



REPUBLIC OF MAURITIUS

NATIONAL AUDIT OFFICE

PERFORMANCE AUDIT REPORT

USE AND MAINTENANCE OF SPORTS FACILITIES

Ministry of Youth and Sports

July 2015

PERFORMANCE AUDIT REPORT

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ABBREVIATIONS AND ACRONYMS

MSC	Mauritius Sports Council
MYS	Ministry of Youth and Sports
NAO	National Audit Office - Mauritius
PBB	Programme Based Budgeting

GLOSSARY OF TERMS

Sports Facility	A Facility that has been built to carry out sport activities. It includes building, equipment and any other components designed to serve the function of sport.
Utilisation Chart	Chart prepared by MSC showing weekly operating hours available to Sports Federations, Schools, Organizations and the public at Sports Facilities.
Fitness Equipment	Fitness equipment can be split into two basic areas, namely an aerobic or cardio fitness equipment which is designed to give a fitness workout to burn off calories and lose weight, and a strength/muscular fitness equipment which is designed to tone or increase in size bodies muscles.
Reactive Maintenance	Reactive maintenance is basically the “run it till it breaks” maintenance mode. No actions or efforts are taken to maintain the equipment as the designer originally intended to ensure design life is reached.
Preventive Maintenance	Actions performed on a time- or machine-run-based schedule that detect, preclude, or mitigate degradation of a component or system with the aim of sustaining or extending its useful life through controlling degradation to an acceptable level.
Available Time	Hours accessible to users from opening to closing of Sports Facilities, excluding time for cleaning and other maintenance works.
Allocated Time	Hours given to users at Facilities based on their requests

EXECUTIVE SUMMARY

The objectives of the Ministry of Youth and Sports (MYS) are to provide adequate Sports Facilities in all regions throughout the country, and to assist Sports Federations to promote and develop their disciplines. It has a pool of 80 Sports Facilities, comprising Gymnasiums, Stadiums, Swimming Pools, Tennis Courts, Football Playgrounds and Youth Centres. These Facilities are managed by MYS, the Mauritius Sports Council (MSC) and Sports Federations.

For period 2010 to 2014, some Rs 221 million were spent on the upgrading and maintenance of Sports Facilities. Despite the investment made by the MYS, the public was still not satisfied about the services provided. Some of the dissatisfactions taken up by the local media included Facilities are not available to public for practice of sports, opening hours are not appropriate for public to get access to, and Facilities are not properly maintained.

The objective of this Performance Audit Report is to ascertain to what extent the MYS is able to maximise use of Sports Facilities, and how these Facilities are maintained.

Key Findings

- MYS did not have a plan to maximise the use of the different Sports Facilities and to fully implement its objectives of raising awareness on importance of sports and improving the level of public participation.
- Several Sports Facilities were not used to their maximum. Available hours at the different Facilities were not fully allocated to users. At one Swimming Pool and one Stadium, the percentage of unallocated hours was 45 and 79 respectively. At present, MYS does not have a mechanism to monitor the effective use of allocated time to different groups of users. At Auguste Volaire Stadium, only 35 per cent of the allocated hours were actually used, while at Le Pavillon and Rivière du Rempart Swimming Pool, the percentage was 56 and 64 respectively. As some 50 per cent of allocated hours at these Facilities were not used, the risk that the man hours of officers directly related to the use thereof might not have been effectively used during that time.
- The Ministry has constantly identified the lack of awareness on the importance of sports and low participation in sport activities as a constraint. However, only a few sensitisation activities have been carried out, and when these were organised, the participation was less than expected.
- Although there is a maintenance policy, both MYS and MSC did not have a maintenance plan. As a result, repairs were carried out on an ad-hoc basis upon request made by the Officer in Charge of the Facilities. A condition survey of the Facilities has never been carried out to evaluate their state in order to prepare such a plan. Repairs to Sports Facilities by MYS were corrective, reactive and emergency nature, rather than preventive.

Conclusion

Sports Facilities were not used to their maximum. Sports Federations were given priority for use of Sports Facilities, and yet they were not fully utilising them. MYS did not carry out a proper monitoring on use of Facilities. Information on the number of users at each Facility was available at most Sports Facilities, but was not regularly submitted to the Ministry. The allocated time was not fully used. This might result in ineffective use of available man hours of officers posted to these Facilities.

