

Report of the auditor-general to Mpumalanga provincial legislature and the council on the Dr Pixley Ka Isaka Seme Local Municipality

Report on the audit of the financial statements

Opinion

1. I have audited the financial statements of the Dr Pixley Ka Isaka Seme Local Municipality set out on pages xx to xx, which comprise the statement of financial position as at 30 June 2025, statement of financial performance, statement of changes in net assets, cash flow statement and the statement of comparison of budget and actual amounts for the year then ended, as well as notes to the financial statements, including a summary of significant accounting policies.
2. In my opinion, the financial statements present fairly, in all material respects, the financial position of the Dr Pixley Ka Isaka Seme Local Municipality as at 30 June 2025 and its financial performance and cash flows the year then ended in accordance with the South African Standard of Generally Recognised Accounting Practice (Standards of GRAP) and the requirements of the Municipal Finance Management Act 56 of 2003 (MFMA) and the Division of Revenue Act 24 of 2024 (DoRA).

Basis for opinion

3. I conducted my audit in accordance with the International Standards on Auditing (ISAs). My responsibilities under those standards are further described in the responsibilities of the auditor-general for the audit of the financial statements section of my report.
4. I am independent of the municipality in accordance with the International Ethics Standards Board for Accountants' *International Code of Ethics for Professional Accountants (including International Independence Standards)* (IESBA code) as well as other ethical requirements that are relevant to my audit in South Africa. I have fulfilled my other ethical responsibilities in accordance with these requirements and the IESBA code.
5. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

Emphasis of matters

6. I draw attention to the matters below. My opinion is not modified in respect of these matters.
7. As disclosed in notes 4 and 6 to the financial statement, material impairment of R816,16 million (2023-24: R721,46 million) and R298,69 million (2023-24: R269,74 million) was incurred as a result of an allowance for impairment of receivables from exchange transactions and receivables from non-exchange transactions, respectively.

8. As disclosed in note 36 to the financial statements, material electricity losses of R15,14 million (2023-24: R17,06 million) were incurred, which represents 15% (2023-24: 20%) of total electricity purchased.
9. As disclosed in note 36 to the financial statements, material water losses of R6,71 million (2023-24: R5,69 million) were incurred, which represents 32% (2023-24: 29%) of total water purchased.
10. As disclosed in note 47 to the financial statements, the corresponding figures for 30 June 2024 were restated as a result of an error in the financial statements of the municipality at, and for the year ended, 30 June 2025.

Other matter

11. I draw attention to the matter below. My opinion is not modified in respect of this matter.
12. In terms of section 125(2)(e) of the MFMA, the municipality is required to disclose particulars of non-compliance with the MFMA should be disclosed in the financial statements. This disclosure requirement did not form part of the audit of the financial statements and, accordingly, I do not express an opinion on it.

Responsibilities of the accounting officer for the financial statements

13. The accounting officer is responsible for the preparation and fair presentation of the financial statements in accordance with the Standards of GRAP and the requirements of the MFMA and Dora; and for such internal control as the accounting officer determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.
14. In preparing the financial statements, the accounting officer is responsible for assessing the municipality's ability to continue as a going concern; disclosing, as applicable, matters relating to going concern; and using the going concern basis of accounting unless the appropriate governance structure either intends to liquidate the municipality or to cease operations, or has no realistic alternative but to do so.

Responsibilities of the auditor-general for the audit of the financial statements

15. My objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error; and to issue an auditor's report that includes my opinion. Reasonable assurance is a high level of assurance but is not a guarantee that an audit conducted in accordance with the ISAs will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.
16. A further description of my responsibilities for the audit of the financial statements is included in the annexure to this auditor's report. This description, which is located at page xxx, forms part of my auditor's report.

