

NATIONAL
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Budget

21 MAY 2025



Budget Overview



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REPUBLIC OF SOUTH AFRICA



Budget Overview

2025

National Treasury

Republic of South Africa

21 May 2025



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The *Budget Overview* is compiled using the latest available information from departmental and other sources. Some of this information is unaudited or subject to revision.

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A full set of 2025 Budget data can be found in the statistical tables presented with the Budget Overview. The data on this page may differ from the statistical annexure due to classification definitions and rounding.

BUDGET REVENUE 2025/26

R billion	
Tax revenue	1 985.6
of which:	
Personal income tax	792.5
Corporate income tax	338.8
Value-added tax	482.2
Taxes on international trade and transactions	84.2
Non-tax revenue	37.4
Less: SACU payments	-73.6
Main budget revenue	1 949.4
Provinces social security funds and public entities	251.4
Consolidated budget revenue	2 200.8
As percentage of GDP	
Tax revenue	25.2%
Main budget revenue	24.8%

MACROECONOMIC PERFORMANCE AND PROJECTIONS

Percentage change	2023	2024	2025	2026	2027
	Actual	Estimate	Forecast		
Household consumption	0.7	1.0	1.8	1.4	1.8
Gross fixed-capital formation	3.9	-3.7	3.2	4.2	4.2
Exports	3.7	-2.0	0.4	1.4	3.1
Imports	3.9	-6.3	2.8	3.7	3.3
Real GDP growth	0.7	0.6	1.4	1.6	1.8
CPI inflation	6.0	4.4	3.7	4.2	4.3
Current account balance (% of GDP)	-1.6	-0.6	-0.7	-1.1	-1.3

CONSOLIDATED FISCAL FRAMEWORK

R billion/percentage of GDP	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
	Outcome		Estimate	Medium-term estimates			
Revenue	1 754.8	1 900.8	1 948.0	2 040.2	2 200.8	2 354.3	2 503.2
	27.7%	28.1%	27.5%	27.5%	28.0%	28.2%	28.2%
Expenditure	2 047.3	2 145.4	2 259.5	2 397.8	2 578.7	2 674.5	2 807.5
	32.4%	31.7%	31.9%	32.4%	32.8%	32.0%	31.6%
Budget balance	-292.6	-244.6	-311.6	-357.6	-377.9	-320.2	-304.3
	-4.6%	-3.6%	-4.4%	-4.8%	-4.8%	-3.8%	-3.4%
Gross domestic product	6 325.6	6 763.5	7 092.3	7 406.9	7 872.2	8 351.4	8 890.6

DIVISION OF NATIONALLY RAISED REVENUE

R billion	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
	Outcome		Preliminary	Medium-term estimates			
DIVISION OF AVAILABLE FUNDS							
National departments	822.8	855.9	826.9	860.0	916.1	906.2	940.1
Provinces	660.8	694.1	706.3	730.6	767.8	798.4	833.8
Local government	135.6	150.7	157.7	167.7	176.8	185.1	190.8
Provisional allocation not appropriated	-	-	-	-	18.7	60.8	62.3
Non-interest allocation	1 619.2	1 700.7	1 690.8	1 758.3	1 879.4	1 950.5	2 027.0
PERCENTAGE SHARES							
National departments	50.8%	50.3%	48.9%	48.9%	49.2%	48.0%	47.8%
Provinces	40.8%	40.8%	41.8%	41.6%	41.3%	42.3%	42.4%
Local government	8.4%	8.9%	9.3%	9.5%	9.5%	9.8%	9.7%

CONSOLIDATED SPENDING BY FUNCTIONAL AND ECONOMIC CLASSIFICATION 2025/26

R billion	Compensation of employees	Goods and services	Capital spending and transfers	Current transfers and subsidies	Interest payments	Total
Basic education	263.4	36.4	14.0	32.7	0.0	346.5
Post-school education and training	15.4	3.5	2.4	125.4	0.0	146.6
Arts, culture, sport and recreation	4.9	3.8	1.1	2.7	0.0	12.5
Health	190.7	83.3	15.2	6.9	0.0	296.1
Social protection	18.2	9.0	0.7	292.8	0.0	320.7
Social security funds	7.5	7.9	1.3	82.6	0.1	99.5
Community development	19.8	19.7	101.2	139.6	0.2	280.4
Industrialisation and exports	12.0	7.6	5.4	15.7	0.0	40.8
Agriculture and rural development	13.3	9.8	2.5	3.8	0.0	29.4
Job creation and labour affairs	4.3	9.2	0.5	9.7	0.0	23.7
Economic regulation and infrastructure	30.6	78.7	52.4	6.2	8.0	175.7
Innovation, science and technology	6.3	4.4	2.4	7.2	0.0	20.2
Defence and state security	34.0	13.5	1.6	10.6	0.0	59.7
Police services	105.9	22.4	3.2	1.9	0.0	133.4
Law courts and prisons	41.2	13.8	1.3	0.9	0.0	57.2
Home affairs	7.0	3.4	2.1	0.4	0.0	12.9
Executive and legislative organs	9.6	5.3	0.8	2.2	0.0	17.8
Public administration and fiscal affairs	27.1	18.1	2.8	5.6	0.0	53.7
External affairs	3.3	2.7	0.4	2.6	0.2	9.1
Payments for financial assets						11.4
Debt-service costs					426.3	426.3
Contingency reserve						5.0
Total	814.5	352.3	211.1	749.4	434.9	2 578.7

Note: Payments for financial assets are not shown in the table but are included in the row totals.



2025/26 EXPENDITURE

ISSUED BY



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CONSOLIDATED GOVERNMENT EXPENDITURE **R2.58 TRILLION** → **R1.50 TRILLION** **SOCIAL SERVICES**

R289.8 bn
ECONOMIC DEVELOPMENT

Economic regulation and infrastructure	R175.7 bn
Industrialisation and exports	R40.8 bn
Agriculture and rural development	R29.4 bn
Job creation and labour affairs	R23.7 bn
Innovation, science and technology	R20.2 bn

R505.6 bn
LEARNING AND CULTURE

Basic education	R329.2 bn
National Student Financial Aid Scheme	R55.4 bn
University transfers	R48.4 bn
Skills development levy institutions	R27.9 bn
Education administration	R21.6 bn
Technical & vocational education and training	R14.2 bn

R263.2 bn
PEACE AND SECURITY

Police services	R133.4 bn
Defence and state security	R59.7 bn
Law courts and prisons	R57.2 bn
Home affairs	R12.9 bn

R296.1 bn
HEALTH

District health services	R130.9 bn
Central hospital services	R57.8 bn
Provincial hospital services	R48.5 bn
Other health services	R47.1 bn
Facilities management and maintenance	R11.9 bn

R80.7 bn
GENERAL PUBLIC SERVICES

Public administration and fiscal affairs	R53.7 bn
Executive and legislative organs	R17.8 bn
External affairs	R9.1 bn

R280.4 bn
COMMUNITY DEVELOPMENT

Municipal equitable share	R106.1 bn
Public transport	R63.8 bn
Human settlements, water and electrification programmes	R58.0 bn
Other human settlements and municipal infrastructure	R52.6 bn

R426.3 bn
DEBT-SERVICE COSTS

R420.1 bn
SOCIAL DEVELOPMENT

Old-age grant	R117.4 bn
Social security funds	R99.5 bn
Child-support grant	R90.4 bn
Other grants	R77.0 bn
Provincial social development	R23.3 bn
Policy oversight and grant administration	R12.6 bn

R5.0 bn
CONTINGENCY RESERVE

FOREWORD

The 2025 Budget is an investment in South Africa's future. It proposes medium-term investments of over R1 trillion in roads, rail, energy and water infrastructure. It highlights the continued path of structural reforms needed to transform our economy. It ensures that our efforts to stabilise the public finances achieve critical milestones. And it meets critical current needs by directing 61 per cent of non-interest spending to the social wage.

This Budget is being tabled in a difficult international environment, characterised by trade volatility and policy uncertainty. As global growth has faltered, South Africa's economic outlook has also weakened, with GDP expected to grow by only 1.4 per cent in 2025. Global risk and economic weakness reinforce the need for us to put our fiscal house in order.

The fiscal strategy remains on course so that government can spend less on debt-service costs and more on critical public services. As per our commitment, government debt will stabilise in 2025/26 at 77.4 per cent of GDP. For the first time since the 2000s, government is consistently running a primary surplus, where revenue exceeds non-interest expenditure. In time, this growing surplus will reduce rising debt-service costs. These costs will consume 22 cents of every rand collected in revenue in 2025/26 – money that could be better spent to build fiscal shock absorbers and fund health, education and security.

Structural reforms are laying the foundation for future prosperity. These include transformative changes that will make it easier for the state and private sector to invest in the critical infrastructure needed to build our economy. If reforms are executed with speed and determination, they can provide a powerful boost to the economy and create much-needed jobs. Yet success hinges largely on a willingness to act on all roadblocks that stifle investment.

This Budget projects consolidated spending growth averaging 5.4 per cent annually, from R2.4 trillion in 2024/25 to R2.81 trillion in 2027/28. Revisions to the March 2025 *Budget Review* projections reduce anticipated revenue and spending, but departments largely retain their baselines and critical service delivery areas are protected.

Major reforms to state spending and the budget process are also under consideration. Public spending is inefficient. Previous spending reviews have identified tens of billions of rands in potential savings from poorly performing programmes that can be redirected in future budgets. Concurrent reforms are being prepared to strengthen the budget process as the foundation of sustainable public finances and to expand public participation.

As the country knows, this has not been a "normal" budget. For its part, the National Treasury is committed to learning from and building on this experience to ensure that our budget process remains highly transparent, accountable and faithful to our constitutional mandate. In this regard, I would like to thank Cabinet, the Minister and Deputy Ministers of Finance for their support. I extend my appreciation to the Parliamentary Committees on Finance and Appropriations, the Budget Council, the Budget Forum and my counterparts across government for their efforts in shaping this Budget. Finally, thank you to my National Treasury colleagues, who work without fail to fulfil their obligations to the people of South Africa.



Dr Duncan Pieterse
Director-General

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1 A BUDGET FOR GROWTH AND SUSTAINABLE PUBLIC FINANCES

In brief

- The 2025 Budget invests for growth and sustainable public finances, laying a foundation to broaden economic activity.
- Over the medium term, government will invest over R1 trillion in infrastructure, and reforms will make it easier for the state and the private sector to invest in roads, rail, energy and water.
- The fiscal strategy remains on track so that government spends less on debt-service costs and more on critical public services. Debt is projected to stabilise at 77.4 per cent of GDP in 2025/26.
- Revisions to the fiscal framework proposed in the March 2025 *Budget Review* reduce anticipated revenue and spending, but departments largely retain their baselines and frontline services are protected.
- Reforms executed with speed and determination will accelerate growth. In addition to structural reforms already under way, major reforms to state spending and the budget process are under consideration.

RATIONALE FOR THE BUDGET OVERVIEW

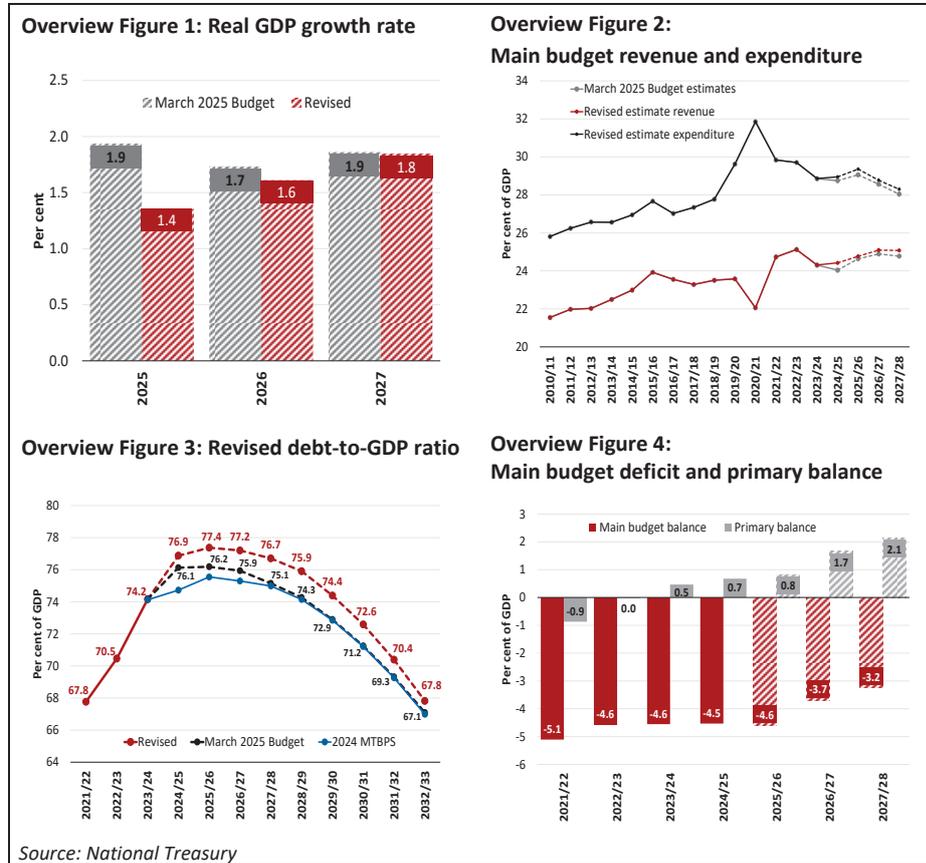
The March 2025 *Budget Review*, tabled with accompanying documents on 12 March 2025, set out planned spending that laid the foundation for faster economic growth. It was developed in the context of growing global risks, a years-long effort to stabilise the public finances and moderately improving GDP growth. To enable additional funding in several frontline services, the budget proposed value-added tax (VAT) rate increases of half a percentage point in 2025/26 and in 2026/27. However, after political and legal contestation, the VAT rate increases and the proposed budget legislation were withdrawn, and the fiscal framework was set aside.

