, and adaptable workforce capable of driving innovation and operational excellence.

Transformation and Inclusivity

Transformation and inclusivity will remain central to Joburg Market's mandate in 2026/27, with a focus on embedding measurable and sustained participation of historically disadvantaged groups across the value chain. The Market will implement targeted measures to increase access for black-owned SMMEs



through progressive stall allocation, streamlined licensing processes, and enhanced onboarding support.

Efforts will also be directed towards expanding opportunities for smallholder and emerging farmers through increased procurement and improved access to formal markets. The provision of shared agro-processing facilities will further support SMME participation in value-added activities.

These initiatives are intended to ensure that growth within the Market is inclusive and equitable, contributing to broader socio-economic development while strengthening the resilience and diversity of the supply base.

The Shift: 2025/26 Strategy to 2026/27 Strategic Trajectory

The table below provides a consolidated view of how Joburg Market's strategic posture is shifting from the 2025/26 planning cycle to the 2026/27 trajectory. It synthesises the organisation's current strategic focus, the insights and imperatives that emerged from the recent executive workshop, and the resulting strategic direction required to position Joburg Market for the next phase of transformation. This comparative view highlights where continuity remains important, where significant recalibration is required, and where the organisation must accelerate its evolution to align with the Smart Market vision, the City's expectations and the broader operational landscape. It also clarifies the strategic pivots needed to strengthen governance, deepen transformation, modernise operations, embed technology, and ensure that implementation becomes more programmatic, integrated and performance-driven across the organisation

Strategic Dimension	**2025/26 Focus**	**Key Workshop Insight**	2026/27 Strategic Shift
Strategic Orientation	Stabilisation and governance strengthening	Stabilisation alone is insufficient; organisation lacks a clear future market model	Shift to **Smart Agri-Logistics & Food Systems Hub**, while prioritising **operational stabilisation as a foundation**
Governance and Leadership	Compliance-driven governance	Weak accountability, slow decision-making and poor execution discipline	Move to **accountability-driven governance**, strong leadership oversight and execution discipline (King V aligned)
Financial Sustainability	Maintain financial stability	Revenue model vulnerable; City funding constrained	Focus on **diversification, PPP funding, and investment-led model** to fund infrastructure and Smart Market



Operations and Infrastructure	Improve operational efficiency	Core operations unstable (cleanliness, cold chain, maintenance)	Stabilise operations first**, then modernise infrastructure, logistics and facilities**
Technology and ICT	ICT as support function	ICT environment is a critical organisational risk	ICT becomes **foundational enabler**: stabilisation, cybersecurity, digital trading and Smart Market systems
Market Competitiveness	Maintain existing trading model	Market bypass risk increasing (retailers, digital platforms)	Strengthen **value proposition**: logistics, digital trading, transparency and farmer support
People and Culture	HR stabilisation and structure	Skills gaps, silo culture, weak accountability	Build **capability, leadership alignment and performance culture** to support transformation
Stakeholders and Ecosystem	Traditional stakeholder engagement	Weak trust, poor engagement and misalignment with farmers and buyers	Shift to **structured ecosystem partnerships** and proactive stakeholder engagement
Transformation and Inclusion	Limited transformation initiatives	Transformation not visible or measurable (MMC concern)	Drive **visible, measurable inclusion** of farmers, SMMEs, youth and women
Data and Market Intelligence	Internal reporting focus	Lack of real-time data and pricing transparency	Implement **data-driven decision-making**, real-time pricing and market intelligence systems
Sustainability and Climate	Limited environmental focus	Climate risk and ESG pressures increasing	Integrate **climate resilience, energy efficiency and waste management** into Smart Market
Risk Management	Compliance-based risk tracking	Risks recurring; not informing decisions	Embed **ERM into strategy and operations**; risk-driven planning and investment
Implementation and Execution	High-level strategy	Weak execution and lack of accountability	Shift to **programme-based implementation**, linked to APP, KPIs and performance contracts

Table 4: Strategic shift from 2025/26 to 2026/27

2.7 Strategic goals and objectives

Linked to the above identified key focus areas are the Joburg Market strategic goals, which are the most important targets for the current and future health of Joburg Market. The identified goals are critical to the achievement of Joburg Market's vision and mission.



STRATEGIC GOAL	STRATEGIC OBJECTIVES
GOAL 1: Ensure Joburg Market is sustainable, inclusive and viable	1.1 Strengthen financial sustainability and diversify revenue streams 1.2 Advance transformation and inclusive market participation
GOAL 2: Be the leader in SA and a globally competitive fresh produce market	2.1 Improve operational efficiency and competitiveness 2.2 Improve trading environment and facility reliability 2.3 Strengthen agricultural value chain participation
GOAL 3: Enhance technology and innovation	3.1 Strengthen ICT infrastructure 3.2 Digitise trading and operational systems 3.3 Improve data-driven decision making
GOAL 4: Cultivate a highly skilled, motivated and diverse workforce	4.1 Strengthen organisational capability and capacity 4.2 Improve organisational culture and leadership 4.3 Strengthen performance management
GOAL 5: Strengthen relationships with all stakeholders	5.1 Strengthen stakeholder and customer experience 5.2 Strengthen marketing and brand positioning
GOAL 6: Ensure Joburg Market is a well-governed entity	6.1 Strengthen governance and oversight 6.2 Strengthen risk management 6.3 Strengthen legal and regulatory compliance 6.4 Strengthen assurance and internal controls 6.5 Strengthen ethics and accountability

Table 5: Strategic goals and objectives

2.8 Customer Satisfaction Survey

Based on the 2025 Customer Satisfaction Survey, Joburg Market demonstrates strong overall performance with a satisfaction rating of 67%, exceeding the industry standard of 60%. Key strengths include high customer loyalty, with 90% of respondents willing to recommend the market, and positive perceptions of fresh produce quality, variety, and value. However, significant areas for improvement were identified, particularly regarding cleanliness and hygiene (especially restrooms),



security and safety, parking congestion, and the efficiency of the cash deposit process. Customers also expressed a desire for better communication—preferring WhatsApp—and more engaging events. A three-stage action plan is recommended, prioritizing immediate fixes in facility maintenance, followed by medium-term improvements in parking and customer service, and long-term investments in technology and market expansion to sustain growth and enhance competitiveness.

2.9 JM Participation in Community Based Planning

JM is located in Region F. Although no specific matters were raised for JM, the company will also work with the Ward Councilor should any future JM matters require attention.

Communities of all COJ Regions are benefiting from the following programmes:

- Job creation for semi-skilled and EPWP and internships earmarked for communities from Region F
- Informal traders in Tshiamo Market are predominantly from Region F
- Formal SMMEs from all regions
- Assistance indigent and poor households with funeral donations
- Capacity building programmes for farmers, SMMEs market agents
- Support to NGOs and NPOs - provision of food parcels to day care facilities
- Preferential procurement of goods and services from service providers predominantly from Region F

2.10 Member of Mayoral Committee priorities

JM's strategy development seeks to support the achievement of the following MMC Priority:

- **Transformation with measurable impact:** Demonstrable progress in supporting black-owned enterprises, youth participation, women's advancement, and township producer integration.
- **Execution over planning:** Shift from repeated planning and presentations to tangible delivery and implementation.
- **Alignment of political and administrative priorities:** Ensure that mandates such as food security, SMME development, and infrastructure renewal are translated into operational action.
- **Acceleration of key strategic projects:**



- Fast-track implementation of the Soweto Market as a real economic hub
- Deliver a cashless trading system with clear timelines and progress

- **Operational excellence and visibility:** Improve cleanliness, maintenance, and overall market conditions, supported by active, on-the-ground leadership.
- **Accountability and delivery discipline:** Strengthen execution, eliminate delays, and ensure commitments lead to results.

2.11 Cluster priorities

The City of Johannesburg's cluster priorities envision Joburg Market as a key enabler for economic transformation, enterprise development, and food system efficiency. JM's alignment to these priorities involves several strategic roles:

Cluster Priority Area	Strategic Focus	Joburg Market Alignment
1. Township Investment Driver	Infrastructure development in townships	- Establish township markets
2. Agro-Processing Enablement	Promote value addition and local manufacturing	- Developing of an Agroprocessing facilities at the Market
3. Bulk Supply for Informal Trade	Strengthen access to bulk supply for informal traders	- Selling produce at market related prices
4. SMME and Enterprise Development	Capacity building and Smart Market transition	- Provide technical and compliance, market access and quality assurance training for SMMEs through the Centre of Excellence
5. City Economic Growth Strategy	Agro-processing as a key job-creating sector	- Act as anchor platform for sector growth - Drive investment, infrastructure, and transformation in agro-industrial hubs
6. Agriculture & Agro-Processing Opportunities	Urban farming, agrizones, and policy alignment	- Expand JM support for local growers and SMMEs - Establish township markets

Table 6: Cluster priorities

2.12 JM Stakeholder priorities



Stakeholder	Key Priorities	Critical Issues / Pain Points	Strategic Implications for JM
Market Agents (IMASA)	• Operational efficiency and stability • Digital trading systems (real-time pricing, traceability) • Transparency and compliance • Structured engagement and collaboration	• Poor hygiene and congestion • Inefficient pallet management • Unreliable trading systems • Outdated ICT environment • Transformation pressure (Competition Commission)	• Stabilise core operations as a priority • Accelerate Smart Market implementation • Strengthen ICT and infrastructure reliability • Improve governance and compliance enforcement • Rebuild trust through structured engagement
Producers (incl. AFASA)	• Inclusive market access for emerging farmers • Transparent pricing and market intelligence • Faster, predictable payments • Access to logistics, cold chain, aggregation • Farmer development and representation	• High barriers to entry (compliance, certification) • Limited infrastructure (storage, logistics) • Information asymmetry • Cash-flow constraints • Weak bargaining power	• Develop inclusive, farmer-centred market systems • Invest in aggregation hubs and logistics • Implement real-time pricing/data systems • Strengthen farmer development programmes • Embed producer participation in governance
Buyers (incl. KingFresh)	• Reliable and predictable supply • Efficient logistics and offloading • Strong cold-chain infrastructure • Real-time pricing and	• Inconsistent product availability • Offloading delays • Cold-chain failures • Limited digital capability • Operational inefficiencies	• Improve supply chain coordination • Modernise infrastructure and cold chain • Enhance operational discipline • Implement digital trading



Stakeholder	Key Priorities	Critical Issues / Pain Points	Strategic Implications for JM
	data access • Transparent trading environment		and payment systems • Position JM as a reliable, customer-centric market
Employees and Organised Labour	• Job security and fair labour practices • Clear communication and transparency • Safe, functional working environment • Skills development and career progression • Inclusion in organisational change processes • Rewards and recognition	• Siloed communication and information gaps • Weak accountability and slow decision-making • Low digital literacy and reliance on manual systems • Operational fatigue and low morale • Failing infrastructure affecting productivity • Implementation of the rewards and recognition policy	• Drive a structured cultural reset (accountability, transparency, collaboration) • Implement large-scale digital upskilling programmes • Strengthen internal communication and change management • Improve working conditions and infrastructure reliability • Align performance management with Smart Market delivery
Group Governance (Board & Executive Management)	• Clean governance and compliance • Financial sustainability • Strategic oversight and execution discipline • Risk management and accountability	• Weak accountability culture • Slow decision-making • Misalignment between strategy and execution • Audit findings and compliance gaps	• Strengthen governance systems and controls • Enforce consequence management • Align strategy to execution with measurable KPIs • Drive performance culture and accountability
Gauteng Department of	• Food security and Zero	• Fragmented programme	• Position JM as a provincial development



Stakeholder	Key Priorities	Critical Issues / Pain Points	Strategic Implications for JM
Agriculture and Rural Development	Hunger • Commercialisation of smallholder farmers • Value chain integration (aggregation, logistics, agro processing) • Data sharing and coordinated planning	implementation • Weak market linkage for supported farmers • Limited real-time market intelligence	node • Integrate with GDARD programmes (Agriparks, hubs) • Co-develop aggregation and logistics models • Align reporting to provincial MTDP priorities
Department of Agriculture, Land Reform and Rural Development	• Agricultural transformation (AgriBEE) • Farmer support (CASP, Ilima/Letsema) • Export growth and trade (AfCFTA) • Inclusive participation in value chains	• Weak downstream market access for supported farmers • Limited integration with national programmes • Underutilisation of trade opportunities	• Position JM as a national off-take hub • Enable access to AgriBEE-linked opportunities • Integrate farmer support programmes into market systems • Develop JM as a regional trade hub under AfCFTA

Table 7: Stakeholder priorities

Effective stakeholder engagement is no longer procedural, it is central to Joburg Market's legitimacy, competitiveness and developmental mandate.

The 2026 Strategic Planning engagements revealed a decisive shift:

- Stakeholders expect delivery, not dialogue
- Transformation must be visible, measurable and inclusive
- Execution discipline and accountability are now non-negotiable

Across all stakeholder groups, five consistent expectations emerged:

1. **Operational Excellence**

   Cleanliness, safety, congestion management, and reliable infrastructure are now baseline



requirements not differentiators.

2. **Digital Transformation (Smart Market)**
   Real-time pricing, traceability, digital payments, and platform-based trading are urgent imperatives.
3. **Inclusive Market Access**
   Farmers, especially emerging producers must be actively integrated into the value chain through infrastructure, finance and governance participation.
4. **Integrated Value Chain Development**
   JM must evolve beyond a trading platform into a **coordinator of logistics, aggregation and agro-processing ecosystems**.
5. **Governance and Accountability**
   Strong governance, clean audits and consequence management are foundational to rebuilding stakeholder trust.

The updated stakeholder priorities confirm a fundamental repositioning requirement:
Joburg Market must transition from a passive municipal trading platform to an active, digitally enabled, development-driven market ecosystem leader.
This requires:

- Deep integration with provincial and national programmes
- A shift to an investment-seeking, partnership-driven funding model
- Relentless focus on execution, infrastructure renewal, and stakeholder trust

The success of the Smart Market vision will ultimately be judged not by strategy, but by visible improvements in farmer inclusion, buyer efficiency, infrastructure reliability, and market competitiveness.

SECTION 3: STRATEGIC ANALYSIS

This analysis encompasses PESTEL factors, SWOT considerations. With an eye toward resilience, innovation, and inclusiveness, JM is poised to capitalize on opportunities and address challenges head- on, ensuring its continued prominence as a leader in the fresh produce market.

3.1 Overview

The Joburg Market's trading of fresh produce is conducted in three food hubs, namely: Fruit Hub,



Potato and Onion Hub and Vegetable Hub. The Joburg Market charges the producers a proportionate 5% commission on all sales made on the trading floor. A further negotiable levy of 7.5% is paid to market agents for selling produce on behalf of the farmer. Joburg Market also provides cold storage services to ensure compliant preservation of large volumes of produce, which are required to be kept within the logistical cold chain. Premises are also being leased to food-related enterprises, serving as a complementary feature in serving the requirements of the thousands of buyers visiting the Joburg Market site daily.

Like most other national fresh produce markets, the Joburg Market is facing fierce and growing competition in its macro-environment.

By repositioning itself now through developing and implementing the Smart Market Strategy, Joburg Market can re-establish its leadership role in the fresh produce market industry. This is important for the industry and for the country in terms of entrenching the price discovery system, food security and ongoing support to emerging black farmers and other upstream and downstream value chain beneficiaries.

3.1.1 Operational Overview

Joburg Market provides a range of services and amenities that support the daily trading activities of approximately 11,000 to 14,000 buyers and about 6,000 producers. These facilities are crucial for the efficient marketing and distribution of fresh produce. The entity currently employs 464 staff members. In defining the strategic course towards attaining the Joburg Market vision, it is critical to have a holistic understanding of the current operational environment of the organisation. Joburg Market renders a number of services in tandem to ensure a seamless and effective fresh produce market service for farmers and buyers. The following are the primary services rendered by the Joburg Market:

- Trading Management.
- Consignment Control.
- Cold Chain and Ripening Management.
- Accounting & Cash Handling Management.
- Cleaning and Safety Management.
- Laboratory Testing.

The following are the key operational programmes delivered by Joburg Market:



SERVICE	DESCRIPTION
Central Trading System	Joburg Market uses SPS, which is a centralised electronic trading system. The system is used to capture and manage every consignment. Every action of both the agent and the market authority is conducted in real time on the system.
Financial System	Joburg Market conducts a financial system that includes a cashiering system that is linked to a Trust Account Management System that enables payment on every consignment on the following working day.
Assurance Systems	The assurance systems ensure the protection of the farmer by enabling traceability to determine whether fair prices and utmost care was taken by the agent in dealing with what the farmer entrusted to the agent. The assurance system comprises of consignment control which ensures that each and every consignment to its finest details was accurately captured and traded through the system, Laboratory and Inspection Services that ensure that the farmer does not suffer undue losses of stock, and a dispute resolution mechanism.
Market Hygiene Systems	Cleaning and sanitisation of the market facilities ensure a safe food centre serving both the supply and demand side of market clients.
Security Services	Physical security services supported by a most modern and extended CCTV system ensures protection of the entire market facility serving farmers especially overnight when their consignments are delivered to the market.
Trade Support Services	Cold stores and ripening facilities are maintained and upgraded to ensure the availability of these vital support services to farmers and their agents.
Repairs and Maintenance Services	Maintenance, upgrading and extension of market facilities are conducted to ensure a compliant and serviceable market facility.
Marketing Services	Marketing services and agri-business support services are conducted to inform farmers and attract buyers to the market to ensure a vibrant marketplace to the advantage of producers.
Agri-Business Services	Farmer development services, including the dissemination of market trading results on which South African producers can always rely.

Table 8: Key Operational programmes

These services are key to the success of Joburg Market and therefore it is critical that they are carried



out seamlessly. The following services are also very important as they support the Joburg Market primary services:

- Supply Chain Management.
- Infrastructure Services.
- Information Technology Services.
- Human Resources Management.

3.2 Infrastructure

The 2026 infrastructure assessment confirmed that Joburg Market's facilities are no longer fit for purpose and are now a major constraint on competitiveness, operational reliability and stakeholder confidence. Ageing and deteriorating buildings, insufficient trading space, inadequate cold-chain capacity, and recurring lapses in food safety compliance have weakened the Market's ability to meet modern industry standards. Slow and inconsistent investment in maintenance and upgrades, combined with a funding model that cannot support the scale of Smart Market modernisation required, has further deepened these challenges. As a result, retailers are increasingly bypassing the Market and procuring directly from farmers; farmers and buyers are shifting to alternative markets with better infrastructure and lower transaction costs; and reputational damage linked to food-safety non-compliance has eroded trust among major clients.

These weaknesses have also reduced the Market's attractiveness to new entrants and emerging farmers, undermining transformation objectives and weakening the national price discovery system. The 2026 EXCO and Board engagements emphasised that without urgent, coordinated infrastructure renewal, Joburg Market risks losing its leadership position in the regional food system and compromising its ability to support food security, economic inclusion and the broader Smart Market vision.

The MMC and City representatives stressed that infrastructure renewal is a strategic imperative, not a technical exercise. The Market must modernise to remain competitive, support food security, and enable inclusive participation.