One of the reasons identified by the MYS for not using its Facilities was lack of awareness by the public on the importance of sports. The Ministry was not carrying out enough sensitisation campaigns to encourage people to participate in sports activities. Besides, no study has been carried out to identify other factors creating barriers for people to practice sports activities so that corrective measures may be initiated.

Planning for maintenance works was not done. Maintenance works were carried out on an ad-hoc basis. Priorities were given to emergency works, and surveys have not been conducted to know the state of Sports Facilities.

Key Recommendations

➤ *Use of Sports Facilities*

▪ *Planning*

MYS should promote a planned approach on the use of the different Sports Facilities. Planning for the use thereof should be based on a robust and up-to-date assessment of the needs of users. MYS should conduct a survey based on needs and demands from the population in order to improve access to Sports Facilities.

▪ *Recording and Monitoring*

MYS should put in place a mechanism to monitor regularly the time allocated for use of the Sports Facilities to the different categories of users. Information on the number of users at each Sports Facility should be made readily available to the Ministry for appropriate control.

The Ministry should also carry out an exercise on unused man hours at the different Sports Facilities. In case it is significant, consideration may be given to the introduction of a roster/ shift system for the officers concerned.

▪ *Sensitisation*

MYS should increase its sensitisation campaign to attract more users to the existing Sports Facilities. A survey on needs and demands of the population in order to improve access to Sports Facilities should be carried out by considering a variety of methods and techniques.

The Ministry may also consider soliciting the cooperation of the Ministry of Health and Quality of Life and the Ministry of Education, Human Resources, Tertiary Education and Science to achieve the objectives of reducing the prevalence of Non Communicable Diseases and promoting sports for all.

➤ ***Maintenance***

MYS should move towards a planned and proactive approach to maintain its different Sports Facilities, focussing more on preventive maintenance. This will require the development of a comprehensive Maintenance Plan. In order to develop the plan, MYS should ensure that it has a complete database of all its Sports Facilities, and a mechanism to identify and evaluate maintenance needs of the different Facilities through monthly surveys, and carry out condition assessment of all its Facilities at regular intervals.

CHAPTER ONE

INTRODUCTION

1.1 Background

In line with the National Action Plan for Physical Activities, the Ministry of Youth and Sports (MYS) has set targets to achieve its objectives of improving participation in sports activities by public, excellence in sports performance by athletes, and empower young citizens for a better future. The targets as shown in Table 1 were set in the Programme Based Budget (PBB) Estimates.

Table 1 Percentage of Population Practising a Sport

Outcome Indicator	2011 Actual	2012 Actual	2014 Target	2016 Target	2023 Target
Percentage of the population practising a sport at least 30 minutes per day	16	17	19	22	>40

Source: MYS PBB Estimates for year 2013 and 2014

To achieve the above objectives, availability of infrastructure and Facilities, sensitization, coaching, training, performance monitoring and administration and management are, amongst others, critical success factors. MYS has some 80 Facilities around Mauritius as shown in Table 2, as well as a Maintenance Unit dedicated for the repairs and maintenance of all these Facilities.

Table 2 Sports Facilities under Control of MYS

Facility	Number
Gymnasiums/ Sports Complex	12
Swimming Pools	5
Youth Centres	30
Stadiums	11
Playgrounds/ Football Grounds	22
Total	80

Source: Ministry of Youth and Sports

The mission of MYS is to create an enabling environment and act as a catalyst and facilitator for the promotion and development of youth and sports at regional, national and international levels.

1.2 Audit Motivation

For period 2010 to 2014, some Rs 221 million were spent on the upgrading and maintenance of sports infrastructures, as shown in Table 3.