Report on the annual performance report

17. In accordance with the Public Audit Act 25 of 2004 (PAA) and the general notice issued in terms thereof, I must audit and report on the usefulness and reliability of the reported performance information against predetermined objectives for the selected material performance indicators presented in the annual performance report. The accounting officer is responsible for the preparation of the annual performance report.
18. I selected the following material performance indicators related to basic service delivery and infrastructure development presented in the annual performance report for the year ended 30 June 2025. I selected those indicators that measure the municipality's performance on its primary mandated functions and that are of significant national, community or public interest.
- Number of boreholes refurbished in private farms
 - Number of Toilets in Ward 1, 9, 10, 11
 - Percentage of progress in terms of refurbishment of Water Treatment Works: Volksrust (Multi-year project. Year 1 of 3)
 - Percentage of progress in terms of upgrading of Waste Water Treatment Works: Amersfoort (Multi-year project. Year 3 of 3)
 - Percentage of progress in terms of Construction of water reticulation network with house connection in Daggakraal Ward 10
 - Percentage of progress in terms of Sewer Reticulation outfall: Amersfoort (Multi-year project. Year 1 of 3)
 - Number of Meters of paved road constructed in Vukuzakhe Ward 2
 - Number of meters of paved roads constructed in Ward 3
 - Number of meters of paved roads constructed in Ward 11
 - Number of meters of paved roads constructed in Ward 9
 - Number of yellow fleet (Solid waste) procured (Compactor Truck)
 - Percentage of progress in terms of Upgrading of Daggakraal Combo courts in Ward 9
 - Percentage of progress in terms of Upgrading of Daggakraal Combo courts in Ward 10
 - Percentage of progress in terms of Upgrading of Daggakraal Combo courts in Ward 11
 - Number of Households provided with electricity in Vukuzakhe A & B
 - Percentage of drinking water samples complying to SANS241: 2015 within Dr Pixley ka Isaka Seme Local Municipality

- Number of kiloliters of free water supplied by Water Tanker to rural areas and areas affected by water supply interruption
- Percentage of reported and maintained water meters within Dr Pixley Ka Isaka Seme Local Municipality
- Number of Megaliters of water supplied to the Community
- Percentage of reported burst water pipes attended to within 24 hours
- Percentage of reported sewer blockages attended to within 24 hours
- Number of kilometers of gravel roads maintained in all admin units
- m2 of potholes patched in Volksrust, Vukuzakhe, Amersfoort, Wakkerstroom and Perdekop
- Number of traffic signs to be maintained in all Wards
- Km's of roads marked
- Number of intersections painted
- Number of Stormwater pipes cleaned
- Number of High Mast lights to be maintained in all Admin Units
- Number of electricity meters inspected for tempering
- Number of streetlights to be repaired in all admin units
- Number of waste loads collected per annum, in all Admin Units Wards 1 - 8, from the HH and businesses - excluding skippy bins & dropped off at the Landfill site
- Number of days for Street cleaning of in all admin units per annum
- Number of Skippy bins offloaded in business areas per annum
- Number of times illegal dumps cleared per year in all Admin. Units
- Percentage of Parks & Open spaces Maintenance done per annum
- Number of job opportunites created through EPWP incentive grant

19. I evaluated the reported performance information for the selected material performance indicators against the criteria developed from the performance management and reporting framework, as defined in the general notice. When an annual performance report is prepared using these criteria, it provides useful and reliable information and insights to users on the municipality's planning and delivery on its mandate and objectives.

20. I performed procedures to test whether:

- the indicators used for planning and reporting on performance can be linked directly to the municipality's mandate and the achievement of its planned objectives
- all the indicators relevant for measuring the municipality's performance against its primary mandated and prioritised functions and planned objectives are included
- the indicators are well defined to ensure that they are easy to understand and can be applied consistently, as well as verifiable so that I can confirm the methods and processes to be used for measuring achievements
- the targets can be linked directly to the achievement of the indicators and are specific, time bound and measurable to ensure that it is easy to understand what should be delivered and by when, the required level of performance as well as how performance will be evaluated
- the indicators and targets reported on in the annual performance report are the same as those committed to in the approved initial or revised planning documents
- the reported performance information is presented in the annual performance report in the prescribed manner
- there is adequate supporting evidence for the achievements reported and for measures taken to improve performance.

