

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

PUBLIC ENTITY

ACT | ACCOUNTABILITY TRACKER

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City of Johannesburg Property Company

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About the Institution

The City of Johannesburg Property Company (JPC) is a municipal entity responsible for managing and developing the estimated 30 000 properties owned by the City of Johannesburg Metropolitan Municipality (CoJ). The JPC Board is the accounting authority and reports to the Member of the Mayoral Committee (MMC) for Economic Development. JPC’s expenditure for 2024/25 totalled R1.1bn.¹

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 five flags for JPC and placed one under monitoring.
 - Improper appointments and leadership instability have weakened institutional capacity and oversight. Signs suggest a climate of fear or favour has taken hold, which may make staff less willing to challenge misconduct. In this atmosphere, governance breakdowns and compromised decision-making are expected.
 - The above factors create an enabling environment for corruption and maladministration. Signs of questionable contract awards have been found, although there is insufficient evidence to support the repeated patterns of organised corruption that characterise state capture. Financial
- mismanagement appears evident in systemic control failures. Significant financial burdens have resulted from poor decision-making and property management.

 - Lack of accountability is enabling these dynamics. Rather than taking corrective action, implicated individuals remain in place, and inappropriate practices continue. Networks with shared political connections may be underpinning this dynamic.
 - The cost of the current dynamics is evident in the poor management and lack of maintenance of the CoJ’s buildings. The CoJ relocated its headquarters to rented accommodation at huge cost, leaving citizens without a central place to access municipal services. The City’s property plans



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are lost or inaccessible. The Usindiso fire of August 2023, caused by neglect, claimed 77 lives.²

Findings

Flag #1

Improper Appointments



The flag is raised because of multiple concerns about senior leadership appointments and vacancies in key executive positions.

- MMC for Economic Development, Nomoya Mnisi, and her bodyguard have reportedly been accused of kidnapping, pointing a firearm and the common assault of a 16-year-old. The African National Congress (ANC) Greater Johannesburg Region publicly acknowledged that these allegations were made against Mnisi and that authorities should investigate them. The 16-year-old reportedly opened a case against Mnisi but subsequently withdrew it. Claims suggest the case was withdrawn under duress.³
- MMC Mnisi appointed the JPC Board in July 2024, with most members reappointed from the previous Board. The Board includes three members whose highest qualifications are a teaching diploma, a matric certificate, and an executive secretarial, computer studies and bookkeeping diploma. Mxolisi Zondo, 29, is studying towards a master's degree in diplomatic studies and has been entrusted with chairing the Transactions and Service Delivery Committee, which recommends transactions for acquisitions, developments and disposals for approval. The Institute of Directors of South Africa (IoDSA) reportedly stated that these individuals did not appear suitably qualified to serve on the Board.⁴
- The Board Chairperson, Simon Motha, is reportedly the Deputy Chairperson of the ANC in the Johannesburg region.⁵
- The JPC has been without a permanent Chief Financial Officer (CFO) for three years. The position has been repeatedly advertised since 2022 but never filled.
 - The last permanent appointment was Imraan Bhamjee, who was suspended in September 2020 during a Special Investigating Unit (SIU) investigation into financial misconduct and corruption at the JPC related to COVID-19 deep-cleaning contract awards worth R19m. The SIU report found that Bhamjee had overseen the awarding of contracts in which officials inflated the prices quoted by service providers. Despite this, the JPC Board under Chairperson Moeketsi Rabodila allowed Bhamjee to return to his position in April 2021 after sending a formal report to Mayor Geoff Makhubo requesting that Bhamjee's suspension be lifted. Bhamjee resigned as CFO in January 2022 but was appointed as a general manager at the JPC. The Democratic Alliance laid criminal charges against Bhamjee over the irregular contracts in 2025.⁶



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- The acting CFO who replaced Bhamjee, Sipho Mzobe, resigned in February 2023, citing political interference (see Flag #3: Climate of Fear or Favour).
 - Mzobe claimed that, by August 2023, the position had been advertised twice. A whistleblower claimed the CFO position was advertised twice but not filled, and that they were told this was because Mnisi's preferred candidate had not applied in time. ACTis found that three additional advertisements for the position were placed between 2024 and 2025.⁷
 - Mfanafuthi Zondo is the current acting CFO.⁸
- The JPC has been without a Head of Supply Chain Management since at least January 2025, when the position was advertised but not filled. The 2024/25 annual report states that recruitment was put on hold at the shortlisting stage due to budget constraints. The most recent publicly verifiable appointee was Fitzgerald Ramaboea, who was suspended in October 2020 over irregular COVID-19 contracts. The position was re-advertised in January 2026.⁹

Flag #3

Climate of Fear or Favour



The flag is raised because leadership appears to reward loyalists and punish resisters.

