

Gautrain Management Agency

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About the Institution

The Gautrain Rapid Rail Link (Gautrain) has a mandate to provide efficient transport services between Pretoria, Johannesburg and OR Tambo International Airport. It was established by and operates through a Public-Private Partnership: the Gauteng Provincial Government (project owner and public partner); the Bombela Concession Company (Bombela) (private-sector concessionaire that designed, built and operates the Gautrain); the Gautrain Management Agency (GMA) (provincial public entity that manages and oversees the Gautrain through the implementation of a Concession Agreement).¹

The GMA reports to the Gauteng Member of the Executive Council (MEC) for Roads and Transport, and the GMA Board is its accounting authority.² The GMA's expenditure for 2024/25 was R537m.³ The GMA also had oversight for the R3bn paid to Bombela by the Gauteng Provincial Government in 2024/25 in the form of a Patronage Guarantee to cover revenue shortfalls.⁴

The GMA Concession Agreement with Bombela expired on 27 March 2026.⁵ The tender process to appoint a new operating concessionaire has not yet been finalised. In the meantime, Bombela will continue to operate the Gautrain under contractual holdover for up to six months, until the concessionaire is officially appointed.⁶

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 not raised any flags for the GMA but placed three under monitoring.
 - The high value of the Gautrain concession poses a potential risk for corruption in the award of the new concession.
- The GMA has achieved 13 consecutive clean audits despite ridership shortfalls and early, unsubstantiated corruption claims. This highlights the risks such projects can face.
 - Continued low ridership could jeopardise the project's viability and impose a sizeable



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Under monitoring

financial burden on the Gauteng Provincial Government, requiring close monitoring.

Findings

Flag #1

Improper Appointments



The flag is being monitored for a trend towards high vacancies.

- In 2024/25, the GMA had a vacancy rate of 14.9% (36 vacancies out of 241 approved posts), up from 12.8% the previous year.⁷

Flag #4

Corrupt Awards

While there are insufficient findings to raise the flag or place it under monitoring, there is one point worth noting.

- The process of appointing a new concessionaire to operate, maintain and upgrade the Gautrain over the next 15 years has been underway since 2023. There have been delays in finalising the replacement for the original contract, which expired on 27 March 2026. The Gauteng Provincial Government has confirmed that a preferred bidder has been identified and negotiations are underway to finalise a contract.⁸ The original concession award attracted claims of corruption that were not substantiated.⁹ The Gautrain was financed partly by Bombela and partly through subsidies tied to ridership and other government guarantees.¹⁰ The terms of the new concession may again include subsidies and risk-sharing mechanisms, which are common for public transport projects.

Flag #5

Financial Malpractice



The flag is being monitored to assess the financial weaknesses affecting profitability.

- The GMA has achieved 13 consecutive unqualified clean audits from the Auditor-General of South Africa and has been praised for its sound financial management and governance.¹¹
- Despite being a well-governed organisation, ridership has remained well below original projections through 2025, mainly due to a slow recovery following the COVID-19



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Under monitoring

pandemic. The ridership-linked subsidy payable to Bombela rose to R3bn in 2024/25, R500m over budget.¹²

- The Automobile Association raised concerns in October 2024 about the government's intention to expand the Gautrain rail network (which is not part of the current concession tender), given the low revenue and ridership that the Gautrain is experiencing.¹³ The requirement to subsidise consumers or a concessionaire will require close monitoring if the expansion project goes ahead.¹⁴

Flag #8

Private Gain



The flag is being monitored for signs that certain duty-bearers are benefiting disproportionately.

- Remuneration for the GMA's eight Board members increased by 260% from 2023/24 to 2024/25, from R2.4m to R6.64m.
- Board remuneration for 2024/25 was comparatively higher than other institutions of a similar size and complexity, at an average of R839 000 per member.¹⁵ The GMA had 205 employees and revenue of R532m in 2024/25. It does not operate the Gautrain itself, which is done by a concessionaire. It has a large asset base of R23.7bn, reflecting the Gautrain infrastructure, but this is maintained by the concessionaire.¹⁶
- In comparison, the South African Civil Aviation Authority (SACAA) paid a much lower average of R299 000 per Board member. SACAA operated with 645 employees and R975m in revenue in 2024/25 and oversees civil aviation safety and regulation in South Africa. It has a small asset base of R90m, as infrastructure is not a key part of its operations.¹⁷
- The Airports Company South Africa (ACSA) paid an average of R590 273 per Board member. ACSA has 3 731 employees, R7.9bn in revenue, R32bn in assets, and runs eight of the country's main airports.¹⁸ ACSA is arguably running a far larger and more complex operation, given that GMA is not running the Gautrain itself.¹⁹
- Chief Executive Officer (CEO) Tshepo Kgobe's remuneration was comparatively high at R11m in 2024/25, including a 35% increase over the previous CEO's salary in 2023/24.²⁰ This is much more than the CEO of SACAA, who earned R7.4m in 2024/25; and is equivalent to ACSA's CEO, who was paid R11.1m, but arguably runs a larger and more complex operation. The Transnet Group CEO was paid R9.9m in 2024/25 to manage a large, complex institution with 51 000 employees, R82.7bn in annual revenue, and an asset base of R366.9m.²¹



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Recommended Actions

- No recommended actions.



