

About the Institution

The Gauteng Department of Health (GDoH) provides, manages and oversees public healthcare services in Gauteng Province. Its mandate includes administering public hospitals, primary healthcare clinics and emergency medical services, as well as implementing community health programmes aimed at improving population health outcomes. The GDoH reports to the Member of the Executive Council (MEC) for Health and Wellness in the Gauteng Provincial Government. While it has provincial oversight responsibilities, it aligns with the National Department of Health, which sets national health policy, legislation and strategic direction. The GDoH’s Head of Department (HoD) serves as its accounting authority. In 2024/25, the GDoH’s reported expenditure was R65.3bn.¹

Flag Status

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

ISS Analysis

- ACTis has raised seven flags for the GDoH.
 - Ongoing corruption, poor oversight and improper appointments have seemingly created a culture at the GDoH where wrongdoing goes unpunished, and a climate of fear stops people from reporting wrongdoing. This has damaged the organisation’s integrity and left it vulnerable to corruption and state capture.
 - Investigations have revealed that politically connected people and companies benefit from inflated contracts and use intimidation to stop others from challenging corruption.
- The assassination of whistleblower Babita Deokaran and media scrutiny of corruption networks at Tembisa Hospital have made the public doubt GDoH’s commitment to accountability. Ongoing governance failures and reputational damage have made it harder to attract and retain skilled healthcare workers and managers. The institution has been weakened and relies on temporary or acting leaders.
 - Chronic financial mismanagement and high irregular spending have taken resources away from patient care. This has led to



longer backlogs and harmed the Department's ability to deliver quality health care and meet health care demands in

Gauteng. At the same time, those involved in corruption continue to benefit.²

Findings

Flag #1

Improper Appointments

The flag is raised due to concerns around the appointment and dismissal of members of the executive management.



- The HoD, Arnold Malotana, was suspended in October 2025 following a 'comprehensive evaluation of his professional conduct' and lifestyle audit commissioned by the GDoH, alongside findings from an ongoing Special Investigating Unit (SIU) investigation (see Flag #4: Corrupt Awards).³
- Malotana's appointment as HoD in June 2024 was questionable, given that allegations of his involvement in a tender manipulation scheme were public and SIU investigations into the matter were underway. The allegations centred on the irregular award of contracts to the BAS group of companies and sharing bribes with two other officials (see Flag #4: Corrupt Awards).⁴
- In 2023, the Public Service Commission (PSC) found Basani Baloyi's 2022 appointment as Deputy Director-General (DDG) of Corporate Services irregular, but it did not publicly share the reasons. The PSC recommended that the Department approach the Labour Court to set aside the appointment. However, the GDoH has taken no action, and Baloyi remained in position in February 2026.⁵
- Lerato Madyo resigned as Chief Financial Officer (CFO) in June 2024, allegedly receiving an undisclosed settlement, despite facing disciplinary charges.⁶ Madyo had been suspended since August 2022 on 13 counts of alleged misconduct, including failing to uphold her fiduciary duties by not properly scrutinising medical supply contracts with excessively inflated prices and failing to prevent fruitless and wasteful expenditure.⁷ She allegedly personally approved 13 purchase orders among more than 1 000 questionable payments, and failed to address contract irregularities, including forged documentation by shell companies. These disciplinary charges were dropped when she resigned.⁸ Democratic Alliance Gauteng Health spokesperson Jack Bloom alleged that Madyo's settlement was an estimated R2m, and that she allegedly earned R3m while suspended.⁹
- According to the Gauteng Provincial Government website, the following GDoH management positions are filled by acting appointments:
 - HoD (since October 2025)
 - CFO (since August 2022)
 - Chief Operating Officer (since August 2024)



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- Chief Director of Tshwane District Health Services (referred to as acting in 2024 and 2025)¹⁰
- Chief Director of Hospital and Clinical Services
- Chief Director of Sedibeng District Health Services
- Acting CEO of Forensic Pathology Services.¹¹
- In December 2024, then MEC for Health and Wellness Nomantu Nkomo-Ralehoko stated in a written reply to a parliamentary question that the Chief Director for Human Resources position has been vacant since May 2018. The reason was not publicly shared.¹²

Flag #3

Climate of Fear or Favour



The flag is raised due to the assassination of a whistleblower and indications that the institutional culture may punish dissenters and favour those who are compliant.