21. I performed the procedures to report material findings only; and not to express an assurance opinion or conclusion.

22. The material findings on the reported performance information for the selected material indicators are as follows:

Various indicators

23. I could not determine the accuracy of various reported achievements, as the indicators were not well defined and I could not verify the methods and processes used to measure the achievements. Consequently, the reported achievements might be more or less than reported and were not reliable for determining if the targets have been achieved.

Indicator	Target	Reported achievement
Percentage of progress in terms of refurbishment of Water Treatment Works: Volksrust (Multi-year project. Year 1 of 3)	15%	5%
Percentage of progress in terms of upgrading of Waste Water Treatment Works: Amersfoort (Multi-year project. Year 3 of 3)	100%	100%
Percentage of progress in terms of Construction of water reticulation network with house connection in Daggakraal Ward 10	100%	100%
Percentage of progress in terms of Sewer Reticulation outfall: Amersfoort (Multi-year project. Year 1 of 3)	3%	0%

Number of Meters of paved road constructed in Vukuzakhe Ward 2	500m	510m
Percentage of progress in terms of Upgrading of Daggakraal Combo courts in Ward 9	100%	100%
Percentage of progress in terms of Upgrading of Daggakraal Combo courts in Ward 10	100%	100%
Percentage of progress in terms of Upgrading of Daggakraal Combo courts in Ward 11	100%	100%
Number of households provided with electricity in Vukuzakhe A & B	630	0
Percentage of drinking water samples complying to SANS241: 2015 within Dr Pixley Ka Isaka Seme Local Municipality	100%	92%
Number of kiloliters of free water supplied by Water Tanker to rural areas and areas affected by water supply interruption	30000	32640
Percentage of reported and maintained water meters within Dr Pixley Ka Isaka Seme Local Municipality	100%	100%
Number of Megaliters of water supplied to the Community	4200	5465.102
Percentage of reported burst water pipes attended to within 24 hours	100%	100%
Percentage of reported sewer blockages attended to within 24 hours	100%	100%
Number of times illegal dumps cleared per year in all Admin. Units	600	600

Various indicators

24. Measures taken to improve performance against underachieved targets were not reported in the annual performance report. Information was thus not provided to help with understanding the actions taken by the accounting officer to address performance gaps and for assessing the effectiveness of strategies to improve future performance against targets.

Indicator	Target	Reported achievement
Number of Toilets in Ward 1, 9, 10, 11	118	115
Number of traffic signs to be maintained in all Wards	200	141

Number of Toilets in Ward 1, 9, 10, 11

25. The indicator was not clearly defined during the planning process. The outcome of the toilets to be measured is not specified. Consequently, the indicator is not useful for measuring and reporting on progress against planned objectives.

Other matters

26. I draw attention to the matters below.

Achievement of planned targets

27. The annual performance report includes information on reported achievements against planned targets and provides measures taken to improve performance. This information should be considered in the context of the material findings on the reported performance information.

28. The table that follows provides information on the achievement of planned targets and lists the key service delivery indicators that were not achieved as reported in the annual performance report. The measures taken to improve performance are included in the annual performance report on pages xx to xx.

Basic service delivery

<i>Targets achieved: 80.55%</i> <i>Budget spent: 89.39%</i>		
Key service delivery indicator not achieved	Planned target	Reported achievement
Number of Toilets in Ward 1, 9, 10, 11	118	115
Percentage of progress in terms of refurbishment of Water Treatment Works: Volksrust (Multi-year project. Year 1 of 3)	15%	5%
Percentage of progress in terms of Sewer Reticulation outfall: Amersfoort (Multi-year project. Year 1 of 3)	3%	0%
Percentage of drinking water samples complying to SANS241: 2015 within Dr Pixley Ka Isaka Seme Local Municipality	100%	92%
Number of traffic signs to be maintained in all Wards	200	141
Number of streetlights to be repaired in all admin units	1200	1175
Number of households provided with electricity in Vukuzakhe A&B	630	0

Material misstatements

29. I identified preventable material misstatements in the annual performance report submitted for auditing. These material misstatements were in the reported performance information for Basic Service Delivery. Management did not correct all of the misstatements, and I reported material findings in this regard.