Joint research and innovation programmes with stakeholders are underway, but their impact is limited by infrastructure constraints. Improving operational efficiency, strengthening stakeholder relationships, and "doing the basics right" were repeatedly emphasised as foundational to rebuilding trust.

3.3 Human Capital Overview



The Joburg Market acknowledges that skills and human resource capacity are critical. In 2026/27, Joburg Market employs 454 people and has 51 vacancies. Completed appointments in critical vacancies include Chief Executive Officer, Executive Manager Corporate Services. While the position of Chief Operations Officer is still vacant, an Acting Chief Operations Officer fulfils the responsibilities.

The skills audit and development of a competency framework for all positions was completed to determine its staff's current skills and competencies and how these are aligned to their job functions and requirements.

Gaps identified include:

- Digital capability gaps, with 74% of employees requiring digital-literacy training, an urgent barrier given that the Smart Market transformation depends on digital systems, HRIS, e-recruitment, digital onboarding, and analytics-driven performance management.
- Limited organisational structure awareness and role clarity, reflected in employees' inability to articulate job functions, qualification requirements, or how their roles link to the Smart Market strategy.
- An ageing workforce, with 44% of employees between 44 and 65 years old, raising succession planning risks and slowing innovation.
- Low levels of professional body membership, limiting exposure to evolving industry standards and best practice.

The engagements emphasised that institutional capability, leadership development, governance, compliance, and workforce skills are foundational pillars for Smart Market transformation. The Human Capital Strategy is therefore structured around seven strategic pillars: Talent Attraction, Talent Development, Leadership Development, Performance Management and Reward, Employee Engagement and Wellness, Employee Relations and Compliance, and HR Digital Transformation.

To address the identified gaps, Joburg Market has initiated several skills development and capability building programmes, including bursaries, accredited training, internships, SETA funded learnerships, and management development programmes. The performance management system has been digitised and rolled out for senior levels, with a shift toward real time dashboards, accountability, and consequence management.

However, the engagements made it clear that technical training alone is insufficient. A deeper culture transformation is required, one that embeds accountability, service excellence, professionalism, innovation, and alignment to the Smart Market vision. The Human Capital Transformation Roadmap outlines a phased approach:



- Phase 1: Stabilisation (workforce planning, governance, critical vacancies)
- Phase 2: Capability Building (leadership development, digital literacy, technical skills)
- Phase 3: Transformation (high-performance culture, modernised HR processes)
- Phase 4: Smart Market Maturity (digitally enabled workforce, strategic HR, institutional capability).

Overall, the 2026 human capital assessment confirms that Joburg Market's people capability is both a risk and an opportunity. Without accelerated investment in skills, leadership, culture, and digital HR systems, the Smart Market vision cannot be realised. With the right interventions, however, Joburg Market can transition from a transactional, compliance driven HR environment to a strategic, digitally enabled institution capable of supporting global competitiveness and long-term sustainability.

3.4 Macro-Environment

The macro-environment refers to the wider economic and societal factors impacting upon Joburg Market. It therefore ranges from the immediate fresh produce market environment in Gauteng to the entire South Africa and ultimately international and global forces impacting Joburg Market's operations.

PESTEL Analysis

The PESTEL landscape underscores the need for a modernised, digitally enabled, environmentally resilient, and governance-strong Joburg Market that can deliver on both commercial sustainability and public-value mandates. The Market's strategic advantage lies in leveraging its scale, location, and public-sector mandate to become a smart, secure, and future-fit fresh-produce hub for the region. The below diagram reflects Joburg Market's PESTEL Analysis as updated in April 2026.



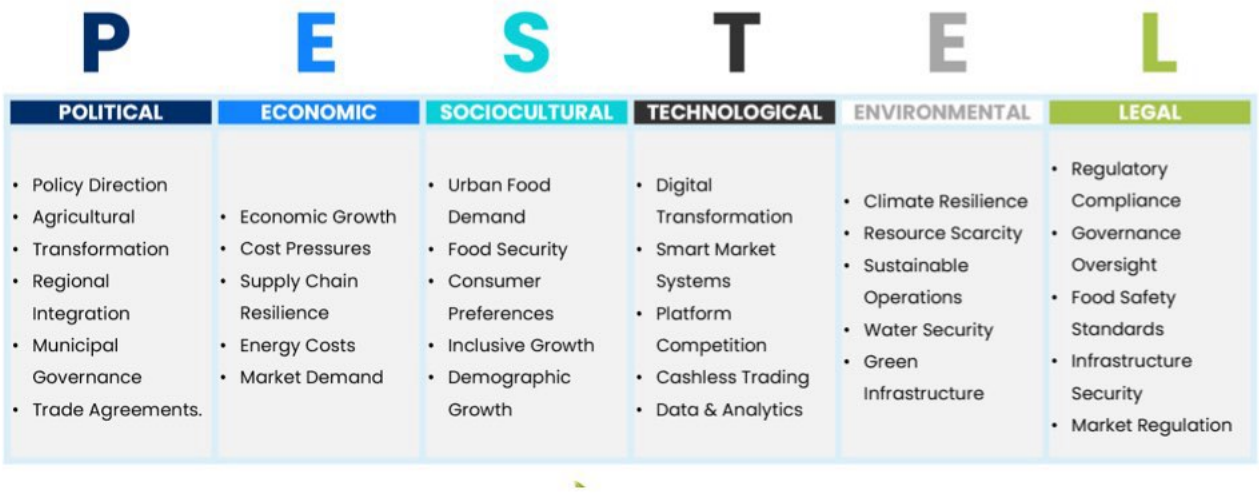


Figure 1: PESTEL Analysis

a. Political Factors

Joburg Market operates within a complex landscape of **coalition governments** across all spheres, which can lead to shifts in strategic alignment and funding flows. Despite this, there is strong political will at the highest levels, including the **Presidential Working Group on Johannesburg** and direct interest from the Premier and Mayor. The entity is also navigating evolving land reform, BBBEE compliance, and the **African Continental Free Trade Area (AfCFTA)**, though the latter is currently hindered by border and customs inefficiencies.

Strategic Implications:

- **Policy Alignment:** JM must align with the City of Johannesburg's (CoJ) priorities to secure capital investment and political support.
- **Intergovernmental Collaboration:** Positioning JM as a leader in agricultural transformation can attract broader collaboration and elevate its strategic relevance.
- **Regulatory Agility:** Establishing proactive engagement channels with municipal and national departments is necessary to manage regulatory shifts and reduce political risk.

b. Economic Factors

The macro-economic environment is defined by **low national growth**, which suppresses consumer spending and demand. Operationally, JM faces high **energy cost inflation** affecting cold storage budgets. However, rapid urbanization with 700,000 new residents expected in Gauteng by 2026 presents a massive opportunity to meet the growing demand for food staples.



Strategic Implications:

- **Revenue Diversification:** To counter cyclical demand and economic shocks, JM must move beyond traditional commission-based trading.
- **Cost Management:** Continued investment in energy-efficient and alternative power solutions is essential to mitigate escalating utility costs.
- **Supply Chain Resilience:** Upgrading cold-chain infrastructure and adopting digital tracking tools is required to stabilise throughput and protect produce quality.

c. Sociocultural Factors

Food security is a critical sociocultural driver; currently, **24.7% of Johannesburg residents** face inadequate food access. There is a growing consumer preference for **healthy eating, organic produce, and transparency**. Furthermore, there is a strong mandate to revitalise the **township economy**, where R500 million currently leaves these communities monthly without supporting local farmers.

Strategic Implications:

- **Food Security Leadership:** JM should be the central actor in metropolitan food-security planning to ensure stable access for the growing urban population.
- **Township Economic Development:** JM must actively support smallholder farmers and township enterprises to redirect "food rands" back into local communities.
- **Service Modernisation:** Evolving offerings to meet consumer expectations for quality, safety, and traceability will help JM remain competitive.

d. Technological Factors

Technological adoption is JM's most significant gap; competitors are rapidly deploying **HACCP-compliant distribution centres** and online trading platforms. Farmers are increasingly being approached to trade directly and avoid the market's 5% commission. Technology is no longer optional but a "condition of survival".

Strategic Implications:

- **Smart Market Transformation:** Accelerating the **R3.2 billion Smart Market roadmap** is critical to compete with well-funded private alternatives.



- **Cashless and Digital Systems:** Implementing digital payment platforms and automated access controls will improve transparency, safety, and the customer experience.
- **Data Analytics:** Building robust data capabilities for AI forecasting and blockchain traceability is essential for modern price discovery and operational efficiency.

e. Environmental Factors

Climate change is a present reality, with unstable weather patterns, droughts, and floods disrupting supply and driving up prices. There is increasing regulatory and consumer pressure for **sustainable packaging**, pesticide-free produce, and water security.

Strategic Implications:

- **Climate-Resilient Infrastructure:** Priority must be given to water-security systems and green-building upgrades to safeguard operations against environmental volatility.
- **Sustainability as a Competitive Edge:** Scaling **waste-to-energy** and solar initiatives can reduce costs while meeting sustainability expectations.
- **Tenant Standards:** Establishing clear sustainability standards for farmers and tenants will promote responsible trading and improve supply-chain resilience.

f. Legal Factors

The legal environment is characterised by tightening food safety compliance, including requirements for traceability and stricter chemical controls. Governance obligations under King IV and the Companies Act add administrative weight but strengthen the institution. Additionally, cable theft and vandalism have escalated from operational nuisances to legal and security crises.

Strategic Implications:

- **Governance Maturity:** JM must enhance internal controls and audit processes to meet municipal and national regulatory expectations and maintain "clean audits".
- **Hygiene and Safety Standards:** Achieving **Global G.A.P. certification** and modernising hygiene protocols is non-negotiable for maintaining market access.
- **Infrastructure Security:** A comprehensive security plan featuring integrated CCTV is required to protect assets and tenants in a high-risk environment.



3.5 Micro-Environment

The SWOT analysis highlights a clear strategic direction: Joburg Market must leverage its strong brand, financial stability, and regional positioning while urgently addressing infrastructure, governance, and digital-transformation gaps. By capitalising on regional integration, sustainability trends, and Smart Market innovation, the Market can secure its role as a future-fit, competitive, and socially impactful fresh-produce hub for South Africa and the continent. Below is the SWOT Analysis as updated in April 2026.

STRENGTHS	WEAKNESSES
– **Strategic Location & Infrastructure:** Centrally located in Johannesburg with easy access to major transport routes and acting as a comprehensive "One-Stop Shop" for diverse fresh produce. – **Market Dominance:** Largest fresh produce market in Africa , serving approximately 5,000 farmers and up to 14,000 buyers daily. – **Financial Stability:** Strong financial position with a growing rand-value turnover (R11.2 billion in FY 2023/24). – **Renewable Energy Leadership:** Successful implementation of solar projects that mitigate power failures and cable theft. – **Industry Authority:** Recognized as a leading price discovery institute with a unique SPS system and agro-processing capabilities. – **Human Capital:** Experienced, skilled staff and innovative leadership	– **Ageing Infrastructure:** Outdated cold rooms, ripening chambers, and trading floors require urgent attention or commissioning. – **Digital & ICT Gaps:** Insufficient ICT resources, lack of digital payment systems, and a need for modernized trading platforms. – **Governance & Operational Issues:** High staff turnover leading to loss of institutional knowledge ; weak internal controls and over-reliance on external service providers. – **Capacity Constraints:** Lack of full technical capacity in Supply Chain Management (SCM) for complex project development. – **Leadership Instability:** Frequent changes in Board and Management have historically hindered clear direction. – **Marketing & Service Gaps:** Poor signage, inadequate outdoor marketing, and trading times that do not suit all customer segments.
OPPORTUNITIES	**THREATS**
– **Smart Market Transformation:** Implementing the **Smart Market Strategy** (R2.8 billion investment) featuring AI forecasting, blockchain traceability, and cashless transactions. – **Regional & Global Expansion:** Leveraging **AfCFTA** for intra-African trade, **BRICS** for logistics, and the **SADC** region to become Africa's leading fresh produce hub. – **Township Economy Revitalization:** Developing new market sites in Soweto (e.g., Dobsonville, Pimville) and supporting SMMEs in food processing and aggregation. – **Socio-Economic Empowerment:** Partnering with the government to train youth and women in agro-processing and food security initiatives. – **Funding & Investment:** Accessing grants/loans from the African Development Bank, DBSA, and GIFA to fund infrastructure upgrades. – **Sustainability Initiatives:** Expanding waste-to-energy projects and promoting sustainable packaging/pesticide-free produce.	– **Economic Pressures:** Low national growth affecting consumer spending and high energy cost inflation straining operational budgets. – **Intense Competition:** Growing bypass from large retailers with their own cold chains and well-funded private alternative markets. – **Security Risks:** Severe threats from theft, vandalism, heists, and specifically **cable theft** which disrupts operations. – **Environmental & Climate Risks:** Global warming and unstable weather patterns disrupting supply and increasing produce prices. – **Supplier Decline:** A reduction in the number of farmers participating in horticulture or supplying the market. – **Regulatory & Political Risk:** Frequent changes in coalition governments affecting strategic alignment and evolving compliance regimes (e.g., online trading, food safety).

Figure 2: SWOT Analysis

a. Strengths

Joburg Market remains the powerhouse of South African fresh produce, currently generating an annual turnover of **R11.7 billion**. As the largest facility of its kind in Africa, its "One-Stop Shop" model serves up to **14,000 buyers daily**, ranging from large retailers to township spaza shop owners. Its strategic location and transition toward sustainability—notably through **solar energy projects** that mitigate power failures—provide a resilient foundation for the City of Johannesburg's food security mandate.

Strategic Implications:



- **Leverage Market Dominance for Price Discovery:** As a leading price discovery institute, the market must protect its role as the industry's "engine room" to ensure transparent and fair pricing across the value chain.
- **Scale Sustainable Infrastructure:** The success of renewable energy initiatives should be expanded to further reduce operational costs (OPEX) and protect assets from the rising threat of cable theft.
- **Maximise Brand Equity:** Use the market's strong reputation and expansive clientele network to attract international partnerships through BRICS and AfCFTA.

b. Weaknesses

Despite its market leadership, the entity faces significant internal hurdles, characterised by ageing infrastructure and a "Smart Market" vision that is currently hindered by insufficient ICT resources. Operational efficiency is further compromised by high staff turnover, which drains institutional knowledge, and a lack of technical capacity within Supply Chain Management (SCM) to execute complex projects. Furthermore, leadership instability and inadequate marketing have left the business model poorly communicated to key stakeholders.

Strategic Implications:

- Urgent Infrastructure Modernisation: Prioritise the commissioning of new cold rooms and the refurbishment of ripening chambers to prevent stock loss and meet Global G.A.P. certification deadlines.
- Systemic Digital Overhaul: Accelerate the transition to a cashless system and digital payment platforms to meet shareholder mandates and improve transaction security.
- Stabilise Leadership and Capacity: Implement robust change management and upskilling programs to reduce reliance on external service providers and ensure management continuity.

c. Opportunities

The R3.2 billion Smart Market roadmap represents a transformative opportunity to modernise Joburg Market into a data-driven, globally competitive hub. Beyond technology, there is a massive socio-economic opening to revitalise the township economy; by redirecting a portion of the R500 million that currently leaves townships monthly, the market can foster local food aggregation and distribution hubs. Collaborative partnerships with national government (NDAFF) and international financiers like the African Development Bank offer the capital



required for these catalytic projects.

Strategic Implications:

- Expansion into the Township Economy: Execute the development of identified sites in Soweto (e.g., Dobsonville, Zola) to support small traders and create thousands of local jobs.
- Intra-African Trade Leadership: Proactively utilise the AfCFTA framework to facilitate exports and position the market as a primary regional SADC hub.
- Strategic Public-Private Partnerships: Leverage the role of Transaction Advisors to attract private investment for agro-processing and infrastructure upgrades.

d. Threats

Joburg Market operates in an increasingly volatile environment where low economic growth and rising inflation strain consumer spending and operational budgets. The rise of private alternative markets and the trend of large retailers bypassing the market to deal directly with farmers pose a direct risk to market share and the traditional 5% commission revenue model. Additionally, external risks such as climate change, persistent cable theft, and geopolitical tensions threaten the stability of the entire fresh produce supply chain.

Strategic Implications:

- **Counter Competitive Bypass:** Improve the value proposition for farmers and buyers by enhancing hygiene, safety, and digital traceability (blockchain) to ensure the market remains the preferred trading platform.
- **Climate and Economic Resilience:** Develop contingency plans for supply chain disruptions caused by extreme weather and implement aggressive revenue diversification strategies to mitigate low economic growth.
- **Enhanced Security Intelligence:** Move beyond traditional guarding to a comprehensive Security Plan featuring integrated CCTV to combat the "terror" of vandalism and organised heists.

3.6 Joburg Market's alignment to the Shareholder Climate Action Plan

The City of Johannesburg's Climate Action Plan (CAP) (2021) provides a comprehensive framework to achieve net-zero greenhouse gas (GHG) emissions by 2050 while enhancing urban resilience and



promoting a Just Transition. Anchored in global best practice and the C40 Cities framework, the CAP prioritises five key pillars: energy decarbonisation, climate-resilient infrastructure, circular economy and waste management, sustainable mobility, and inclusive climate-smart communities. Central to the CAP is the integration of environmental sustainability with socio-economic development, ensuring equitable benefits for historically disadvantaged groups.

Within this context, the Joburg Market emerges as a strategic implementation platform for translating CAP objectives into practical, sector-specific interventions. Through its Smart Market Strategy and emerging Environmental Management Policy, the market embeds sustainability into its operations, infrastructure, and governance systems, thereby operationalising climate action within the urban food system.

A core area of alignment lies in circular economy and waste management. The market generates significant volumes of organic waste, creating opportunities for large-scale interventions such as biodigesters, composting, and waste-to-energy systems. These initiatives directly contribute to CAP targets of reducing landfill dependency and methane emissions while promoting resource recovery and food system circularity. In parallel, food recovery programmes further strengthen urban food security.

The market also contributes to energy decarbonisation through planned and ongoing initiatives such as rooftop solar photovoltaic (PV) installations, LED retrofits, and the adoption of Smart Energy Management Systems (SEMS). These measures reduce operational emissions and energy costs, aligning with CAP targets for increased renewable energy uptake and long-term net-zero transitions.
In terms of climate-resilient infrastructure, the Joburg Market is advancing green upgrades, including solar-powered cold storage, water recycling systems, and smart logistics solutions. These interventions enhance operational efficiency, reduce resource losses (particularly food spoilage), and strengthen resilience to climate-related disruptions.

Digital innovation further reinforces CAP alignment. The integration of AI, Internet of Things (IoT), and blockchain technologies enables real-time environmental monitoring, improved traceability, and data-driven decision-making. This enhances transparency, operational efficiency, and the market's capacity to respond proactively to environmental risks.



Equally significant is the market's contribution to inclusive climate action. Through targeted support for small-scale farmers, SMMEs, and historically disadvantaged groups including training in climate-smart agriculture and subsidised market access the Joburg Market advances green job creation and inclusive participation in resilient value chains. This directly supports the CAP's emphasis on equity and socio-economic transformation.