Table 3 Upgrading and Maintenance Cost for Period 2010 to 2014

Year	Upgrading Rs million	Maintenance Rs million	Total Rs million
2010	23	13	36
2011	11	8	19
2012	7	19	26
2013	53	18	71
2014	54	15	69
Total	148	73	221

Source: Accountant General Report and Treasury Accounting System

Despite significant investment made by the MYS in the construction and maintenance of Sports Facilities, the public was still not satisfied with the services provided. Some of the dissatisfactions taken up by the local media were:

- Facilities were not available to the public for practising sports
- Opening hours were not appropriate for public to get access to Sports Facilities
- Sports Facilities were not properly maintained

The National Audit Office (NAO) has consistently reported that several shortcomings exist in the maintenance of Sports Facilities, which may have an incidence on the use thereof. Some of them were as follows:

- Delays in carrying out maintenance works. Faults reported by Sports Officers in charge of Sports Facilities were attended to after several months.
- Works were of poor quality - for example drains were repaired at the George V Stadium, but were not functioning well
- In several cases, assistance of Ministry of Public Infrastructure was not sought for supervision of works, and hence, the poor quality of work.

In view of the above, the NAO carried out this Performance Audit on the “Use and Maintenance of Sports Facilities”.

1.3 Audit Methodology

The audit was conducted in accordance with International Organisations of Supreme Audit Institutions Standards. Different methodologies were used to understand the audit area, along with obtaining sufficient, relevant and reliable audit evidence that support the conclusions and recommendations.

1.4 Audit Objective

The audit objective is to determine whether MYS has a mechanism to ascertain that the Sports Facilities are used to their maximum and properly maintained.

1.5 Audit Scope

The focus of this audit was on the activities, processes and procedures at MYS on the use and maintenance of Sports Facilities.

The audit covered the period 2010 to 2014. Data on use of Sports Facilities up to May 2015 were collected.

The audit was limited to all Facilities owned by MYS in Mauritius. Facilities provided by Local Authorities, private entities, Schools and Colleges were excluded.

1.6 Method of Data Collection

In order to carry out the study, data were mainly collected from files, document reviews and interviews. Site visits were also carried out at various Sports Facilities to confirm information found in files.

1.6.1 Documents Reviewed

The Ministry's documents were examined to ascertain the mandate, processes activities and for information on use and maintenance of Sports Facilities, as well as sensitisation.

1.6.2 Personnel Interviewed

Interviews were carried out with staff of MYS and MSC for information on the system of maintenance, use of Sports Facilities, sensitisation and to collect information relating to system description, activities and processes.

1.6.3 Observation

Site visits were carried out at Swimming Pools, Stadiums and Gymnasiums to get acquainted with the activities carried out, to observe the state of the infrastructure, and to collect information on use of Sports Facilities kept on site.

1.6.4 Sampling

In order to carry out this Performance Audit, records relating to use and maintenance of 15 Sports Facilities of MYS were examined. Three Stadiums, three Swimming Pools, seven Gymnasiums, and two Youth Centres were also visited due to their frequency of use, location and materiality in terms of recent investment.

1.7 Structure of the Audit Report

The remaining part of the Report covers the following:

- Chapter Two presents a Description of the Audit Area
- Chapter Three presents the Findings
- Chapter Four contains the Conclusion based on the findings and analysis.
- Chapter Five deals with Recommendations to address shortcomings identified in this Report.

CHAPTER TWO

DESCRIPTION OF THE AUDIT AREA

This Chapter provides background information on the role, activities and processes of the Ministry of Youth and Sports, the Mauritius Sports Council and other stakeholders.

MYS deals with the formulation and implementation of Government policies in the field of Youth and Sports and is divided into two main Sections, namely the Youth Section and the Sports Section. To manage the Sports Facilities, the country is divided into 12 Regions, each under the responsibility of a Sports Officer/Coach who is a Technician, primarily responsible for the coordination of all activities of the Region, and is assisted by Coaches/Senior Coaches, Advisers and Senior Sports Officers.

2.1 Sports Policy

MYS has a Sports Policy that aims at promoting the practice of physical activities and sports among the citizens of Mauritius. The Policy is based on four pillars, namely High Level Sports, Mass Sports/ Sports for All, Infrastructure and Training. Each of the pillars has different objectives. These objectives include enabling the public to have greater access and optimum use of existing sports infrastructures, and proper maintenance of sports facilities.

2.2 Sports Section

The Sports Section of the MYS aims at creating awareness on the practice of sports by providing adequate means to all citizens. The objectives of the Sports Section are to:

- Provide adequate facilities in all Regions
- Devise appropriate training policy
- Open sports infrastructures to the public whenever possible
- Assist Sports Federations to promote and develop their disciplines.