Report on compliance with legislation

30. In accordance with the PAA and the general notice issued in terms thereof, I must audit and report on compliance with applicable legislation relating to financial matters, financial management and other related matters. The accounting officer is responsible for the municipality's compliance with legislation.
31. I performed procedures to test compliance with selected requirements in key legislation in accordance with the findings engagement methodology of the Auditor-General of South Africa (AGSA). This engagement is not an assurance engagement. Accordingly, I do not express an assurance opinion or conclusion.
32. Through an established AGSA process, I selected requirements in key legislation for compliance testing that are relevant to the financial and performance management of the municipality, clear to allow consistent measurement and evaluation, while also sufficiently detailed and readily available to report in an understandable manner. The selected legislative requirements are included in the annexure to this auditor's report.
33. The material findings on compliance with the selected legislative requirements, presented per compliance theme, are as follows:

Annual financial statements, performance report and annual report

34. The financial statements submitted for auditing were not prepared in all material respects in accordance with the requirements of section 122(1) of the MFMA. Material misstatements of non-current assets, disclosure items as well as statement of comparison of budget and actual amounts identified by the auditors in the submitted financial statements were subsequently corrected and the supporting records were provided subsequently, resulting in the financial statements receiving an unqualified audit opinion.

Human resource management

35. Appropriate systems and procedures to monitor, measure and evaluate performance of staff were not developed and adopted, as required by section 67(1)(d) of the MSA and regulation 31 of Municipal Staff Regulations.

Strategic planning and performance management

36. The performance management system and related controls were not maintained as it did not describe how the performance monitoring, measurement, review, reporting and improvement processes should be conducted and managed, as required by municipal planning and performance management regulation 7(1).

Expenditure management

- 37. Reasonable steps were not taken to ensure that money owed by the municipality was always paid within 30 days, as required by section 65(2)(e) of the MFMA
- 38. Reasonable steps were not taken to prevent irregular expenditure amounting to R2.39 million as disclosed in note 43 to the annual financial statements, as required by section 62(1)(d) of the MFMA. The majority of the irregular expenditure was caused by non-compliance with competitive bidding requirements.
- 39. Reasonable steps were not taken to prevent fruitless and wasteful expenditure amounting to R0,78 million, as disclosed in note 44 to the annual financial statements, in contravention of section 62(1)(d) of the MFMA. The majority of the disclosed fruitless and wasteful expenditure was caused by interest charged on long outstanding invoices.

Other information in the annual report

- 40. The accounting officer is responsible for the other information included in the annual report. The other information referred to does not include the financial statements, the auditor's report and those selected material indicators in the scoped-in objective presented in the annual performance report that have been specifically reported on in this auditor's report.
- 41. My opinion on the financial statements and my reports on the audit of the annual performance report and compliance with legislation do not cover the other information included in the annual report and I do not express an audit opinion or any form of assurance conclusion on it.
- 42. My responsibility is to read this other information and, in doing so, consider whether it is materially inconsistent with the financial statements and the selected material indicators in the scoped-in objective presented in the annual performance report or my knowledge obtained in the audit, or otherwise appears to be materially misstated.
- 43. If based on the work I have performed, I concluded that there is a material misstatement in this other information, I am required to report that fact.
- 44. I have nothing to report in this regard.

Internal control deficiencies

- 45. I considered internal control relevant to my audit of the financial statements, annual performance report and compliance with applicable legislation; however, my objective was not to express any form of assurance on it.
- 46. The matters reported below are limited to the significant internal control deficiencies that resulted in the findings on the selected material indicators included in the annual performance report and the material findings on compliance with legislation included in this report.
- 47. Regular, accurate and complete financial and performance reports that were supported and evidenced by reliable information were not prepared. Inadequate internal controls and

shortcomings over daily and monthly processing and review processes that had to prevent, detect and correct material misstatements in the annual financial statements.