Following these events and subsequent government deliberations, the Minister of Finance is tabling a revised budget and fiscal framework. This May 2025 *Budget Overview* revises government's spending plans and updates the macroeconomic, fiscal and debt projections. It is intended to be an introduction to the 2025 Budget, highlighting new proposals.

The Overview should be read in conjunction with the March 2025 *Budget Review*, which is re-tabled as a key policy reference. Areas where no substantive changes have been made, such as Chapter 8 of the *Budget Review*, are not discussed in this booklet. The Overview contains summary tables, some of which are reproduced in greater detail in the technical annexure. Data for the *Budget Overview* is sourced from the data tables of the March 2025 *Budget Review*, which have been updated and published at www.treasury.gov.za.



Overview Figures 1 to 4 illustrate key changes to the economic, fiscal and spending metrics over time.



STRENGTHENING THE FISCAL STRATEGY WITH BUDGET REFORMS



The central challenges outlined in the March 2025 *Budget Review* remain unchanged: South Africa needs to raise economic growth and stabilise the public finances in order to compete globally, create jobs and deliver sustainable public services. The May 2025 *Budget Overview* maintains government’s fiscal strategy as outlined in the 2024 *Medium Term Budget Policy Statement (MTBPS)*. It aims to stabilise government debt in 2025/26 while increasing infrastructure investment to support higher economic growth. And it continues to support the social wage – made up of health, education, social protection, community development and employment programmes.

Work is under way to enhance the budget process – the foundation for sustainable public finances – and improve the efficiency and effectiveness of public spending. This includes the fiscal anchors reform and the early retirement initiative that were outlined in the 2024 MTBPS and March 2025 *Budget Review*. Spending reviews – technical tools that support the credibility of public expenditure – have identified tens of billions of rands in potential savings from poorly performing or inefficient programmes that can be redirected in future budgets. If government achieves significant savings from implementing the

recommendations of these reviews, it may mitigate the need for additional tax measures in the 2026 Budget.

Changes to improve the budget process will be implemented over time. These reforms will be designed to strengthen government and institutional commitment to fiscal sustainability, refine budget prioritisation and the functioning of budget structures, and improve data systems and capital budgeting, monitoring and reporting.



Budget reforms to improve the quality of spending and root out waste

The National Treasury and provincial treasuries have assessed over R312 billion in spending programmes since 2013, highlighting shortcomings in policy costing, implementation and oversight that lead to duplication and waste.

Previous reviews have identified savings of R37.5 billion that can be achieved from changes to operating models and improvements in oversight. In some cases, programmes no longer achieve their intended objectives and should be closed.

To take these recommendations forward for the 2026 medium-term expenditure framework (MTEF) period, the budget process will be redesigned to close low-priority or underperforming programmes, and achieve greater efficiency in procurement, ICT and infrastructure management. The process will also implement reforms flowing from the recent review of public employment programmes and active labour market programmes discussed in the 2024 MTBPS. That review found that while the portfolio is comprehensive, the effectiveness and efficiency of individual programmes is mixed.

Flowing from government's recently initiated review of conditional grants, the National Treasury will implement a range of reforms to improve how infrastructure programmes and projects are planned, procured, contracted and implemented in provinces and municipalities.

In addition, government has begun a process to identify ghost workers and other payroll irregularities. Previous initiatives to uncover ghost workers relied on an inefficient census methodology. The new data-driven approach will integrate multiple administrative datasets, more easily detecting anomalies across national and provincial departments. Updates will be provided in the 2025 MTBPS.

SUMMARY OF THE MAY 2025 BUDGET OVERVIEW

Macroeconomic outlook

Section 2 presents revisions to the economic outlook. Economic growth projections were lowered over the past two months in light of a weaker global outlook, trade frictions, increased uncertainty and lower projected investment. Geopolitical tensions and reconfiguration of supply chains remain a risk to foreign investment. In 2025, GDP is expected to grow by 1.4 per cent, improving to 1.8 per cent in 2027. Government's economic priorities remain strengthening macroeconomic stability to reduce living costs and grow investment, executing reforms to promote a more dynamic economy, building state capability in core functions and supporting growth-enhancing public infrastructure investment. The proposals outlined in the March 2025 *Budget Review* for reforms and investments focusing on electricity, rail, water and transport infrastructure are unchanged. The recently launched Phase 2 of Operation Vulindlela will focus on dynamic cities, digital infrastructure and basic services.



Fiscal framework, tax proposals, borrowing and government debt



The fiscal strategy is on course, as discussed in Section 3, with the consolidated budget deficit expected to narrow from 4.8 per cent of GDP in 2025/26 to 3.4 per cent in 2027/28. Government debt is expected to stabilise at 77.4 per cent of GDP in 2025/26 – a slightly higher level than projected in the 2024 MTBPS and March 2025 *Budget Review*, mainly due to lower nominal GDP. The social wage accounts for 61 per cent of total non-interest spending over the medium term and is projected to reach R1.3 trillion in 2025/26. Over the MTEF period, the primary surplus continues to grow, meaning that revenue will continue to exceed non-interest expenditure. In time, this growing surplus will reduce the growth of debt-service costs – money that could be better spent to build fiscal shock absorbers and fund health, education and security.

Section 3 also updates tax revenue estimates and discusses revisions to tax proposals. Tax revenue is expected to rise from R1.86 trillion in 2024/25 to R2.29 trillion in 2027/28. Compared with estimates presented in March, medium-term tax revenue projections have been revised down by R61.9 billion due to the reversal of the VAT rate increase and the updated economic forecast. Tax policy measures proposed in this *Budget Overview* will raise an additional R18 billion in 2025/26, and an additional R20 billion in tax measures will be proposed in the 2026 Budget.

Gross government debt is expected to increase from R5.69 trillion in 2024/25 to R6.09 trillion in 2025/26 and R6.82 trillion in 2027/28. The gross borrowing requirement is projected to decline by a total of R30.2 billion between 2024/25 and 2027/28, mainly due to lower projected spending relative to the March 2025 *Budget Review*.

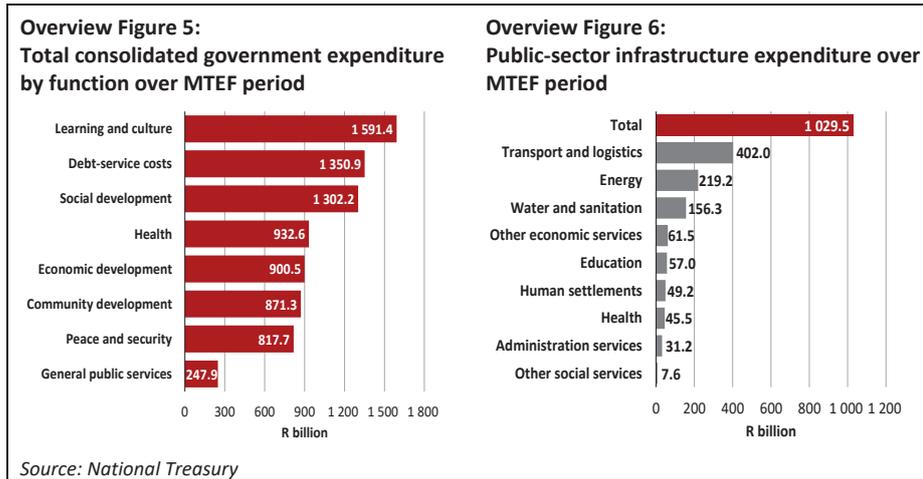
Consolidated government spending and the division of revenue



Consolidated government expenditure increases at an annual average of 5.4 per cent, from R2.4 trillion in 2024/25 to R2.81 trillion in 2027/28. Over the MTEF period, excluding payments for servicing debt, the contingency reserve and provisional allocations, 48.3 per cent of nationally raised revenue is allocated to national government, 42 per cent to provinces and 9.7 per cent to municipalities. Section 4 summarises government spending and changes to provisional allocations since the March 2025 *Budget Review*. Over the three-year period, consolidated spending has been revised down by R69.4 billion. The changes are concentrated in provisional allocations, which are revised from R204.8 billion to R141.8 billion. Departmental baselines are largely not affected.

Relative to the 2024 Budget, the 2025 Budget provides total additional spending of R180.1 billion over the 2025 MTEF period. This funding mainly supports infrastructure investments, personnel spending pressures in education and health, early childhood development, higher-than-anticipated costs of the 2025 public-service wage agreement, the early retirement initiative and the South African Revenue Service (SARS). Debt-service costs will consume 22 cents of every rand collected in revenue in 2025/26. Government will spend R1.35 trillion servicing the debt over the three-year spending period.

Higher and more effective infrastructure investment remains a central component of this budget, with government spending an estimated R1.03 trillion over the MTEF period on public infrastructure. Significant allocations to commuter rail services will improve accessibility and reduce transport costs. Annexure D of the March 2025 *Budget Review* details a range of reforms aimed at strengthening public investment management and pooling resources with the private sector to fund and implement infrastructure projects.



2 ECONOMIC OUTLOOK

Since the publication of the *Budget Review* in March, greater uncertainty and trade fragmentation have contributed to a weaker economic outlook. GDP is forecast to grow at an average of 1.6 per cent between 2025 and 2027, significantly lower than the 1.8 per cent forecast two months ago. Although South Africa is benefiting from more stable power supply, structural constraints continue to limit economic growth and downside risks have broadened. The global outlook has also deteriorated in the face of greater policy volatility. Global inflation, however, continues to ease, albeit with pauses in interest rate cuts by many central banks.

Economic policy remains focused on supporting growth, boosting employment and building the economy’s resilience to shocks. The four elements of this strategy, which have not changed since March, are to accelerate implementation of structural reforms, maintain macroeconomic stability, strengthen infrastructure investment and build a capable state.

GLOBAL OUTLOOK AND MACROECONOMIC ASSUMPTIONS

As a small open economy dependent on global trade and financial inflows, South Africa is highly exposed to external volatility. Rapid intensification of trade tensions and elevated policy uncertainty are weighing on the global outlook. In recent months, the announcement of large tariffs by the United States, followed by a partial/temporary



suspension of these measures, has triggered severe volatility in global markets, trade and growth projections, as shown in Overview Table 1. Global trade growth is projected to slow to 1.7 per cent in 2025, a downward revision of 1.5 percentage points compared with projections made in January of this year. This change is primarily due to the impact of tariffs and the fading influence of cyclical drivers that supported goods trade following the COVID-19 pandemic and the initial impact of the Ukraine war.

Overview Table 1: Economic growth in selected countries

Region/country	2024	2025	2026	2027	2025
Percentage	Actual	Estimate	Forecast		Difference from January 2025 WEO
World	3.3	2.8	3.0	3.2	-0.5
Advanced economies	1.8	1.4	1.5	1.7	-0.5
United States	2.8	1.8	1.7	2.0	-0.9
Euro area	0.9	0.8	1.2	1.3	-0.2
United Kingdom	1.1	1.1	1.4	1.5	-0.5
Emerging and developing countries	4.3	3.7	3.9	4.2	-0.5
China	5.0	4.0	4.0	4.2	-0.6
South Africa ¹	0.6	1.4	1.6	1.8	-0.5
World trade volumes	3.8	1.7	2.5	3.0	-1.5

1. National Treasury forecast

Source: IMF World Economic Outlook, April 2025; detailed breakdown provided in updated tables of 2025 Budget Review and technical annexure, Table 2.1

As of 4 April 2025, the International Monetary Fund projects global growth will fall from 3.3 per cent in 2024 to 2.8 per cent in 2025, recovering to only 3 per cent in 2026. Growth in advanced economies is expected to slow to 1.4 per cent in 2025, dragged down by a weaker outlook for the United States. Growth in emerging markets and developing economies is expected to slow from 4.3 per cent in 2024 to 3.7 per cent in 2025, with the largest downward revisions for countries hardest hit by recent US trade actions – particularly China and Mexico.



Relative to projections in the March 2025 *Budget Review*, this combination of factors has adversely affected assumptions in the macroeconomic forecast. Demand from South Africa's major trading partners is now expected to grow by 2.8 per cent in 2025. Heightened geopolitical risk, trade uncertainty and lower output from key producers have led to a lower export commodity price assumption of 5.4 per cent in 2025. The sovereign risk premium is expected to average 3.2 per cent in 2025, an upward revision from March, reflecting elevated uncertainty abroad and domestically. Table 2.3 in the technical annexure sets out these assumptions.

ECONOMIC OUTLOOK

South Africa's real GDP growth is now forecast to be 1.4 per cent in 2025, compared with 1.9 per cent projected in March 2025.