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 #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](#)

[About the Institute for Security Studies](#)

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References

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- ³ Gautrain Management Agency, Integrated Annual Report 2024/25, <https://gma.gautrain.co.za/performance/Shared%20Documents/GMA%20Annual%20Report%202024-25.pdf>, p. 100.
- ⁴ Gautrain Management Agency, Integrated Annual Report 2024/25, <https://gma.gautrain.co.za/performance/Shared%20Documents/GMA%20Annual%20Report%202024-25.pdf>, p. 101.
- ⁵ Saturday Star, Gautrain to continue under public-private partnerships as management agency plans post-2026 transition, 5 March 2026, <https://thestar.co.za/saturday-star/2026-03-05-gautrain-to-continue-under-public-private-partnership-as-management-agency-plans-post-2026-transition/>.
- ⁶ Gauteng Management Agency, Gautrain: Our Journey to a Better Gauteng, 2014, https://gma.gautrain.co.za/Style%20Library/Branding/Doc/Gautrain_Economic_Impact_Exec_Summary.pdf; Gauteng Management Agency, Gautrain Financial Model, 2015, https://gma.gautrain.co.za/Style%20Library/Branding/Doc/GMA%20Case%20Study_Financial%20Model_S.pdf; South African Government News Agency, Gautrain to continue operating under PPP model, 4 March 2026, <https://www.sanews.gov.za/south-africa/gautrain-continue-operating-under-ppp-model>; Engineering News, Gautrain enters transitional phase as Bombela concession ends, 27 March 2026, <https://www.engineeringnews.co.za/article/gautrain-enters-new-phase-as-bombela-concession-ends-2026-03-27>.
- ⁷ Gautrain Management Agency, Integrated Annual Report 2024/25, <https://gma.gautrain.co.za/performance/Shared%20Documents/GMA%20Annual%20Report%202024-25.pdf>, p. 87; Gautrain Management Agency, Integrated Annual Report 2023/24, <https://gma.gautrain.co.za/performance/Shared%20Documents/GMA%20Annual%20Report%202024.pdf>, p. 126.
- ⁸ South African Government News Agency, Gautrain to continue operating under PPP model, 4 March 2026, <https://www.sanews.gov.za/south-africa/gautrain-continue-operating-under-ppp-model>.
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- ¹⁰ Ridership refers to the total number of passengers using a public transportation system, in this case the Gautrain.
- ¹¹ Gautrain Management Agency, Integrated Annual Report 2024/25, <https://gma.gautrain.co.za/performance/Shared%20Documents/GMA%20Annual%20Report%202024-25.pdf>.
- ¹² Gautrain Management Agency, Integrated Annual Report 2024/25, <https://gma.gautrain.co.za/performance/Shared%20Documents/GMA%20Annual%20Report%202024-25.pdf>, p. 110.
- ¹³ Citizen, Financial train wreck: AA says Gautrain expansion is wasteful expenditure, 2 October 2024, <https://www.citizen.co.za/news/south-africa/financial-train-wreck-aa-says-gautrain-expansion-is-wasteful-expenditure/>.
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- ¹⁶ Gautrain Management Agency, Integrated Annual Report 2024/25, <https://gma.gautrain.co.za/performance/Shared%20Documents/GMA%20Annual%20Report%202024-25.pdf>, pp. 84, 107, 106.
- ¹⁷ R1.8m was paid for six board members in 2024/25. South African Civil Aviation Authority, Annual Report 2024/25, https://static.pmg.org.za/SACAA_Annual_Report_-_Final_202425.pdf, pp. 93-94, 117, 147, 148, 175-176.
- ¹⁸ R6.4m was paid for 11 board members in 2024/25. Airports Company South Africa, Annual Integrated Report 2024/25, https://www.airports.co.za/Documents/ACSA%20Annual%20Integrated%20Report%202024_25.pdf, pp.13, 24, 59, 97, 98; Airports Company South Africa, Annual Governance Report 2024/25, https://www.airports.co.za/Documents/ACSA%20Governance%20and%20Remuneration%20Report%202024_25.pdf, p. 13, 47.
- ¹⁹ The methodology of using size and complexity to compare board and Chief Executive Officer pay levels was taken from: Department of Public Enterprises, The guide for state owned companies, remuneration and incentives for executive directors, prescribed officers and non-executive directors, 2018, <https://www.transnet.net/getFile.ashx?id=172>, p.18. The guide uses size of revenue, asset base, number of employees and the level of national strategic importance to grade and compare state-owned companies.
- ²⁰ Gautrain Management Agency, Integrated Annual Report 2024/25, <https://gma.gautrain.co.za/performance/Shared%20Documents/GMA%20Annual%20Report%202024-25.pdf>, pp. 84,106, 107, 138-141.
- ²¹ Transnet, Annual Financial Statements 2024/25, <https://www.transnet.net/getFile.ashx?id=6092>, pp. 2, 55, 122-124; Transnet, Integrated Annual Report 2024/25, https://static.pmg.org.za/Transnet_Integrated_Report_2025.pdf, p. 4.



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