CAP PILLAR	JOBURG MARKET INTERVENTIONS	STRATEGIC IMPACT
Decarbonising Energy	Solar PV, SEMS, LED retrofits	Reduced emissions and energy costs; transition to low-carbon operations
Climate-Resilient Infrastructure	Green cold-chain systems, water recycling, smart logistics	Improved resilience, reduced waste and operational inefficiencies
Circular Economy & Waste	Biodigesters, composting, waste-to-energy, food recovery	Reduced landfill waste and methane emissions; enhanced circularity
Digital Transformation	AI, IoT monitoring, blockchain traceability	Data-driven sustainability and improved transparency
Inclusive Climate Action	SMME support, farmer training, subsidised access	Job creation, inclusive growth, and resilient livelihoods

Table 9: Integrated alignment of Joburg Market with CAP pillars

3.7 The Fresh Produce sector in South Africa

The South African fresh produce sector remains a critical pillar of the agricultural economy and national food system, with National Fresh Produce Markets (NFPMs) playing a central intermediary role between producers, informal traders, and urban consumers. Recent performance data for the 2024/25 financial year confirms that the sector is resilient but structurally constrained, with growth increasingly driven by prices rather than expansion in traded volumes.

At the aggregate level, NFPMs recorded moderate turnover growth of 3.58%, increasing from R24.45 billion to R25.32 billion between 2023/24 and 2024/25. However, total volumes declined marginally by 0.21%, signalling stagnation in physical throughput. The increase in average prices per ton reflects inflationary pressures and supply-side constraints, rather than robust growth in demand or production.

Indicator	2023/24	2024/25	% Change



Turnover (R)	24,446,810,773	25,321,551,600	3.58%
Mass Sold (tons)	3,017,064	3,010,762	-0.21%
Avg Price (R/ton)	8,102.75	8,410.35	+3.79%

Table 10: Aggregate performance of NFPMs

The system remains highly concentrated, with the Johannesburg Fresh Produce Market accounting for 46.33% of total turnover, followed by Tshwane and Cape Town. This concentration reinforces the strategic importance of Gauteng but also introduces systemic risks associated with over-reliance on a single dominant market.

Market	Turnover (R)	Mass Sold (tons)	Turnover Growth (%)	Mass Growth (%)	Market Share (%)
Johannesburg	11,730,490,457	1,361,436	4.54	0.53	46.33
Tshwane	4,847,202,421	620,005	6.02	3.23	19.14
Cape Town	2,701,808,671	273,597	1.69	-3.03	10.67
Durban	2,268,611,888	263,223	1.51	-4.75	8.96

Table 11: Market share and growth of major markets (2024/25)

The Johannesburg Market continues to function as the primary price discovery and distribution hub, with turnover growth of 4.54% and only marginal volume growth (0.53%). Monthly trends confirm value-driven growth, while commodity-level analysis (e.g., potatoes) highlights ongoing supply-demand imbalances and price volatility.

2026-2030 Outlook Scenarios

The National Fresh Produce Market (NFPM) system stands at a crossroads. While turnover remains high, it is currently driven by price inflation rather than actual volume growth. To avoid structural decline, the 2026–2030 period must shift from "price-led" survival to "efficiency-led" expansion, with the **Johannesburg Market** serving as the primary engine for this transformation.

The Three Paths Forward

The trajectory of the sector depends on the speed of reform and infrastructure investment:

SCENARIO	GROWTH DRIVER	PROJECTED OUTCOME
Optimistic	Digitalization & Infrastructure	**3–5% Volume Growth**; Price stability; High smallholder inclusion.
Base Case	Status Quo / Limited Reform	**1–3% Volume Growth**; Continued reliance on price-led



		turnover.
Pessimistic	Climate Shocks & Neglect	**Declining Volumes**; High volatility; Eroded food security.

Table 12: NFPM Three paths forward

Strategic Pillars for 2026/27 (The Johannesburg Market)

As the dominant hub, Johannesburg's strategy focuses on four high-impact areas:

1. Operational Excellence & Modernization

- **Infrastructure:** Upgrading aging cold storage and ripening facilities to reduce post-harvest losses.
- **Digital Shift:** Implementing real-time market intelligence and electronic trading platforms to replace opaque, manual systems.
- **Energy Resilience:** Investing in climate-resilient and energy-efficient infrastructure to mitigate rising utility risks.

2. Supply Chain & Volume Stabilization

- **Smallholder Integration:** Expanding the supplier base by aggregating produce from emerging farmers.
- **Demand Coordination:** Using data analytics to provide farmers with accurate price signals, preventing gluts (e.g., the potato oversupply) and shortages.

3. Market Evolution & Diversification

- **Hybrid Models:** Creating links between NFPMs, agro-processors, and institutional buyers.
- **Informal Sector Support:** Protecting the "public good" aspect of the market by improving facilities for informal traders, who are essential to local food security.

4. Financial Sustainability

- **Revenue Ring-fencing:** Ensuring market-generated funds are reinvested directly into facility upgrades rather than diverted.
- **PPP Models:** Leveraging Public-Private Partnerships to bridge capital investment gaps.

The Bottom Line: The NFPM system is resilient but strained. The transition to the **Optimistic Scenario** requires moving beyond traditional trading toward a modernized, data-driven hub that prioritizes volume throughput and climate resilience.



3.8 National and Provincial strategy alignment

The strategic positioning of Joburg Market (JM) is strongly aligned with both national and Gauteng provincial agricultural priorities, particularly in advancing food security, agro-processing, inclusive market access, and value chain integration. As South Africa's largest fresh produce hub, JM is uniquely placed to operationalise government strategies at scale by acting as a market integrator, distribution platform, and catalyst for agro-industrial development.

Intergovernmental Alignment and Strategic Positioning of the Johannesburg Market

The Johannesburg Fresh Produce Market (JM) is strategically positioned at the intersection of national, provincial, and local development priorities, with strong alignment to the Department of Agriculture's (DALRRD/DoA) strategic framework, the Gauteng Department of Agriculture and Rural Development (GDARD), and broader intergovernmental reforms such as the District Development Model (DDM). This alignment reinforces JM's role not only as a trading platform but as a coordinating institution within the agri-food system, contributing to inclusive growth, food security, and value chain development.

At the national level, JM directly advances key priorities related to market access, agro-processing, food security, and regional trade integration. Its function as a high-volume off-take platform enables smallholder and historically disadvantaged farmers to participate in formal markets, while its integration with the informal sector ensures widespread distribution of affordable produce. Furthermore, JM supports the transition toward value-added agriculture by enabling linkages between producers, processors, and urban markets, thereby contributing to agro-processing development and reducing post-harvest losses. Its role as a regional aggregation hub also aligns with South Africa's trade ambitions under continental frameworks, strengthening intra-African trade flows.

Provincially, JM is closely aligned with GDARD's vision of a modern, inclusive, and agro-industrial economy, particularly through its support for agro-processing hubs, township economies, and enterprise development. The market acts as a central node for aggregation, quality control and



distribution, linking emerging farmers, agro-processing SMMEs, and informal traders within a single ecosystem. In doing so, JM contributes significantly to urban food security and resilience, ensuring consistent supply to low-income and peri-urban communities.

Importantly, JM's strategic positioning must also be understood within the framework of the District Development Model (DDM), which emphasises integrated planning, coordinated implementation, and spatially targeted development across all spheres of government. The DDM addresses longstanding challenges of fragmented planning and weak intergovernmental coordination by promoting a "One Plan" approach, where national, provincial, and local priorities are aligned within a single development framework. Within this context, JM represents a critical metro-level implementation platform, capable of anchoring integrated economic development, infrastructure investment, and service delivery within the Johannesburg metropolitan space.

Intergovernmental Relations (IGR) Framework for the Johannesburg Market

To fully realise its strategic role, JM requires a structured Intergovernmental Relations (IGR) framework that moves beyond alignment toward active coordination, joint planning, and shared implementation. The proposed IGR framework is anchored on the principles of the DDM and structured around five core pillars:

1. Integrated Planning and the "One Market Plan"

JM should institutionalise a metro-level "One Market Plan", aligned with:

- National priorities (DoA/DALRRD, MTSF)
- Provincial strategies (GDARD)
- Municipal Integrated Development Plans (IDPs)

This plan should:

- Consolidate production, logistics, infrastructure, and market development priorities
- Align budgets and programmes across stakeholders
- Provide a long-term strategic roadmap (5–10 years)

2. Coordinated Value Chain Platforms

Establish formal Horticulture Value Chain Platforms involving:

- National departments (Agriculture, Trade, Transport)
- Provincial agencies (GDARD)
- Municipal entities



- Private sector (producers, traders, processors, retailers)

These platforms should:

- Coordinate supply and demand planning
- Address bottlenecks in logistics and pricing
- Facilitate market intelligence sharing

3. Joint Investment and Infrastructure Coordination

In line with DDM principles of infrastructure engineering and spatial targeting, JM should:

- Serve as a focal point for joint infrastructure investment
- Align funding from:
    - Public sector (grants, conditional funding)
    - Development finance institutions
    - Private sector partnerships

Priority areas include:

- Cold-chain infrastructure
- Market modernisation
- Transport and logistics systems

4. Local Economic Development and Inclusion Mechanisms

JM should function as a catalyst for inclusive economic development by:

- Integrating smallholders through programmes such as CASP and Ilima/Letsema
- Supporting agro-processing SMMEs and township enterprises
- Linking informal traders with formal supply chains

This aligns with DDM's emphasis on localisation, job creation, and community participation.

5. Governance, Monitoring, and Performance Management

A strengthened IGR framework requires:

- Clear governance structures across spheres of government
- Joint performance indicators linked to:
    - Volume growth
    - Market access
    - Food affordability
- Integrated monitoring and evaluation systems



This addresses the DDM challenge of weak coordination and fragmented accountability, ensuring that JM operates as part of a coherent system rather than in isolation.

Integrated Revenue Generation (IGR) Framework for the Johannesburg Market

To ensure long-term sustainability and reduce reliance on traditional commission-based income, JM should adopt a diversified Integrated Revenue Generation (IGR) framework. This framework should align revenue streams with its expanded strategic role.

Revenue Stream	Description	Strategic Link
Core Trading Revenue	Commission on fresh produce sales	Maintains core market function
Logistics and Cold Storage Fees	Charging for storage, handling, and distribution services	Supports infrastructure modernisation
Agro-processing and Value Addition Services	Leasing facilities to processors, packaging, and grading services	Drives agro-industrialisation
Digital Platform Revenue	Fees from online trading, data services, and market intelligence	Supports digital transformation
Market Access Programmes (Public Funding)	Revenue from government programmes (CASP, Ilima/Letsema, Agriparks)	Supports inclusion and smallholder integration
Property and Facility Leasing	Rental of market space, warehouses, and trading facilities	Enhances financial sustainability
Export Facilitation Services	Fees for aggregation, certification, and export logistics	Expands regional trade role
Waste Management and Circular Economy	Revenue from organic waste recycling, composting, energy generation	Supports green economy goals

Table 13: Proposed IGR Framework for Joburg Market

Strategic Implications of the IGR Framework

The IGR framework enables JM to:

- Transition from a traditional trading platform to a diversified agri-food hub
- Strengthen financial sustainability through multiple revenue streams
- Align revenue generation with strategic priorities such as agro-processing, digitalisation, and sustainability
- Reinvest surplus revenues into infrastructure and system improvements



The Johannesburg Market is uniquely positioned to function as a central coordinating institution within South Africa's agri-food system, with strong alignment to national, provincial, and intergovernmental priorities. However, realising this potential requires a shift from passive alignment to active intergovernmental coordination, supported by a structured IGR framework and a diversified revenue model. By integrating planning, investment, and implementation across government spheres while simultaneously expanding its revenue base. JM can strengthen its role as a market access enabler, agro-processing integrator and food security anchor, ensuring long-term sustainability and resilience within the fresh produce sector.

SECTION 4: RISK MANAGEMENT

4.1 Risk Management Overview

Joburg Market operates within a high-risk and complex strategic environment, where systemic risks continue to impact its stability, performance and long-term sustainability. The strategic planning workshop highlighted that these risks are not isolated, but deeply interconnected, with challenges in ICT, infrastructure, financial sustainability and governance collectively shaping the organisation's overall risk profile. A key insight from the assessment is that while appropriate policies and frameworks largely exist, control effectiveness remains low due to weaknesses in implementation and execution discipline. This has resulted in recurring risks and limited progress in mitigation over time.

Accordingly, the risks outlined below reflect the critical strategic exposures identified during the workshop and underscore the need for a focused, programme-based response. In particular, they reinforce the immediate priority of stabilising core operations, systems and infrastructure as a foundation for improved performance, while positioning the organisation to transition in a structured and sustainable manner toward the Smart Market vision.



No	Strategic goal	Strategic priority/objecti ve	Risk description at Strategic Objective level	Root cause	Effect (Impact)	Inherent risk	Perceived control effectiveness	Residual risk	Actions to improve management of the risk	Action owner	Time scale
1	**GOAL 3: Enhance technology and innovation**	3.1 Strengthen ICT infrastructure 3.2 Digitise trading and operational systems 3.3 Improve data-driven decision making	**SR1** Inadequate digital capabilities and cybersecurity threat	RC5.1 Budget constraints RC5.2 Inadequate ICT structure not meeting the strategic requirements of modern ICT requirements RC5.3 Outdated systems or technologies RC5.4 Outdated network infrastructure RC5.5 Legacy applications RC5.7 Inadequate disaster recovery and backup system	I5.1 Loss of licences or accreditations I5.2 Loss of business opportunities I5.3 Financial penalties and operational disruption	Very High	Poor	Very High	1. Review ICT Strategy in line with ICT assessment recommendations 2. Implementation ICT Strategy 3. Establishment of ICT Steering Committee 5. ICT capacitation (human resource) 5. Major Upgrade of JDE to latest version 6. Major Upgrade of SPS (including servers() 7. Encourage and support innovation initiatives 8. Prioritize ICT Budget 9. Establishment of automation plan 10. Full Network Infrastructure Refresh	CIO	June 2027



No	Strategic goal	Strategic priority/objecti ve	Risk description at Strategic Objective level	Root cause	Effect (Impact)	Inherent risk	Perceived control effectiveness	Residual risk	Actions to improve management of the risk	Action owner	Time scale
									11. Initiate process to onboard a new Internet Service Provider		
2	**GOAL 2: Be the leader in SA and a globally competitive fresh produce market**	2.1 Improve operational efficiency and competitiveness 2.3 Strengthen agricultural value chain participation	**SR2** Inadequate modern infrastructure to support strategic growth initiatives	RC3.1 Ageing infrastructure RC3.2 Non-reliability of supply of water and electricity RC3.3 Inadequate trading space RC3.4 Suboptimal property and facilities management RC3.5 Delayed implementation of Smart Market Strategy RC3.6 Inadequate budget	I3.1 Loss of licences or accreditations I3.2 Loss of business opportunities I3.3 Financial penalties and operational disruption	Very High	Fair	Very High	MP3.1 Implementation of Repairs and maintenance programmes MP3.2 Implement the solar project (phase 2) MP3.3 Develop and implement a property and facilities management optimisation strategy MP3.4 Development and implementation of security plan MP3.5 Develop and implement periodic testing schedule of water tanks (indicate frequency) MP3.6 Appointment of and utilisation of panel for	COO/CF O	June 2027



No	Strategic goal	Strategic priority/objecti ve	Risk description at Strategic Objective level	Root cause	Effect (Impact)	Inherent risk	Perceived control effectiveness	Residual risk	Actions to improve management of the risk	Action owner	Time scale
									emergency response i.e. toilets, water pumping etc. (36 months contract) MP3.7 Development and implementation of comprehensive maintenance plan to identify and address gaps MP3.8 Appoint 5 SP for 5 engineering disciplines for engineering defects		
3	**GOAL 2: Be the leader in SA and a globally competitive fresh produce market**	2.2 Improve trading environment and facility reliability	**SR3** Potential for loss, harm, or damage to tangible assets, individuals, or the environment due to	RC4.1: Unauthorised access RC4.2: Theft or robbery RC4.3: Vandalism RC4.4: Acts of terror or civil unrest RC4.5: Sabotage RC4.6: Human error or negligence	I4.1 Financial loss I4.2 Reputational damage I4.3 Business disruption I4.4 Legal liabilities	High	Poor	High	MP4.1 Development and Implementation of Security Plan MP4.2Implementation of the biometric system MP4.3 Implementation of the parking control boom gates MP4.4 Upgrade of the CCTV with footage capability	COO/E M: Corpora te services	June 2027



No	Strategic goal	Strategic priority/objecti ve	Risk description at Strategic Objective level	Root cause	Effect (Impact)	Inherent risk	Perceived control effectiveness	Residual risk	Actions to improve management of the risk	Action owner	Time scale
			security breaches, food safety or vulnerabilities .	RC4.7: Environmental factors (incl. natural disasters, location, open access/walk-in set-up)					MP4.5 Repair the existing metal detector at the main building MP4.6 Conduct a feasibility study on the CCTV camera to count the number of people walking in and cars walking in. MP4.7 Prohibiting private vehicles from the consignment control entrance MP4.8 Conduct a feasibility study on the weight bridge project MP4.9 Development and Implementation of an OHS plan MP4.10 Implementation of food safety assessments		
4	**GOAL 4: Cultivate a highly skilled,**	4.1 Strengthen organisational capability and	**SR4** Insufficient organisational	RC6.1 Lack of appropriate training programmes, inability to keep up with	I6.1 Failure to implement strategy I6.2 Poor service	High	Poor	High	MP6.1 Develop training plans for the workforce to meet the smart market strategy	EM: Corpora	June 2027



No	Strategic goal	Strategic priority/objecti ve	Risk description at Strategic Objective level	Root cause	Effect (Impact)	Inherent risk	Perceived control effectiveness	Residual risk	Actions to improve management of the risk	Action owner	Time scale
	motivated and diverse workforce	capacity 4.2 Improve organisational culture and leadership 4.3 Strengthen performance management	and human capability required to execute the Smart Market.	industry change RC6.2 Limited staff engagement unclear roles and responsibilities RC6.3 Moratorium of appointment of vacancies RC6.4 limited career and succession management RC6.5 Talent attraction and challenges in retaining critical skills due to competition for specialised expertise and remuneration RC6.6 Moratorium of appointment of vacancies RC6.7 Victimisation of employees RC6.8 Poor proper rewards and recognition RC6.9 Insufficient	delivery and operational inefficiencies I6.3 Delays in project and programme implementation				MP6.2 Implementation of skills audit outcomes MP6.3 Development and implementation of Leadership and Executive development programme aligned to Smart Market MP6.4 Identification of critical skills required for the Smart Market implementation MP6.5 Implementation of the revised organisational structure MP6.6 Development and implementation of the Change Management Strategy/programmes MP6.7 Development and implementation of the career progression and succession planning program MP6.8 Establishment and	te Services	