- Whistleblower testimony and correspondence reportedly allege that MMC Mnisi threatened Board members via text message, handpicked executives, and pressured former acting CFO Mzobe to pay R716 000 for an ANC Youth League conference in June 2023. Mzobe claimed that, after he refused to pay the invoice, Mnisi pressured him to resign. Mnisi refuted this claim, stating that Mzobe's three-month term as acting CFO had expired. The South African Municipal Workers Union reportedly raised these concerns in a letter to the City Manager at the time, Floyd Brink, the then-JPC Chief Executive Officer (CEO), Helen Botes, and the Board Chairperson, Enos Sithole. Mzobe resigned in February 2023, citing political interference.¹⁰
 - In October 2020, Mzobe (then Head of Internal Audit) and two colleagues were placed on precautionary suspension. The charges were not publicly disclosed, and he was ultimately allowed to return to work. Documents reportedly showed that the JPC provided Mzobe's lawyer with no specifics about his suspension, other than that it involved six allegations. Sources alleged that Mzobe was suspended for pointing out irregularities in the JPC's senior appointment processes.¹¹
- In its 2024/25 annual report, the JPC lists lack of consequence management, mismatch of staff recruited and placed, and lack of staff training to keep abreast of relevant legislation as a 'very high' risk to the organisation.¹²



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- According to the Auditor-General of South Africa (AGSA), the CoJ's forensic unit conducted 55 investigations into the JPC in 2024/25. Of these, 16 reports were completed and 'some were closed'. The allegations investigated included fraud, corruption, hijacked buildings, non-compliance with property by-laws, maladministration and irregularities.¹³ It is not known what consequences followed completed cases.¹⁴
 - Consequence management listed in the CoJ Annual Report for 2024/25 did not include any of the JPC's executive management. The most senior dismissals were the General Manager: Portfolio Management Category A&B and the Assistant Manager: Leasing & Sales. Others listed were two lower-level posts and 23 cleaners.¹⁵
- Former CEO Helen Botes has reportedly received favourable treatment and been protected from disciplinary action over the last six years.
 - Botes was implicated alongside Bhamjee in the SIU investigation into irregular COVID-19 contracts and was suspended twice between 2020 and 2021. The SIU recommended disciplinary charges. At the time, SIU spokesperson Kaizer Kganyago said, 'We are worried about these rumours that the suspensions will be lifted. The SIU is in discussion with JPC leaders about the reported lifting of the suspensions and the disciplinary charges it recommended against the five officials.'¹⁶ Botes never faced a disciplinary hearing and returned to work.
 - The Khampepe Commission into the Usindiso fire of August 2023 recommended action against Botes for disregarding the building's management, but this never took place.¹⁷
 - In 2024, CoJ Executive Mayor Dada Morero allegedly ordered the JPC Board to extend Botes's contract when her term as CEO expired at the end of September 2024. The Board met on 7 October 2024 and extended her contract by five years. However, the City Manager at the time, Floyd Brink, said the CoJ Council had not approved the extension, so it did not proceed.¹⁸
 - Botes reappeared as the CoJ's acting Chief Operations Officer in January 2025, but political parties and trade unions challenged the legality of the appointment. She had left by mid-August 2025.¹⁹
 - Botes was then appointed as a consultant to Mayor Morero's 'high-powered implementation impact team', commonly referred to as the 'bomb squad', which is meant to boost the CoJ's turnaround strategy. The team leader, Snuki Zikalala, confirmed her position on the team.²⁰



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Flag #4

Corrupt Awards



The flag is being monitored to check for repeated irregular awards to the same supplier.