Overview Table 2: Macroeconomic performance and projections

Percentage change	2023	2024	2025	2026	2027
	Actual		Estimate	Forecast	
Final household consumption	0.7	1.0	1.8	1.4	1.8
Final government consumption	1.9	0.4	2.7	1.4	0.0
Gross fixed-capital formation	3.9	-3.7	3.2	4.2	4.2
Gross domestic expenditure	0.8	-0.7	2.0	2.3	2.0
Exports	3.7	-2.0	0.4	1.4	3.1
Imports	3.9	-6.3	2.8	3.7	3.3
Real GDP growth	0.7	0.6	1.4	1.6	1.8
GDP inflation	4.8	3.8	4.4	4.4	4.5
GDP at current prices (R billion)	7 024.0	7 336.2	7 760.3	8 235.3	8 761.3
CPI inflation	6.0	4.4	3.7	4.2	4.3
Current account balance (% of GDP)	-1.6	-0.6	-0.7	-1.1	-1.3

Sources: National Treasury, Reserve Bank and Statistics South Africa; data extracted from the updated tables of 2025 Budget Review, Table 2.2

The outlook is negatively affected by the impact of weaker-than-expected growth in the fourth quarter of 2024, along with persistent logistics constraints, heightened political uncertainty, high borrowing costs and global headwinds. Domestic demand continues to be supported by consumption and – to a lesser extent than in March 2025 – investment, while the net export gains of 2024 are expected to unwind. Inflation is easing, aided by previous rate hikes and lower fuel and food prices. Growth is projected to rise moderately to 1.6 per cent in 2026 and 1.8 per cent by the end of the MTEF period, slightly below previous estimates.

Household consumption is expected to grow by 1.8 per cent in 2025, slowing to 1.4 per cent in 2026 and rising to 1.8 per cent by 2027, supported by lower inflation, rising real credit, job gains and delayed effects of interest rate cuts. Government spending growth has been revised down to 2.7 per cent in 2025 as a result of the reductions to provisional spending allocations discussed in Section 4.

Real gross fixed-capital formation is expected to rebound from -3.7 per cent in 2024 to 3.2 per cent in 2025, but over the medium term remains significantly weaker than projected in March. This change is driven by fading temporary drivers of consumer spending, weakening external demand and rising uncertainty.

Easing production constraints and higher prices for South Africa's key export commodities should support exports over the medium term, though the near-term outlook is much weaker than before due to lower global demand. Imports are set to rebound in 2025 on stronger domestic demand and base effects.

Risks to the outlook

Domestic risks have tilted to the downside. Port and rail constraints and increased spending pressures could undermine investment and growth. Rapid and effective implementation of reforms is needed to accelerate growth and employment. In addition, lower inflation and interest rates, along with two-pot retirement withdrawals, may boost domestic demand over the medium term. The continuation of more stable power supply may also lift confidence and growth. Global risks have become more pronounced in recent months, with rising financial market volatility and weaker growth prospects. New trade



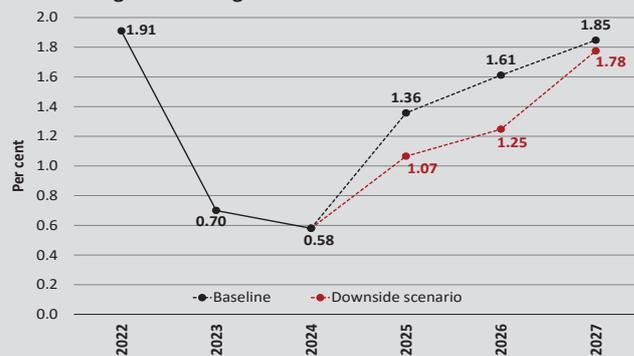
barriers may raise inflation and prolong high interest rates, while tighter financial conditions heighten debt distress risks in emerging markets. Geopolitical tensions and reconfiguration of supply chains could change foreign direct investment patterns.

Scenario analysis

The March 2025 *Budget Review* presented two scenarios to the baseline forecast – one positive, one negative. In the optimistic scenario, rapid infrastructure investment led to real GDP growth of 2.7 per cent in 2025. That scenario is available online.

In light of recent developments, the National Treasury has modelled an alternative scenario to the current forecast. It assumes an escalation of US-China trade tensions and US tariffs rising above 10 per cent for some other countries. Growth among key trading partners is subdued, with global trade volumes, investor confidence and economic activity declining. South Africa is hit hard by weaker demand, falling commodity prices and financial volatility. Risk premiums, borrowing costs and capital outflows all rise, limiting fiscal space. GDP is projected to be 0.3 and 0.4 percentage points below the baseline in 2025 and 2026 respectively. Near-term inflation is slightly lower due to subdued oil prices.

Overview Figure 7: GDP growth scenario



Source: National Treasury

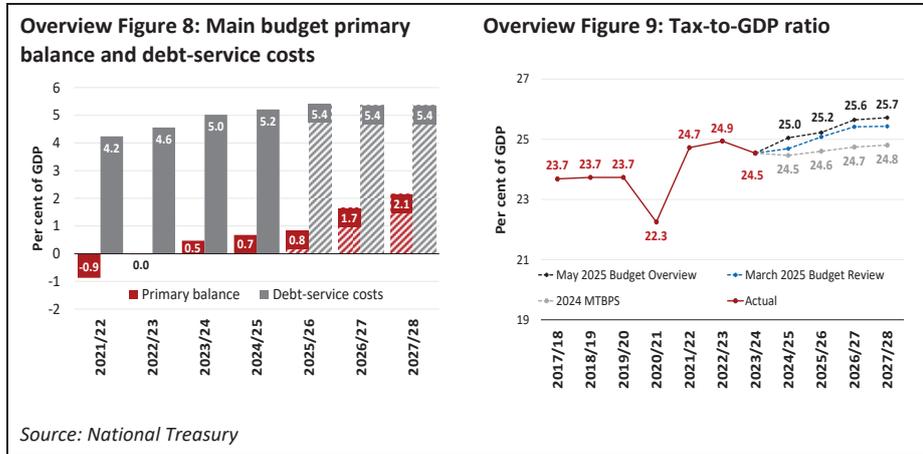
3 FISCAL OUTLOOK, TAX PROPOSALS AND BORROWING



Government’s balanced fiscal strategy remains on track. Debt as a percentage of GDP will stabilise this year. And over the rest of the decade, primary budget surpluses sufficient to lower the debt-to-GDP ratio will be achieved. The key elements of the strategy – stabilising the public finances, reducing risks in the fiscal framework, encouraging economic growth and supporting low-income households – are unchanged from the March 2025 *Budget Review*. This approach is closely intertwined with the economic priorities set out in Section 2, particularly efforts to enhance macroeconomic stability, which links to debt sustainability, and to prioritise infrastructure investment.

In the context of weaker-than-anticipated global and domestic economic growth, additional revenue and expenditure measures are required to stabilise the public finances. Tax policy measures proposed in this *Budget Overview* will raise an additional R18 billion in 2025/26, and an additional R20 billion in tax measures will be proposed in the

2026 Budget. These policy measures will be reassessed if SARS is able to raise additional revenue through more efficient tax administration and higher tax compliance.



The fiscal strategy narrows the budget deficit over the medium term, supporting a sustainable borrowing and debt management strategy. Debt is expected to stabilise at 77.4 per cent of GDP in 2025/26. The gross borrowing requirement has increased from R579 billion at the time of the 2024 Budget to R588.2 billion in 2025/26. This will be financed through a combination of domestic short- and long-term loans, foreign-currency loans and the use of cash balances.



A more detailed discussion of the fiscal strategy, tax policy and government debt and contingent liabilities appears in the March 2025 *Budget Review*. The macroeconomic projections informing this revised fiscal framework are summarised in Overview Table 3.

Overview Table 3: Macroeconomic performance and projections

Percentage change	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
	Actual			Estimate	Forecast		
Real GDP growth	6.2	1.4	0.7	0.7	1.5	1.7	1.9
Nominal GDP growth	12.6	6.9	4.9	4.4	6.3	6.1	6.5
CPI inflation	5.2	7.2	5.5	3.8	4.1	4.1	4.4
GDP at current prices (R billion)	6 325.6	6 763.5	7 092.3	7 406.9	7 872.2	8 351.4	8 890.6

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 3.1

FISCAL REFORMS

The March 2025 *Budget Review* provides details on key fiscal reforms, including a longer-term fiscal anchor and the reactivation of early retirement without penalties to support a sustainable public-service wage bill. These reforms are in progress.



The National Treasury is consulting on the fiscal anchors discussion document published in March 2025 as part of identifying long-term measures to prevent a recurrence of the cycle of high spending, high deficits and high debt. Government is also reviewing the budget process and developing a framework for public participation. The review will help clarify the role of structures that provide inputs to the budget and enhance public consultation.

The early retirement programme will continue, although the allocation for this initiative has been revised down from R11 billion estimated in the 2024 MTBPS to R5.5 billion across 2025/26 and 2026/27. Discussions with organised labour on the process are under way in the Public Service Co-ordinating Bargaining Council (PSCBC). The allocation will be revisited on the conclusion of these consultations as part of the next budget process, although functions that are not parties to the PSCBC process – such as the Department of Defence – can proceed with implementation.

FISCAL FRAMEWORK



Overview Table 4 summarises spending financed from the National Revenue Fund. The framework is largely unchanged from Table 3.7 in the March 2025 *Budget Review*. Notable updates include the manner of accommodating revenue shortfalls over the MTEF period. The shortfall is mainly due to the removal of the VAT rate increases and a weaker economic outlook; these are offset by downward adjustments to provisional allocations not appropriated.

Over the medium term, departmental baselines are largely unchanged, with a few adjustments. SARS receives an additional R4 billion to strengthen capacity. There is a net reduction of R2 billion to the Department of Defence associated with the expedited schedule for withdrawal from the Democratic Republic of the Congo. And the medium-term allocation to the Department of Social Development has been reduced in light of the withdrawal of the VAT rate increase. The preliminary main budget deficit outcome for 2024/25 is 4.5 per cent of GDP compared with 4.3 per cent estimated in the 2024 Budget, mainly due to economic underperformance and lower-than-expected revenue collection.

Overview Table 4: Main budget framework

R billion/percentage of GDP	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
	Outcome			Preliminary outcome	Medium-term estimates		
Main budget revenue	1 564.3	1 699.2	1 724.0	1 808.5	1 949.4	2 095.4	2 229.2
	24.7%	25.1%	24.3%	24.4%	24.8%	25.1%	25.1%
Main budget expenditure	1 887.3	2 009.2	2 046.9	2 144.1	2 310.7	2 403.0	2 515.6
	29.8%	29.7%	28.9%	28.9%	29.4%	28.8%	28.3%
Non-interest expenditure ¹	1 619.2	1 700.7	1 690.8	1 758.3	1 884.4	1 956.0	2 038.1
	25.6%	25.1%	23.8%	23.7%	23.9%	23.4%	22.9%
Debt-service costs	268.1	308.5	356.1	385.8	426.3	447.0	477.5
	4.2%	4.6%	5.0%	5.2%	5.4%	5.4%	5.4%
Main budget balance	-323.0	-309.9	-322.9	-335.6	-361.3	-307.7	-286.4
	-5.1%	-4.6%	-4.6%	-4.5%	-4.6%	-3.7%	-3.2%
Primary balance	-54.9	-1.5	33.2	50.2	65.0	139.4	191.1
	-0.9%	-0.0%	0.5%	0.7%	0.8%	1.7%	2.1%

1. This includes contingency reserve

Source: National Treasury; detailed breakdown provided in updated tables of 2025 Budget Review and technical annexure, Table 3.7



Higher main budget primary surpluses and lower budget deficits are anticipated in 2026/27 and 2027/28 compared with projections in the 2024 MTBPS. This improvement occurs because projected increases in spending are more than offset by anticipated higher revenue collection. The main budget deficit is expected to continue narrowing over the medium term, reaching 3.2 per cent of GDP by 2027/28. However, debt-service costs are revised upward by R10.3 billion over the MTEF period compared with the 2024 MTBPS.

Debt-service cost projections have been lowered by R1.8 billion over the MTEF period compared with the March 2025 *Budget Review*. These costs are projected to peak at 21.9 per cent of main budget revenue in 2025/26.

In 2025/26 and 2026/27, main budget revenue is expected to be R11.3 billion higher than the 2024 Budget estimates, mainly reflecting the impact of tax increases, higher non-tax revenue and lower Southern African Customs Union payments. Main budget expenditure as a share of GDP is expected to moderate over the medium term, primarily due to slow growth in non-interest expenditure.

To manage major unforeseeable risks, government proposes to maintain a contingency reserve of R21.6 billion over the MTEF period.

As Overview Table 5 shows, the revised estimate for the consolidated budget deficit is 4.8 per cent of GDP in 2024/25, and is expected to decline to 3.4 per cent of GDP in 2027/28 as the main budget deficit narrows. Social security funds, provinces and public entities move into a combined cash deficit in 2024/25 and over the medium term. Over the MTEF period, consolidated non-interest expenditure will increase at an annual average rate of 0.8 per cent in real terms.