No	Strategic goal	Strategic priority/objecti ve	Risk description at Strategic Objective level	Root cause	Effect (Impact)	Inherent risk	Perceived control effectiveness	Residual risk	Actions to improve management of the risk	Action owner	Time scale
				knowledge and information management capabilities					implementation of an integrated management system (IMS) MP6.9 Conduct Job Grading and reassessment of job descriptions MP6.10 Enforcement of disciplinary policy to ensure there is no victimisation. Provide counselling to victims. MP6.11 Implement the reward and recognition policy framework		



No	Strategic goal	Strategic priority/objective	Risk description at Strategic Objective level	Root cause	Effect (Impact)	Inherent risk	Perceived control effectiveness	Residual risk	Actions to improve management of the risk	Action owner	Time scale
5	**GOAL 1: Ensure Joburg Market is sustainable, inclusive and viable**	1.1 Strengthen financial sustainability and diversify revenue streams	**SR5** Declining market share	RC1.1 Aging infrastructure and lack of innovative solutions RC1.2 Increased competition RC1.3 Changing Market dynamics with the target market share consistently changing RC1.4 Revenue Concentration - over reliance on commission business RC1.5 Shareholder distressed financial position and consistent cash outflow RC1.6 Reduction tonnage of fresh produce brought to the JM by the farmers	I1.1 Revenue decline and reduced profitability I1.2 Financial instability and liquidity pressure I1.3 Potential long-term risk of insolvency	High	Fair	Moderate	MP1.1 Develop business cases and launch projects for new revenue streams(property, advertising, expand complementary services, trading space, possible selling of JM data for research) MP1.2 Implement the smart market programmes as approved MP1.3 Development and implementation of Property Optimisation Strategy and incorporate BOT(Build Operate and Transfer) development models MP1.4 Source alternative funding for aging infrastructure MP1.5 Execution of TA within agreed timeframes	CFO/COO EM: Strategy and Performance	June 2027



No	Strategic goal	Strategic priority/objecti ve	Risk description at Strategic Objective level	Root cause	Effect (Impact)	Inherent risk	Perceived control effectiveness	Residual risk	Actions to improve management of the risk	Action owner	Time scale
				RC1.7 Lack of products or services expansion RC1.8 Declining revenue RC1.9 Operationalisation of other markets / Mbombela market RC1.10 Evaporating market relevance status					MP1.6 capacitation of the fully functional PMO unit MP1.7 Ring fencing of sources generated by market MP1.8 Development and implementation of stakeholder acceleration engagements of farmers supplying Mbombela market		
6	**GOAL 6: Ensure Joburg Market is a well-governed entity**	6.1 Strengthen governance and oversight 6.2 Strengthen risk management 6.3 Strengthen legal and	**SR6** Ineffective governance, oversight, and internal control environment	RC8.1 Inadequate policies and delegation frameworks RC8.2 Inadequate oversight by the audit and risk committee RC8.3 Two centres of power RC8.4 Over-reliance on external service providers RC8.5 Non compliances	I8.1 Qualified audit opinion I8.2 Increased oversight from regulators and oversight bodies I8.3 Loss of credibility and stakeholder confidence I8.4 Financial losses	High	Fair	Modera te	MP8.1 Develop and implement legal policy MP8.2 Establish a fully functional contracts management unit MP8.3 Implementation of Contract's vetting MP8.4 Develop or review and implement monitoring and enforcement plans MP8.5 Development and	COSEC/ CFO/CR O/Inter nal Audit/Le gal	June 2027



No	Strategic goal	Strategic priority/objecti ve	Risk description at Strategic Objective level	Root cause	Effect (Impact)	Inherent risk	Perceived control effectiveness	Residual risk	Actions to improve management of the risk	Action owner	Time scale
		regulatory compliance		to laws and regulations RC8.6 Constant change in boards, High staff turnover leading to loss of institutional knowledge RC8.7 Lack of full technical capacity in SCM for project development RC8.8 Financial Mismanagement RC8.9 Over expenditure on employee remuneration costs RC8.10 Lack of consequence management RC8.11 Lack of accountability in implementing smart market project	or fraud I8.5 Budget overruns and inefficient resource allocation I8.6 Reduced financial sustainability				implementation of SHESE Implementation Plan MP8.6 Development and implementation of an audit of the internal control environment plan MP8.7 Development and implementation of the audit tracking tool MP8.8 Development and implementation of the Ethics strategy MP8.9 Development and implementation of the compliance risk management Plans MP8.10 Development and implementation of the disciplinary cases dashboard MP8.11 Development and implementation of the cost		



No	Strategic goal	Strategic priority/objecti ve	Risk description at Strategic Objective level	Root cause	Effect (Impact)	Inherent risk	Perceived control effectiveness	Residual risk	Actions to improve management of the risk	Action owner	Time scale
									containment initiatives (overtime, standby, nightshift allowance) (budget allocation management) MP8.12 Review all identified and high-ranked policies MP8.13 Development and implementation of leadership (Board) training and development MP8.14 Development, maintaining and update of register of directors on the CIPC		
7	**GOAL 1: Ensure Joburg Market is sustainable, inclusive and viable**	1.2 Advance transformation and inclusive market participation	**SR7** Insufficient progress in transformatio n and inclusive	RC2.1: Inadequate financial resources RC2.2: Lack of buy-in and consistency in transformation programmes RC2.3: Budget constraints	I2.1 Inability to meet shareholder mandate and expectations I2.2 Potential regulatory scrutiny or non-compliance	High	Fair	Modera te	MP2.1 Operationalisation of transformation Policy MP2.2 Implementation of transformation plan MP2.3 Review and implementation of transformation Strategy		



No	Strategic goal	Strategic priority/objecti ve	Risk description at Strategic Objective level	Root cause	Effect (Impact)	Inherent risk	Perceived control effectiveness	Residual risk	Actions to improve management of the risk	Action owner	Time scale
			growth initiatives	RC2.4: Policy gap or no policy RC2.5: Nepotism RC2.6: Limitation of physical space for market agent growth RC2.7: Inadequate farmer support (Deliberate focus and ramping on the expedition of farmer development programs)	I2.3 Reputational damage and reduced stakeholder confidence I2.4 Failure to meet national transformation objectives I2.5: No pipeline of product/produce from black farmers				MP2.3 Incorporate transformation targets in the company and executive scorecard MP2.4 Develop transformation collaboration and partnership with the private sector, Internal JM stakeholders, government and SETAs MP2.5 Repurpose the farmers day funding to tangible small farmers areas of need (id farmer needs develop a program to capacitate or fund, possible tax benefit for JM)		
8	**GOAL 5: Strengthen relationships with all stakeholders**	5.1 Strengthen stakeholder and customer experience	**SR8** Erosion of stakeholder trust	RC7.1 Inadequate stakeholder engagement RC7.2 Inadequate stakeholder management policy and	I7.1 Qualified audit opinion I7.2 Increased oversight from regulators and	High	Fair	Modera te	MP7.1 Develop and implement stakeholder collaboration platforms and partnerships MP7.2 Development of key accounts management unit		



No	Strategic goal	Strategic priority/objecti ve	Risk description at Strategic Objective level	Root cause	Effect (Impact)	Inherent risk	Perceived control effectiveness	Residual risk	Actions to improve management of the risk	Action owner	Time scale
		5.2 Strengthen marketing and brand positioning		implementation gaps RC7.3 Poor coordination of stakeholder management at JM	oversight bodies I7.3 Loss of credibility and stakeholder confidence				MP7.3 Develop the stakeholder engagement plan MP7.4 Implement the Marketing and Communication strategy MP7.5 Review and implement the Stakeholder Charter MP7.6 Develop and implement a procedure for handling enquiries (external and internal)		

Table 14: Strategic Risks



The strategic risk assessment indicates that Joburg Market is operating within a high-risk and systemic environment, with all identified risks rated as high and requiring urgent attention. These risks are not isolated but highly interdependent, with the ICT risk directly impacting operational performance, stakeholder confidence and overall competitiveness; financial sustainability constraints limiting the organisation's ability to invest in infrastructure and drive transformation; and governance serving as the foundational enabler that influences the effectiveness of all other risk areas. A critical insight emerging from the assessment is that control effectiveness across most risks remains low, reflecting not a lack of policies or frameworks, but rather weak implementation and insufficient execution discipline. This underscores the need for a more structured, programme-based approach to delivery, with clear accountability and performance alignment. Overall, the risk profile reinforces the strategic imperative for Joburg Market to prioritise operational stabilisation, with a strong focus on core systems, infrastructure and service delivery, before transitioning in a disciplined manner toward the Smart Market transformation agenda.



SECTION 5: STRATEGIC RESPONSE, IMPLEMENTATION AND PERFORMANCE

This section delves into Johannesburg Market's proactive approach in addressing key priorities identified, reflecting on past achievements, acknowledging challenges, and charting a course towards a resilient and premier trading facility.

5.1 Reflection on the previous financial year

The following table summarizes Joburg Market's performance in the 2024/25 period:

5.1.1. Financial Performance: Strong Growth amidst Challenges

Joburg Market (JM) concluded the 2024/25 financial year with a record turnover of R11.7 billion, which is R621.6 million (5.6%) above the budget of R11.1 billion. This performance entrenched JM's leadership, commanding a 46.3% market share of the national fresh produce market.

Revenue Recovery: Operational efficiencies, including the repair of faulty ripening chambers, and the firmware upgrade of the Sales Processing System (SPS) together with the full rollout of Microsoft 365, significantly enhanced revenue recovery, efficiency, and reporting.

Efficiency: JM maintained a 100% on-time invoice payment record and met its BEE procurement targets, reinforcing commitment to transformation.

5.1.2. Capital Expenditure and Strategic Projects: Building for the Future

JM made significant progress on its capital expenditure projects, focusing on key infrastructure upgrades:

- **Capex Utilization:** JM achieved 100% capital expenditure utilisation, spending R89 million of the approved R89 million budget. Projects included critical upgrades to trading halls, sprinkler systems, cold storage, ICT infrastructure, CCTV security, and deep-cleaning protocols.
- A defining development was the approval of the R3.3 billion Smart Market Strategy. The Development Bank of Southern Africa (DBSA) appointed a transactional adviser, positioning JM to mobilise funding and implement this



transformative project.

5.1.3. Social and Economic Impact: Empowering the Community

JM placed a strong emphasis on social and economic development, actively supporting employment and entrepreneurship:

- **Expanded Public Works Programme (EPWP):** JM recruited 100 employees through the EPWP, providing essential job opportunities and contributing to local economic development.
- **Support to SMMEs:** JM supported 99 small, medium, and micro enterprises (SMMEs), showcasing its commitment to fostering entrepreneurship within the community.
- **Internship Programme:** The recruitment of 8 interns provided valuable work experience and skill development opportunities, aligning with JM's broader commitment to capacity building.
- **Food Support:** JM's Food Support Centre distributes food parcels for approximately 2,769 funerals annually and extended aid to the elderly, old age homes, and shelters for abused women. This initiative, often driven by the MMC of Economic Development, Cllr Nomoya Mnisi, highlights JM's role in supporting the community during times of need.

5.1.4. Governance, Recognition, and Awards

JM strengthened governance through strong internal controls, regular oversight, and compliance with statutory obligations. Recognition included:

- Clean Audit Award at the 2025 SALGA Governance Awards.
- Top Employer Certification 2025, affirming excellence in people management and transformation.
- Hosting the World Union of Wholesale Markets (WUWM) Conference, elevating JM's international profile.

5.1.5. Key Focus Areas for 2025/26: Strategic Continuity and Improvement

During the current 2025/26 financial year, Joburg Market has identified several priority areas to drive growth, resilience, and transformation:



- **Smart Market Development:** Advance the Smart Market programme with DBSA to mobilise funding for the R3.3 billion redevelopment, with a focus on feasibility, phased implementation, and integration of ICT-driven trading solutions.
- **Infrastructure Renewal:** Prioritise critical upgrades in cold storage, banana ripening facilities, roofing, and electrical systems to address recurring service delivery risks and ensure operational continuity.
- **Operational Efficiency:** Enhance internal controls, enforce preventative maintenance, and strengthen governance structures, with greater reliance on ICT systems (Sales Processing System upgrade, Microsoft 365, and data analytics).
- **Financial Sustainability:** Diversify revenue streams beyond traditional trading commissions, improve debt recovery, and optimise expenditure management.
- **Stakeholder and Customer Engagement:** Roll out the new Customer Charter and increase communication with stakeholders, farmers, agents, and buyers to enhance transparency, trust, and satisfaction.
- **Human Capital Development:** Implement the approved Talent Management Strategy, enhance skills development, and support employment creation through the Expanded Public Works Programme (EPWP), internships, and SMME development.
- **Sustainability and Transformation:** Embed green economy initiatives (energy efficiency, solar rollout, waste recycling), and drive inclusivity across the value chain, with emphasis on black-owned businesses, women, and youth participation.

5.1.6. Synthesis: Resilience, Strategic Focus, and Future Readiness

Joburg Market entered 2025/26 from a position of resilience, having successfully navigated challenges such as power disruptions, cold chain failures, and constrained trading space. The entity demonstrated agility through infrastructure upgrades, strong financial performance, and enhanced governance. This positions JM to sustain growth, deepen transformation, and lead regional fresh produce markets into a digitally enabled, climate-resilient future.



5.2 Challenges

In pursuing its deliverables over the reporting period, the entity had to contend with several challenges which are summarised below:

5.2.1. Inadequate Trading Space

Sufficient trading space remains a persistent challenge, with market agents periodically storing fresh produce on the platforms of some trading halls due to space constraints.

Resolution: Joburg Market is actively advancing the Smart Market project, which will modernise infrastructure and significantly expand trading space. The Smart Market Strategy has been approved by the Board, and the Development Bank of Southern Africa (DBSA) has finalized the appointment of a Transactional Adviser to structure a viable funding model. This milestone positions the entity to unlock capital investment and progress toward implementation in the 2026/27 financial year.

5.3 JM Strategic Framework

The Joburg Market Strategic Plan development process would be a futile exercise without the development of the implementation plan for the strategy. The implementation plan provides guidance on the actions to be taken by Joburg Market in order to attain the identified strategic goals and consequently the Joburg Market vision



Figure 3: Joburg Market Strategic Implementation Map



5.4 JM Balance scorecard

The balanced scorecard framework plays a crucial role in aligning JM's operational activities with the overarching strategic objectives. This comprehensive management tool divides the organisation's strategy into four key perspectives: Financial, Customer, Internal Processes, and Learning & Growth. Each perspective includes specific strategic goals and objectives that detail how Joburg Market intends to achieve its vision of becoming a leader in the fresh produce industry, ensuring sustainability, efficiency and excellence in governance and stakeholder engagement. This structured approach allows Joburg Market to monitor progress, manage resources effectively and adapt strategies in response to changing market dynamics.

BALANCED SCORECARD PERSPECTIVE	CRITICAL SUCCESS FACTOR	STRATEGIC GOAL	KPI FOCUS
Financial	Financial sustainability, investment mobilisation, and revenue diversification	**Goal 1**: Ensure Joburg Market is sustainable, inclusive and viable	• Transition to an investment-led funding model by unlocking PPPs and DFI funding; • Diversify revenue streams (data monetisation, agro-processing, leasing); • Optimise cost structures; • Strengthen financial resilience to fund Smart Market infrastructure and reduce reliance on trading commissions
Customer / Stakeholder	Market competitiveness, stakeholder trust, and ecosystem integration	**Goal 2**: Be the leader in SA and a globally competitive fresh produce market. **Goal 5**: Strengthen relationships with all stakeholders	• Restore stakeholder confidence through reliable, clean, safe and efficient operations; • improve customer experience and turnaround times; • implement digital trading, pricing transparency and cashless systems;



			• strengthen farmer inclusion, buyer retention, and structured stakeholder partnerships
Internal Processes	Operational excellence, infrastructure modernisation, digital transformation, governance effectiveness	**Goal 2**: Operational excellence and competitiveness **Goal 3**: Enhance technology and innovation **Goal 6**: Ensure Joburg Market is a well-governed entity	• Stabilise and modernise core operations and infrastructure (cold-chain, trading facilities); • implement the Smart Market programme (digital platforms, automation, IoT); • strengthen ICT resilience and cybersecurity; • improve compliance, risk management, and governance enforcement; • enhance operational efficiency and reduce congestion
Learning and Growth	Human capital capability, leadership, culture, and organisational performance	**Goal 4**: Cultivate a highly skilled, motivated and diverse workforce	• Drive capability building and digital skills development (ICT, operations, leadership); • implement a performance-driven and accountable culture; • strengthen leadership alignment; • support organisational transformation and change management to enable Smart Market delivery

Table 15: The Joburg Market balanced scorecard framework

A detailed JM scorecard is attached as annexure 1



SECTION 6: FINANCIAL PLAN

In line with the City's Mayoral strategic priorities, the financial management function is a key driver to achieving financial sustainability in JM. It is responsible for the organization aspects of its financial health. It is accountable for the resources entrusted to it, including funding, expenditure management and cash-flow management including budget and accounting responsibilities. It also involves the implementation of business process engineering to effect strong internal controls.

It ensures that all funds are spent in accordance with JM policies and procedures and operating needs met within available budgets. Its responsibility also includes financial management and development of investment strategies and financial reporting and expenditure monitoring. It encourages units to develop an oversight process that builds on best practices. It determines all funding sources, expenditures and reserves available for future use (excluding those already committed and budgeted for the current period). Furthermore, it includes all outstanding commitments to unit-wide programs, capital projects. The department also provides management with information necessary to make strategic decisions at any time during the year.

6.1 Fixed Assets Controls and Insurance

The JM Fixed Assets business unit within the Finance structure is tasked and responsible for the safeguarding and management of its assets and insurance of assets thereof. The management of the Company's fixed assets being Property, Plant, Equipment, Investment Property and Intangibles by means of ensuring that the requirements of the strategic objectives and operational needs are met with the allocation of a capital expenditure budget. This process entails planning and proper budgeting of all capital projects, acquisition, maintenance and disposal of scrap and redundant assets are in terms of the Finance policies and procedures.

All acquisitions and disposals are carried out in line with the requirements of the MFMA and Supply Chain Regulations. These include among others; maintenance of the Joburg Markets fixed asset register by means of physical asset verifications, impairments and re-valuations of assets. The insurance component includes insurance for business continuity, assets, employees, accidents and asset loss.

6.2 Supply Chain Management

Supply chain management at JM serves to enhance compliance, improve accountability and transparency, and update measures required to combat fraud and corruption in the supply management Value chain. It supports the sound financial management processes in place to improve



delivery service. SCM provides the mechanisms for implementing demand, acquisition, logistics and performance management.

SCM plays a pivotal role by spanning demand, right from the end-customer's requirement to the suppliers that provide the goods and services to meet the needs. It involves going beyond the suppliers that interface with the organization to effect improvements. These may include removing cost, increasing quality or ensuring ethical, environmentally or socially responsible inputs.

The Supply Chain's role at JM is performed in terms of applicable legislative and regulatory requirements.