In order to achieve its objectives, the Sports Section provides assistance to Federations for the promotion of their disciplines, and support active participation in competitions at the national, regional and international levels.

2.3 Mauritius Sports Council

The MSC was established under the Sports Act to support the MYS in planning, coordinating and promoting recreational sports through financial, administrative and services assistance to Sports Federations and other related Sports Bodies. Its main responsibilities are to manage some of Government owned Sports Facilities around the country, including upgrading, renovation and maintenance, and establishing conditions for their utilisation. These Facilities

are used for training of national teams, conducting talent identification programmes, holding of regional, national and international competitions, holding of seminars, workshops and conferences, training of Technical Cadres, mass/leisure practice by the public.

The objectives of the MSC are to, among others:

- Develop and improve the practice of sports among the public at large in conjunction with other bodies dealing with sports in general
- Foster and support the provision of facilities for sports
- Encourage and support other persons or bodies in carrying out research and studies in matters concerning any sports and physical activities and dissemination of knowledge and advice on these matters

2.4 National Sports Federations

In order to operate, the National Sports Federations have to be recognised by the MYS and registered by the Registry of Associations. They are responsible to develop and promote the practice of sports. They represent their particular sports discipline on the Mauritius Olympic Committee. They operate at national level, organise national championship and engage sportsmen in international competitions or games. They issue licences to members of Sport Clubs enrolled with it and to Mauritian sportsman (that is, not member of a Sports Club who wishes to participate in a competition or game).

2.5 Description of Activities

MYS has some 80 Facilities at different places around the country. Facilities which are provided to different users against payment of a fee, like Swimming Pools, Gymnasiums/ Sports Complexes and Stadiums are entrusted to MSC, while the Ministry manages the Youth Centres. As at December 2014, three Sports Facilities, namely Dojo Centre, Maryse Justin Stadium and National Tennis Centre were managed by Sports Federations. Details of Facilities and their responsibility for management are given in Table 4.

Table 4 Sports Facilities under Control of MYS, MSC and Federations

	Number of Facilities	Managed by		
		MYS	MSC	Federations
Gymnasiums/ Sports Complexes	12	-	10	2
Swimming Pools	5	-	5	-
Youth Centres	30	30	-	-
Stadiums	11	-	10	1
Training Grounds/ Football Grounds	22	14	8	-
Total	80	44	33	3

Source: Mauritius Sports Council

2.5.1 Use of Sports Facilities

Request for use of Sport Facilities from Federations, Schools and other organisations and the public is made to the MSC. Once the request is approved, the MSC allocates the time slot after obtaining confirmation from Officer in Charge of the Facility concerned for its availability.

MSC keeps an Utilisation Chart giving time allocated for use on a weekly basis at a particular Facility, and time allocated to different groups of users of that Facility. It is updated at the start of the year in respect of Stadiums, Gymnasiums, Swimming Pools and Playgrounds, and normally remains unchanged throughout the year. Bookings by Federations are made on a yearly basis for everyday use. Remaining slots are allocated to Schools and Colleges, public and other organisations. Bookings by individuals are made on a monthly basis, and renewed each month subject to a maximum period of three consecutive months.

Priority for the use of Sports Facilities is given to Sports Federations for training of athletes, in view of national and international competitions. For specific disciplines, namely boxing, wrestling and weightlifting, the Facilities are reserved for them only. Swimming Pools, Stadiums and Gymnasiums are opened to the public, Schools, Colleges and other organisations for leisure.

2.5.2 Sensitisation and Other Related Activities

Sensitisation and other related activities are important to encourage the practice of sports. Determinants of sports and physical activities are complex across participant's lifecycle. For children and the young, common motives for involvement in sports are fun, skill development, affiliation, fitness, success and challenge. Younger adults are motivated by challenge, skill development and fitness. Older adults are motivated by health benefits, relaxation and enjoyment. MYS and MSC both carried those activities. MYS promotes sports by organising annual sports competitions, such as "Jeux de L'Avenir" and "Jeux de L'Espoir" for those aged 12-13 years and 14-15 years respectively, in collaboration with Mauritius Secondary Schools Sports Association. It also organises "Salon de Jeunesse et Sport" and "Sports for Life". On the other hand, MSC carries "Sports Medicine Programme" in Schools, Women Centres and Community Centres to raise awareness on good nutrition and benefits of physical activities, and "Athlete of the Month" Award for students and "Keep Fit Programme" for the public.

