

ACTis provides risk analysis and early intervention recommendations against state capture and corruption in South African government institutions

PUBLIC ENTITY

Airports Company South Africa

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About the Institution

Airports Company South Africa (ACSA) is a major public entity and is responsible for the management and operation of nine airports in South Africa.¹ It is also responsible for airport safety and regulatory compliance, infrastructure development and facilitating domestic and international air travel. ACSA reports to the Minister of Transport, and the accounting authority is the ACSA Board. The South African government holds a 74.6% majority stake in ACSA, the Public Investment Corporation holds 20%, and minority shareholders hold the remaining 5.4%. Expenditure for the 2024/25 financial year totalled R5.8bn.²

Flag Status

1	2	3	4	5	6	7	8	9
								
Improper appointments	Co-opting key functions	Climate of fear or favour	Corrupt awards	Financial malpractice	Obstructing accountability	Manipulating perceptions	Private gain	Shadow network

ISS Analysis

- ACTis has raised two flags for ACSA and placed two under monitoring.
- Problems with some procurement processes and contract awards persist despite investigations and court challenges. Irregular security contracts have resulted in inflated contract values and poor delivery, which may weaken airport security. Multiple security failures have been reported at airports, including critical access points left unguarded, outdated and faulty equipment, officers without firearms or communication equipment, and uncertified recruits deployed to sensitive areas.³
- There are concerns about leadership and governance structures at ACSA. Some senior executives were previously implicated in corruption or misconduct, while the recently appointed Board appears to have limited expertise in the aviation sector. The availability of these records prompts questions about how ACSA’s management and Board have assessed suitability for key leadership positions.
- ACSA’s financial and operational recovery stands in contrast to these weaknesses, which suggests that the detected dynamics are limited to specific functions within the institution at this stage.



Flag raised



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Under monitoring

- ACSA's appointment and procurement processes should be closely monitored, especially given ACSA's recently announced R21.7bn investment to modernise its infrastructure over the next five years.⁴

Findings

Flag #1

Improper Appointments



The flag is raised due to concerns regarding the suitability of senior leadership appointments and governance structures.

- The ACSA Board appointed in April 2026 seems to have limited expertise in the aviation sector. Following the resignation of Board member Theunis Chamberlain in June 2026, two months after his appointment, only two Board members appear to have aviation industry experience.⁵
- Macdonald Maluleke was appointed ACSA's Chief Procurement Officer in December 2024 despite allegations of corruption made against him at the State Capture Commission. As Chairperson of Transnet's Cross-Functional Evaluation Team (CFET) adjudicating a tender in late 2016, Maluleke was alleged to have improperly pressured other members of the CFET to recommend T-Systems for a R1.9bn data services tender.⁶
- Group Executive for Enterprise Security and Compliance Mzwandile Petros was suspended in July 2025 while allegations of operational irregularities were investigated.⁷ In January 2026, the media reported that he was dismissed after the investigation concluded, but ACSA has not disclosed any details about the case.⁸ Petros was reportedly implicated in procurement irregularities involving explosive-detection devices in 2021 (see Flag 4: Corrupt Awards).
 - Petros, who was Police Commissioner of Gauteng from 2010 to 2013, established security company IFirm after leaving the police. The Special Investigating Unit (SIU) found IFirm was irregularly awarded a contract by the State Information and Technology Agency in 2017; the contract was set aside by the North Gauteng High Court in 2018.⁹
- From his position as Group Executive of Commercial, Jabulani Khambule was appointed Regional General Manager of OR Tambo International Airport in 2021. The appointment was made despite Khambule having been found guilty of corruption and wasteful expenditure as General Manager of Regional Airports following an internal investigation in 2018.¹⁰ He was suspended on full pay after a forensic report recommended disciplinary action against him and two other senior managers.¹¹ It is unclear whether he was dismissed and later returned to ACSA or if his suspension was lifted.