6.3 Cashiering

To further ensure an effective cash management system and approach, the cashiering department supports the business by ensuring that all cash received from customers is safely deposited, all refunds are deposited to customer's accounts, all cashiers perform a daily balancing function and all daily cash is deposited through the officially appointed service providers for banking purposes.

6.4 2026/27 Budget

The budget for 2026/27 has been prepared using the following key parameters and assumptions:

- The Adjustment Budget for 2025/26 has been used as the base period for the medium-term budget (MTB)
- The CoJ indicatives have been followed:

	2025/26	2026/27	2027/28	2028/29
Estimated CPI	4.60%	3.40%	3.20%	3.20%
Estimated Salary Increase (as per SALGA agreement)	5.35%	4.75%	4.45%	4.45%
Estimated Loan Interest	10.17%	11.99%	11.53%	11.29%
Budgeted Rental Increases	5.00%	5.00%	5.00%	5.00%
Commission Income	3.0%	3.0%	3.0%	3.0%

Table 16: Joburg Market Key Finance Indicators



Finance Key Priorities

The government must do everything possible to create an environment for economic growth, so that entrepreneurs and businesses can invest and create jobs that will continue to make Joburg the City of Opportunities. Bring jobs and investment to the local economy. Therefore, the key priorities of Joburg Market are as follows:

- Maintain a clean audit
- Increase collection levels to 95% of billing in 2026/27
- Effective budget management – (Costs containment/austerity measures)
- Business process re-engineering

It is envisaged to ensure that maximum budget spending in the following strategies have been adopted:

- Improved budget and program planning - Extensive consultation during target setting
- Focus on improving supply chain processes
- Internal monthly expenditure monitoring as an early warning mechanism
- Effective financial policies and procedures
- Effective business processes for internal control



Income Statement and Commission revenue

High level summary

Summary Budget	Approved Budget 2025/26 R'000	R'000 change	Change Budget 2025/26 R'000	Draft Incr. %	Budget Draft 2026/27 R'000	Draft Incr. %	Budget Draft 2027/28 R'000	Draft Incr. %	Budget Draft 2028/29 R'000
Revenue (excl. capital grants)	748 428	104	748 532	-6,2%	702 028	3,7%	728 001	3,5%	753 482
Internal revenue	34 415	-	41 415	-13,2%	35 964	4,5%	37 582	4,5%	39 273
Total Operating Revenue	**782 843**	**104**	**789 947**	**-6,6%**	**737 992**	**3,7%**	**765 583**	**3,5%**	**792 755**
Expenditure	607 122	15 000	624 799	3,6%	647 604	2,2%	661 992	3,8%	686 917
Internal expenditure	10 277	-	10 277	4,5%	10 740	4,5%	11 221	4,5%	11 727
Total Operating Expenditure	**617 399**	**15 000**	**635 076**	**3,7%**	**658 344**	**2,3%**	**673 213**	**3,8%**	**698 644**
Surplus/deficit before tax	165 444	- 14 896	154 871	-48,6%	79 648	16,0%	92 370	1,9%	94 111
Taxation	43 053	-	43 053	-50,0%	21 505	16,0%	24 939	1,9%	25 409
Surplus/deficit After tax	**122 391**	**- 14 896**	**111 818**	**-48,0%**	**58 143**	**16,0%**	**67 431**	**1,9%**	**68 702**
Capital Budget	66 979	16 000	82 979	-27,4%	60 260	-37,6%	37 600	-6,9%	35 000

Table 17: Budget summary for 2025/26 to 2028/29

Surplus

Surplus after tax for the 2026/27 financial year decreased from an adjusted budget of R111.8million to R58.1million (48.0%). In the 2027/28 financial year, Surplus after-taxes see a decrease of R67.4million (1.9%) compared to 2028/29.

Total revenue is estimated to be R737.9million in the 2026/27 financial year and is expected to grow to R765.6million in the 2027/28 financial year. Average growth in turnover is set at 3.7% over the 2026/27 fiscal year.

Rental Revenue

The rental of facilities (rental revenue &utility recoveries) revenue is expected to be R86.5million in the 2026/27 financial year and is anticipated to increase to R89.7million in the 2027/28 financial year. The increase in the revenue generated from the rental income is estimated to be 3.7% and utility recoveries is based on the COJ seasonal tariffs in the 2026/27 financial year. Due to the improvement of the maintenance programs the facilities in the outer years will contribute significantly towards the total revenue.

Income Statement and Commission revenue:

Commission and direct delivery commission adjusted revenue for 2025/26 is R590.1million and is expected to decrease to R553.3million in 2026/2, the commission is affected by the changes in the average price driven by market forces and production output. The revenue is projected to increase by



approximately 3% annually in the subsequent outer years.

Description	Approved Budget 2025/26	Adjustment budget 2025/26	Draft Budget 2026/27	Draft Budget 2027/28	Draft Budget 2028/29
Rental income	92 101	91 142	86 498	89 698	92 837
Commission revenue	585 230	590 055	553 291	573 762	593 844
storage facilities	5 932	9 878	10 233	10 612	10 984
Other revenue	36 176	28 468	21 973	22 785	23 583
Total revenue	**719 439**	**719 543**	**671 995**	**696 857**	**721 248**

Table 18: 2025/26 to 2028/29 Revenue sources (excl. interest)



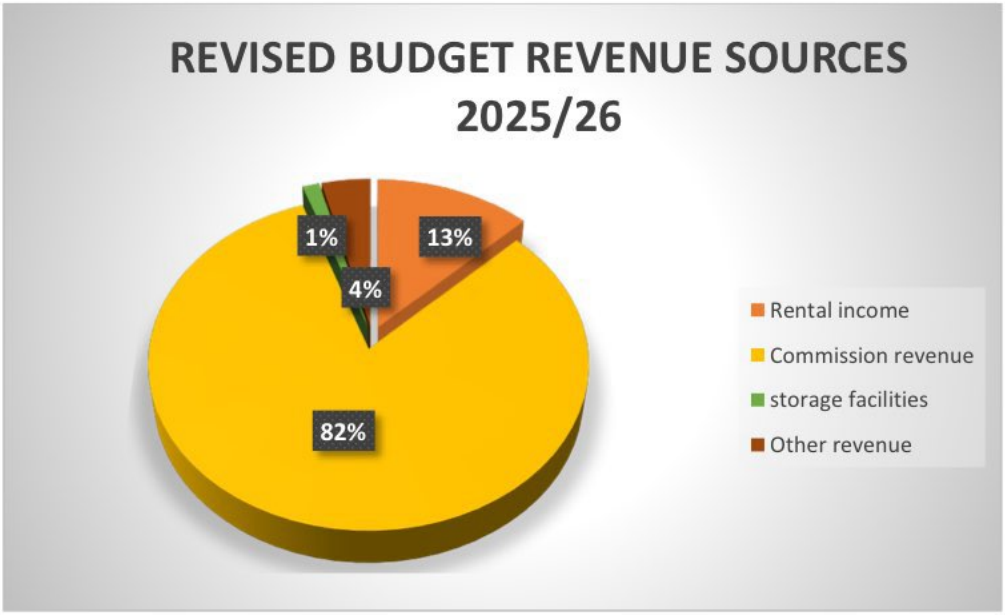


Figure 4: 2026/27 Revenue sources (excl. interest)

Other Operating Expenditure

Description	Approved	Adjusted	Draft	%	Draft	%	Draft
Expenditure	Budget 2025/26 R000'	Budget 2025/26 R000'	Budget 2026/27 R000'	Incr. 2026/27 R000'	Budget 2027/28 R000'	Incr. 2027/28 R000'	Budget 2028/29 R000'
Employee related costs	249 612	264 736	286 626	4,5%	299 381	4,4%	312 702
Inventory consumed	9 810	9 810	10 006	0,5%	10 056	3,2%	10 377
Debt impairment	3 652	3 652	3 776	-39,1%	2 300	3,2%	2 374
Depreciation and amortisation	41 840	41 840	43 261	3,2%	44 643	3,2%	46 071
Contracted services	174 375	166 357	169 684	0,5%	170 532	3,2%	175 989
Transfers and subsidies	5 641	5 641	5 833	3,2%	6 020	3,2%	6 213
Operational costs	122 192	132 763	128 418	0,5%	129 060	3,2%	133 191
Direct Expenditure	**607 122**	**624 799**	**647 604**	**2,2%**	**661 992**	**3,8%**	**686 917**



Total internal transfers	10 277	10 277	10 740	4,5%	11 221	4,5%	11 727
Total Expenditure (excl. taxation)	**617 399**	**635 076**	**658 344**	**2,3%**	**673 213**	**3,8%**	**698 644**

Table 19: 2025/26 to 2028/29 Operational Expenditure

Other Operating Expenditures

The increase in other expenditures is as follows:

An increase in direct expenditure is expected for the 2026/27 financial year from an adjusted budget of R647.6million to an amount of R661.9million in 2027/28. This is attributed to an increase in personnel costs.

- Personnel cost is budgeted to be R286.6 million in 2026/27 and is expected to increase to R299.4million (4.5%) in 2027/28. It is forecasted to increase by (4.4%) from R299.4million to R312.7million in 2028/29. The increase provides for normal increases based on the estimated salary increase (as per the SALGA agreement), PFA (Political affiliated agreement) and includes critical vacancies required

- Repairs & Maintenance – An increase is expected from R58.4million in the 2025/26 financial year to R61.1million (4.6%) in the 2026/27 financial year and is attributed to the entity having performed extensive repairs and maintenance in the previous financial years, as well as ongoing increased work in progress to upgrade aging infrastructure.

Medium Term Budget for 2025/26– 2027/28 financial years

In terms of the Mid-Term Expenditure Framework, the key indicators for FY - 2026/2027 are as follows:

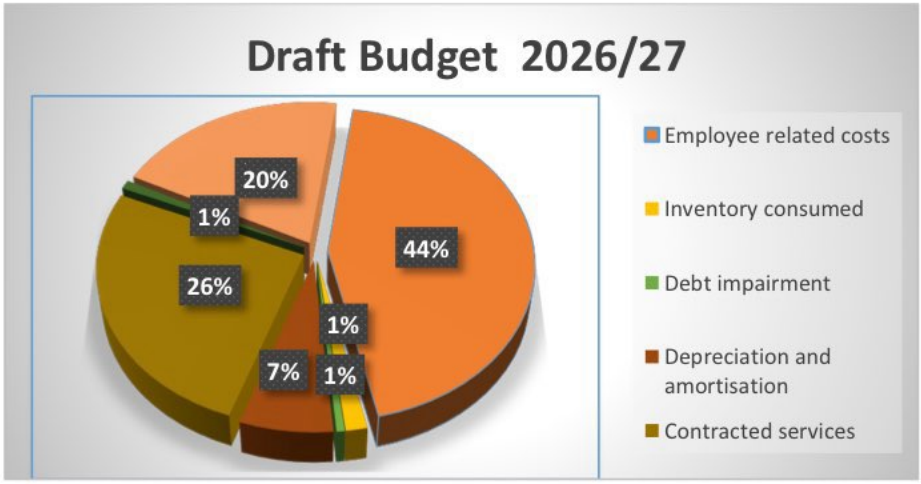


Figure 5: Expenditure Breakdown - Draft 2026/27



Detailed report indicating the subsequent year's financials (R'000): Surplus before tax

Description	Approved Budget 2025/26 R000'	Adjusted Budget 2025/26 R000'	Draft Budget 2026/27 R000'	% Incr. 2026/27 R000'	Draft Budget 2027/28 R000'	% Incr. 2027/28 R000'	Draft Budget 2028/29 R000'
Total Direct Revenue	**748 428**	**748 532**	**702 028**	**3,7%**	**728 001**	**3,5%**	**753 482**
Interest earned from Receivables – Inter-Co	34 415	41 415	35 964	4,5%	37 582	4,5%	39 273
Operational Revenue - Inter-Co							
Transfer and subsidies - Operational Inter-Co							
Costing - Internal Revenue							
Total Revenue – excl. capex grant contr.	**782 843**	**789 947**	**737 992**	**3,7%**	**765 583**	**3,5%**	**792 755**
Expenses							
Employee related costs	249 612	264 736	286 626	4,5%	299 381	4,4%	312 702
Inventory consumed	9 810	9 810	10 006	0,5%	10 056	3,2%	10 377
Debt impairment	3 652	3 652	3 776	-39,1%	2 300	3,2%	2 374
Depreciation and amortisation	41 840	41 840	43 261	3,2%	44 643	3,2%	46 071
Contracted services	174 375	166 357	169 684	0,5%	170 532	3,2%	175 989
Transfers and subsidies	5 641	5 641	5 833	3,2%	6 020	3,2%	6 213
Operational costs	122 192	132 763	128 418	0,5%	129 060	3,2%	133 191
Direct Expenditure	**607 122**	**624 799**	**647 604**	**2,2%**	**661 992**	**3,8%**	**686 917**
Total internal transfers	10 277	10 277	10 740	4,5%	11 221	4,5%	11 727
Total Expenditure (excl. taxation)	**617 399**	**635 076**	**658 344**	**2,3%**	**673 213**	**3,8%**	**698 644**
Surplus / (Deficit) before capital revenue and tax	**165 444**	**154 871**	**79 648**	**16,0%**	**92 370**	**1,9%**	**94 111**
Taxation	43 053	43 053	21 505	16,0%	24 939	1,9%	25 409
Surplus / (Deficit) After capital revenue and tax	**122 391**	**111 818**	**58 143**	**16,0%**	**67 431**	1,9%	**68 702**

Table 20: Surplus before tax

The table above depicts a detailed report indicating the outer year's financials (R'000): Surplus before tax

- Employee-related costs have been increased in line with the indicators, assumptions, and key parameters. The filling of vacancies will be prioritized for key strategic, critical positions and salary alignment.

Surplus Projection before tax

- Operational Surplus before tax for the 2026/27 financial year is anticipated to increase from R79.6million to R92.4million (16.0%) in 2027/28. The increase is driven by commission revenue.



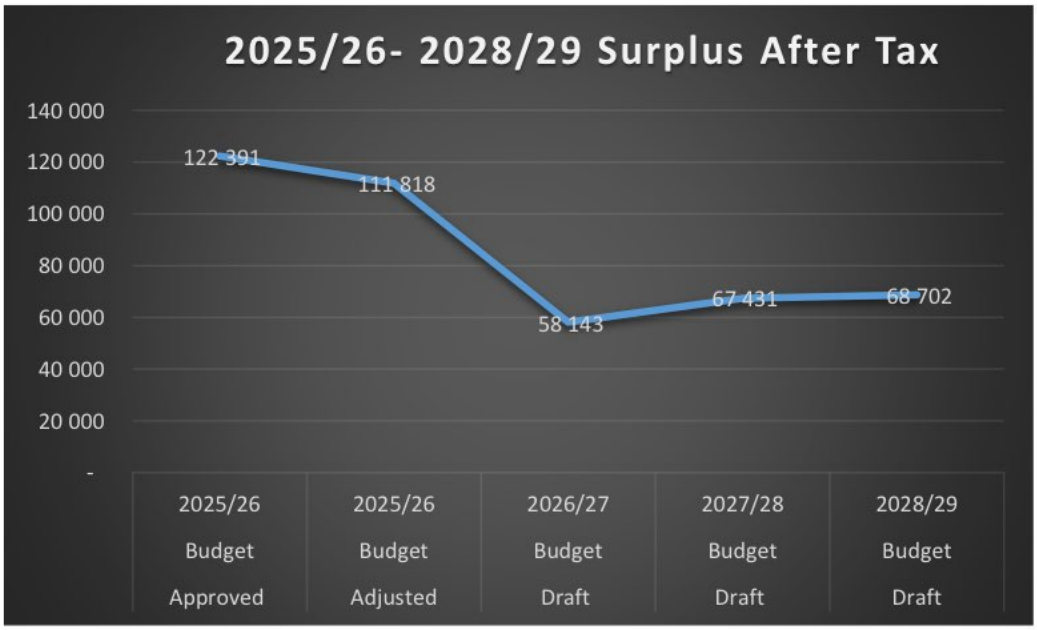


Figure 6: Surplus after tax breakdown - Draft 2025/26 to 2028/29

Capital Projects

The Entity's adjusted Capital Expenditure Budget for the 2025/26 financial year amounts to R82.9million. The Capex budget is mainly attributable to building improvements of the aging infrastructure.

The Capital expenditure for 2026/27 will be spent per asset class as depicted in the figure below.

Detailed Medium-Term Capital Budget 2025/26 and 2026/27

JM would like to employ its CAPEX mainly to address the following:

YEAR	DESCRIPTION
2025/26 Adjustment	– To accommodate phase two of the sprinkler system. – Upgrades to the Main Building (Mandela Market Cold Rooms, Offices & Food Courtyard)
2027/28	– Smart market and multi-year projects.

Table 21: Detailed Medium-Term Capital Budget 2025/26 and 2026/27



Capital Expenditure Implementation Plan

JM remains committed to improving capital facilities, utilizing an adjusted budget to carry out the following projects:

JM Capex Sources FY 2025/26 - 2028/29

Capital project description	Project (JSIP) number	Draft Budget 2025/26 000'	Adjusted Budget 2025/26 000'	Draft Budget 2026/27 000'	Draft Budget 2027/28 000'	Draft Budget 2028/29 000'
Renovations and Upgrades to Halls 1 and 2	2276	13 978	13 979	-		10 000
Upgrades to the Main Building (Mandela Market Cold Rooms Offices & Food Courtyard)	2598	4 000	4 000	31 260	30 600	20 000
Operational Capital: IT support system New Computer Upgrades CITY DEEP EXT.2 F Ward	2599	5 000	5 000	5 000		5 000
Operational Capital: Main market signage New Building Alterations CITY DEEP EXT.22	2776	2 000	2 000	-	-	
Installation of Sprinkler System(Fire suppression system OHSA)	3331	20 000	30 000	12 000	-	
Upgrading of Banana Ripening and Cold rooms	22489	20 000	26 000		-	
Operational Capex (Office Equipment)	31134	2 000	2 000		-	
Rocker bins	24064			2 000	2 000	
Refurbishment of ablution facilities	3357			10 000	5 000	
Total Capital		**66 979**	**82 979**	**60 260**	**37 600**	**35 000**

Table 22: JM Capex sources FY2025/26 to 2028/29

6.5 Capital Expenditure Implementation Plan

The following process will be implemented to ensure that the Capital projects are implemented:

- Demand and acquisition plan to be finalized before the start of the financial year.
- SCM committees are properly identified and trained in SCM processes and regulations.



- Utilizing a panel of Service providers to synergize demand acquisition.
- The Capex forum is held regularly to monitor progress on the Capex implementation plan.

6.6 Austerity Measures

To achieve savings, JM will continue with the limitation of the following measures:

- Discontinuation of flowers for offices and reception areas.
- Newspaper subscriptions, as well as the limitation of official traveling.

In conclusion, the financial management function within the Joburg Market plays a pivotal role in achieving financial sustainability and operational efficiency. As outlined, it encompasses various aspects, including budgeting, expenditure management, cash flow management, and investment strategies. The department ensures adherence to policies and procedures, implements strong internal controls, and provides essential financial reporting and monitoring mechanisms.