- In September 2024, then MEC Nkomo-Ralehoko said the GDoH had spent more than R13m on nine suspended staff members. The former Chief of Legal Services reportedly received R4.7m while suspended between July 2019 and 2023, then was reinstated and retired in July 2024. Three staff members were suspended in January 2022 for alleged financial misconduct – by September 2024, more than R6m had reportedly been spent on salaries, but no action had been taken. Two other officials have been suspended since July 2022 and are under investigation by the SIU but have yet to face any disciplinary charges.¹³
- In 2024/25, the Auditor-General of South Africa (AGSA) reported that no disciplinary action was taken against officials responsible for irregular expenditure.¹⁴ Section 38 (1)(h) of the Public Finance Management Act requires disciplinary action against officials who incur irregular or fruitless and wasteful expenditure.¹⁵
- Deokaran was the Acting Chief Director of Financial Accounting in the GDoH and a whistleblower when she was assassinated outside her home on 23 August 2021 after exposing large-scale procurement irregularities at Tembisa Hospital.
 - In the weeks before her murder, she flagged nearly R850m in suspicious transactions, including fraudulent payments, inflated prices and a network of shell companies receiving contracts from the hospital. Deokaran reported these irregularities directly to CFO Madyo. Despite assuring Deokaran she would initiate a full forensic investigation, Madyo instead conducted only a limited sample review, and reportedly suppressed even that report.¹⁶
 - Madyo allegedly only alerted her superiors to Deokaran's warnings that her life had been threatened the day she was assassinated.¹⁷



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- Following Deokaran's death, her family reported that authorities had provided no effective protection before the assassination, and they received no meaningful updates from investigators nor clear progress on identifying the mastermind(s).¹⁸
- In 2024/25, the GDoH had a high vacancy rate for professionals, with 23% of 'highly skilled' positions (levels 9–12) vacant. The vacancy rate for funded senior management posts (levels 13–16, including Chief Directors, DDGs and the Director-General) was 18.3%.¹⁹

Flag #4

Corrupt Awards



The flag is raised because related suppliers have repeatedly and irregularly been awarded contracts.

- In 2016 and 2017, Malotana, Edgar Motha and Sheriff Lecholo allegedly manipulated two contract awards for supplying goods to hospitals to favour the BAS Group of companies. They allegedly did so in return for over R11m in bribes.²⁰ At the time, Malotana was Chief Director of the Special Projects Directorate and Chief Executive Officer (CEO) of the Ambulance Services division of Gauteng Emergency Medical Services; Motha was Deputy Director for Laundries and Waste in the Special Projects Directorate; and Lecholo was an Assistant Director of contract management in Supply Chain. A whistleblower's affidavit to the DPCI led to an investigation in late 2022.²¹ The investigation is ongoing.
- Following a preliminary investigation in 2022, the SIU launched a full investigation into tender rigging, fronting and irregular procurement contract awards at Tembisa Hospital in 2023 (Proclamation 136 of 2023).²² An interim report released in September 2025 identified procurement fraud involving both GDoH and Tembisa Hospital officials, as well as 207 service providers from three coordinated tender-rigging syndicates.²³
 - The 'Maumela Syndicate', linked to Hangwani Morgan Maumela, reportedly benefited from more than R816m in irregular procurement obtained by companies in the network, with at least 41 companies linked directly to Maumela. Three of these companies, which received contracts worth R13.5m, were linked to Vusimuzi 'Cat' Matlala, an alleged tender tycoon.²⁴
 - The 'Rudolph Mazibuko Syndicate' reportedly benefited irregularly from 651 procurement contracts worth about R283m.²⁵
 - The SIU is still investigating 'Syndicate X', which reportedly benefited from irregular procurement worth almost R596m. The SIU reported that Syndicate X used money-laundering schemes to conceal illicit funds.²⁶
 - The SIU found that several service providers were appointed after using fraudulent documents for the three-quote system. GDoH officials deliberately split contracts to stay below the R500 000 threshold.²⁷ Deliberate splitting violates the GDoH procurement policy and sidesteps competitive bidding.²⁸