Overview Table 5: Consolidated fiscal framework

	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
R billion/percentage of GDP	Outcome			Revised estimate	Medium-term estimates		
Revenue	1 754.8 27.7%	1 900.8 28.1%	1 948.0 27.5%	2 040.2 27.5%	2 200.8 28.0%	2 354.3 28.2%	2 503.2 28.2%
Expenditure	2 047.3 32.4%	2 145.4 31.7%	2 259.5 31.9%	2 397.8 32.4%	2 578.7 32.8%	2 674.5 32.0%	2 807.5 31.6%
Non-interest expenditure	1 771.3 28.0%	1 829.7 27.1%	1 896.0 26.7%	2 003.6 27.1%	2 143.8 27.2%	2 218.3 26.6%	2 319.9 26.1%
Budget balance	-292.6 -4.6%	-244.6 -3.6%	-311.6 -4.4%	-357.6 -4.8%	-377.9 -4.8%	-320.2 -3.8%	-304.3 -3.4%

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 3.5

REVENUE OUTLOOK AND TAX PROPOSALS

The preliminary revenue outcome for 2024/25 is R1.86 trillion – R8.9 billion better than estimated in the March 2025 *Budget Review*. The improvement was primarily driven by a large once-off dividends tax receipt and lower-than-anticipated VAT refunds. Nonetheless, the outcome falls short of expectations in the 2024 Budget by R7.8 billion.

Chapter 4 of the March 2025 *Budget Review* outlined tax proposals for 2025/26 and 2026/27. Except as otherwise indicated below, these proposals stand unchanged, including for personal income tax, transfer duties and excise duties. The content of Annexure C of the March 2025 *Budget Review* is similarly unchanged and remains in force.

The main policy changes are the withdrawal of the proposed VAT rate increases, alongside the withdrawal of additional zero-rated items, and a proposed inflation-related increase in the fuel levy. To account for revenue shortfalls, R20 billion in additional tax revenue is included in the fiscal framework for 2026/27. The 2026 Budget will present proposals to raise this amount. The impact of all current tax proposals on medium-term revenue is



shown in Overview Table 7. Gross tax revenue is projected to increase from R1.86 trillion in 2024/25 to R2.29 trillion in 2027/28.

Government remains committed to its long-term objectives of broadening the tax base and improving the efficiency and effectiveness of SARS for sustainable revenue collection.

Medium-term revenue outlook



As a result of the weaker economic outlook and the reversal of the VAT rate increases, the medium-term revenue outlook is revised down by R61.9 billion relative to the March 2025 *Budget Review*, though it is R75.9 billion higher than projected in the 2024 MTBPS.

In line with the economic forecast, the outlook for growth in key tax bases has weakened. The tax-to-GDP ratio is expected to reach 25.7 per cent by 2027/28, slightly higher than the 25.4 per cent projected two months ago. The ratio remains largely in line with previous estimates due to the better-than-expected revenue outcome for 2024/25, tax increases over the next two years, and strong tax buoyancy in key revenue instruments such as personal income tax.

In 2024/25, SARS collected R95 billion in debt. Over the MTEF period, the agency will receive an additional R7.5 billion relative to the baseline. Part of this allocation is expected to increase debt collection by R20 billion to R50 billion per year. This potential revenue is not included in the revenue estimates. However, the performance of SARS will be monitored by assessing the change in the amount of cash collected from debt, which will be published monthly. If successful, the R20 billion in tax increases to be proposed in the 2026 Budget will be reconsidered.

Overview Table 6: Revised gross tax revenue projections

R billion	2023/24 ¹	2024/25 ²	2025/26	2026/27	2027/28
Revised estimate	1 740.9	1 855.3	1 985.6	2 141.8	2 286.5
<i>Buoyancy</i>	<i>0.66</i>	<i>1.48</i>	<i>1.12</i>	<i>1.29</i>	<i>1.05</i>
2024 MTBPS	1 740.9	1 840.8	1 971.8	2 111.1	2 255.2
<i>Buoyancy</i>	<i>0.66</i>	<i>0.95</i>	<i>1.09</i>	<i>1.09</i>	<i>1.04</i>
2024 Budget	1 731.4	1 863.0	1 991.2	2 133.0	
<i>Buoyancy</i>	<i>0.54</i>	<i>1.33</i>	<i>1.11</i>	<i>1.11</i>	
Projected improvement against 2024 MTBPS	–	14.5	13.8	30.7	31.4
Projected variance against 2024 Budget	9.5	-7.8	-5.6	8.8	

1. Actual outcome

2. Preliminary outcome

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 3.2

Tax proposals

The VAT rate increases and expanded zero-rating proposed in the March 2025 *Budget Review* have been withdrawn. The revenue measures proposed in this *Budget Overview* are expected to raise R18 billion in 2025/26, and provide R1 billion in relief in 2026/27. The Minister of Finance will propose an additional R20 billion in tax measures in the 2026 Budget.

Overview Table 7: Impact of tax proposals on medium-term revenue¹

R million	2025/26	2026/27	2027/28
	Effect of tax proposals		
Gross tax revenue (before 2025 Budget tax proposals)	1 967 603	2 103 704	2 246 063
2025 Budget proposals ²	18 000	19 000	–
Direct taxes³	16 700	17 698	18 793
Personal income tax			
No inflationary adjustment to tax brackets and rebates	15 500	16 448	17 489
No inflationary adjustment to medical tax credits	1 200	1 250	1 304
Indirect taxes³	1 300	374	396
Fuel levy			
Inflationary adjustment to general fuel levy	–	–	–
Diesel refund relief for primary sectors	–	-1 000	-1 065
Specific excise duties			
Above-inflation increase in excise duties on alcohol and tobacco	1 300	1 374	1 461
Additional policy measures in 2026 Budget³	–	20 000	21 291
Net impact of tax proposals	18 000	38 072	40 481
Gross tax revenue (after tax proposals)	1 985 603	2 141 776	2 286 544

1. Revenue changes are in relation to thresholds that have been fully adjusted for inflation

2. In-year tax increase with no carry through

3. Includes carry-through effect of tax policy proposals

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 4.3

Fuel taxes and levies

The general fuel levy has remained unchanged for the past three years to provide consumers with relief from high fuel price inflation. To replace a portion of the lost revenue from the withdrawal of the VAT rate increases, government proposes an inflationary increase in the general fuel levy for petrol and diesel to R4.01c/l and R3.85c/l, respectively, effective from 4 June 2025.



Overview Table 8: Total combined fuel taxes on petrol and diesel

Rands/litre	2023/24		2024/25		2025/26	
	93 octane petrol	Diesel	93 octane petrol	Diesel	93 octane petrol	Diesel
General fuel levy	3.85	3.70	3.85	3.70	4.01	3.85
Road Accident Fund levy	2.18	2.18	2.18	2.18	2.18	2.18
Customs and excise levy	0.04	0.04	0.04	0.04	0.04	0.04
Carbon tax ¹	0.10	0.11	0.11	0.14	0.14	0.17
Total	6.17	6.03	6.18	6.06	6.37	6.24
Pump price ²	23.10	21.54	22.41	20.19	21.29	18.90
Taxes as percentage of pump price	26.7%	28.0%	27.6%	30.0%	29.9%	33.0%

1. The carbon tax on fuel became effective from 5 June 2019

2. Average Gauteng pump price for the 2023/24 and 2024/25 years. The 2025/26 figure is the Gauteng pump price in May 2025. Diesel (0.05% sulphur) wholesale price (retail price not regulated)

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 4.8

MEDIUM-TERM EXPENDITURE OUTLOOK

Main budget non-interest expenditure increased by a net R4.5 billion in 2024/25 compared with the 2024 Budget projection. This was mainly due to proposed spending additions for rollovers, the troop deployment in the Democratic Republic of the Congo, the repayment of debt for the Gauteng Freeway Improvement Project and spending announced in the 2024 Budget, including an increase in the COVID-19 social relief of



distress grant. These increases were partially offset by declared unspent funds, underspending and drawdowns of the contingency reserve and provisional allocations.

Overview Table 9 shows proposed medium-term revisions to main budget non-interest spending. It shows a net increase of R74.4 billion compared with the 2024 Budget. This increase comprises spending additions partially offset by reductions in provisional allocations of R81.8 billion and a R21.3 billion drawdown of the contingency reserve. Relative to the 2025 March *Budget Review*, medium-term revisions are R67.6 billion lower as some of the provisional allocations proposed in March were reversed in line with the revised fiscal and revenue position.

Overview Table 9: Changes to main budget non-interest expenditure over MTEF period

R million	2025/26	2026/27	2027/28	MTEF total
Non-interest expenditure (2024 Budget)	1 840 913	1 932 982	2 030 266	5 804 161
Additions to baselines and provisional allocations ¹	87 337	49 334	43 458	180 129
<i>Infrastructure projects</i> ¹	7 950	13 920	11 863	33 732
<i>2025 public-service wage agreement and carry-through costs</i>	7 317	7 842	8 211	23 371
<i>Early retirement costs</i>	2 200	3 300	–	5 500
<i>COVID-19 social relief of distress grant</i>	35 169	–	–	35 169
<i>Social grants above-inflation increases</i>	1 594	–	–	1 594
<i>SARS baseline allocations</i>	2 000	1 000	1 000	4 000
<i>Provisional allocations for frontline services</i>	12 245	13 883	15 157	41 286
<i>Other spending additions</i> ¹	18 862	9 388	7 227	35 476
Reductions to provisional allocations ²	-40 817	-16 514	-24 491	-81 822
Changes in contingency reserve	-2 600	-9 000	-9 708	-21 307
Technical adjustments ³	-448	-784	-1 412	-2 645
Revised non-interest expenditure (2025 Budget)	1 884 384	1 956 019	2 038 112	5 878 515
Change in non-interest expenditure from 2024 Budget	43 472	23 036	7 846	74 354

1. Details are in Overview Table 14

2. Includes drawdown of provisional allocations for COVID-19 social relief of distress grant in 2025/26 and public employment programmes over the 2025 MTEF period, Western Cape Rapid Schools Build Programme in 2025/26 and 2026/27 and Infrastructure Fund in 2026/27 and 2027/28

3. Includes revisions to skills development levy projections and savings from closure of Department of Public Enterprises

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 3.4 and 5.2

Details on spending additions are discussed in Section 4 and shown in Overview Table 14.

FINANCING AND DEBT MANAGEMENT STRATEGY



Government borrowing is guided by three primary considerations: liquidity management, refinancing risk and borrowing costs. Supported by a strategic risk framework, government determines the best mix of debt instruments and maturities to finance the gross borrowing requirement and ensure debt remains sustainable.

Overview Table 10: Financing of national government gross borrowing requirement¹

R million	2023/24	2024/25		2025/26	2026/27	2027/28
	Outcome	Budget	Revised	Medium-term estimates		
Main budget balance	-322 916	-320 946	-335 616	-361 321	-307 664	-286 398
Redemptions	-144 395	-172 568	-98 620	-171 705	-151 648	-301 275
Domestic long-term loans	-97 250	-132 087	-61 001	-111 357	-111 357	-274 536
Foreign loans	-47 145	-40 481	-37 619	-60 349	-40 292	-26 739
Eskom debt-relief arrangement	-76 000	-64 154	-64 000	-80 223	-	-
GFCRA settlement (net)⁴	-	100 000	100 000	25 000	25 000	-
Total	-543 311	-457 669	-398 236	-588 249	-434 313	-587 673
Financing	-	-	-	-	-	-
Domestic short-term loans	88 745	33 000	39 508	37 162	35 500	47 500
Treasury bills (net)	88 084	33 000	38 932	38 400	35 500	47 500
Corporation for Public Deposits	661	-	577	-1 238	-	-
Domestic long-term loans	336 239	328 100	347 744	345 300	319 500	427 300
Market loans	336 079	328 100	346 361	345 300	319 500	427 300
Loans issued for switches	824	-	1 131	-	-	-
Loans issued for repos (net)	-664	-	252	-	-	-
Foreign loans	45 663	36 700	67 357	98 874	79 969	95 954
Market loans	45 663	36 700	67 357	98 874	79 969	95 954
Change in cash and other balances²	72 664	59 869	-56 374	106 913	-656	16 918
Cash balances	42 690	53 112	-33 803	92 795	-4 247	10 715
Other balances ³	29 974	6 757	-22 571	14 118	3 591	6 203
Total	543 311	457 669	398 236	588 249	434 313	587 673
<i>Percentage of GDP</i>	<i>7.7</i>	<i>6.1</i>	<i>5.4</i>	<i>7.5</i>	<i>5.2</i>	<i>6.6</i>

1. A longer time series is presented in Table 1 of the statistical annexure at the back of the Budget Review

2. A positive value indicates that cash is used to finance part of the borrowing requirement

3. Differences between funds requested and actual cash flows of national departments

4. In 2024/25, the Reserve Bank will pay R200 billion to government in partial settlement of the GFCRA balances.

Of this amount government will pay the Reserve Bank R100 billion towards the contingency reserve

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 7.2

In 2024/25, the budget deficit was R14.7 billion higher than projected in the 2024 Budget, mainly because revenue collection fell below expectations. Due to the bond-switch programme, which exchanges shorter- for longer-dated debt, debt redemptions were R73.9 billion lower than estimated. Consequently, the gross borrowing requirement declined from a projected R457.7 billion to R398.2 billion, as shown in Overview Table 10. Government's closing cash balance amounted to R225 billion, as shown in Table 7.6 in the technical annexure, of which domestic cash balances were R80.7 billion higher than the 2024 Budget estimate. The higher cash balances will finance a portion of the gross borrowing requirement in 2025/26.



In 2025/26, the gross borrowing requirement will amount to R588.2 billion, including payments to Eskom of R80.2 billion – R30 billion lower than the 2024 Budget estimate. The requirement is also affected by the transfer to government of R100 billion in 2024/25 and R25 billion in each of the two following years from the Gold and Foreign Exchange Contingency Reserve Account, as discussed in the 2024 Budget Review.