Moreover, the strategic alignment with the City's Mayoral priorities underscores the market's commitment to economic growth and prudent financial management. By maintaining a clean audit, increasing collection levels, and effectively managing budgets, the Joburg Market aims to foster an environment conducive to investment and job creation in the local economy.

Looking ahead, the market's focus on business process re-engineering and continuous improvement reflects its proactive approach to addressing challenges and optimizing resources. Through strategic budget planning, enhanced supply chain management, and prudent expenditure monitoring, the Joburg Market endeavours to achieve its financial objectives while fulfilling its mandate as a vital trading facility in the region.

Considering the outlined strategies, it is evident that the Joburg Market is poised to navigate future uncertainties and capitalize on opportunities, ultimately contributing to its long-term financial sustainability and success.

6.7. Report on Circular 88 Imperatives

The Company will be reporting on the following Circular 88 financial items:

Output indicator	Definition/description
FM4.31 Creditors payment period	Definitional clarification to include several days as a variable in the indicator formula instead of a fixed value (365).
FM6.12 Percentage of awarded tenders published on	Minor clarification on how to account for tenders that are



the municipality's website	time-based.
FM6.13 Percentage of tender cancellations	Minor clarification related to cancelled tenders.
FM7.11 Debtors payment period	Definitional clarification to include number of days as a variable in the indicator formula instead of a fixed value (365).

Table 23: Circular 88 Reporting

SECTION 7: MANAGEMENT AND ORGANISATIONAL STRUCTURE

This section outlines the Joburg Market's management and organisational framework, highlighting its leadership composition, staffing profile, employment equity progress, and organisational capacity. It demonstrates how the Market is positioning itself to meet stakeholder expectations while driving operational excellence, innovation, and transformation within the agricultural sector. Central to this approach is a commitment to equitable access, sustainable practices, and a high-performance organisational culture

7.1 JM Organizational Structure

The Joburg Market operates within a structured governance framework designed to support strategic execution, operational efficiency, and accountability. The high-level organisational structure, illustrated in Figure 5, reflects clear reporting lines and functional alignment across core business units, enabling effective coordination and decision-making.

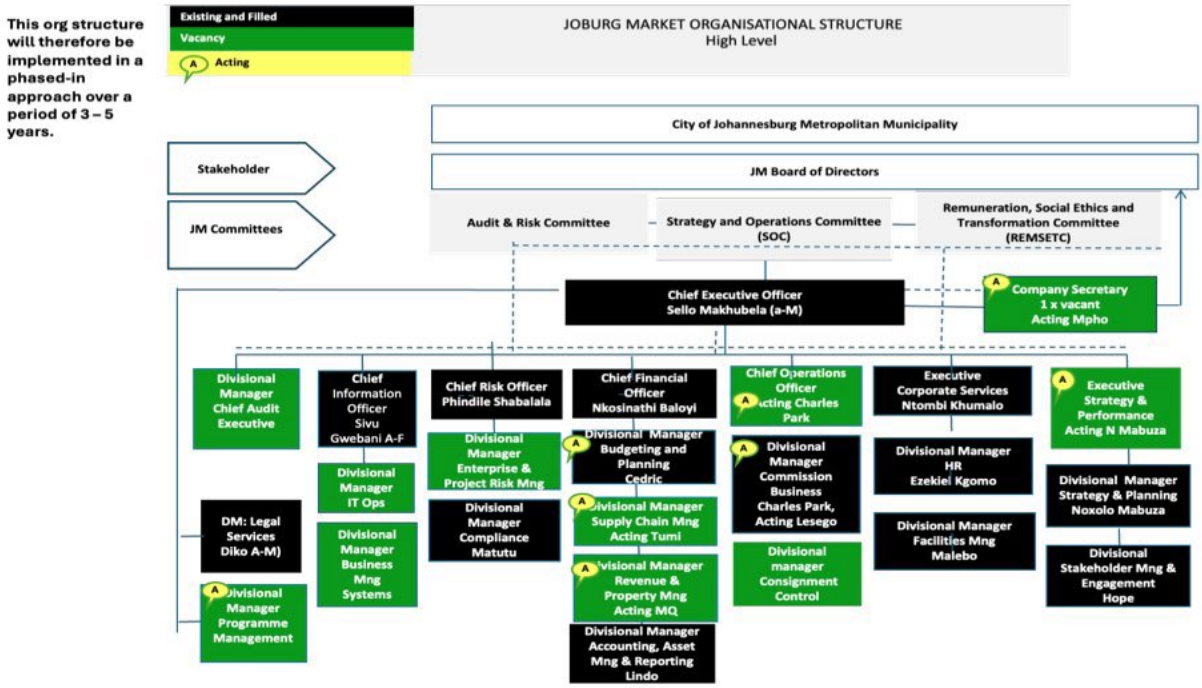


Figure 7: Joburg Marketing Organizational Structure



7.2 Organisational Capacity Analysis

Staff Establishment

The table below presents an overview of the approved organisational structure, indicating total approved positions, filled posts, and current vacancies.

The organisation currently has a vacancy rate of **11%**, primarily driven by budget constraints and a shareholder-imposed moratorium on the filling of certain positions. While this has impacted capacity particularly at executive and senior management levels. It also highlights the need for targeted workforce planning and prioritisation of critical roles.

Overall, the staffing profile reflects a relatively stable operational base, with the majority of positions filled in core technical and operational categories. However, vacancies at leadership levels may constrain strategic execution if not addressed.

Description	Approved no. of posts per approved organogram	No. of employees	No. of vacancies	% of vacancies
Top management level	1	1	0	0%
Executive management	7	4	3	42%
Senior management	17	12	5	29%
Middle management	22	19	3	13%
Skilled technical/ management	135	123	12	8%
Semi-skilled	163	140	23	14%
Unskilled	174	165	9	5%
Total	**519**	**464**	**55**	**11%**

Table 24: Staff establishment

7.3 The Joburg Market Management Team

The Joburg Market is led by a team of seven executives with diverse expertise spanning finance, operations, technology, risk management, and organisational development. Collectively, the team brings a strong blend of academic qualifications, professional certifications, and industry experience necessary to guide the organisation through its transformation journey.



The leadership structure reflects a balance between permanent and acting appointments, ensuring continuity while enabling flexibility during periods of transition. The executives are responsible for driving strategic priorities, strengthening governance, and embedding a high-performance culture aligned with the Smart Market vision.

EXECUTIVE	POSITION	QUALIFICATIONS:
Mr. Sello Makhubela	Chief Executive Officer	- Master's degree in business administration - Municipal Finance Management - International Leadership Development Programme - Project management - National Diploma in Electrical Engineering **(Appointed 1 October 2025)**
Mr. Junior Nkosinathi Baloyi	Chief Financial Officer	- Chartered Accountant, CA (SA) - Advanced Financial Management Certificate - Advanced Financial Accounting, Advanced - Taxation, Advanced Auditing, - Advanced Management Accounting and Financial Management - Bachelor in Accounting Hons - Bachelor's in Accounting **(Appointed 01 April 2022)**
Mr. Charles Park	Chief Operations Officer (Acting)	- Master of Business Administration - B-Tech in Transport Management focused on logistic management - National Diploma in Transport Management - Municipal Executive Finance management **(Appointed on an Acting from 1 April 2024)**
Mrs. Phindile Shabalala	Chief Risk Officer	- Masters in Management (MBA) - B.Tech Management - National Diploma: Accounting **(Appointed, 01 November 2023)**
Mrs Sivuyisiwe Gwebani	Chief Information Officer	- Masters in Information Technology - Bcom Honours: Business Informatics - Bcom Information Technology Management - Agile Project Management



EXECUTIVE	POSITION	QUALIFICATIONS:
		(Appointed, 1 April 2025)
Mrs. Ntombifuthi Khumaloi	Executive Manager: Corporate Services	- Bachelor of Commerce Honours in Industrial and Organisational Psychology - Bachelor of Commerce in Industrial and Organisational Psychology - Certificate in Local Government and Management - Assessor - Skills Development Facilitator **(Appointed from 1 February 2026)**
Ms. Noxolo Mabuza	Executive Manager Strategy, Planning and Transformation (Acting)	- Master of Science in Development Planning - Post-graduate Diploma in Management: Monitoring and Evaluation - Post-graduate Diploma in Management Practice: Business Administration - Certificate Programme in Management Development for Municipal Finance (CPMD) - Bachelor of Arts in Geography and Industrial Psychology **(Appointed on an Acting capacity from April 2024)**

Table 25: Joburg Market Executive Management

7.4 Employment Equity

The Joburg Market remains committed to advancing transformation in line with the Employment Equity Act and the City of Johannesburg's strategic objectives. The Employment Equity (EE) Plan is aligned with Gauteng's demographic profile to ensure representivity and inclusivity across all occupational levels.

7.4.1 Employment Equity Demographics Status

During the period under review, the organisation continued to implement its EE commitments, achieving notable progress in workforce transformation. The total workforce comprises 469 employees, including 63 insourced staff.



The demographic profile reflects strong representation of Black African employees (**91.8%**), aligning with transformation targets. Representation across occupational levels demonstrates ongoing progress, although continued focus is required to improve gender balance and diversity at senior and executive levels.

The table below provides a detailed breakdown of employment equity by race, gender, and occupational level.

OCCUPATIONAL LEVELS	MALE				FEMALE				FOREIGN NATIONALS		TOTAL
	A	C	I	W	A	C	I	W	Male	Female	
Top management	1	0	0	0	0	0	0	0	0	0	**1**
Executive Management	1	0	0	0	3	0	0	0	0	0	**4**
Senior Management	7	1	1	0	3	0	0	0	0	0	**12**
Professionally qualified and experienced specialists and mid-management	8	1	1	2	6	0	0	1	0	0	**19**
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	55	1	0	1	54	4	1	6	0	0	**122**
Semi-skilled and discretionary decision making	56	2	1	2	71	4	0	4	0	0	**140**
Unskilled and defined decision making	80	3	0	0	81	1	0	0	0	0	**165**
TOTAL PERMANENT	**208**	**8**	**3**	**5**	**218**	**9**	**1**	**11**	**0**	**0**	**463**
Temporary employees	0	0	0	0	1	0	0	0	0	0	**1**
GRAND TOTAL	**208**	**8**	**3**	**5**	**219**	**9**	**1**	**11**	**0**	**0**	**464**

Table 26: Employment Equity demographics status

7.5 Skills Development

The future operating model of the Joburg Market is increasingly shaped by digital transformation, automation, and data-driven decision-making. The Smart Market Strategy (2025–2030) emphasises the need for modernised systems, integrated operations, enhanced cold chain capabilities, and improved customer experience. A recent skills audit identified critical gaps in digital literacy, data analytics, and technology-enabled competencies. Addressing these gaps is essential for enabling the organisation to fully realise its Smart Market ambitions and remain competitive in a rapidly evolving environment.



In response, the organisation has prioritised targeted skills development interventions aligned with strategic capability requirements. These interventions focus on building both foundational and advanced competencies required to support digital transformation, operational 'efficiency, governance, and customer-centric service delivery.

#	TRAINING INTERVENTION	PURPOSE / KEY COMPETENCY DEVELOPED	SMART MARKET ALIGNMENT
1	Digital & Data Literacy Programme	Builds foundational skills for using digital tools, cloud systems, mobile apps and dashboards.	Supports digital transformation, ERP/CRM adoption, Smart Stock System.]
2	Business Intelligence & Data Interpretation Training	Enhances analytical decision-making using market data, sales trends and forecasting tools.	Enables JM to deliver market intelligence, trend analysis and data-driven management.
3	Systems Integration & Technology Enablement Course	Develops understanding of system interoperability, APIs and digital workflows.	Aligns with Smart Market systems integration and automation requirements.
4	Smart Logistics & Supply Chain Management Training	Builds capability in centralised stock systems, pallet management, dispatch flow and warehouse optimisation.	Directly supports Smart Stock Management and internal logistics redesign.
5	Cold Chain Management & Food Safety Compliance (ISO 22000 / HACCP)	Strengthens food-safety, temperature control and traceability standards.	Enables ISO-aligned cold-chain and food-safety standards required by Smart Market infrastructure.
6	Customer Experience & Digital Service Excellence	Enhances customer service through digital platforms, kiosks, CRM and stakeholder engagement.	Supports the customer-centric "outside-in" principle of the Smart Market Strategy.
7	innovation & Continuous Improvement Programme	Develops problem-solving, innovation mindset and process-improvement skills.	Required for process optimisation, operational excellence and workflow redesign.



#	TRAINING INTERVENTION	PURPOSE / KEY COMPETENCY DEVELOPED	SMART MARKET ALIGNMENT
8	Ethics, Integrity & Market Governance Training	Builds understanding of transparent trading, APAC rules, anti-fraud governance and proper conduct.	Supports trading integrity, fraud prevention and stakeholder trust.
9	Stakeholder Relationship & Communication Skills	Improves engagement with farmers, agents, traders, tenants and municipal partners.	Essential for change management, industry buy-in and customer strategy execution.
10	Change Management & Organisational Adaptability Training	Prepares employees for new systems, new processes and behavioural change.	Critical for Smart Market rollout success and cultural transformation.
11	Cybersecurity Awareness & Digital Risk Training	Builds knowledge of digital security practices, threat awareness and risk mitigation.	Supports improved cybersecurity and service continuity initiatives.
12	Operational Excellence & Lean Process Improvement	Develops skills in efficiency optimisation, waste reduction and workflow mapping.	Supports internal logistics, space optimisation and operational redesign.
13	Leadership Development Programme	Strengthens leadership capability, coaching, performance management and team culture.	Supports the people strategy and high-performance organisational model.
14	Regulatory & Governance Compliance Training (MFMA, POPIA, APAC)	Ensures understanding of regulatory frameworks and governance standards.	Essential for governance assurance, compliance and stakeholder confidence.
15	Sustainability, Energy & Waste Management Training	Builds skills for managing renewable energy systems, waste-to-energy and green operations.	Supports waste-to-energy strategy, solar and tri-generation initiatives.

Table 27: 15 Skills that will be required by 2026/27

2026/27 Human Capital Focus areas

The Human Capital agenda for 2026/27 is shaped by key organisational challenges, including a high vacancy rate, critical skills gaps (particularly in digital capabilities), an ageing workforce, and the need



for improved organisational alignment. These challenges position Human Capital as a strategic enabler of the organisation's transformation into a Smart Market.

Capability and Skills Development

A primary focus is strengthening workforce capability, particularly in digital literacy, cold-chain management, food safety, and customer service. This will be achieved through structured training programmes, bursaries, learnerships, and targeted technical development initiatives to build future-ready skills.

Talent Attraction and Workforce Capacity

Addressing vacancies remains a critical priority. The organisation will focus on filling key roles, improving workforce planning, and aligning organisational structure with strategic objectives to stabilise operations and enhance execution capacity.

Leadership Development and Succession Planning

To mitigate succession risks associated with an ageing workforce, the organisation will invest in leadership development, mentorship programmes, and structured succession planning to ensure continuity in critical roles and strengthen management capability.

Performance Management and Accountability

A revised performance management system will align individual performance with strategic objectives, supported by real-time monitoring tools and dashboards. The introduction of consequence management will reinforce accountability and drive performance excellence.

Organisational Culture Transformation

Efforts will focus on building a high-performance culture characterised by accountability, collaboration, innovation, and service excellence. Breaking down silos and strengthening cross-functional alignment will be key to improving service delivery.

HR Digital Transformation

The organisation will modernise its HR function through the implementation of digital systems, including HR information systems, e-recruitment platforms, and digital onboarding. This will enhance efficiency, data-driven decision-making, and service delivery.



Employee Engagement and Wellness

Improving employee engagement, communication, inclusion, and recognition will remain a priority to enhance morale, productivity, and retention during the transformation process.

Governance, Compliance, and Employee Relations

Strong governance frameworks will ensure compliance with labour legislation, ethical conduct, and effective employee relations, supporting organisational stability and transparency.

These focus areas are supported by key performance indicators within the Learning and Growth perspective of the Balanced Scorecard, enabling the organisation to track progress in building a skilled, engaged, and high-performing workforce.

Conclusion

The Joburg Market's ability to deliver on its strategic mandate is fundamentally dependent on the strength of its leadership, workforce, and organisational systems. Through sound governance, a commitment to employment equity, and targeted investment in skills development, the organisation is actively positioning itself to meet the demands of a rapidly evolving economic landscape.

By embracing innovation, sustainability, and inclusivity, the Joburg Market is not only enhancing its operational resilience but also reinforcing its role as a critical driver of agricultural trade, economic growth, and food security in the region.



SECTION 8: COMMUNICATION AND STAKEHOLDER MANAGEMENT

Communication and stakeholder management are positioned as strategic enablers of Joburg Market's transition into a Smart Market ecosystem. In this context, communication extends beyond information dissemination to function as a governance instrument, adoption driver, and trust-building mechanism that supports digital transformation, operational efficiency, and inclusive market participation. Aligned with the Smart Market Strategy (2026–2030), this section establishes a structured, data-driven, and integrated communication framework that strengthens institutional credibility, enhances stakeholder collaboration and enables system-wide coordination across the fresh produce value chain.

Joburg Market operates within a multi-layered stakeholder ecosystem comprising government, industry, market participants, communities, and global partners. Effective engagement within this ecosystem requires segmented, targeted and technology-enabled communication approaches, supported by stakeholder intelligence systems and governance alignment.

The framework is anchored on three strategic principles:

- Alignment – Ensuring all communication reinforces Smart Market priorities, including digital transformation, infrastructure modernisation, and inclusive growth
- Integration – Coordinating messaging, platforms, and stakeholder engagement across internal and external channels
- Impact – Linking communication activities to measurable outcomes such as stakeholder satisfaction, digital adoption, and market participation

8.1. Stakeholder ecosystem and Mapping

Joburg Market's stakeholder ecosystem is structured to reflect functional roles, influence, and strategic relevance within the Smart Market environment. The stakeholder matrix serves as a diagnostic and planning tool, enabling prioritised engagement and resource allocation.

The ecosystem is organised into the following strategic clusters:

- **Governance Stakeholders** – Provide oversight, policy direction, and institutional accountability



- **Internal Stakeholders –** Enable operational execution and organisational alignment
- **Core Market Participants –** Drive trading activity and value chain performance
- **Government and Regulatory Bodies –** Ensure compliance, sector development, and policy alignment
- **Industry and Global Partners –** Support innovation, research, and market expansion
- **Community and Local Stakeholders –** Strengthen social legitimacy and inclusive development
- **Support Services and Suppliers –** Enable operational continuity and infrastructure support

This structured mapping aligns with ecosystem governance principles, recognising that organisational success is dependent on collaborative value creation and networked relationships.

8.2. Integrated Communication and Stakeholder Engagement Framework

The Integrated Communication and Stakeholder Engagement Framework operationalises the strategy through a pillar-aligned and stakeholder-segmented approach, ensuring that communication supports both market performance and institutional transformation.