48. Council and management did not exercise adequate oversight over compliance with laws and regulations.

Material irregularities

49. In accordance with the PAA and the Material Irregularity Regulations, I have a responsibility to report on material irregularities identified during the audit and on the status of the material irregularities reported in the previous year's auditor's report.

Material irregularities in progress

50. I identified a material irregularities during the audit and notified the accounting officer of these, as required by material irregularity regulation 3(2). By the date of this auditor's report, I had not yet completed the process of evaluating the responses from the accounting officer. This material irregularity will be included in the next year's auditor's report.

Other reports

51. I draw attention to the following engagements conducted by various parties. These reports did not form part of my opinion on the financial statements or my findings on the reported performance information or compliance with legislation.
52. The Hawks was investigating allegations of corruption into the upgrading and refurbishment of the Volksrust wastewater treatment works project against former senior officials of the municipality, covering the financial year 2020-21. The investigation was still ongoing at the time of my auditor's report.

Mbombela

30 November 2025



AUDITOR - GENERAL
SOUTH AFRICA

Auditing to build public confidence

Annexure to the auditor's report

The annexure includes the following:

- The auditor-general's responsibility for the audit
- The selected legislative requirements for compliance testing

Auditor-general's responsibility for the audit

Professional judgement and professional scepticism

As part of an audit in accordance with the ISAs, I exercise professional judgement and maintain professional scepticism throughout my audit of the financial statements and the procedures performed on reported performance information for selected material performance indicators and on the municipality's compliance with selected requirements in key legislation.

Financial statements

In addition to my responsibility for the audit of the financial statements as described in this auditor's report, I also:

- identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error; design and perform audit procedures responsive to those risks; and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the municipality's internal control.
- evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made.
- conclude on the appropriateness of the use of the going concern basis of accounting in the preparation of the financial statements. I also conclude, based on the audit evidence obtained, whether a material uncertainty exists relating to events or conditions that may cast significant doubt on the ability of the municipality to continue as a going concern. If I conclude that a material uncertainty exists, I am required to draw attention in my auditor's report to the related disclosures in the financial statements about the material uncertainty or, if such disclosures are inadequate, to modify my opinion on the financial statements. My conclusions are based on the information available to me at the date of this auditor's report. However, future events or conditions may cause a municipality to cease operating as a going concern.
- evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and determine whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

Communication with those charged with governance

I communicate with the accounting officer regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that I identify during my audit.

I also provide the accounting officer with a statement that I have complied with relevant ethical requirements regarding independence and communicate with them all relationships and other matters that may reasonably be thought to bear on my independence and, where applicable, actions taken to eliminate threats or safeguards applied.

Compliance with legislation – selected legislative requirements

The selected legislative requirements are as follows:

Legislation	Sections or regulations
Municipal Finance Management Act 56 of 2003	Sections: 1, 11(1), 13(2), 14(1), 14(2)(a), 14(2)(b), 15, 24(2)(c)(iv), 28(1), 29(1), 29(2)(b), 32(2), 32(2)(a), 32(2)(a)(i), 32(2)(a)(ii), Sections: 32(2)(b), 32(6)(a), 32(7), 33(1)(c)(ii), 53(1)(c)(ii), 53(1)(c)(iii)(bb), 54(1)(c), 62(1)(d), 63(2)(a), 63(2)(c), 64(2)(b), 64(2)(c), 64(2)(e), 64(2)(f), 64(2)(g), 65(2)(a), 65(2)(b), 65(2)(e), 72(1)(a)(ii), 112(1)(j), 116(2)(b), 116(2)(c)(ii), 117, 122(1), 122(2), 126(1)(a), 126(1)(b), 127(2), 127(5)(a)(i), 127(5)(a)(ii), 129(1), 129(3), 133(1)(a), 133(1)(c)(i), 133(1)(c)(ii), 165(1), 165(2)(a), 165(2)(b)(ii), 165(2)(b)(iv), 165(2)(b)(v), 165(2)(b)(vii), 166(2)(b), 166(2)(a)(iv), 166(5), 170, 171(4)(a), 171(4)(b)
MFMA: Municipal budget and reporting regulations, 2009	Regulations: 71(1)(a), 71(1)(a)(b), 71(2)(a), 71(2)(b), 71(2)(d), 72(a), 72(b), 72(c)
MFMA: Municipal Investment Regulations, 2005	Regulations: 3(1)(a), 3(3), 6, 7, 12(2), 12(3)
MFMA: Municipal Regulations on financial Misconduct Procedures and Criminal Proceedings, 2014	Regulations: 5(4), 6(8)(a), 6(8)(b), 10(1)
MFMA: Municipal Supply Chain Management Regulations, 2017	Regulations: 5, 12(1)(c), 12(3), 13(b), 13(c), 16(a), 17(1)(a), 17(1)(b), 17(1)(c), 19(a), 21(b), 22(1)(b)(i), 22(2), 27(2)(a), 27(2)(e), 28(1)(a)(i), 29(1)(a), 29(1)(b), 29(5)(a)(ii), 29(5)(b)(i), 32, 36(1), 36(1)(a), 38(1)(c), 38(1)(d)(ii), 38(1)(e), 38(1)(g)(i), 38(1)(g)(ii), 38(1)(g)(iii), 43, 44, 46(2)(e), 46(2)(f)
Construction Industry Development Board Act 38 of 2000	Section: 18(1)
Construction Industry Development Board Regulations, 2004	Regulations: 17, 25(7A)
Division of Revenue Act	Sections: 11(6)(b), 12(5), 16(1); 16(3)
Municipal Property Rates Act 6 of 2004	Section: 3(1)
Municipal Systems Act 32 of 2000	Sections: 25(1), 26(a), 26(c), 26(h), 26(i), 29(1)(b)(ii), 34(a), 34(b), 38(a), 41(1)(a), 41(1)(b), 41(1)(c)(ii), 42, 43(2), 45(a), 54A(1)(a), 56(1)(a), 57(2)(a), 57(4B), 57(6)(a), 57A, 66(1)(a), 66(1)(b), 67(1)(d), 74(1), 96(b) Parent municipality with ME: Sections: 93B(a), 93B(b) Parent municipality with shared control of ME: Section: 93C(a)(iv), 93C(a)(v)

Legislation	Sections or regulations
MSA: Disciplinary Regulations for Senior Managers, 2011	Regulations: 5(2), 5(3), 5(6), 8(4)
MSA: Municipal Planning and Performance Management Regulations, 2001	Regulations: 2(1)(e), 2(3)(a), 3(3), 3(4)(b), 7(1), 8, 9(1)(a), 10(a), 12(1), 14(1)(b)(iii), 14(1)(c)(ii), 14(4)(a)(i), 14(4)(a)(iii), 15(1)(a)(i), 15(1)(a)(ii)
MSA: Municipal Performance Regulations for Municipal Managers and Managers Directly Accountable to Municipal Managers, 2006	Regulations: 2(3)(a), 4(4)(b), 8(1), 8(2), 8(3), 26(5), 27(4)(a)(i)
MSA: Regulations on Appointment and Conditions of Employment of Senior Managers, 2014	Regulations: 17(2), 36(1)(a)
MSA: Municipal Staff Regulations	Regulations: 7(1), 19, 31, 35(1)
MSA: Municipal Systems Regulations, 2001	Regulation: 43
Prevention and Combating of Corrupt Activities Act 12 of 2004	Section: 34(1)
Preferential Procurement Policy Framework Act 5 of 2000	Sections: 2(1)(a), 2(1)(f)
Preferential Procurement Regulations, 2017	Regulations: 4(1), 4(2), 5(1), 5(3), 5(6), 5(7), 6(1), 6(2), 6(3), 6(6), 6(8), 7(1), 7(2), 7(3), 7(6), 7(8), 8(2), 8(5), 9(1), 10(1), 10(2), 11(1), 11(2)
Preferential Procurement Regulations, 2022	Regulations: 4(1), 4(2), 4(3), 4(4), 5(1), 5(2), 5(3), 5(4)