The borrowing requirement is expected to decline to R434.3 billion in 2026/27, before increasing to R587.7 billion in 2027/28. Domestic and foreign redemptions will increase from R171.7 billion in 2025/26 to R301.3 billion in 2027/28. The bond-switch programme will mitigate refinancing risks by spreading redemptions over time.

Gross loan debt is expected to increase from R5.69 trillion in 2024/25 to R6.82 trillion in 2027/28. Net loan debt – gross loan debt less cash balances – will increase from R5.47 trillion to R6.7 trillion over the same period. Gross loan debt is now expected to stabilise at 77.4 per cent of GDP in 2025/26 and decline thereafter. This is higher than the 75.3 per cent projected in the 2024 Budget, and higher than the 76.2 per cent projected in the March 2025 *Budget Review*, mainly due to weaker growth forecasts.

Overview Table 11: Total national government debt

End of period	2023/24	2024/25	2025/26	2026/27	2027/28
R billion	Outcome	Revised budget	Medium-term estimates		
Domestic loans¹	4 667.8	5 092.0	5 437.2	5 754.2	6 035.5
Short-term	511.2	550.7	587.9	623.4	670.9
Long-term	4 156.6	4 541.2	4 849.3	5 130.9	5 364.6
Foreign loans¹	591.6	601.9	653.3	692.6	784.1
Gross loan debt	5 259.4	5 693.9	6 090.5	6 446.8	6 819.6
Less: National Revenue Fund	-195.7	-225.0	-126.2	-130.4	-120.1
Net loan debt²	5 063.7	5 468.8	5 964.3	6 316.4	6 699.5
<i>As percentage of GDP:</i>					
Gross loan debt	74.2	76.9	77.4	77.2	76.7
Net loan debt	71.4	73.8	75.8	75.6	75.4

1. Estimates include revaluations based on National Treasury's projections of inflation and exchange rates

2. Net loan debt is gross loan debt minus the bank balances of the National Revenue Fund

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 7.7

Contingent liabilities

Contingent liabilities are state obligations that could result in expenditure if a specific event occurs. Government closely monitors these liabilities, which include guarantees to state-owned companies and provisions for multilateral institutions and other fiscal obligations. The total amount guaranteed by government is expected to decrease from R498.9 billion on 31 March 2024 to R491.9 billion on 31 March 2025, while the exposure amount will increase by R6.1 billion to R439.2 billion over the same period. Figures for 2024/25 will be finalised with a lag of several months. Overview Table 12 shows state guarantees, and exposure to multilateral institutions and other contingent liabilities.

Overview Table 12: Government guarantee and provisions exposure¹

R billion	2022/23		2023/24		2024/25	
	Guarantee	Exposure	Guarantee	Exposure	Guarantee	Exposure
Government guarantees						
Public institutions	470.3	433.0	498.9	433.1	491.9	439.2
Independent power producers	208.5	187.1	277.9	207.1	277.9	229.5
Public-private partnerships	7.1	7.1	6.8	6.8	6.2	6.2
Provisions						
Multilateral institutions	–	578.7	–	593.9	–	538.2
Other contingent liabilities	–	430.4	–	423.9	–	438.9

1. A full list of guarantees is given in Table 11 of the statistical annexure in the Budget Review

Source: National Treasury; detailed breakdown provided in updated tables of 2025 Budget Review and technical annexure, Table 7.10 and 7.11

4 SPENDING PROPOSALS AND DIVISION OF REVENUE

This section presents government spending plans and the division of nationally raised revenue for the 2025 Budget. It highlights shifts from the proposals contained in the March 2025 *Budget Review*, although the policy priorities and departmental baselines presented in that document are broadly unchanged.

Expenditure continues to be highly redistributive, with a substantial portion of the budget allocated to the social wage. Government is committed to improving spending efficiency, protecting the vulnerable through redistributive measures, and increasing infrastructure spending that will support future growth and service delivery.

CONSOLIDATED GOVERNMENT SPENDING

Spending adjustments have been limited to a few departments or sectors. The social wage continues to account for 61 per cent of consolidated non-interest spending over the 2025 MTEF period. Total consolidated spending is expected to grow at an average annual rate of 5.4 per cent, from R2.4 trillion in 2024/25 to R2.81 trillion in 2027/28. Economic development is the fastest-growing function over the MTEF period, with an average growth rate of 8.2 per cent. Overview Table 13 shows consolidated government expenditure by function, with more detail provided in Table 5.4 in the technical annexure.

Overview Table 13: Consolidated government expenditure by function¹

R million	2024/25	2025/26	2026/27	2027/28	Percentage of total MTEF allocation	Average annual MTEF growth
	Revised estimate	Medium-term estimates				
Learning and culture	481 840	505 641	530 029	555 778	23.8%	4.9%
Health	277 231	296 134	310 722	325 778	13.9%	5.5%
Social development	396 402	420 107	433 654	448 410	19.5%	4.2%
Community development	267 473	280 448	290 859	299 973	13.0%	3.9%
Economic development	249 245	289 758	295 137	315 629	13.5%	8.2%
Peace and security	253 191	263 170	272 356	282 185	12.2%	3.7%
General public services	76 311	80 661	82 064	85 200	3.7%	3.7%
Payments for financial assets	10 256	11 416	7 211	5 903		
Allocated by function	2 011 949	2 147 336	2 222 032	2 318 856	100.0%	4.8%
Debt-service costs	385 822	426 346	447 015	477 513		7.4%
Contingency reserve	–	5 000	5 500	11 127		
Consolidated expenditure	2 397 771	2 578 682	2 674 547	2 807 495		5.4%

1. The main budget and spending by provinces, public entities and social security funds financed from own revenue
Source: National Treasury; detailed breakdown provided in updated tables of 2025 Budget Review and technical annexure, Table 5.4

Key adjustments to spending proposals

The 2025 Budget broadly maintains the expenditure trajectory presented in the March 2025 *Budget Review*. Total functional allocations amount to R6.69 trillion over the medium term, while proposed additional spending has been reduced from a total of R232.6 billion to R180.1 billion over the three-year period to align spending with revenue proposals while protecting frontline services. This is achieved mainly through adjustments to provisional allocations.

Provisional allocations are funds that are set aside for a specific purpose and are only made available to departments, provinces and local government when they demonstrate readiness to implement.



Overview Table 14 shows proposed additions to spending over the MTEF period. Relative to the March 2025 *Budget Review*, additions to social grants designed to mitigate the impact of the proposed VAT rate increase have been removed, as have additions for disaster management and, partially, for the Passenger Rail Agency of South Africa. Additions to frontline services (including education, health, home affairs and defence) remain in place, although they are revised down in line with lower anticipated revenue.

Overview Table 14: Spending additions funded over the MTEF period

R million	2025/26	2026/27	2027/28	MTEF total
Infrastructure investment	7 950	13 920	11 863	33 732
2025 public-service wage agreement and carry-through costs	7 317	7 842	8 211	23 371
Early retirement costs	2 200	3 300	–	5 500
COVID-19 social relief of distress grant	35 169	–	–	35 169
Social grants above-inflation increases	1 594	–	–	1 594
SARS baseline allocation	2 000	1 000	1 000	4 000
Provisional allocations for frontline services*	12 245	13 883	15 157	41 286
Education: provincial education compensation costs and expansion of ECD provision	5 070	6 466	8 012	19 548
Health: provincial health compensation costs, unemployed doctors and goods and services	6 706	6 922	7 145	20 773
Home Affairs: digitisation	470	495	–	965
Other spending additions	18 862	9 388	7 227	35 476
SARS spending adjustments and further support	500	1 500	1 500	3 500
Employment programmes	4 592	–	–	4 592
SANRAL GFIP phase 1 debt repayment ¹ and maintenance backlog	8 681	4 639	3 314	16 634
SANDF troop deployment in DRC and phased withdrawal costs	3 043	–	–	3 043
Spending additions to various institutions ²	1 443	871	917	3 231
Local government elections	–	1 435	–	1 435
Direct charges ³	603	942	1 496	3 042
Total additions to baselines and provisional allocations	87 337	49 334	43 458	180 129

* Provisional allocations not appropriated to votes

1. Includes the national government portion of R3.2 billion in 2025/26
2. Includes G20 and ICASA spectrum auction cost in 2025/26, new ministries and deputy ministries carry-through costs and financing of Parliament and Office of Chief Justice funding pressures
3. Include additions for injury on duty and post-retirement medical benefits

Source: National Treasury; detailed breakdown provided in updated tables of 2025 Budget Review and technical annexure, Table 5.2



The health sector is provisionally allocated R20.8 billion to cover compensation and essential services. This funding will facilitate the employment of 800 doctors who have finished their community service, safeguard about 4 700 health posts and address shortages in medical goods, services and accruals. An additional R1.4 billion is earmarked for the construction of Siloam Hospital and the implementation of public-private partnership health technology at Tygerberg Hospital.

A provisional allocation of R19.5 billion is included for provincial education compensation costs, for safeguarding about 5 500 educator posts and for improving access to quality early childhood development (ECD). The ECD subsidy, unchanged since 2019 at R17 per child per day, will be increased to R24 per child per day. Additional funding of

R10 billion over the medium term will expand ECD access to an additional 700 000 children up to the age of five years old.

The allocation to the South African National Defence Force (SANDF) for the Southern African Development Community mission in the Democratic Republic of the Congo has been adjusted according to the SANDF's phased withdrawal plan. While the medium-term allocation is reduced, the 2025/26 allocation is increased relative to March 2025 to cover immediate withdrawal costs.

SARS will receive an additional R4 billion over the medium term, supplementing the R3.5 billion proposed during the 2024 MTBPS. This funding will focus on using technology, data science and artificial intelligence to improve efficiency and transparency in tax administration.



The increase in the social grants budget of R1.6 billion in 2025/26 remains. The temporary *COVID-19 social relief of distress grant* will be extended until 31 March 2026, with R35.2 billion allocated to maintain the current R370 per month per beneficiary, including administration costs.

DIVISION OF NATIONALLY RAISED REVENUE

The division of nationally raised revenue for 2025/26 balances national priorities and the fiscal realities faced by provincial and local governments. Over the MTEF period, a total of R2.95 trillion, or 50.4 per cent of total non-interest spending, will be allocated to provinces and municipalities. Of this amount, provinces will receive R2.4 trillion and local government will be allocated R552.7 billion.



After debt-service costs, the contingency reserve and provisional allocations, the distribution of funds stands at 48.3 per cent to the national sphere, 42 per cent to provinces and 9.7 per cent to local government, reflecting government's commitment to supporting service delivery at all levels. Overview Table 15 sets out the division of revenue.

Overview Table 15: Division of nationally raised revenue

R billion	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	Average annual MTEF growth
	Outcome			Preliminary outcomes	Medium-term estimates			
Division of available funds								
National departments	822.8	855.9	826.9	860.0	916.1	906.2	940.1	3.0%
Provinces	660.8	694.1	706.3	730.6	767.8	798.4	833.8	4.5%
Local government	135.6	150.7	157.7	167.7	176.8	185.1	190.8	4.4%
Provisional allocations not appropriated ¹	–	–	–	–	18.7	60.8	62.3	
Non-interest allocations	1 619.2	1 700.7	1 690.8	1 758.3	1 879.4	1 950.5	2 027.0	4.9%
Debt-service costs	268.1	308.5	356.1	385.8	426.3	447.0	477.5	7.4%
Contingency reserve	–	–	–	–	5.0	5.5	11.1	
Main budget	1 887.3	2 009.2	2 046.9	2 144.1	2 310.7	2 403.0	2 515.6	5.5%

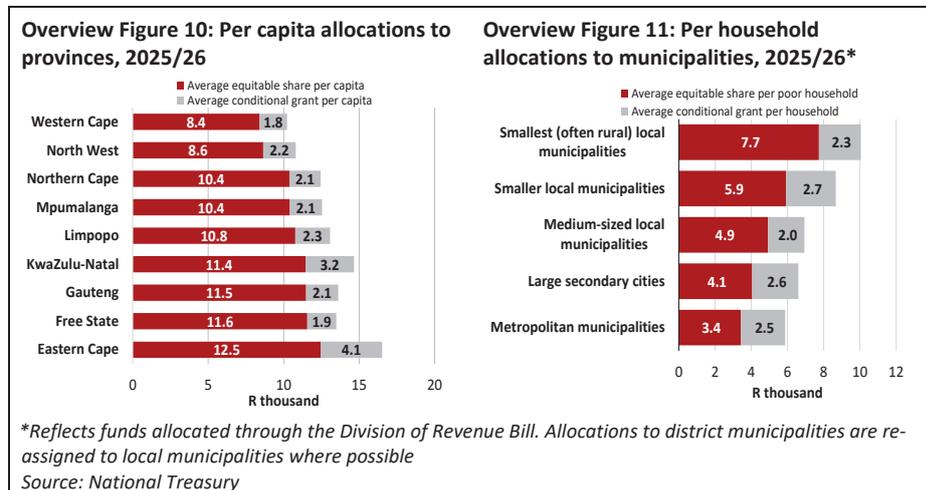
1. Includes amounts for Budget Facility for Infrastructure projects and other provisional allocations
Source: National Treasury; detailed breakdown provided in updated tables of 2025 Budget Review and technical annexure, Table 6.1

Redistributive impact of division of revenue

The formulas used to allocate funds to provinces and municipalities are regularly updated to enhance their redistributive impact. The changes for the 2025 MTEF period are summarised in the March 2025 *Budget Review*.