Alignment with Strategic Pillars

Communication and stakeholder engagement activities are directly aligned with the five strategic pillars:

Pillar 1: Brand Visibility and Corporate Image

- Develop a unified brand narrative positioning Joburg Market as a modern, innovative, and trusted Smart Market
- Strengthen media presence, storytelling, and stakeholder awareness campaigns

Pillar 2: Digital Transformation and Innovation

- Enable adoption of digital platforms including the Smart Market App, CRM systems, and IoT-enabled communication tools
- Enhance real-time communication, automation, and stakeholder accessibility

Pillar 3: Crisis Management and Reputation Protection

- Implement structured crisis communication protocols supported by real-time dashboards and multi-channel alerts
- Ensure rapid, transparent, and coordinated responses to protect institutional credibility

Pillar 4: Inclusive Growth and Market Participation

- Drive targeted communication campaigns supporting emerging farmers, SMMEs, and informal



traders

- Promote market access, empowerment programmes, and inclusive participation

Pillar 5: Stakeholder Management and Partnerships

- Strengthen structured engagement platforms, stakeholder forums, and strategic partnerships
- Enhance collaboration across the agricultural value chain and institutional networks

Segmented Stakeholder Engagement Model

To improve communication effectiveness, stakeholder engagement is structured into three integrated engagement chambers:

- **Trade and Innovation Chamber**

  Focus: Farmers, agents, buyers, and logistics partners

  Purpose: Operational coordination, digital adoption, and trading efficiency

- **Growth and Equity Chamber**

  Focus: Emerging farmers, SMMEs, communities, and NGOs

  Purpose: Inclusion, market access, and socio-economic development

- **Global Reach Chamber**

  Focus: International associations, export partners, and research institutions

  Purpose: Market expansion, knowledge exchange, and global positioning

This segmentation ensures tailored messaging, improved relevance, and stronger stakeholder relationships.

8.3 Strategic Stakeholder Actions and Outcomes

The implementation of the framework is supported by targeted actions for priority stakeholder groups:

STAKEHOLDER GROUP	STRATEGIC ACTIONS	EXPECTED OUTCOMES
Farmers (Emerging & Commercial)	Farm engagement programmes, digital training, subsidised access	Increased participation and improved digital capability
Market Agents	Operational forums and system integration	Improved coordination and stakeholder satisfaction
Buyers	Service enhancement and digital tools	Faster service delivery and improved customer experience
Government & Regulators	Policy alignment and compliance reporting	Strengthened governance and audit performance
Global Partners	International platforms and trade	Expanded export opportunities and



	forums	global visibility

Table 28: Stakeholder actions and outcomes

These interventions are designed to deliver measurable improvements in participation, efficiency, and stakeholder satisfaction.

8.4. Crises Communication and Stakeholder Assurance

Crisis communication is embedded as a core capability within the stakeholder management framework. The Crisis Communication Protocol establishes:

- A tiered response system based on severity
- A 24-hour leadership communication requirement
- Multi-channel communication mechanisms (app alerts, SMS, media, digital platforms)
- Real-time monitoring dashboards for risk detection and response coordination

This structured approach ensures:

- Timely and accurate information dissemination
- Protection of stakeholder trust and market stability
- Reduced reputational and operational risk

8.5 Strategic Outcome

The integrated communication and stakeholder management approach positions Joburg Market to:

- Strengthen institutional trust, transparency, and governance performance
- Enhance stakeholder collaboration and ecosystem integration
- Accelerate digital adoption and Smart Market transformation
- Support inclusive growth and expanded market participation
- Improve resilience through proactive risk and crisis management

Ultimately, communication is elevated from a support function to a strategic asset, central to Joburg Market's competitiveness, sustainability and leadership within the agricultural sector.



SECTION 9: AUDIT RESOLUTION

In the pursuit of excellence and adherence to the highest standards of governance, Joburg Market places a paramount emphasis on the resolution of audit findings. This section explores the progress made in addressing audit findings, reflecting our unwavering commitment to accountability, transparency, and continuous improvement.

9.1 Progress resolution of Audit findings

To underscore Joburg Market's unwavering commitment to maintaining its exceptional 100% resolution rate achieved during the 2024/25 financial year and its dedication to preserving a clean audit in the future, our management team is steadfastly focused on continuous improvement and proactive measures.

Building upon the significant milestone of achieving a perfect resolution rate, Joburg Market is resolutely dedicated to upholding this standard moving forward. We recognize the critical importance of diligent follow-up on any outstanding findings to ensure timely and effective resolution. With a keen emphasis on addressing root causes, we aim not only to maintain but to surpass our previous achievements, reducing the likelihood of recurring issues and fortifying our audit outcomes.

Through rigorous analysis and implementation of robust corrective actions, Joburg Market remains committed to fostering a culture of accountability, transparency, and excellence. Our unwavering dedication to maintaining a pristine audit record underscores our commitment to sound governance practices and the highest standards of financial integrity. We are confident that our proactive approach will not only sustain our 100% resolution rate but also serve as a beacon of reliability and trustworthiness in all our operations moving forward.

9.2 Comparison of the previous audit opinions

Joburg Market has achieved a constant audit outcome/opinion for the past 3 years FYs, i.e. an unqualified audit opinion," and a clean audit for 2022/23- 2024/25 as depicted in Table 29.

	2020/21	2021/22	2022/23	2023/24	2024/25
Audit outcome	Unqualified	Unqualified	Clean Audit	Clean Audit	Clean Audit

Table 29: Comparative Audit opinion



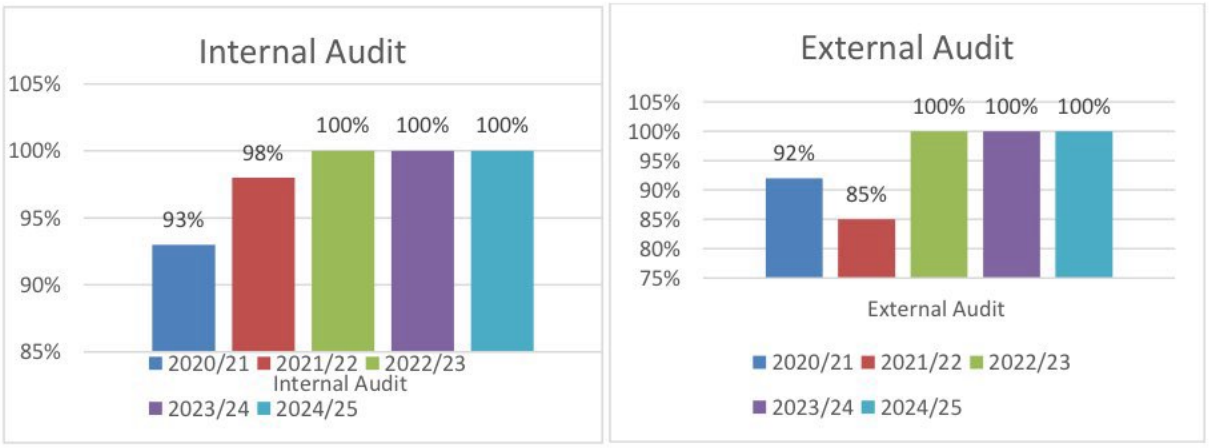


Figure 8: JM Resolution of internal and external findings

Joburg Market SOC Ltd has demonstrated remarkable audit stability, having achieved a consistent audit opinion for the past three consecutive financial years. This sustained performance reflects the entity's commitment to sound financial governance, disciplined internal controls, and continuous improvement in compliance and reporting processes.

Across the three-year period, Joburg Market maintained:

- Unqualified and clean audit outcomes, confirming that the financial statements were free from material misstatements and prepared in accordance with the applicable financial reporting framework.
- Reliable and credible performance information, with no material findings on the usefulness or accuracy of reported indicators.
- Full compliance with key legislative frameworks, including the MFMA, Companies Act, and Supply Chain Management Regulations; and
- Effective internal control systems, supported by strong oversight from management, the Audit Committee, and the Internal Audit Unit.

This consistent pattern of favourable audit outcomes is indicative of a mature control environment, strengthened financial management practices, and a culture of accountability within the organisation. It also reinforces Joburg Market's reputation as a well-governed municipal entity that continues to maintain high levels of transparency, operational integrity, and adherence to statutory requirements.

The organisation's ability to sustain this level of audit excellence over multiple years positions it strongly for future compliance, regulatory assurance, and stakeholder confidence.



9.3 Summary of 2024/25 audit outcome

The Auditor-General issued a clean audit opinion for Joburg Market SOC Ltd for the 2024/25 financial year, confirming that the financial statements were free from material misstatements, complied fully with GRAP, and met the legislative requirements of both the MFMA and the Companies Act. Additionally, there were no material findings on the usefulness or reliability of performance information, and no instances of material non-compliance, demonstrating a strong governance and internal control environment.

In auditing the financial statements, the Auditor-General confirmed that JM's financial statements fairly presented the entity's financial position, financial performance and cash flows, with no qualifications or adverse findings. An emphasis of matter was raised on the impairment of receivables, highlighting the inherent credit risk in the operating environment; however, the impairment provision, related disclosures and accounting treatments were all deemed appropriate and compliant with GRAP. A minor issue was identified regarding related-party disclosure differences, but these were immaterial and had no effect on the audit opinion.

The audit of annual performance information focused on the strategic objective to "Enhance the market operations and experience using technology." All indicators were found to be well defined, measurable and verifiable, aligned with planning documents, and supported by credible evidence. Importantly, all planned targets were achieved, reflecting a mature and reliable performance management system.

Compliance testing revealed no material non-compliance with key legislation, including the MFMA, SCM Regulations, Companies Act, PPPFA, and Municipal Systems Act. There were no irregular, fruitless or wasteful expenditures, no SCM deviations, and all prior consequence-management matters had been fully resolved.

The Auditor-General concluded that Joburg Market remains financially sustainable, supported by an operating surplus of R117 million, strong cash reserves of R834 million, and liquidity equivalent to approximately 19 months of operating expenditure. Creditors were paid within 22 days, remaining well within statutory timelines. Nonetheless, rising employee-related costs and the growth in receivables impairment were highlighted as areas requiring ongoing monitoring.

Internal controls were assessed as adequately designed and operating effectively, with no significant deficiencies identified. Effective oversight by the Accounting Officer, improved leadership stability following the appointment of a permanent CEO, the functionality of Internal Audit and the



Audit Committee, and the overall maturity of governance structures contributed to this positive outcome.

Finally, Joburg Market achieved 100% resolution of all prior audit findings, with no repeat findings and no outstanding issues. The consolidated results across all audit dimensions including financial statements, performance information, compliance, SCM, material irregularities and internal control demonstrate a robust control environment and high standards of accountability, positioning the entity strongly for future governance and operational performance.

9.4. Functionality and Impact of the JM Governance Forum

The Joburg Market Governance Forum, established as a quarterly oversight platform, plays a critical role in enhancing institutional governance, accountability, and ethical standards. Comprising key departments Risk, Compliance, Internal Audit, Legal, Ethics and Project Management the Forum ensures cohesive and strategic responses to organizational challenges.

Since its inception, the Forum has significantly improved the risk management framework, shifting from reactive to proactive approaches, with a dynamic risk register and embedded mitigation strategies. Compliance oversight has matured, with a reduction in regulatory breaches and improved policy adherence through structured monitoring and staff training. Internal audit findings are now addressed more efficiently, with a 50% increase in resolution rates and improved financial controls.

Ethical governance has been strengthened by the implementation of a refreshed Code of Ethics, better whistleblower mechanisms, and enhanced staff awareness, fostering a culture of transparency. Project management has also benefited, with improved oversight, clearer milestone tracking, and successful delivery of key initiatives.

The Forum's collaborative model has led to improved decision-making and organizational resilience, aligning Joburg Market with national and provincial governance standards. Looking ahead, it has the potential to evolve into a model of integrated governance by incorporating ESG factors, leveraging digital oversight tools and strengthening partnerships.

Through continuous improvement and strong interdepartmental collaboration, the Governance Forum has become a strategic enabler of effective management, ethical leadership and sustainable performance within the Joburg Market.



ANNEXURE 1: JOBURG MARKET – REVISED BALANCED SCORECARD 2026/27 – 2030/31

KPI No	KPI	Baseline (Audited 2024/25)	Target 2026/27	Target 2027/28	Target 2028/29	Target 2029/30	Target 2030/31	CapEx (R'000)	OpEx (R'000)	Q1	Q2	Q3	Q4	Means of Verification	Leader	Support	Cluster
GOAL 1: Ensure Joburg Market is Sustainable, Inclusive and Viable																	
GDS Outcome: Inclusive, job-intensive, resilient, competitive and smart economy | Mayoral Priority: Sustained Economic Growth, Financial Sustainability, Infrastructure Development and Refurbishment, Sustainable Service Delivery																	
JM Objective 1.1: Strengthen Financial Sustainability and Diversify Revenue Streams																	
1	RBn turnover achieved	R11.7 Bn	R10.5 Bn	R11 Bn	R11.5 Bn	R12 Bn	R12.5 Bn	R0	R0	R2.5 Bn	R4.5 Bn	R7.5 Bn	R10.5 Bn	AFS – National Fresh Produce Markets	JM-Operations	JM-Finance	Economic Growth
2	Non-core Revenue growth rate (% year-on-year)	New Indicator	5% revenue growth	5%	5%	5%	5%	R0	R0	N/A	N/A	N/A	5%	JM Financial Accounts	JM-Finance	JM-Operations	Economic Growth
3	Number of new revenue streams implemented	New Indicator	1 new revenue streams[1]	1	2	25	2	R0	R0	N/A	N/A	N/A	1	JM Revenue Report	JM-Finance	JM-Operations	Economic Growth
4	Percentage targeted market share held by JM in relation to other FPMs	47.50%	46%	46.2%	46.4%	46.6%	47%	R0	R0	43.5%	43.6%	45%	46%	NDAFF National Market Share Report	JM-Operations	JM-Finance	Economic Growth
5	% spent on repairs and maintenance to PPE	11%	8.6%	8.6%	8.6%	8.6%	8.6%	R0	R0	3%	5%	7%	8.6%	JM Financial Accounts	JM-Operations	JM-Finance	Economic Growth
6	% spent on operating budget against approved operating budget	98%	98%	98%	98%	98%	98%	R0	R0	15%	45%	75%	98%	JM Financial Accounts	JM-Finance	JM-All Dpt	Economic Growth
7	% reduction in UIFW expenditure	100%	100% irregular expenditure	80%	85%	90%	95%	R0	R0	N/A	N/A	N/A	100%	JM Financial Accounts	JM-Finance	JM-All Dpt	Economic Growth
8	% of valid invoices paid within 30 days	100%	100%	100%	100%	100%	100%	R0	R0	100%	100%	100%	100%	JM Financial Accounts	JM-Finance	JM-All Dpt	Economic Growth
9	% spent on capital budget against approved capital budget	100%	100% capex spend	100%	100%	100%	100%		R0	15%	50%	75%	100%	JM Financial Accounts	JM-Operations	JM-Finance	Economic Growth
JM Objective 1.2: Advance Transformation and Inclusive Market Participation																	
10	Number of capacity building programmes for small-scale farmers and SMMEs	New Indicator	4 programmes	4	4	4	4	R0	R0	N/A	2	3	4	Capacity Report	JM-Operations	JM-Strategy	Economic Growth
11	Number of SMMEs supported	99	90 SMMEs supported	90	90	90	90	R0	R0	10	30	60	90	JM Financial Accounts / SMME Register	JM-Finance	JM-All Dpt	Economic Growth
12	Number of black agents supported	New Indicator	5 black agents supported[2]	5	6	6	7	R0	R0	N/A	5	5	5	Transformation Report	JM-Operations	JM-Strategy	Economic Growth
13	Number of food security initiatives/programmes implemented	New Indicator	3 food security programmes[3]	5	5	5	5	R0	R0	3	3	3	3	Food Security Report	JM-Operations	JM-Strategy	Economic Growth
GOAL 2: Be the Leader in South Africa and Globally Competitive Fresh Produce Market																	
GDS Outcome: Inclusive, job-intensive, resilient, competitive and smart economy | Mayoral Priority: Job Opportunity and Creation, Sustained Economic Growth																	
JM Objective 2.2: Improve Trading Environment and Facility Reliability																	
14	% achievement of service delivery standards	83%	83%	83%	83%	83%	83%	R0	R0	83%	83%	83%	83%	Monthly Service Standards	JM-Strategy	JM-All Dpt	Economic Growth

[1] Outdoor advertising
[2] Catu Fresh, Neony, GreenTree, Swartberg, Metro
[3] Indigent, donations to funeral, donations to NGOs/NPOs



KPI No	KPI	Baseline (Audited 2024/25)	Target 2026/27	Target 2027/28	Target 2028/29	Target 2029/30	Target 2030/31	CapEx (R'000)	OpEx (R'000)	Q1	Q2	Q3	Q4	Means of Verification	Leader	Support	Cluster
														Reports			
GOAL 3: Enhance Technology and Innovation																	
GDS Outcome: High performing metropolitan government contributing to a sustainable, socially inclusive, locally integrated and globally competitive Gauteng City Region | Mayoral Priority: Smart City																	
JM Objective 3.1: Strengthen ICT Infrastructure and Systems																	
15	% Implementation of the ICT Stabilization Programme	New Indicator	75% Implementation of the ICT Stabilization Programme	80%	90%	90%	95%	R0	R0	N/A	N/A	50%	75%	ICT Report	JM-ICT	COJ-MTC/GICT	Economic Growth
JM Objective 3.2: Digitise Trading and Operational Systems																	
16	% of cashless transactions	62%	70% cashless transactions	70%	70%	70%	70%	R0	R0	70%	70%	70%	70%	JM Financial Accounts	JM-Finance	JM-Operations	Economic Growth
17	Number of innovative solutions and technologies implemented	1	4[4]	4	4	4	4	R0	R0	N/A	2	N/A	4	ICT Report	JM-ICT	All Departments	Economic Growth
GOAL 4: Cultivate a Highly Skilled, Motivated and Diverse Workforce																	
GDS Outcome: High performing metropolitan government | Mayoral Priority: Active and Engaged Citizenry																	
JM Objective 4.1: Strengthen Organisational Capability and Capacity																	
18	% of the approved HR strategy implementation	New Indicator	50% HR strategy implementation	90%	90%	90%	90%	R0	R0	N/A	30%	60%	90%	HR Report	JM-Corporate Services	JM-All Dpt	Economic Growth
GOAL 5: Strengthen Relationships with All Stakeholders																	
GDS Outcome: High performing metropolitan government | Mayoral Priority: Active and Engaged Citizenry																	
JM Objective 5.1: Strengthen Stakeholder and Customer Experience																	
19	Number of stakeholder engagements conducted	New Indicator	50 stakeholder engagements conducted	50	50	50	50	R0	R0	10	25	45	50	Stakeholder Management Reports	JM-Stakeholder Mgt	JM-All Dpt	Economic Growth
GOAL 6: Ensure that Joburg Market is a Well-Governed Entity																	
GDS Outcome: High performing metropolitan government | Mayoral Priority: Good Governance																	
JM Objective 6.1: Strengthen Governance and Oversight																	
20	Audit outcome	Clean audit	Unqualified audit outcome	Unqualified – no matters	Unqualified – no matters	Unqualified – no matters	Clean audit	R0	R0	N/A	Unqualified	N/A	N/A	AGSA Audit Letter	JM-Finance	JM-All Dpt	Economic Growth
JM Objective 6.2: Strengthen Risk Management and Regulatory Compliance																	
21	Risk Maturity Index (RMI)	Level 3.2	Level 3.5	Level 3.6	Level 3.7	Level 3.8	Level 3.9	R0	R0	N/A	N/A	N/A	Level 3.5	Independent Assessment Report	JM-Risk, Audit & Compliance	JM-All Dpt	Economic Growth
22	% implementation of the strategic risk mitigation action plans	95.74%	90%	90%	90%	90%	90%	R0	R0	90%	90%	90%	90%	JM Risk Reports	JM-Risk, Audit & Compliance	JM-All Dpt	Economic Growth
23	% of compliance mitigations implemented	96.7%	90% compliance rate	95%	95%	95%	95%	R0	R0	90%	90%	90%	90%	Compliance Report	JM-Risk, Audit & Compliance	JM-All Dpt	Economic Growth
JM Objective 6.4: Strengthen Assurance and Internal Controls																	
24	% resolution of AG findings	100%	100% AG findings resolved	95%	95%	95%	95%	R0	R0	N/A	N/A	50%	95%	AGSA Audit Letter	JM-Internal Audit	JM-All Dpt	Economic Growth
25	% resolution of internal audit findings	100%	100% internal audit findings	95%	95%	95%	95%	R0	R0	N/A	10%	50%	95%	JM Audit Reports	JM-Internal Audit	JM-All Dpt	Economic Growth