As for "Sports for Life", the aims were to develop and promote a culture of sports among the citizens and to reduce the prevalence of Non Communicable Diseases. It has several components, including talks to sensitise the public on benefits of sports, "Swimming for Health" and fitness exercises.

2.5.3 Maintenance of Sports Facilities

The Ministry has a Maintenance Unit which is responsible to carry out routine maintenance. Whenever the need for a particular repair is identified, the Officer in Charge of the Sports Facility makes a request to the Ministry. A site visit is effected by the Maintenance Unit to evaluate the extent of works to be carried out. If it is below Rs 25,000, the Officer takes the responsibility to undertake the repairs. For works exceeding Rs 25,000, the Ministry is responsible for selecting Contractors to do the job.

CHAPTER THREE

FINDINGS

This Chapter describes the findings on whether MYS has adequate mechanism to ascertain that Sports Facilities are used to their maximum and maintained properly.

3.1 Planning for the Use of Sports Facilities

Some of the Sports Facilities were not used to their maximum. With a view to addressing this problem, MYS intended to come up with a long-term plan.

In the PBB Estimates 2009 (July – December 2009), it was stated that MYS will prepare a new strategic plan for both Youth and Sports for period 2009-2014 by the end of December 2009. The objective was to have an improved operational framework to upgrade the level of sports in Mauritius and to empower the youth. The idea was to give particular attention to all students, youth, women and the general public for the promotion of sports. In the Government Programme 2010-2015, it was further stated that “Government will come up with a policy to democratise sports with a view to fostering a culture of sports among Mauritian citizens”. Hence, all these actions were geared towards making full use of the Facilities.

MYS identified several actions to achieve the different objectives of the four pillars in its Sports Policy. However, these were not translated into a plan. In the absence of an actual plan comprising activities to be implemented on a yearly basis, the resources required, assignment of responsibilities, time frames for implementation of the different activities, as well as their financing, MYS was facing difficulties to maximise the use of the different Sports Facilities.

Several shortcomings have been noted. In several cases, time available was not allocated to users, and MYS did not use available information on records of attendance of users to manage the use of Facilities. Hence, the Ministry was unable to fully implement its objectives of raising awareness on importance of sports and improving the level of public participation.

3.2 Utilisation of Sports Facilities

Section 18 of the Sports Act requires the MSC to develop and improve the practice of sports among the public at large, in conjunction with other bodies dealing with sports in general, as well as to foster and support the provision of Sports Facilities. The Utilisation Charts of the different Sports Facilities were analysed. Table 5 shows the number of hours per week allocated to Sports Federations, Schools/other bodies and members of public at Swimming Pools, Stadiums and Football/ Training Grounds during the year 2014. The weekly allocation remains the same throughout the year, except when the Facilities are closed for major repairs.

Table 5 Weekly Allocation of Sports Facilities during 2014

	Swimming Pools (Hours)	Stadiums (Hours)	Football/ Training Grounds (Hours)
Federations	163	218	82
School/ Public Bodies	74	166	119
Public	114	16	0
Total	351	400	201

Source: MSC Utilisation Charts

As shown in Table 5, the allocation of hours to users varied across different types of Sports Facilities. Federations were given more time to practise sports in Swimming Pools and Stadiums compared to Schools/ Public Bodies and the public. No time has been allocated to the public at Football/ Training Grounds.

The Utilisation Charts of the different types of Sports Facilities for 2014 were further analysed as follows:

3.2.1 Available and Allocated Hours – Swimming Pools

The opening and closing hours of the Swimming Pools varied, which made the time available for use to differ. Table 6 shows the weekly time available for use and total time allocated to users.