- The JPC has entered into several business dealings with Bayete Capital, including lease agreements, urban design, development and refurbishment, some of which have raised concerns.
 - Bayete Capital is owned by Lonwabo Sambudla, the ex-husband of Jacob Zuma's daughter, Duduzile Zuma-Sambudla, and a former CEO of Lembede Investments, the investment arm of the ANC Youth League. Sambudla is the director of 46 other companies across various sectors.²¹
 - One of Sambudla's companies, Bayete New Dimension, was reportedly awarded a R16m contract by the JPC, which increased to R31m, to modernise and maintain the CoJ's licensing centres but did not deliver the contracted services.²²
 - The Metropolitan Centre (Metro Centre), which had housed the CoJ headquarters since the 1970s, was vacated in 2023 after it reportedly became uninhabitable (see Flag #5: Financial Malpractice).
 - The CoJ staff and functions housed at the Metro Centre were decanted and relocated to 20 different buildings across the city, leased from private companies. At least three of these belong to Bayete Capital, including those housing the mayor's office, the city manager, the transport department and the Johannesburg Roads Agency.
 - In 2024, Bayete Capital reportedly proposed an extensive, multibillion-rand refurbishment of the Metro Centre through a public-private partnership (PPP). The CoJ's council did not approve this.²³
 - In September 2024, the buildings leased from Bayete Capital had their services cut off because Bayete Capital had not been paying its bills to the CoJ. This occurred despite the CoJ paying Bayete Capital for water, electricity and other municipal services in the buildings it occupies under the lease agreements – an alleged debt of R22.1m accumulated. Bayete Capital said the service disconnections stemmed from a misunderstanding and that it reportedly paid off a substantial portion of the debt.²⁴
- The City was also cut off from services in buildings rented from Mutodo Properties, after the landlord became indebted to the municipality in the amount of R29m.²⁵
- The AGSA reported two material findings related to contract awards in 2024/25:



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- Contracts were awarded to bidders without checking if they were employed by the state or connected to individuals employed by the state
- Contracts were awarded without checking if bidders' tax affairs were in order.²⁶

Flag #5

Financial Malpractice



The flag is raised due to system-wide financial weakness and instances of potential financial irregularities.

- The JPC accumulated irregular expenditure of R238m by 2024/25, equivalent to 21% of its R1.12bn annual expenditure.²⁷
- In 2024/25, the AGSA listed four material findings related to financial mismanagement:
 - Not preparing the annual financial statements properly (which was corrected during the audit process)
 - Not paying creditors within 30 days
 - Failure to prevent fruitless and wasteful expenditure of R231 470 (most of this represented interest and penalties levied by the South African Revenue Service)
 - Providing loans to the CoJ that were not approved by the Board or the shareholder, without considering the impact on its own financial situation, and which were not allowed under its own founding legislation. The Annual Report shows an amount of R368m loaned to CoJ's Group Treasury at an average interest rate of 6.78% in 2025.²⁸
- The AGSA identified 'significant' internal control deficiencies in compliance with legislation in 2024/25. Senior management failed to implement controls over daily and monthly processing and transaction reconciliations. This affected the accuracy and completeness of financial statements, which required amendments during the audit process.²⁹
- The JPC and CoJ will have to bear high rental costs for temporary office accommodation for at least the next 10 years, a situation that may have been avoidable. The Metro Centre, which the JPC was responsible for managing and maintaining, was declared uninhabitable in 2023. The JPC's annual reports show that it paid R184m for office accommodation rentals in 2025. Commitments to lease office accommodation for the next nine years and 11 months amount to R1.4bn.³⁰
 - In 2023, a fire occurred in the part of the building housing an estimated 2 million records. The records include an archive of property plans, which were reportedly left in a disorganised state and had not been retrieved by early



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Under monitoring

2026. As a result, property owners cannot access their plans and must have new ones drawn up at their own cost.³¹

- Furniture, printers and other equipment were left behind because they were too large to move; the passenger and goods elevators were non-operational due to lack of maintenance. A service provider was only engaged in December 2025 to repair the lifts.³²
- The Metro Centre has not been properly looked after since it was vacated. The buildings were reportedly 'abandoned and left to ruin' and vandalised, with homeless people living in the lower floors.³³ In 2026, the JPC said multiple independent assessments found 'serious structural deterioration' and declared the building unsafe. According to a notice from the Department of Employment and Labour, the JPC faces potential prosecution if it does not take remedial action.³⁴
- The Metro Centre is due to be refurbished through a PPP, but the process has just started. A transaction advisor to guide this process was only appointed in December 2025. Preparation and submission of a feasibility study report are scheduled to begin by 2027. Once completed, the project requires a public participation process. After that, the National Treasury, which oversees PPP registration, must review and approve the PPP.³⁵
- The JPC faces liquidity constraints due to delayed payments for services by inter-related parties (mainly CoJ departments and entities) making use of property services. In 2024/25, these parties owed the JPC just under R1bn. The liquidity ratio for the year, which shows the cash available to cover financial obligations due during the year, was 1.08. This means the available cash barely covers the financial obligations.³⁶

Flag #6

Obstructing Accountability



The flag is raised because the JPC's leadership is not demonstrating accountability for wrongdoing.