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- Inez Chaste was awarded a contract for 200 pairs of skinny jeans valued at R498 000. The company, established only a month before the contract was awarded, was owned by soccer star Themba Shabalala and his wife, Evelyn Shabalala.
 - Evelyn Shabalala was also the sole director of four other companies that were awarded an additional 18 contracts for medical supplies within a month of their establishment.²⁹
- African National Congress (ANC) Treasurer-General in Ekurhuleni, Sello Sekhokho, was also implicated in irregular contract awards. Three companies owned by Sekhokho (Kaizen Projects, Bollanoto Security and Nokokhokho Medical Supplies) received almost R15m for delivering groceries, office supplies and medical equipment to Tembisa Hospital between 2019 and 2021. All three companies were among the 217 Deokaran flagged as possibly involved in fraudulent transactions out of the hospital.³⁰
- The AGSA flagged security expenditure as an irregularity in the GDoH's 2023/24 Annual Report, noting ongoing non-compliance in security contracting and procurement. In its 2024/25 Annual Report, the GDoH reported R1.57bn in security contracts as irregular expenditure, but noted that GDoH management and the AGSA disagree on whether the contract awards were regular. GDoH management obtained a legal opinion indicating that the contracts were regular. The matter has been referred to the Provincial Treasury, which is investigating as of September 2026.³¹
 - Security contracts have been irregularly extended monthly since 2016, a longstanding issue the AGSA has repeatedly raised as irregular expenditure.³²
 - In 2025/26, the GDoH's budget for hospital security contracts increased to R2.54bn, three times that of 2023/24 (R838m). The GDoH reportedly claimed that this increased spending was necessary and warranted by an internal security assessment, and included annual salary increases of around 7.38% in line with recommendations from the Private Security Industry Regulatory Authority (PSiRA). The Department did not make clear what increase in personnel justified the increased spending in 2025/26.³³
- In May 2024, Triotic Protection Services secured a R49m security contract with the GDoH, despite lacking tax clearance status. In August 2023, the South African Revenue Service obtained a judgment against Triotic (which was founded by the City of Tshwane's Deputy Executive Mayor, Eugene Modise) for approximately R59m in unpaid taxes over five years. However, the company continued to secure government contracts, despite questions about how it received these awards without a valid tax clearance certificate.³⁴



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Flag #5

Financial Malpractice

The flag is raised due to weak financial management.



- In 2024/25, cumulative irregular expenditure increased to R28.8bn, around 44% of the GDoH's annual expenditure.³⁵ In 2023/24, cumulative irregular expenditure was R27.2bn (47% of annual expenditure).³⁶
- In 2025, the AGSA identified the GDoH as non-compliant with regulations across multiple key areas. The AGSA highlighted systemic weaknesses in expenditure and supply chain management, consequence management and high levels of irregular expenditure.³⁷
- The AGSA reported in 2024/25 that the Department did not take steps to curb irregular expenditure, and that most of it resulted from the Department's failure to invite competitive bidding.³⁸
- In February 2025, the Department requested additional funds to fill 1 180 critical vacancies across all its hospitals and clinics. The National Treasury denied the request, citing extensive deficits due to financial mismanagement, wasteful spending, and corruption within Gauteng's healthcare system.³⁹
- Then-CFO Madyo reportedly instructed Deokaran to process payments to Kaizen Projects (owned by Sekhokho) and keep them secret. This is despite Deokaran warning that Tembisa Hospital had made payments worth R2.3m to Sekhokho through three contracts she flagged as potentially fraudulent.⁴⁰

Flag #6

Obstructing Accountability

The flag is raised following a pattern of failing to demonstrate accountability.



- The AGSA issued the GDoH an unqualified audit in 2024/25.⁴¹
- Deokaran reported to then-CFO Madyo an unusual increase in procurement at Tembisa Hospital on 4 August 2021, but no action was taken (see Flag #4: Corrupt Awards).⁴² Deokaran flagged transactions linked to 217 entities. Despite Madyo assuring Deokaran that her report would be escalated to senior authorities, investigators and internal auditors later found that the report was never formally escalated and that key documents had been tampered with or withheld, preventing them from detecting corrupt contract awards.⁴³
- Authorities appeared to either fail to act or deliberately suppress information that could have exposed corruption at Tembisa Hospital. A media exposé in July 2022 and SIU



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investigations uncovered the corrupt networks operating within the GDoH and Tembisa Hospital.⁴⁴

- Suspended HoD Malotana reportedly delayed and blocked media requests for audit reports and payment records related to the investigation into the R2.3bn paid in irregular contracts at Tembisa Hospital, which Deokaran exposed before her assassination. In June 2026, the Information Regulator ordered the GDoH to hand over the information.⁴⁵

Flag #8

Private Gain



The flag is raised because indications suggest the same set of actors may be unduly benefiting.