Table 6 Time Allocation at Swimming Pools

Swimming Pool	Opening Hour – Closing Hour	Available Hours	Allocated Hours	Unallocated Hours	Percentage Unallocated Hours (%)
Mare d’Albert	0500 - 2215	98	54	44	45
Serge Alfred	0530 - 2100	76	75	1	1
Le Pavillon	0500 - 2215	100	85	15	15
Rivière du Rempart	0615 - 2200	83	65	18	22
Souvenir	1000 - 2200*	77	70	7	9

Source: MSC Utilisation Charts

* Saturday: 0530 – 1900 hours and Sunday: 0530 – 1230 hours

The total hours available and allocated also varied from one Swimming Pool to another. Mare d’Albert Swimming Pool had 44 hours of unallocated time, whereas for Serge Alfred, only

one hour time was unallocated. Total weekly available hours not allocated as a percentage of available hours at Rivière du Rempart, Le Pavillon, Souvenir and Mare d'Albert Swimming Pools varied from nine to 45 per cent.

According to the Ministry, the analysis for the available hours and allocated hours at Swimming Pools does not seem to have taken into account population density around the Facilities, and accessibility including hours of operation of the public transport system.

However, the above analysis was based on the whole population of Swimming Pools. The factors the Ministry mentioned above should have been taken into consideration prior to the construction of the Sports Facilities.

3.2.2 Available and Allocated Hours – Stadiums

The public has access to stadiums for jogging purposes in the morning, except at St François Xavier Stadium, Harry Latour Stadium and Quartier Militaire Stadium. Of the 11 existing stadiums, George V Stadium and Maryse Justin Stadium were reserved for national teams, competitions and for training by high level athletes.

The opening and closing hours of stadiums varied as well. Harry Latour Stadium opened at 0900 hours, compared to the other Stadiums where the opening hour was 0600 hours. Saint François Xavier Stadium was the earliest to close at 1900 hours instead of the usual 2200 hours. Consequently, fewer hours were available for use at Harry Latour and Saint François Xavier Stadiums. Table 7 shows the weekly time available for use and total time allocated to users.

Table 7 Time Allocation at Stadiums

Stadium	Opening Hour – Closing Hour	Available Hours	Allocated Hours	Unallocated Hours	Percentage Unallocated Hours (%)
Anjalay	0600 - 2200	112	80	32	29
Auguste Volaire	0600 - 2200	112	51	61	54
Rose Belle	0600 - 2200	112	42	70	63
St François Xavier	0600 - 1900	91	19	72	79
Sir R Ghurburrun	0600 - 2200	112	43	69	62
Rohit Boolakee	0600 - 2130	102	33	69	68
Germain Commarmond	0600 - 2200	112	62	50	45
Harry Latour	0900 - 2130	81	43	38	47
Quartier Militaire	0600 - 2200	112	31	81	72

Source: MSC Utilisation Charts

The percentage of unallocated hours varied from 29 per cent at Anjalay Stadium to as high as 79 per cent at Saint François Xavier Stadium.

The Ministry stated that almost all the stadiums have natural grass as turf and this has a limitation on the number of hours during which regular use can be allowed. Anjalay, Auguste Volaire and Germain Commarmond are national stadiums, unlike the others. Saint François Xavier does not have a lighting system and has to close early.

Yet, according to the findings above, the number of hours allocated weekly by MYS for their use was as high as 62 and 80 at Germain Commarmond and at Anjalay Stadium respectively.

3.2.3 Available and Allocated Hours – Football/ Training Grounds

Football/ Training Grounds were opened from 0600 hours to 2200 hours. Table 8 shows total weekly hours available and number of hours allocated to users at five Football/ Training Grounds on a weekly basis based on Utilisation Charts obtained from MSC.

Table 8 Time Allocation at Football/ Training Grounds

Football/Training Grounds	Opening Hour – Closing Hour	Available Hours	Allocated Hours	Unallocated Hours	Percentage Unallocated Hours (%)
G. Commarmond Training Ground	0600 - 2200	112	32	80	71
Anjalay Training Ground	0600 - 2200	112	44	68	61
Morc St André Football Ground	0600 - 2200	112	56	56	50
Plaines des Papayes Football Ground	0600 - 2200	112	50	62	55
Arsenal Football Ground	0600 - 2200	112	20	92	82

Source: MSC Utilisation Charts

The time available at all the Football/ Training Grounds was not fully allocated. At Morcellement St André and Plaines des Papayes Football Grounds, 30 hours were allocated for use to Schools on weekdays from 0800 to 1400 hours. The other Football/ Training Grounds were reserved for use by Clubs registered with the Football Federations.