Flag raised



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Under monitoring

- In August 2024, Chief Information Officer (CIO) Mthoko Mncwabe was implicated in wrongdoing related to a biometric tender with French company IDEMIA and was placed under precautionary suspension (see Flag 4: Corrupt Awards).¹² In January 2026, media reports indicated that he had been dismissed following an investigation. However, ACSA has not disclosed any details regarding the case.¹³

Flag #4

Corrupt Awards



The flag is being monitored to determine whether irregularities in security-related procurement form part of a broader pattern affecting contract awards.

- Several ACSA security tenders have been, or are currently, subject to legal action:
 - In December 2023, the Gauteng Division of the High Court granted an urgent interim interdict suspending ACSA's five-year airport security tender after three bidders (G4S Aviation Security, Fidelity Security Services and Venus Security) argued that ACSA had unlawfully extended the tender validity period. The applicants also alleged that some successful bidders may not have met mandatory requirements, while another bidder may have been improperly disqualified.¹⁴ The interdict allowed the applicants to remain as security service providers at ACSA's airports while a full judicial review of the administrative action in the tender award process continued in the courts.¹⁵
 - In response to this interim interdict, ACSA launched an emergency tender process for airport security services in February 2024. In May 2024, the court also set aside this tender process. It found that the urgency relied upon to justify the emergency procurement had not been adequately established, and that the tender specifications and scoring methodology were vague and potentially irrational.¹⁶
 - ACSA also faces a court challenge from Eye Security Specialists, which launched an urgent High Court bid in early 2026 to declare an ACSA security tender unlawful and incapable of producing fair and legally compliant outcomes. The applicant alleged irregularities in the tender process, including missing compliance cost items, inconsistent documentation requirements, and pricing structures that do not reflect regulatory obligations.¹⁷
 - In May 2022, ACSA initiated an emergency procurement process to purchase 36 explosive detection devices from Mafoko Security Patrols. Mafoko Security Patrols was implicated by the SIU in corruption at the South African Broadcasting Corporation in 2017.¹⁸ The devices, allegedly approved by Petros, were reportedly of substandard quality and purchased at inflated prices (see Flag #5: Financial Malpractice).¹⁹ ACSA later acknowledged that instituting an emergency procurement process was irregular because there was still time to follow the normal procurement process.²⁰ In early



Flag raised



Flag lowered



Under monitoring

2026, Mafoko Security Patrols took ACSA to court over the cancellation of the multi-billion-rand tender.²¹

- In 2022, ACSA awarded a R115m tender for biometric facial recognition and fingerprint-scanning technology to French company IDEMIA. The procurement process was allegedly irregular: ACSA shared confidential tender information, and IDEMIA's trademarks were included as part of the tender specifications.²² After initially denying any wrongdoing, ACSA placed CIO Mncwabe on precautionary suspension in August 2024 in connection with the contract.²³ According to recent media reports, Mncwabe has been dismissed (see Flag #1: Improper Appointments).
- In 2024/25, the Auditor-General of South Africa (AGSA) found deficiencies in ACSA's procurement process. This included awarding contracts to bidders who did not score the highest in points in the bid evaluation process, and awarding construction contracts to companies that did not qualify under Construction Industry Development Board regulations.²⁴
- The SIU is investigating ACSA for corruption and maladministration relating to interest rate swap agreements concluded with various banks between 2008 and 2024, under Proclamation R228 of 2024. The matter stems from the State Capture Commission's findings.²⁵

Flag #5

Financial Malpractice



The flag is raised due to weaknesses in financial management and internal controls.

- In 2024/25, the AGSA found that ACSA had significant internal control deficiencies relating to procurement and contract management.²⁶
- Levels of irregular expenditure have increased over the last three years from R59m in 2022/23 to R100.8m in 2023/24 and R333.6m in 2024/25 (more than 5% of total expenditure). The AGSA noted that most irregular expenditure was because of procurement irregularities.²⁷
- In the 2022 contract for explosive detection devices, Petros reportedly approved an upfront payment of R18m to Mafoko Security Patrols in July 2022, before the company had even placed an order for the equipment.²⁸



Flag raised



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Under monitoring

Flag #9

Shadow Network



The flag is being monitored to determine whether senior officials are deriving disproportionate personal benefits from their positions.

