

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

PROVINCIAL

North West Department of Health

Date issued: 21 August 2026

About the Institution

The North West Department of Health (NW DoH) is mandated to provide public health services to the North West province. The NW DoH reports to the North West Member of the Executive (MEC) for Health, and its accounting officer is the Head of Department (HoD), also known as the ‘Superintendent General’. In 2024/25, the Department’s expenditure was R16.53bn.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 two flags for the NW DoH and placed three under monitoring.
 - The NW DoH has persistent governance weaknesses rooted in leadership instability and limited institutional capacity. Prolonged vacancies in critical senior roles, including the extended absence of a permanent Chief Financial Officer (CFO) and high vacancy rates at the senior management level, suggest a structurally weakened administration. These conditions can create an environment in which decision-making is increasingly susceptible to external influence and internal manipulation.
 - Failure to enforce consequence management and allegations of prolonged suspensions point to a climate in which professional
- independence may be constrained. This reduces the likelihood of internal resistance to irregular practices and allows misconduct to persist without meaningful disruption.

 - Procurement irregularities and financial mismanagement further reinforce these patterns. The scale of irregular expenditure and reports of unlawful contracts and procurement irregularities indicate significant extraction and misuse of public funds over time.
 - The failure to publish audit findings, the persistence of qualified audit outcomes, and the lack of implementation of oversight recommendations collectively point to an institutional environment where transparency



Flag raised



Flag lowered



Under monitoring

- is limited and corrective mechanisms are weakened.
- Maladministration has affected the Department's ability to provide primary

public healthcare, with reports of medicine and ambulance shortages, and dilapidated hospitals.²

Findings

Flag #1

Improper Appointments



The flag is being monitored to determine whether vacancies in key positions are contributing to a broader pattern of instability in senior leadership.

- For two consecutive years, the NW DoH has reported a 66% vacancy rate at the Deputy Director-General (DDG) level (salary level 15), with only one in three posts filled. DDGs fulfil an executive management function in a provincial department.³
- According to the Auditor-General of South Africa (AGSA), the NW DoH appointed a permanent CFO in late 2025 after the position was vacant for over three years.⁴

Flag #3

Climate of Fear or Favour



The flag is raised due to indications of an organisational environment that may discourage dissent and protect favoured individuals from accountability.

- In 2024/25, the AGSA reported weak consequence management at the NW DoH.⁵ Similarly, in 2023/24, the AGSA reported that the Department did not take adequate steps to discipline officials responsible for unauthorised and irregular expenditure, and fruitless and wasteful expenditure.⁶
- In 2024/25, 10 people were reported to be suspended, for an average of 1 081 days each.⁷ This is well above the 60 days permitted by the Department of Public Service and Administration (DPSA), which allows a further 30 days with permission. This appears to be part of a long-standing issue. In July 2020, senior officials at the NW DoH were reportedly suspended for long periods on allegedly weak charges to make way for the appointment of officials within political networks. Anonymous sources alleged that NW DoH managers and officials with links to unions appointed friends and family members to high-ranking positions.⁸
- In 2024/25, the NW DoH recorded a 19% vacancy rate for professionals.⁹ This is almost twice the 10% vacancy-rate threshold set by ACTis, based on the DPSA's analysis of vacancy rates.¹⁰ According to the Department's 2024/24 Annual Report, this vacancy rate has directly affected service delivery at hospitals and clinics.¹¹



Flag raised



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Flag #4

Corrupt Awards



The flag is being monitored because irregularities in contract awards may reflect a wider pattern of improper procurement practices.

- The NW DoH allegedly appointed two separate service providers 14 years apart for the same hospital construction project in Lichtenburg, North West. The new hospital was intended to replace the General De La Rey Hospital in the Ditsobotla Local Municipality.
 - In 2008, the NW DoH appointed Bagale Consulting to build the new Lichtenburg hospital. By 2016, the Department had reportedly paid Bagale Consulting more than R30m.¹²
 - In March 2022, the NW DoH appointed a second service provider, MIB Infrastructure Development (MIB), without terminating Bagale Consulting's contract. It paid MIB more than R27.7m in professional fees.¹³
 - Bagale Consulting's Director, Tshwaro Modipa, filed a lawsuit in the North West High Court in February 2024. He alleged that MIB's appointment had been disguised as a separate project (an upgrade of the General De La Rey Hospital) to avoid the expenditure being flagged as fruitless and wasteful. In January 2026, the North West High Court ruled that MIB's appointment was unlawful.¹⁴
- In 2026, the North West High Court reviewed and set aside a R200m medical waste tender due to procurement irregularities. In 2025, Tshenolo Waste, a company that had been providing medical waste services to the NW DoH since about 2019, took the Department to court. Tshenolo Waste alleged irregularities in a 2025 tender process in which it was disqualified, and a company called Ultimate Waste was awarded the tender. The court found that the bid validity period had expired, that Tshenolo Waste was unlawfully disqualified, and that Ultimate Waste should have been disqualified for submitting fraudulent documents as part of its application. The court ordered the MEC to restart the tender process.¹⁵
- In 2023/24, the AGSA found weaknesses in contract and procurement management, including procuring goods and services without obtaining the required three quotations. These weaknesses contributed to overspending.¹⁶ The 2024/25 audit findings were not published in the 2024/25 annual report.
- In 2025, Aloo Construction and Supply, a company owned by Hangwani Maumela, reportedly used a fake Black Economic Empowerment certificate to tender for a NW DoH food supply tender. After the NW DoH awarded the tender to another bidder, Aloo Construction and Supply secured an interim interdict to prevent implementation. Aloo Construction and Supply is seeking to have the tender award set aside, but there are no recent updates on this court challenge.¹⁷