Overview Figures 10 and 11 show how the Division of Revenue Bill comprehensively redistributes funding across provincial and local government. For provinces, per capita allocations guarantee that financial resources are allocated in accordance with demographic requirements, helping to mitigate historical and regional disparities. Similarly, per household allocations to municipalities direct resources to communities based on the number of poor households and service delivery needs. By integrating these two dimensions, the Division of Revenue Bill fosters equity among provinces and ensures that municipalities – particularly those with limited ability to generate revenue – obtain the support needed to deliver essential services and promote social cohesion.



Provinces and municipalities face a range of pressures, alongside persistent financial, accountability and service delivery problems. The March 2025 *Budget Review* sets out key developments in subnational government, as well as a range of important reforms. These include proposals emerging from the review of the conditional grants system intended to streamline and integrate grants, enhance flexibility, align with service delivery priorities and introduce performance-based grants.

Budget documentation

The May 2025 *Budget Overview* is accompanied by several other documents and submissions to Parliament. These include:

- The initial *Budget Review* published on 12 March 2025. Note that all *Budget Review* tables, including those updated for this budget proposal, are available online as indicated below.
- The Budget Speech
- The Division of Revenue Bill
- The Revenue Laws Amendment Bill
- The Appropriation Bill
- The Estimates of National Expenditure
- Updated Annexure A of the March 2025 *Budget Review*
- Updated Statistical Annexure of the March 2025 *Budget Review*

In addition, the following documents, which were presented on 12 March 2025, remain unchanged and are electronically presented for public comment and information:

- Fiscal Anchors Discussion Document
- Gender Budget Statement
- These and other fiscal and financial publications, including the People's Guide to the Budget, are available online at www.treasury.gov.za.

5 TECHNICAL ANNEXURE

This technical annexure provides a selection of updated data tables from the March 2025 *Budget Review*. These updated tables have been selected as key datasets for the May 2025 *Budget Overview*. The Overview contains summaries of these tables.

In addition, all tables published in the March 2025 *Budget Review* have been updated and published online. For ease of reference, table numbering in this technical annexure is aligned with the numbering of the updated *Budget Review* tables.

INVESTING FOR FASTER GROWTH

Summary of the 2025 Budget

Table 1.2 presents the consolidated government fiscal framework for 2024/25 and the medium-term budget period. Data for national and provincial government is updated, with updates for other spheres planned for the 2025 MTBPS.

Table 1.2 Consolidated government fiscal framework

R billion/percentage of GDP	2024/25	2025/26	2026/27	2027/28
	Revised estimate	Medium-term estimates		
Revenue	2 040.2 27.5%	2 200.8 28.0%	2 354.3 28.2%	2 503.2 28.2%
Expenditure	2 397.8 32.4%	2 578.7 32.8%	2 674.5 32.0%	2 807.5 31.6%
Budget balance	-357.6 -4.8%	-377.9 -4.8%	-320.2 -3.8%	-304.3 -3.4%

Source: National Treasury; detailed breakdown provided in updated tables of 2025 Budget Review, Table 3.5

ECONOMIC OUTLOOK

Tables 2.1 and 2.3 provide an update on macroeconomic performance and projections since the March 2025 *Budget Review* and the assumptions informing the macroeconomic forecast.

Global outlook

Table 2.1 Economic growth in selected countries

Region/country	2024	2025	2026	2027	2025
Percentage	Actual	Estimate	Forecast		Difference from January 2025 WEO
World	3.3	2.8	3.0	3.2	-0.5
Advanced economies	1.8	1.4	1.5	1.7	-0.5
United States	2.8	1.8	1.7	2.0	-0.9
Euro area	0.9	0.8	1.2	1.3	-0.2
United Kingdom	1.1	1.1	1.4	1.5	-0.5
Japan	0.1	0.6	0.6	0.6	-0.5
Emerging and developing countries	4.3	3.7	3.9	4.2	-0.5
Brazil	3.4	2.0	2.0	2.2	-0.2
Russia	4.1	1.5	0.9	1.1	0.1
India	6.5	6.2	6.3	6.5	-0.3
China	5.0	4.0	4.0	4.2	-0.6
Sub-Saharan Africa	4.0	3.8	4.2	4.3	-0.4
Nigeria	3.4	3.0	2.7	3.0	-0.2
South Africa ¹	0.6	1.4	1.6	1.8	-0.5
World trade volumes	3.8	1.7	2.5	3.0	-1.5

1. National Treasury forecast

Source: IMF World Economic Outlook, April 2025; data extracted from the updated tables of 2025 Budget Review, Table 2.1

Domestic outlook

Table 2.3 Assumptions informing the macroeconomic forecast

Percentage change	2023	2024	2025	2026	2027
	Actual		Estimate	Forecast	
Global demand ¹	3.8	2.6	2.8	3.2	3.3
International commodity prices ²					
Brent crude oil	82.3	79.9	69.4	65.3	65.5
Gold	1 943.1	2 387.2	2 984.7	3 143.1	3 256.0
Platinum	966.6	955.0	965.7	995.8	1 032.4
Coal	120.6	105.4	96.7	105.7	105.0
Iron ore	120.3	111.1	99.2	93.6	88.7
Palladium	1 339.5	982.9	967.0	1 000.7	1 037.0
Domestic assumptions					
Food inflation	10.8	4.5	4.8	4.5	4.5
Electricity inflation	11.8	13.3	12.3	9.4	6.8
Sovereign risk premium	3.9	3.2	3.2	3.2	3.1

1. Combined growth index of South Africa's top 15 trading partners (IMF World Economic Outlook, April 2025)

2. Bloomberg futures prices as at 21 April 2025

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 2.3

FISCAL POLICY

Elements of the consolidated budget

Table 3.7 presents the main budget framework for the 2025 Budget to be considered by Parliament in terms of the requirements of section 7 of the Money Bills Procedure and Related Matters Act (2009).

Table 3.7 Main budget framework

R billion/percentage of GDP	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
	Outcome			Preliminary outcome	Medium-term estimates		
Revenue							
Gross tax revenue after proposals	1 563.8	1 686.7	1 740.9	1 855.3	1 985.6	2 141.8	2 286.5
Non-tax revenue	40.4	51.0	43.9	34.6	35.9	30.8	30.9
SACU ¹	-46.0	-43.7	-79.8	-89.9	-73.6	-78.2	-88.7
National Revenue Fund receipts	6.1	5.2	19.0	8.5	1.5	0.9	0.5
Main budget revenue	1 564.3	1 699.2	1 724.0	1 808.5	1 949.4	2 095.4	2 229.2
	24.7%	25.1%	24.3%	24.4%	24.8%	25.1%	25.1%
Expenditure							
National departments	822.8	855.9	826.9	860.0	916.1	906.2	940.1
Provinces	660.8	694.1	706.3	730.6	767.8	798.4	833.8
Local government	135.6	150.7	157.7	167.7	176.8	185.1	190.8
Contingency reserve	–	–	–	–	5.0	5.5	11.1
Provisional allocations not appropriated	–	–	–	–	18.7	60.8	62.3
Non-interest expenditure	1 619.2	1 700.7	1 690.8	1 758.3	1 884.4	1 956.0	2 038.1
Debt-service costs	268.1	308.5	356.1	385.8	426.3	447.0	477.5
Main budget expenditure	1 887.3	2 009.2	2 046.9	2 144.1	2 310.7	2 403.0	2 515.6
	29.8%	29.7%	28.9%	28.9%	29.4%	28.8%	28.3%
Main budget balance	-323.0	-309.9	-322.9	-335.6	-361.3	-307.7	-286.4
	-5.1%	-4.6%	-4.6%	-4.5%	-4.6%	-3.7%	-3.2%
Primary balance	-54.9	-1.5	33.2	50.2	65.0	139.4	191.1
	-0.9%	-0.0%	0.5%	0.7%	0.8%	1.7%	2.1%

1. Southern African Customs Union. Amounts made up of payments and other adjustments. The estimates for 2025/26 and 2026/27 include forecast error adjustments for 2023/24 and 2024/25 respectively

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 3.7

REVENUE TRENDS AND TAX PROPOSALS

Revenue collection and outlook

Tables 4.1 and 4.2 present the revenue proposals for the 2025 Budget to be considered by Parliament in terms of the requirements of section 27 of the Public Finance Management Act (1999) and section 7 of the Money Bills Procedure and Related Matters Act (2009).

Table 4.1 Budget estimates and revenue outcomes¹

R million	2023/24			2024/25			Percentage change ³
	Budget ²	Outcome	Deviation	Budget ²	Preliminary outcome	Deviation	
Taxes on income and profits	997 924	1 008 556	10 632	1 084 989	1 100 530	15 541	9.1%
Personal income tax	649 783	648 911	-872	738 749	729 911	-8 838	12.5%
Corporate income tax	301 367	313 097	11 730	302 702	318 739	16 037	1.8%
Dividends tax	39 705	39 173	-532	36 142	42 988	6 846	9.7%
Other taxes on income and profits ⁴	7 069	7 375	305	7 395	8 892	1 496	20.6%
Skills development levy	22 713	22 604	-109	24 500	24 448	-52	8.2%
Taxes on property	19 486	19 400	-86	20 600	22 505	1 905	16.0%
Domestic taxes on goods and services	616 951	616 459	-492	654 290	627 973	-26 317	1.9%
Value-added tax	445 340	447 557	2 216	476 749	457 789	-18 960	2.3%
Specific excise duties	53 942	53 522	-420	58 184	59 680	1 496	11.5%
Health promotion levy	2 254	2 245	-9	2 398	2 282	-116	1.7%
Ad valorem excise duties	7 782	7 348	-435	6 847	6 970	123	-5.1%
Fuel levy	93 372	91 508	-1 864	95 771	85 883	-9 888	-6.1%
Other domestic taxes on goods and services ⁵	14 261	14 280	19	14 342	15 370	1 028	7.6%
Taxes on international trade and transactions	74 279	73 849	-430	78 655	79 826	1 170	8.1%
Customs duties	72 492	70 549	-1 944	76 818	76 698	-119	8.7%
Health promotion levy on imports	107	115	8	114	140	27	22.4%
Diamond export levy	155	137	-18	163	65	-97	-52.4%
Export tax	401	411	10	422	467	45	13.7%
Miscellaneous customs and excise receipts	1 124	2 637	1 514	1 140	2 455	1 315	-6.9%
Gross tax revenue	1 731 353	1 740 870	9 517	1 863 035	1 855 270	-7 765	6.6%
Non-tax revenue ⁶	61 294	62 944	1 650	41 856	43 089	1 232	-31.5%
of which:							
Mineral and petroleum royalties	15 718	15 979	262	16 000	10 636	-5 364	-33.4%
Less: SACU ⁷ payments	-79 811	-79 811	-	-89 871	-89 874	-3	12.6%
Main budget revenue	1 712 836	1 724 003	11 167	1 815 020	1 808 485	-6 536	4.9%
Provinces, social security funds and selected public entities	208 587	223 974	15 387	221 602	231 671	10 069	3.4%
Consolidated budget	1 921 423	1 947 977	26 554	2 036 623	2 040 156	3 533	4.7%

1. A more disaggregated view is presented in Tables 2 and 3 of the statistical annexure

2. 2024 Budget Review estimates

3. Percentage change between outcome in 2023/24 and preliminary outcome in 2024/25

4. Includes interest on overdue income tax and interest withholding tax

5. Includes turnover tax for micro businesses, air departure tax, plastic bag levy, electricity levy, CO₂ tax on motor vehicle emissions, incandescent light bulb levy, Universal Service Fund, tyre levy, carbon tax and International Oil Pollution Compensation Fund

6. Includes mineral and petroleum royalties, mining leases, departmental revenue and sales of capital assets

7. Southern African Customs Union. Amounts made up of payments and other adjustments

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 4.1

Table 4.2 Budget revenue outcomes and outlook¹

R million	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
	Outcome			Preliminary outcome	Medium-term estimates		
Taxes on income and profits²	912 870	988 505	1 008 556	1 100 530	1 182 794	1 267 443	1 356 956
<i>of which:</i>							
Personal income tax	553 951	600 367	648 911	729 911	792 452	846 183	905 783
Corporate income tax	320 447	344 660	313 097	318 739	338 824	366 828	392 916
Skills development levy	19 336	20 892	22 604	24 448	26 006	27 811	29 773
Taxes on property	22 033	21 238	19 400	22 505	23 919	25 375	27 013
Domestic taxes on goods and services	549 806	579 990	616 459	627 973	668 706	711 448	756 084
<i>of which:</i>							
VAT	390 895	422 416	447 557	457 789	482 246	514 169	546 653
Taxes on international trade and transactions	59 719	76 068	73 849	79 826	84 177	89 699	95 426
Tax policy measures ³						20 000	21 291
Gross tax revenue	1 563 754	1 686 697	1 740 870	1 855 270	1 985 603	2 141 776	2 286 544
Non-tax revenue ⁴	46 485	56 201	62 944	43 089	37 358	31 791	31 403
<i>of which:</i>							
Mineral and petroleum royalties	28 456	25 338	15 979	10 636	11 201	11 830	12 668
Less: SACU ⁵ payments	-45 966	-43 683	-79 811	-89 874	-73 552	-78 198	-88 720
Main budget revenue	1 564 273	1 699 215	1 724 003	1 808 485	1 949 409	2 095 369	2 229 227
Provinces, social security funds and selected public	190 493	201 576	223 974	231 671	251 420	258 959	273 997
Consolidated budget revenue	1 754 766	1 900 791	1 947 977	2 040 156	2 200 828	2 354 328	2 503 224
As percentage of GDP							
Tax revenue	24.7%	24.9%	24.5%	25.0%	25.2%	25.6%	25.7%
Main budget revenue	24.7%	25.1%	24.3%	24.4%	24.8%	25.1%	25.1%
GDP (R billion)	6 325.6	6 763.5	7 092.3	7 406.9	7 872.2	8 351.4	8 890.6
Tax buoyancy	1.99	1.14	0.66	1.48	1.12	1.29	1.05