- ACSA Chief Executive Officer (CEO) Mpumi Mpofu's total remuneration almost doubled between 2023/24 and 2024/25, from R6.55m to R11.14m. This was largely due to an expanded performance-based incentive of R5m approved by the Board. Under Mpofu's stewardship, ACSA has turned around, become profitable and is close to pre-COVID operational capacity levels, without requiring government recapitalisation.²⁹ Mpofu left ACSA at the end of June 2026 when her contract expired.³⁰
- ACSA's former Board held 20 meetings in 2024/25, compared to nine in 2023/24. While this would ordinarily raise concern if related to a large increase in remuneration, the average remuneration per Board member decreased from R680 900 to R590 273. Total Board remuneration increased from R6.1m in 2023/24 to R6.5m in 2024/25 due to the addition of two board members.³¹



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Under monitoring

Recommended Actions

	DUTY BEARER	ACTION(S)	ASSOCIATED FLAGS
1.	National Treasury/ Presidency	Establish and implement regulations governing executive remuneration levels for major public entities.	Flag #8: Private Gain
2.	Minister of Transport	Ensure that the Board includes an appropriate number of members with aviation sector experience.	Flag #1: Improper Appointments
3.	Airports Company South Africa Board and Chief Executive Officer	- Closely monitor procurement and security contracting. - Review executive appointments where individuals were previously implicated in malfeasance or fired. - Conduct lifestyle audits on procurement managers.	Flag #1: Improper Appointments Flag #4: Corrupt Awards
4.	Special Investigating Unit	Seek a Presidential Proclamation to investigate ACSA security contracts between 2021 and 2024..	Flag #4: Corrupt Awards
5.	Portfolio Committee on Transport	- Require ACSA to disclose progress on suspensions of senior executives and staff involved in procurement and/or contract management. - Question ACSA on possible improper appointments highlighted in this report or that are made public. - Require ACSA to disclose the number of investigations taking place into allegations of corruption, and what action is being taken on investigation findings. - Interrogate the newly appointed Board's qualifications and experience in the aviation sector.	Flag #1: Improper Appointments Flag #4: Corrupt Awards



Flag raised



Flag lowered



Under monitoring

The 9 Flags

Flag #1

Improper Appointments

Improper appointments, dismissals or failure to remove individuals in senior positions may be used to drive a corrupt agenda.

Flag #4

Corrupt Awards

Contracts, licences, partnerships, loans and/or investments may be awarded irregularly and repeatedly benefit the same actors.

Flag #7

Manipulating Perceptions

A public narrative that frames misconduct as innocence may be promoted.

Flag #2

Co-opting Key Functions

Informal control may be established over critical functions within the institution to abuse them.

Flag #5

Financial Malpractice

The institution's financial management practices may be abused to advance a corrupt agenda.

Flag #8

Private Gain

Illicit gains may be distributed to benefit the same actors.

Flag #3

Climate of Fear or Favour

The working culture favours loyalty over duty; alignment with a corrupt agenda is rewarded, and resistance is punished.

Flag #6

Obstructing Accountability

The institution's internal operations might be deliberately obscured to hide potential misconduct.

Flag #9

Shadow Network

The same public and private actors may collude to gain control over an institution's assets and functions, benefiting repeatedly.

About ACTis

What is ACTis?

The Anti-Corruption Tracker Information System is an initiative of the Anti-Corruption and Accountability Project at the Institute for Security Studies. It provides analysis on corruption and state capture in South Africa, to inform early intervention and enforcement. It utilises a system of indicators and an AI-driven data-collection and analysis tool, validated by human experts. It identifies risks within individual government institutions and produces actionable recommendations to address them, with a view to disrupting patterns of state capture and corruption.

Findings are shared directly with government and other duty-bearers, civil society organisations, the media and the public, empowering authorities to intervene, strengthening accountability, and enabling citizens activism.

Links to ACTis Information:

Further project information may be found at the following links:

[Terms and Definitions](#)

[Project Methodology and Analytical Framework](#)

[About the Anti-Corruption and Accountability project](#)

[About the Institute for Security Studies](#)

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Flag raised



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Under monitoring