Flag raised



Flag lowered



Under monitoring

- o Maumela, reportedly an associate of Vusimuzi 'Cat' Matala, was found to have irregularly received R817m from Tembisa Hospital through a series of irregular contracts, according to the Special Investigating Unit (SIU).¹⁸

Flag #5

Financial Malpractice



The flag is raised because numerous signs indicate that the Department's financial systems and controls are weak and prone to abuse.

- The NW DoH's cumulative irregular expenditure for 2024/25 was R10.8bn, equivalent to about 65% of its total expenditure of R16.53bn for 2024/25.¹⁹
- In 2023/24, the AGSA identified internal control deficiencies, including failures to prevent irregular and fruitless expenditure, as well as issues with performance reporting and the internal audit function.²⁰ The AGSA's 2024/25 audit report was not published in the NW DoH's annual report. However, in a 2024/25 parliamentary briefing, the AGSA reported that the Department's audit regression stemmed from ongoing poor internal controls linked to outdated invoice-recording systems.²¹
- The NW DoH is facing R1.12bn in medico-legal claims, primarily from allegations of medical negligence at public health facilities.²²

Flag #6

Obstructing Accountability



The flag is being monitored to determine whether failures to disclose key financial and audit information form part of a broader pattern that limits accountability.

- The NW DoH received a qualified audit opinion in 2024/25. Although the AGSA's report was not published in the Department's 2024/25 annual report, the AGSA reported to the National Council of Provinces' Select Committee on Social Services that the qualified opinion was due to the Department still using manual processes to manage and track invoices.²³
- The NW DoH failed to publish the AGSA's audit report and its financial statements in its 2024/25 annual report.²⁴



Flag raised



Flag lowered



Under monitoring

Recommended Actions

	DUTY BEARER	ACTION(S)	ASSOCIATED FLAGS
1.	North West Department of Health Head of Department	- Prioritise filling vacancies in key functions and positions. - Implement consequence management and publish the outcomes of disciplinary matters, where appropriate. - Strengthen financial controls and management to reduce irregular expenditure. - Publish the AGSA's 2024/25 report and the Department's 2024/25 financial statements.	Flag #3: Climate of Fear or Favour Flag #1: Improper Appointments Flag #5: Financial Malpractice Flag #6: Obstructing Accountability
2.	Public Service Commission	Investigate allegations of political appointments at the NW DoH.	Flag #3: Climate of Fear or Favour
3.	Special Investigating Unit	Apply for a mandate to investigate the NW DOH's appointments of MIB Infrastructure Development and Ultimate Waste, and any previous tenders awarded to Aloo Construction.	Flag #4: Corrupt Awards
4.	Auditor-General of South Africa	Independently publish the NW DoH's 2024/25 audit report.	Flag #5: Financial Malpractice Flag #6: Obstructing Accountability
5.	North West Provincial Legislature Portfolio Committee on Health	- Prioritise on-site inspections and oversight visits for ongoing contracts. - Follow-up on consequence management for officials implicated in misconduct and non-performing contractors.	Flag #4: Corrupt Awards Flag #3: Climate of Fear or Favour



Flag raised



Flag lowered



Under monitoring

The 9 Flags

Flag #1

Improper Appointments

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

Flag #2

Co-opting Key Functions

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

Flag #3

Climate of Fear or Favour

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

Flag #4

Corrupt Awards

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

Flag #5

Financial Malpractice

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

Flag #6

Obstructing Accountability

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

Flag #7

Manipulating Perceptions

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

Flag #8

Private Gain

Illicit gains may be distributed to benefit the same actors.

Flag #9

Shadow Network

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

About ACTis

What is ACTis?

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

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

Links to ACTis Information:

Further project information may be found at the following links:

[Terms and Definitions](#)

[Project Methodology and Analytical Framework](#)

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

[About the Institute for Security Studies](#)

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