- The syndicates identified by the SIU as part of its investigation into the Tembisa Hospital contracts reportedly redirected some of the funds into personal assets (see Flag #4: Corrupt Awards):
 - The 'Maumela Syndicate' diverted large amounts of the contract proceeds to buy personal assets such as luxury vehicles and homes.⁴⁶
 - The 'Rudolph Mazibuko Syndicate' redirected contract funds to personal assets, such as property, worth more than R42m.⁴⁷
- The National Prosecuting Authority's Asset Forfeiture Unit has preserved R520m in Maumela's personal assets, including R293m in properties and vehicles. In July 2026, a final court order allowed the permanent seizure of eight vehicles and six properties linked to the Maumela syndicate.⁴⁸

Flag #9

Shadow Network



The flag is raised because the same actors repeatedly appear across multiple flags, indicating a broader pattern of improper influence.

- The corruption-linked investigation of Tembisa Hospital involves a wide network of implicated figures within government, including senior GDoH officials, hospital executives and members of coordinated syndicates. The SIU identified three major and six smaller syndicates. It also identified at least 15 current and former GDoH and Tembisa Hospital officials, ranging from entry-level clerks to management, who received R122m in corrupt payments (see Flag #4: Corrupt Awards).⁴⁹
- Former CFO Madyo allegedly approved numerous irregular purchase awards, contract awards and payments, including repeated contracts for Sekhokho-owned Kaizen Projects.



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In addition, she allegedly shielded Sekhokho and the identified syndicates by not acting on whistleblower reports (see Flag #3: Climate of Fear or Favour).

- Malotana, Motha and Lecholo allegedly favoured the BAS Group of companies in multiple tenders (see Flag #4: Corrupt Awards).⁵⁰



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Recommended Actions

	DUTY BEARER	ACTION(S)	ASSOCIATED FLAGS
1.	Portfolio Committee on Health	- Require GDoH to submit a time-bound plan to fill critical leadership positions permanently and address delays in disciplinary procedures. - Request updates from the Provincial Department on whether all tenders are being published on the e-tender portal, as required.	Flag #1: Improper Appointments
2.	Standing Committee on Public Accounts	Conduct follow-up hearings focused on the GDoH's failure to act on irregular expenditure flagged by the AGSA and on its failure to implement prior audit recommendations.	Flag #5: Financial Malpractice Flag #6: Obstructing Accountability
3.	Department of Public Service and Administration	Investigate the extent of suspensions at the GDoH and delays in disciplinary hearings.	Flag #3: Climate of Fear or Favour
4.	Gauteng Department of Health	- Prioritise filling senior official vacancies after completing comprehensive vetting and background checking processes. - Investigate the sources of irregular expenditure and take appropriate disciplinary action against officials responsible for irregular expenditure. - Strengthen internal reporting (whistleblowing) mechanisms, ensuring that they are accessible, secure and result in timely, objective and independent investigations.	Flag #1: Improper Appointments Flag #3: Climate of Fear or Favour Flag #4: Corrupt Awards Flag #5: Financial Malpractice
5.	Special Investigating Unit	Seek an extension to the current investigation mandate to include GDoH's security contract awards, including Triotic Protection Services contracts.	Flag #4: Corrupt Awards Flag #5: Financial Malpractice



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The 9 Flags

Flag #1

Improper Appointments

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

Flag #2

Co-opting Key Functions

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

Flag #3

Climate of Fear or Favour

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

Flag #4

Corrupt Awards

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

Flag #5

Financial Malpractice

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

Flag #6

Obstructing Accountability

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

Flag #7

Manipulating Perceptions

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

Flag #8

Private Gain

Illicit gains may be distributed to benefit the same actors.

Flag #9

Shadow Network

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

About ACTis

What is ACTis?

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

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

Links to ACTis Information:

Further project information may be found at the following links:

[Terms and Definitions](#)

[Project Methodology and Analytical Framework](#)

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

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