1. A more disaggregated view is presented in Tables 2 and 3 of the statistical annexure

2. Includes dividends tax, interest withholding tax and interest on overdue income tax

3. Unallocated tax measures to be outlined by the Minister of Finance in the 2026 Budget

4. Includes mineral and petroleum royalties, mining leases, departmental revenue and sales of capital assets

5. Southern African Customs Union. Amounts made up of payments and other adjustments

Source: National Treasury and SARS; data extracted from the updated tables of 2025 Budget Review, Table 4.2

Tax proposals

Table 4.3 Impact of tax proposals on medium-term revenue¹

R million	2025/26	2026/27	2027/28
	Effect of tax proposals		
Gross tax revenue (before 2025 Budget tax proposals)	1 967 603	2 103 704	2 246 063
2025 Budget proposals²	18 000	19 000	
Direct taxes³	16 700	17 698	18 793
Personal income tax			
No inflationary adjustment to tax brackets and rebates	15 500	16 448	17 489
No inflationary adjustment to medical tax credits	1 200	1 250	1 304
Indirect taxes³	1 300	374	396
Fuel levy			
Inflationary adjustment to general fuel levy	–	–	–
Diesel refund relief for primary sectors	–	-1 000	-1 065
Specific excise duties			
Above-inflation increase in excise duties on alcohol and tobacco	1 300	1 374	1 461
Additional policy measures in 2026 Budget³	–	20 000	21 291
Net impact of tax proposals	18 000	38 072	40 481
Gross tax revenue (after tax proposals)	1 985 603	2 141 776	2 286 544

1. Revenue changes are in relation to thresholds that have been fully adjusted for inflation

2. In-year tax increase with no carry through

3. Includes carry-through effect of tax policy proposals

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 4.3

Table 4.5 Estimates of individuals and taxable income, 2025/26

Taxable bracket	Registered individuals		Taxable income		Income tax before any relief		Tax relief from proposals		Final income tax payable		
	R thousand	Number	%	R billion	%	R billion	%	R billion	%	R billion	%
R0 - R96 ¹	6 557 001	–	277.3	–	–	–	–	–	–	–	–
R100 - R150	1 909 227	24.2	229.2	6.6	15.6	2.0	–	0%	15.6	2.0	
R150 - R250	1 505 134	19.1	298.0	8.6	22.4	2.8	–	0%	22.4	2.8	
R250 - R350	1 219 399	15.5	366.6	10.6	48.3	6.1	–	0%	48.3	6.1	
R350 - R500	1 271 783	16.1	536.0	15.5	92.6	11.7	–	0%	92.6	11.7	
R500 - R750	1 004 932	12.7	602.2	17.4	133.3	16.8	–	0%	133.3	16.8	
R750 - R1 000	444 339	5.6	381.2	11.0	103.7	13.1	–	0%	103.7	13.1	
R1 000 - R1 500	318 582	4.0	385.8	11.2	120.8	15.2	–	0%	120.8	15.2	
R1 500 +	215 219	2.7	656.1	19.0	255.7	32.3	–	0%	255.7	32.3	
Total	7 888 615	100.0	3 455.0	100.0	792.5	100.0	–	0%	792.5	100.0	
Grand total	14 445 616		3 732.3		792.5		–		792.5		

1. Registered individuals with taxable income below the income tax threshold

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 4.5

Table 4.7 Changes in specific excise duties, 2025/26

Product	Current excise duty rate	Proposed excise duty rate	Percentage change	
			Nominal	Real
Malt beer	R135.89 / litre of absolute alcohol (231,02c / average 340ml can)	R145.07 / litre of absolute alcohol (246,61c / average 340ml can)	6.75	2.67
Traditional African beer	7,82c / litre	7,82c / litre	–	-4.08
Traditional African beer powder	34,70c / kg	34,70c / kg	–	-4.08
Unfortified wine	R5.57 / litre	R5.95 / litre	6.75	2.67
Fortified wine	R9.40 / litre	R10.04 / litre	6.75	2.67
Sparkling wine	R17.83 / litre	R19.03 / litre	6.75	2.67
Ciders and alcoholic fruit beverages	R135.89 / litre of absolute alcohol (231,02c / average 340ml can)	R145.07 / litre of absolute alcohol (246,61c / average 340ml can)	6.75	2.67
Spirits	R274.39 / litre of absolute alcohol (R88.49 / 750ml bottle)	R292.91 / litre of absolute alcohol (R94.46 / 750ml bottle)	6.75	2.67
Cigarettes	R21.77 / 20 cigarettes	R22.81 / 20 cigarettes	4.75	0.67
HTPs sticks	R16.33 / 20 sticks	R17.10 / 20 sticks	4.75	0.67
Cigarette tobacco	R24.47 / 50g	R25.63 / 50g	4.75	0.67
Pipe tobacco	R7.53 / 25g	R8.03 / 25g	6.75	2.67
Cigars	R125.91 / 23g	R134.40 / 23g	6.75	2.67
ENDS/ENNDS	R3.04 / ml	R3.18 / ml	4.75	0.67

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 4.7

CONSOLIDATED SPENDING PLANS

Overview

Table 5.1 Social wage

R billion	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
	Outcome			Revised estimate	Medium-term estimates		
Community development	164.1	182.1	201.0	213.7	225.9	235.3	242.2
Housing development	27.0	25.7	26.5	28.3	28.6	27.9	28.3
Transport	29.4	37.5	46.0	48.7	50.3	53.1	54.2
Basic services and local government ¹	107.7	118.9	128.5	136.8	147.0	154.2	159.7
Employment programmes	17.6	19.1	19.1	19.1	20.7	21.9	23.5
Health	228.5	235.3	243.3	254.3	270.2	284.1	297.2
Basic education	262.5	276.2	291.4	299.2	318.3	335.9	351.7
Higher education and training	55.9	61.6	65.2	69.3	72.3	76.0	80.2
Social protection	252.2	260.3	277.8	295.6	316.4	330.2	341.4
of which: Social grants	222.7	233.0	250.5	266.8	284.8	296.4	309.8
Social security funds	76.2	66.4	65.5	80.3	82.6	81.8	84.5
Total	1 057.0	1 101.0	1 163.3	1 231.5	1 306.4	1 365.2	1 420.7
Percentage of non-interest spending	59.4%	59.9%	61.1%	61.2%	60.7%	61.3%	61.0%
Percentage of consolidated spending	51.6%	51.3%	51.5%	51.4%	50.7%	51.0%	50.6%

1. Includes local government equitable share

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 5.1

Revisions to spending plans

Table 5.2 Spending additions funded over the MTEF period

R million	2025/26	2026/27	2027/28	MTEF total
Infrastructure investment	7 950	13 920	11 863	33 732
Budget Facility for Infrastructure window 8 projects	3 346	5 380	3 086	11 812
Passenger Rail Agency of South Africa*	1 923	4 610	5 784	12 316
Turnaround revenue-generating services in metros*	2 067	2 031	2 333	6 431
Western Cape Rapid Schools Build Programme	1 048	1 250	–	2 298
Drakenstein project allocation	–	225	–	225
Rescheduling of MyCiti	-435	425	660	650
2025 public-service wage agreement and carry-through costs	7 317	7 842	8 211	23 371
Early retirement costs*	2 200	3 300	–	5 500
COVID-19 social relief of distress grant	35 169	–	–	35 169
Social grants above-inflation increases	1 594	–	–	1 594
SARS baseline allocation	2 000	1 000	1 000	4 000
Provisional allocations for frontline services	12 245	13 883	15 157	41 286
Education: provincial education compensation costs and expansion of ECD provision*	5 070	6 466	8 012	19 548
<i>Compensation costs in provincial education departments</i>	<i>3 044</i>	<i>3 180</i>	<i>3 324</i>	<i>9 548</i>
<i>Expanding access to and improving the quality of ECD provision</i>	<i>2 026</i>	<i>3 286</i>	<i>4 688</i>	<i>10 000</i>
<i>ECD conditional grant to provinces</i>	<i>2 010</i>	<i>3 229</i>	<i>4 630</i>	<i>9 869</i>
<i>E-Cares system at national government</i>	<i>16</i>	<i>57</i>	<i>58</i>	<i>131</i>
Health: provincial health compensation costs, unemployed doctors and goods and services*	6 706	6 922	7 145	20 773
<i>Compensation costs in provincial health departments</i>	<i>2 606</i>	<i>2 722</i>	<i>2 845</i>	<i>8 173</i>
<i>Unemployed doctors</i>	<i>800</i>	<i>900</i>	<i>1 000</i>	<i>2 700</i>
<i>Goods and services shortfalls</i>	<i>3 300</i>	<i>3 300</i>	<i>3 300</i>	<i>9 900</i>
Home Affairs: digitisation*	470	495	–	965
<i>Digitisation Project: Home Affairs</i>	<i>470</i>	<i>495</i>	–	<i>965</i>
Other spending additions	18 862	9 388	7 227	35 476
SARS spending adjustments and further support	500	1 500	1 500	3 500
Employment programmes	4 592	–	–	4 592
SANRAL GFIP phase 1 debt repayment and maintenance backlog	8 681	4 639	3 314	16 634
<i>National government portion</i>	<i>3 205</i>	–	–	<i>3 205</i>
<i>Provincial government portion</i>	<i>5 476</i>	<i>4 639</i>	<i>3 314</i>	<i>13 429</i>
SANDF troop deployment in DRC and phased withdrawal costs	3 043	–	–	3 043
Spending additions to various institutions ¹	1 443	871	917	3 231
Local government elections	–	1 435	–	1 435
Direct charges ²	603	942	1 496	3 042
Total additions to baselines and provisional allocations	87 337	49 334	43 458	180 129

* Provisional allocations not appropriated to votes

1. Includes G20 and ICASA spectrum auction cost in 2025/26, new ministries and deputy ministries carry-through costs and financing of Parliament and Office of Chief Justice funding pressures

2. Include additions for injury on duty and post-retirement medical benefits

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 5.2

Consolidated government expenditure

Table 5.4 Consolidated government expenditure by function¹

R million	2024/25	2025/26	2026/27	2027/28	Percentage of total MTEF allocation	Average annual MTEF growth
	Revised estimate	Medium-term estimates				
Learning and culture	481 840	505 641	530 029	555 778	23.8%	4.9%
Basic education	324 690	346 539	363 516	379 957	16.3%	5.4%
Post-school education and training	144 906	146 640	154 343	163 194	6.9%	4.0%
Arts, culture, sport and recreation	12 244	12 462	12 170	12 627	0.6%	1.0%
Health	277 231	296 134	310 722	325 778	13.9%	5.5%
Social development	396 402	420 107	433 654	448 410	19.5%	4.2%
Social protection	299 589	320 652	334 649	346 047	15.0%	4.9%
Social security funds	96 813	99 455	99 006	102 363	4.5%	1.9%
Community development	267 473	280 448	290 859	299 973	13.0%	3.9%
Economic development	249 245	289 758	295 137	315 629	13.5%	8.2%
Industrialisation and exports	39 211	40 760	39 315	41 219	1.8%	1.7%
Agriculture and rural development	27 224	29 383	30 634	31 917	1.4%	5.4%
Job creation and labour affairs	21 770	23 658	24 721	26 373	1.1%	6.6%
Economic regulation and infrastructure	141 879	175 738	179 033	194 392	8.2%	11.1%
Innovation, science and technology	19 161	20 220	21 434	21 728	0.9%	4.3%
Peace and security	253 191	263 170	272 356	282 185	12.2%	3.7%
Defence and state security	59 755	59 675	59 486	61 865	2.7%	1.2%
Police services	124 889	133 379	139 517	145 296	6.3%	5.2%
Law courts and prisons	55 326	57 219	59 888	62 747	2.7%	4.3%
Home affairs	13 221	12 898	13 466	12 276	0.6%	-2.4%
General public services	76 311	80 661	82 064	85 200	3.7%	3.7%
Executive and legislative organs	17 598	17 837	18 023	18 728	0.8%	2.1%
Public administration and fiscal affairs	50 101	53 679	54 747	56 784	2.5%	4.3%
External affairs	8 612	9 146	9 294	9 688	0.4%	4.0%
Payments for financial assets	10 256	11 416	7 211	5 903		
Allocated by function	2 011 949	2 147 336	2 222 032	2 318 856	100.0%	4.8%
Debt-service costs	385 822	426 346	447 015	477 513		7.4%
Contingency reserve	–	5 000	5 500	11 127		
Consolidated expenditure	2 397 771	2 578 682	2 674 547	2 807 495		5.4%