- The JPC received an unqualified audit outcome from the AGSA in 2024/25, but only after making material amendments to correct misstatements.³⁷
- The JPC Board failed to hold Botes responsible for any wrongdoing she committed as CEO (see Flag #3: Climate of Fear or Favour). Nor did they hold anyone in JPC's executive management to account for the need to evacuate the CoJ offices at short notice, or for the state into which the offices were allowed to deteriorate. The CoJ reportedly claimed that Botes had been cleared by a legal opinion they sought. The South African Police Service has reportedly investigated the COVID-19-related case against Botes, which has been referred to the National Prosecuting Authority.³⁸



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- The political leadership of the CoJ, including all mayors since 2023, have failed to hold the JPC Board to account for the lack of building maintenance and proper management of the CoJ Offices, the Usindiso fire or the irregular COVID-19 procurements.

Flag #9

Shadow Network



The flag is raised because the same senior officials repeatedly trigger indicators and appear to be connected to the same political party.

- There are multiple allegations against MMC Mnisi, including that she assaulted a private individual, threatened board members and a former CFO, attempted to influence the CFO to pay a private invoice, attempted to influence an improper Board selection, and did not hold the Board accountable when appropriate (see Flag #1: Improper Appointments, Flag #3: Climate of Fear of Favour and Flag #6: Obstructing Accountability).
- The current JPC Board was flagged for its irregular composition, the political connections of its chairperson, failure to ensure key appointments were made, and failure to hold the JPC executive management to account in key instances when appropriate (see Flag #1: Improper Appointments and Flag #6: Obstructing Accountability).
- Although no longer employed at the JPC, Botes had a history of alleged malfeasance but received favourable treatment, most recently by Mayor Morero. She avoided disciplinary action and received repeated offers of senior executive appointments (see Flag #3: Climate of Fear or Favour).
- A political party connection has been identified between Mnisi, Board Chairperson Simon Motha and Mayor Morero, all of whom are senior party officials.



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Recommended Actions

	DUTY BEARER	ACTION(S)	ASSOCIATED FLAGS
1.	City of Johannesburg Mayor	- Ensure that the allegations against MMC Mnisi are cleared before she continues in her post. - Ensure that the findings and charges against Helen Botes are resolved before involving her further in the CoJ's affairs.	Flag #1: Improper Appointments
2.	City of Johannesburg Council	- Require Mayor Morero to justify MMC Mnisi's continued appointment given the allegations against her. - Require MMC Mnisi to justify the Board appointments, and review and overturn those that are found to be inappropriate. - Demand a proper, transparent vetting process for Board appointments. - Demand that the JPC Board fills the CFO and head of supply chain management posts. - Require full disclosure from Mayor Morero on Helen Botes's current relationship with the CoJ. Demand that she cease working with the CoJ until formally cleared of the allegations in this report. - Demand full disclosure on all contracts held with Bayete Capital and check them for conflicts of interest.	Flag #1: Improper Appointments Flag #4: Corrupt Awards
3.	Johannesburg Property Company Board	- Appoint a permanent CFO and head of supply chain management. - Ensure that procurement and financial controls are strengthened in line with the AGSA's recent report. - Commission an external review of who is responsible for the current state of CoJ property and hold them accountable.	Flag #1: Improper Appointments Flag #4: Corrupt Awards Flag #5: Financial Malpractice Flag #6: Obstructing Accountability
4.	Johannesburg Property Company Executive Management	Strengthen procurement and financial controls.	Flag #4: Corrupt Awards Flag #5: Financial Malpractice



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5.	The Public Protector	- Investigate the working environment at the JPC, including the specific allegations of intimidation and of favouritism listed in this report. - Investigate whether all the JPC's contracts with Bayete Capital are above board. - Investigate the loan(s) made by the JPC to the CoJ flagged by the AGSA. - Investigate the mismanagement of JPC properties, particularly the state of the Metro Centre and the property plans' archive.	Flag #3: Climate for Fear or Favour Flag #4: Corrupt Awards Flag #5: Financial Malpractice
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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 #2

Co-opting Key Functions

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

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 #4

Corrupt Awards

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

Flag #5

Financial Malpractice

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

Flag #6

Obstructing Accountability

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

Flag #7

Manipulating Perceptions

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

Flag #8

Private Gain

Illicit gains may be distributed to benefit the same actors.

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](#)

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Under monitoring