[4] IoT, Insurance Claims System, Cold Store Racking System, Automated Public Pricing Availability Dashboard



KPI No	KPI	Baseline (Audited 2024/25)	Target 2026/27	Target 2027/28	Target 2028/29	Target 2029/30	Target 2030/31	CapEx (R'000)	OpEx (R'000)	Q1	Q2	Q3	Q4	Means of Verification	Leader	Support	Cluster
			resolved														
						JM Objective 6.5: Strengthen Ethics and Accountability											
26	% financial interest declarations submitted	100%	100%	100%	100%	100%	100%	R0	R0	100%	100%	100%	100%	Financial Interest Declarations Register	JM-Risk, Audit & Compliance	JM-All Dpt	Economic Growth

Table 30: JM Scorecard

KPI DEFINITIONS – OBURG MARKET – TECHNICAL INDICATOR DEFINITIONS (TID)

KPI NO.	KPI	SHORT DEFINITION	PURPOSE / IMPORTANCE	SOURCE / DATA COLLECTION	METHOD OF CALCULATION	DATA LIMITATION	CALCULATION TYPE	REPORTING CYCLE	NEW INDICATOR	DESIRED PERFORMANCE	INDICATOR RESPONSIBILITY
					GOAL 1: Ensure Joburg Market is Sustainable, Inclusive and Viable						
					Objective 1.1: Strengthen Financial Sustainability and Diversify Revenue Streams						
1	RBn turnover achieved	The KPI measures the value of produce sold on the JM through its SPS system.	The KPI is intended to indicate progressive growth in turnover	The information is derived from SPS	Monthly and Quarterly Sales figures are aggregated to produce a cumulative figure MOV: Generate the monthly report for turnover on JM from the SPS central trading system	No limitation identified	Cumulative	Quarterly	N/A	R10.5Bn	Executive: Operations & CFO
2	Non-core Revenue growth rate (% year-on-year)	Measures the year-on-year percentage growth in revenue generated outside of core trading commissions.	Supports diversification of revenue streams and reduces reliance on commission income.	JM Financial Accounts.	(Current year non-core revenue – prior year non-core revenue) / prior year non-core revenue × 100.	Non-core revenue streams must be clearly defined and consistently classified.	Non-Cumulative	Annually	Yes	5%	CFO
3	Number of new revenue streams implemented	Counts the number of distinct new revenue streams activated during the financial year.	Supports revenue diversification strategy and reduces over-reliance on core trading commissions.	JM Revenue Report / Finance.	Count of new revenue streams formally activated and generating income.	Revenue stream must be generating income to count.	Non-Cumulative	Annually	Yes	1(outdoor advertising)	CFO / Executive: Strategy
4	Percentage Targeted market share held by JM in relation to other FPMs	The KPI measures proportion of the market share achieved by Joburg market in comparison to the 18 fresh produce markets in South Africa	This information comes from Monthly National Statistical Reports generated by the South African Union of Food Markets	* SAUFM– South African Union of Food Markets for member markets. *NDAFF – National Department of Agriculture, Forestry and Fisheries for Cape Town Market.	The indicator is calculated by dividing the turnover achieved at JM by the total turnover in 18 national fresh produce markets, multiplied by 100 to get the percentage market share	None identified	Cumulative	Quarterly	N/A	46%	Chief Operations Officer
5	Percentage spent on repairs and maintenance to property, plant and	It measures the level of Repairs & Maintenance in relation to the Property,	The purpose is to meet the National Treasury norm of 8%. This indicative	JM financial accounts	Total Repairs and Maintenance Expenditure/	None identified	Cumulative	Monthly	Yes	8.6%	CFO



KPI NO.	KPI	SHORT DEFINITION	PURPOSE / IMPORTANCE	SOURCE / DATA COLLECTION	METHOD OF CALCULATION	DATA LIMITATION	CALCULATION TYPE	REPORTING CYCLE	NEW INDICATOR	DESIRED PERFORMANCE	INDICATOR RESPONSIBILITY
	equipment.	plant and equipment.(This excludes Work in progress)	provides an indication of the extent to which the Joburg Market prioritizes repair and maintenance of our existing assets.		Property, Plant and Equipment and Investment Property (Carrying value) x 100(Excluding work i n progress)						
6	Percentage spent on operating budget against approved operating budget	Operational costs spent by the organization against the allocated budget the organization against the	To measure the financial performance of the organisation	JM financial accounts	Actual costs /Allocated budget *100	None	Cumulative	Monthly	NA	98%	CFO
7	Percentage reduction in unauthorized, irregular, fruitless and wasteful (UIFW) expenditure	Percentage reduction on UIFWE compared to the previous financial year AG finding.	Improve the control environment of the organisation	JM financial accounts	The UIFW Expenditure closing balance of the current financial year against (will be compared with) the closing balance of the previous financial year.	None identified	Non-Cumulative	Quarterly/ Annually	No	100%	CFO, CRO
8	Percentage of valid invoices paid within 30 days of invoice date	It measures the percentage of valid invoices paid within 30 days. The objective is to increase the number paid within 30 days	To ensure that the organisation Complies with payment of service providers within prescribed time and avoids interest and penalties. It also ensures that SMMEs providing services to Joburg market is sustainable.	JM financial accounts	Total number of invoices processed for the month/Number of invoices paid within 30 days *100	None identified	Non-cumulative	Monthly	No	100%	CFO
9	Percentage spent on capital budget against approved capital budget	The Capex spent on projects against the approved budget. The objective is to improve, stabilize and sustain a positive financial position	The indicator seeks to track the spending pattern of capital budget, across main areas – and the development of Joburg Market's infrastructure	JM financial accounts	Total Capex spend divide by the budget Capex spend* 100	None identified	Cumulative	Monthly	No	100 %	CFO
Objective 1.2: Advance Transformation and Inclusive Market Participation											
10	Number of capacity building programmes implemented for small-scale farmers and SMMEs	Measures the number of targeted capacity building programmes delivered to small-scale farmers and SMMEs.	Supports market participation by enhancing the skills and capabilities of small-scale farmers and SMMEs.	Transformation / Capacity Report.	Count of capacity building programmes fully implemented during the financial year.	None identified.	Cumulative	Quarterly	Yes	4	EM: Strategy & Performance
11	Number of SMMEs supported	The number of SMMEs participating in Joburg Market Available job opportunities.	Economic development contribution through SMME support	JM SCM report	Total number of SMME's doing business with Joburg Market	None identified	Cumulative	Quarterly	No	90	CFO
12	Number of black agents supported	Counts the number of 100% black owned	Tracks B-BBEE and transformation targets in	Transformation Report / Agent	Count of unique 100% black owned market	Agent must be actively trading to	Cumulative	Quarterly	Yes	5	Executive: Strategy & Transformation



KPI NO.	KPI	SHORT DEFINITION	PURPOSE / IMPORTANCE	SOURCE / DATA COLLECTION	METHOD OF CALCULATION	DATA LIMITATION	CALCULATION TYPE	REPORTING CYCLE	NEW INDICATOR	DESIRED PERFORMANCE	INDICATOR RESPONSIBILITY
		market agents formally supported or active on the trading floor.	line with the implementation plan target of 6	Register.	agents formally registered and actively trading during the financial year.	be counted.					
13	Number of food security initiatives/programmes implemented	Counts the number of distinct food security or CSI programmes delivered during the financial year.	Contributes to JM's social mandate and food security objectives.	Food Security Report / CSI Report.	Count of food security initiatives fully implemented during the financial year.	None identified.	Non-Cumulative	Quarterly	Yes	3	EM: Strategy & Performance
GOAL 2: Be the Leader in South Africa and a Globally Competitive Fresh Produce Market											
Objective 2.2: Improve Trading Environment and Facility Reliability											
14	Percentage achievement of service standards	The indicator refers to tracking of the service level standard agreed on with the shareholder	Meet the service level standards with the COJ. Improve customer satisfaction levels.	JM service level reports	The number of KPIs achieved in the Service Level Standards Agreement against total no of Service Level Standards achieved multiply by 100	None identified	Non-cumulative	Monthly	No	83%	CFO, COO, CIO Divisional Manager, programme Management:
GOAL 3: Enhance Technology and Innovation											
Objective 3.1: Strengthen ICT Infrastructure and Systems											
15	Percentage Implementation of the ICT Stabilization Programme	Measures the percentage of planned stabilisation initiatives completed within the financial year (2026/27), focusing on Phase 1 priorities: (Network Infrastructure Refresh; Backup & Disaster Recovery Modernisation; Centralised Network Monitoring; Cybersecurity Enhancement Programme; ICT Governance & Control Framework)	The ICT Stabilisation Programme is critical to reduce ICT risk, ensure business continuity, and improve system reliability and data integrity at Joburg Market. It establishes a secure and stable technology foundation required for digital transformation while strengthening ICT governance and compliance.	ICT Monthly reports with: - Project plans and progress reports - Signed-off deliverables -ARC committee reports - System audit reports (security, backup, infrastructure)	Number of projected implemented divided by total planned projects x 100	Non identified	Cumulative	Monthly/ quarterly	Yes	75%	CIO
Objective 3.2: Digitise Trading and Operational Systems											
16	% of cashless transactions	Measures the reduction in cash transactions to minimize risk and promote cashless operations	To enhance financial control, improve transparency, and reduce risks associated with cash handling at Joburg Market.	JM financial accounts	Previous cash transactions- current cash transactions/ previous cash transactions x 100	System errors or data inaccuracies in transaction recording	Cumulative	Monthly	Yes	70%	Executive: CFO
17	Number of innovative solutions and technologies implemented	Measures Joburg Market's progress towards becoming a Smart market	To move towards the smart market	innovative solutions and technologies project plan	Number of completed innovative solutions and technologies projects	Budget availability	Cumulative	Quarterly	New indicator	4	EM: IT
GOAL 4: Cultivate a Highly Skilled, Motivated and Diverse Workforce											
Objective 4.1: Strengthen Organisational Capability and Capacity											



KPI NO.	KPI	SHORT DEFINITION	PURPOSE / IMPORTANCE	SOURCE / DATA COLLECTION	METHOD OF CALCULATION	DATA LIMITATION	CALCULATION TYPE	REPORTING CYCLE	NEW INDICATOR	DESIRED PERFORMANCE	INDICATOR RESPONSIBILITY
18	Percentage of the approved HR strategy implementation	Measures the percentage of HR strategy action plans and initiatives that have been implemented.	Tracks alignment between HR activities and the organisation's strategic people management objectives.	HR Report.	Number of HR strategy actions implemented / total planned actions × 100.	None identified.	Cumulative	Quarterly	Yes	50%	EM: Corporate Services
GOAL 5: Strengthen Relationships with All Stakeholders											
Objective 5.1: Strengthen Stakeholder and Customer Experience											
19	Number of Stakeholder engagements conducted	Measures the number of formal stakeholder engagements sessions conducted	Enhanced stakeholder relations and collaboration	Stakeholder management report	Count of engagement sessions	Scheduling conflicts	Cumulative	Quarterly	New indicator	50	Stakeholder management Executive, Strategy and Transformation
GOAL 6: Ensure that Joburg Market is a Well-Governed Entity											
Objective 6.1: Strengthen Governance and Oversight											
20	Audit outcome	The office of the Auditor General to express an audit opinion on whether the financial statements does fairly present the financial position of auditees at financial year-end and the results of their operations for that financial year.	Improve the organisation's control environment	-Auditor General report Municipality's Annual Report.	N/A	Outcomes and Impact of the misstatements identified during the audit of Annual Financial Statements	Non-cumulative target	Annually	New indication	Unqualified Audit	CFO
Objective 6.2: Strengthen Risk Management and Regulatory Compliance											
21	Risk Maturity Index (RMI)	This indicator refers to the level of risk maturity reached by the entity on a scale of level 1 to level 5 risk maturity index (assessment conducted by an independent assessor).	Continuous improvement of risk processes and systems, such that these processes are embedded in all operations of the Market to enable optimal functioning of the Market across all business processes.	Governance Risk and Compliance optimisation projects. It is the Risk and Compliance quarterly and annual reports.	The number of GRC optimization projects completed as per maturity framework. Number of GRC meetings per quarter GRC related Policies implementation	None identified.	Non-Cumulative	Annually	Yes	LEVEL 3.5	CRO
22	Percentage implementation of the strategic risk mitigation action plans	The percentage of strategic risk action plans implemented compared to total number of strategic risk action plans.	Improve the control environment of the organisation	Governance Report; Enterprise risk management implementation Plan; Strategic Risk Register and Audit Report	Number of implemented strategic risk action plans divided by total number of strategic risk action plans multiplied by 100	None identified	Cumulative	Quarterly	Yes	90%	CRO
23	Percentage of compliance mitigations implemented	The indicator refers to tracking of the extent to which Joburg Market complies with the laws and regulations that is relevant	Improve the organisation's control environment	Joburg market Compliance Risk Register	Number of implemented compliance risk action plans divided by total number of compliance risk action plans multiplied by 100	None identified	Non-cumulative	Quarterly	New indicator	90%	CRO
Objective 6.4: Strengthen Assurance and Internal Controls											
24	Percentage resolution of AG findings	It measures the number of audit findings resolved against the total number of audit findings issued by	Improve the organisation's Control environment	Internal Audit Reports	Total number of Auditor General findings	None identified	Cumulative	Quarterly	Yes	100%	CFO/CRO



KPI NO.	KPI	SHORT DEFINITION	PURPOSE / IMPORTANCE	SOURCE / DATA COLLECTION	METHOD OF CALCULATION	DATA LIMITATION	CALCULATION TYPE	REPORTING CYCLE	NEW INDICATOR	DESIRED PERFORMANCE	INDICATOR RESPONSIBILITY
		the AGSA			resolved/total number of Auditor General findings (excluding findings that are less than 60 days)*100						
25	Percentage Resolution of internal audit findings	It measures the number of audit findings resolved against the total number of audit findings issued by the internal audit	Improve the organisation's control environment	Internal Audit Reports	Total number of internal audit findings resolved/total number of internal audit findings (excluding findings that are less than 60 days)*100	None identified	Cumulative	Quarterly	Yes	100%	CRO
Objective 6.5: Strengthen Ethics and Accountability											
26	Percentage financial interest declarations submitted annually	The indicator refers to the submission of the declaration of financial interests by all JM employees and EPWPs as per CoJ requirements relating to the CoJ objective of being a clean and well governed city/entity.	Meet the Shareholder objective and improve a culture of ethics and integrity.	Quarterly and annual declaration of interest report.	100% of submissions per staff intake/complement at submission period quarter/annual.	Data limitations as at the time of declaration	Confirmation is the HR staff complement report aligned to submissions quarterly/annually at the time	Quarterly and annually	New indicator	100%	CRO

Table 31: JM Technical Indicator Definitions



ANNEXURE 2: CROSS CUTTING ACTIVITIES

JM is primarily supporting the agriculture and food security priorities stemming from the nature of its business. However, partnerships with other CoJ functions bring about opportunities to add value to the overall programme and in this regard the cross-cutting elements are listed in the table below.

Category	Support
Farmers	• Sustain agricultural stakeholder relationships and link them to emerging producers/agents • Train urban farmers on how to use JM as trading point • Participate in Local Agri-forums • Develop pack houses for BEE entrepreneurs at the JM site
Agriculture and Food Security support on cluster level	• Expand commercial urban agriculture • Disposal of land for agricultural purposes • Integrate agricultural initiatives into the agricultural value chain and into the CoJ Food Security programme
CoJ: Departments: Health and Social Development	**Social development**; • Indigent household parcel preparation and distribution • Donation of seeds for food gardens • Urban farming **Department of health and community development** -Sponsor lifestyle programmes with fruits and vegetables **Department of Economic Development**; SMME and Entrepreneurship Development, Cooperatives Support, Township Economic Development **EISD**; JM is participating in the project where a biodigester is envisaged to use waste generated at JM for the production of green products such as biofuel.
CoJ Entitles	**Joburg Property Company;** • SMME and Informal Economy Support: Dispose land for urban agriculture Implement the Township Economic Development Plans focusing on agro processing hubs, food empowerment zones. **Joburg City parks and Zoo**; -Provision of fruits and vegetables



ANNEXURE 3: SERVICE DELIVERY STANDARDS AS PER AGREEMENT BETWEEN THE COJ & COMPANY

No	Core Service	Service Level Standard Target	Evidence backed
1	Opening a new buyer account	20 minutes	SPS system report
2	Electronic Sales Processing System disruptions	Mirror/back-up 12w system to go live: within 55 minutes	Database Report
3	Time to resolve cashiering queries when clients are depositing money.	Resolution of depositing queries within 30 minutes.	Divisional report
4	Repairs of infrastructure facilities	Commencement with repairs process on reported infrastructure breakdown within 24 hours	JDE OPEX - Maintenance spent
5	Repairs to ripening facilities	60% Availability*	Monitoring summary report
6	Cold Room facilities	Average temperature variance not greater than 2°c of agreed customer requirements**	Average Set Daily Temperature Readings report

* due to constant breakdown of banana ripening rooms, 17 rooms have been decommissioned for the 2026/27 financial year while they are being refurbished therefore the availability will now be at 60% based on the existing 40 functional rooms

**due to constant breakdown of cold rooms, 20 rooms have been decommissioned for the 2026/27 financial year while they are being refurbished therefore only 36 rooms will be utilised.


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