1. The main budget and spending by provinces, public entities and social security funds financed from own revenue
Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 5.4

Table 5.5 Consolidated government expenditure by economic classification¹

R million	2024/25	2025/26	2026/27	2027/28	Percentage of total MTEF allocation	Average annual MTEF growth
	Revised estimate	Medium-term estimates				
Economic classification						
Current payments	1 482 066	1 601 714	1 670 372	1 757 030	62.6%	5.8%
Compensation of employees	762 495	814 479	850 660	888 410	31.8%	5.2%
Goods and services	325 378	352 348	363 507	381 052	13.6%	5.4%
Interest and rent on land	394 193	434 887	456 205	487 569	17.1%	7.3%
<i>of which:</i>						
<i>Debt-service costs</i>	385 822	426 346	447 015	477 513	16.8%	7.4%
Transfers and subsidies	788 785	829 118	856 636	888 457	32.0%	4.0%
Municipalities	179 947	190 703	199 638	206 171	7.4%	4.6%
Departmental agencies and accounts	29 500	28 901	27 025	27 446	1.0%	-2.4%
Higher education institutions	54 911	55 675	58 499	61 766	2.2%	4.0%
Foreign governments and international organisations	2 762	3 767	3 442	3 609	0.1%	9.3%
Public corporations and private enterprises	41 433	42 851	43 597	43 055	1.6%	1.3%
Non-profit institutions	40 179	42 857	45 904	49 264	1.7%	7.0%
Households	440 052	464 364	478 531	497 145	17.9%	4.2%
Payments for capital assets	116 664	131 434	134 828	144 979	5.1%	7.5%
Buildings and other fixed structures	81 112	97 609	100 345	108 423	3.8%	10.2%
Machinery and equipment	30 636	30 126	31 782	33 818	1.2%	3.3%
Other capital assets	4 916	3 699	2 700	2 738	0.1%	-17.7%
Payments for financial assets	10 256	11 416	7 211	5 903		
Total	2 397 771	2 573 682	2 669 047	2 796 369	100.0%	5.3%
Contingency reserve	–	5 000	5 500	11 127		
Consolidated expenditure	2 397 771	2 578 682	2 674 547	2 807 495		5.4%

1. The main budget and spending by provinces, public entities and social security funds financed from own revenue
Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 5.5

DIVISION OF REVENUE AND SPENDING BY PROVINCES AND MUNICIPALITIES

Division of revenue

Table 6.1 Division of nationally raised revenue

R billion	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	Average annual MTEF growth
	Outcome			Preliminary outcome	Medium-term estimates			
Division of available funds								
National departments	822.8	855.9	826.9	860.0	916.1	906.2	940.1	3.0%
<i>of which:</i>								
<i>Indirect transfers to provinces</i>	3.8	3.5	4.1	3.9	4.9	3.0	2.6	-12.2%
<i>Indirect transfers to local government</i>	5.7	7.2	8.2	7.1	7.9	7.9	8.2	4.9%
Provinces	660.8	694.1	706.3	730.6	767.8	798.4	833.8	4.5%
Equitable share	544.8	570.9	585.1	600.5	633.2	660.6	690.2	4.8%
Conditional grants	116.0	123.3	121.2	130.2	134.6	137.9	143.6	3.3%
Local government	135.6	150.7	157.7	167.7	176.8	185.1	190.8	4.4%
Equitable share	76.2	83.9	92.3	99.5	106.1	110.7	115.7	5.1%
Conditional grants	44.8	51.4	50.0	52.1	53.9	56.8	56.7	2.9%
General fuel levy sharing with metros	14.6	15.3	15.4	16.1	16.8	17.6	18.4	4.5%
Provisional allocations not appropriated ¹	–	–	–	–	18.7	60.8	62.3	
Non-interest allocations	1 619.2	1 700.7	1 690.8	1 758.3	1 879.4	1 950.5	2 027.0	4.9%
<i>Percentage increase</i>	4.0%	5.0%	-0.6%	4.0%	6.9%	3.8%	3.9%	
Debt-service costs	268.1	308.5	356.1	385.8	426.3	447.0	477.5	7.4%
Contingency reserve	–	–	–	–	5.0	5.5	11.1	
Main budget expenditure	1 887.3	2 009.2	2 046.9	2 144.1	2 310.7	2 403.0	2 515.6	5.5%
<i>Percentage increase</i>	5.5%	6.5%	1.9%	4.7%	7.8%	4.0%	4.7%	
<i>Percentage shares</i>								
<i>National departments</i>	50.8%	50.3%	48.9%	48.9%	49.2%	48.0%	47.8%	
<i>Provinces</i>	40.8%	40.8%	41.8%	41.6%	41.3%	42.3%	42.4%	
<i>Local government</i>	8.4%	8.9%	9.3%	9.5%	9.5%	9.8%	9.7%	

1. Includes amounts for Budget Facility for Infrastructure projects and other provisional allocations

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 6.1

GOVERNMENT DEBT AND CONTINGENT LIABILITIES

Borrowing performance and projections

Table 7.2 Financing of national government gross borrowing requirement¹

R million	2023/24	2024/25		2025/26	2026/27	2027/28
	Outcome	Budget	Revised	Medium-term estimates		
Main budget balance	-322 916	-320 946	-335 616	-361 321	-307 664	-286 398
Redemptions	-144 395	-172 568	-98 620	-171 705	-151 648	-301 275
Domestic long-term loans	-97 250	-132 087	-61 001	-111 357	-111 357	-274 536
Foreign loans	-47 145	-40 481	-37 619	-60 349	-40 292	-26 739
Eskom debt-relief arrangement	-76 000	-64 154	-64 000	-80 223	-	-
GFECRA settlement (net)⁴	-	100 000	100 000	25 000	25 000	-
Total	-543 311	-457 669	-398 236	-588 249	-434 313	-587 673
Financing						
Domestic short-term loans	88 745	33 000	39 508	37 162	35 500	47 500
Treasury bills (net)	88 084	33 000	38 932	38 400	35 500	47 500
Corporation for Public Deposits	661	-	577	-1 238	-	-
Domestic long-term loans	336 239	328 100	347 744	345 300	319 500	427 300
Market loans	336 079	328 100	346 361	345 300	319 500	427 300
Loans issued for switches	824	-	1 131	-	-	-
Loans issued for repos (net)	-664	-	252	-	-	-
Foreign loans	45 663	36 700	67 357	98 874	79 969	95 954
Market loans	45 663	36 700	67 357	98 874	79 969	95 954
Change in cash and other balances²	72 664	59 869	-56 374	106 913	-656	16 918
Cash balances	42 690	53 112	-33 803	92 795	-4 247	10 715
Other balances ³	29 974	6 757	-22 571	14 118	3 591	6 203
Total	543 311	457 669	398 236	588 249	434 313	587 673
<i>Percentage of GDP</i>	<i>7.7</i>	<i>6.1</i>	<i>5.4</i>	<i>7.5</i>	<i>5.2</i>	<i>6.6</i>

1. A longer time series is presented in Table 1 of the statistical annexure at the back of the Budget Review

2. A positive value indicates that cash is used to finance part of the borrowing requirement

3. Differences between funds requested and actual cash flows of national departments

4. In 2024/25, the Reserve Bank will pay R200 billion to government in partial settlement of the GFECRA balances.

Of this amount government will pay the Reserve Bank R100 billion towards the contingency reserve

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 7.2

Table 7.6 Change in cash balances

R million	2023/24	2024/25		2025/26	2026/27	2027/28
	Outcome	Budget	Revised	Medium-term estimates		
Rand currency						
Opening balance	120 501	65 000	92 320	130 671	50 000	70 184
Closing balance	92 320	50 000	130 671	50 000	70 184	50 000
of which:						
Tax and loan accounts	92 320	50 000	130 671	50 000	70 184	50 000
Change in rand cash balance ¹ (opening less closing balance)	28 181	15 000	-38 351	80 671	-20 184	20 184
Foreign currency²						
Opening balance	113 409	85 261	98 900	94 352	82 228	66 291
Closing balance	98 900	47 149	94 352	82 228	66 291	75 760
US\$ equivalent	5 393	2 172	4 843	4 085	3 237	3 652
Change in foreign currency cash balance ¹ (opening less closing balance)	14 509	38 112	4 548	12 124	15 937	-9 469
Total change in cash balances¹	42 690	53 112	-33 803	92 795	-4 247	10 715
Total closing cash balance	191 220	97 149	225 023	132 228	136 475	125 760

1. A positive value indicates that cash is used to finance part of the borrowing requirement

2. Rand values at which foreign currency was purchased or borrowed

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 7.6

Government debt and debt-service costs

Table 7.7 Total national government debt¹

End of period R billion	2023/24	2024/25	2025/26	2026/27	2027/28
	Outcome	Revised	Medium-term estimates		
Domestic loans²	4 667.8	5 092.0	5 437.2	5 754.2	6 035.5
Short-term	511.2	550.7	587.9	623.4	670.9
Long-term	4 156.6	4 541.2	4 849.3	5 130.9	5 364.6
Fixed-rate	3 010.7	3 279.8	3 412.1	3 531.0	3 728.1
Inflation-linked	1 027.5	1 078.0	1 202.3	1 332.0	1 404.8
Floating rate note	118.3	183.5	234.8	267.9	231.7
Foreign loans²	591.6	601.9	653.3	692.6	784.1
Gross loan debt	5 259.4	5 693.9	6 090.5	6 446.8	6 819.6
Less: National Revenue Fund	-195.7	-225.0	-126.2	-130.4	-120.1
Net loan debt	5 063.7	5 468.8	5 964.3	6 316.4	6 699.5
<i>As percentage of GDP:</i>					
Gross loan debt	74.2	76.9	77.4	77.2	76.7
Net loan debt	71.4	73.8	75.8	75.6	75.4

1. A longer time series is given in Table 10 of the statistical annexure at the back of the Budget Review

2. Estimates include revaluation based on National Treasury's projections of inflation and exchange rates

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 7.7

Table 7.9 National government debt-service costs

R million	2023/24	2024/25		2025/26	2026/27	2027/28
	Outcome	Budget	Revised	Medium-term estimates		
Domestic loans	324 519	354 083	353 997	386 425	404 437	429 302
Short-term	43 001	48 097	43 886	45 708	46 520	50 386
Long-term	281 518	305 986	310 111	340 716	357 916	378 917
Foreign loans	31 591	28 100	31 825	39 921	42 578	48 211
Total	356 110	382 183	385 822	426 346	447 015	477 513
<i>As percentage of:</i>						
GDP	5.0	5.1	5.2	5.4	5.4	5.4
Expenditure	17.4	17.9	18.0	18.5	18.6	19.0
Revenue	20.7	21.1	21.3	21.9	21.3	21.4

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 7.9

Contingent liabilities

Table 7.10 Government guarantee exposure¹

R billion	2022/23		2023/24		2024/25	
	Guarantee	Exposure ²	Guarantee	Exposure ²	Guarantee	Exposure ²
Public institutions	470.3	433.0	498.9	433.1	491.9	439.2
<i>of which:</i>						
<i>Eskom</i>	341.6	362.3	326.6	356.9	331.7	357.6
<i>SANRAL</i>	37.9	38.2	37.9	28.9	37.9	22.6
<i>Trans-Caledon Tunnel Authority</i>	25.0	8.7	35.5	7.9	35.5	10.3
<i>South African Airways</i>	19.1	0.2	4.7	0.1	4.7	0.3
<i>Land and Agricultural Development Bank of South Africa</i>	8.1	0.6	8.0	–	–	–
<i>Development Bank of Southern Africa</i>	10.1	5.7	10.3	6.1	10.1	6.5
<i>Transnet</i>	3.5	3.8	50.5	25.2	50.5	37.5
<i>Denel</i>	3.4	3.4	3.4	–	–	–
<i>Industrial Development Corporation</i>	0.6	0.1	0.6	0.2	0.5	0.1
<i>South African Reserve Bank³</i>	20.0	9.3	21.1	7.8	21.1	4.3
Independent power producers	208.5	187.1	277.9	207.1	277.9	229.5
Public-private partnerships⁴	7.1	7.1	6.8	6.8	6.2	6.2

1. A full list of guarantees is given in Table 11 of the statistical annexure in the Budget Review

2. Total amount of borrowing, adjustments to inflation-linked bonds as a result of inflation rate changes and accrued interest

3. In April 2022, the Minister approved the reduction of the loan guarantee scheme to R20 billion

4. These amounts only include national and provincial PPP agreements

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 7.10

Table 7.11 Provision for multilateral institutions and other contingent liabilities

R billion	2022/23	2023/24	2024/25
Multilateral institutions	578.7	593.9	538.2
<i>of which:</i>			
<i>New Development Bank</i>	142.2	152.3	145.8
<i>African Development Bank</i>	149.7	160.3	153.5
<i>International Monetary Fund</i>	246.4	236.7	196.2
<i>World Bank Group</i>	40.4	44.6	42.7
Other contingent liabilities	430.4	423.9	438.9
<i>of which:</i>			
<i>Export Credit Insurance Corporation of South Africa</i>	5.5	1.3	0.8
<i>Post-retirement medical assistance</i>	69.9	69.9	69.9
<i>Road Accident Fund</i>	355.0	352.7	368.2

Source: National Treasury; data extracted from the updated tables of 2025 Budget Review, Table 7.11



Budget Overview

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