The percentage of unallocated hours at Football Grounds varied from 50 per cent at Morcellement Saint André to as high as 82 per cent at Arsenal.

The Ministry contended that during certain hours of the day, Sports Facilities are not utilised/ underutilised as the users of these Facilities are mostly students and youngsters who are required to attend educational institutions between 0800 and 1500 hours during weekdays. As regards the other categories of users, most of them are at work till late in the evening.

Consequently, most of the Facilities are not being utilised except by national Sports Federations, Sports Clubs, certain individuals, Corporate Bodies, and schools having structured programmes and Spots Days.

However, according to our findings, MYS had allocated slots from 0800 to 1500 hours on every week days at most Sports Facilities to schools.

3.3 Monitoring of Allocated Time

It is important for the Ministry to monitor the allocated time to ensure that its objectives of improving participation in sports activities by public and excellence in sports performance by athletes are met. At present, MYS does not have a mechanism to monitor the effective use of allocated time to different groups of users. All Officers in Charge of Sports Facilities are required to submit regular reports to the Ministry, through Senior Sports Officers, regarding management of the Facilities. Presently, information collected is limited to time and the number of users attending the Sports Facilities. Information on time available, allocated and actually used is kept on site, and not reported regularly to MYS and MSC. My Officers collected and analysed information for four weeks on three Sports Facilities. The time allocated was not fully used.

At Auguste Volaire Stadium, for the period 1 to 28 February 2015, out of 356 hours allocated to various groups of users, only 123 hours were actually used, that is some 35 per cent. The Stadium was not used at all on two days in February 2015. As for Rivière du Rempart Swimming Pool, some 120 hours out of 188 hours allocated during the period 1 to 28 April 2015 (some 64 per cent) were used. On three of these days, the Swimming Pool was used for about one hour only. During the Easter Holidays, the percentage was lower, when only some 43 per cent of the hours allocated were actually used. At Le Pavillon Swimming Pool, of the 340 hours allocated during the period 1 to 28 February 2015, 192 hours were used, that is some 56 per cent. The Swimming Pool was not used on the three Public Holidays of the month.

On these three Sports Facilities, staff such as Sports Officer, Coach, Swimming Pool Attendant, Technician and Handyworker are posted. Officers directly related to the use of the Facilities are usually available during hours allocated to different groups of users. As some 50 per cent of these allocated hours (884 hours) were not used, there is the risk that the man hours of these officers might not have been effectively used during that time.

3.4 Sensitisation and Other Related Activities

Lack of awareness on the importance of sports and low participation in sport activities had been constantly identified by the Ministry as a constraint in the PBB Estimates for the years 2011 to 2014. It intended to carry out several activities, such as intensive use of mobile phones and SMS, and the use of media and Public Relation activities to raise awareness on the importance of sports. However, none of these activities were carried out.

In the context of “Sports for Life”, several talks were planned to be held across the country during 2013. None was held. A minimum of 2,400 participants was also targeted in the same

year for the “Swimming for Health” Programme and the fitness activities. However, only some 600 attended these activities.

For “Jeux de l’Avenir” and “Jeux de l’Espoir”, during the period 2011 to 2013, only a yearly average of some seven per cent of the population of the respective age group participated. The only sensitisation activity carried out by the Ministry was in August 2013, when a “Salon Jeunesse et Sport” was held with a view to helping people to acquire the maximum information on sports and leisure activities. Some 3,000 persons attended the Salon. This was not a planned activity, and some Rs 400,000 were spent.

According to the Sports Act, MSC shall develop and improve among the public at large the practice of sport in conjunction with the relevant Sports Organisations. Since 2011, MSC has been carrying out mainly the Sports Medicine Programmes to raise awareness on good nutrition and benefit of physical activities. There was no monitoring to evaluate how far these sensitization programmes were successful.

3.5 Use of Fitness Equipment in Sports Facilities

A sum of Rs 1.5 million was disbursed during 2010 for the purchase of fitness equipment. These were distributed to 11 Youth Centres, two Sports Complexes and one Stadium. The objective was to provide to the general public, from 9 to 99 years, opportunities to perform regular exercise for a healthier life. Site visits at Sports Facilities, where these items of equipment were distributed, were effected during the period September to December 2014. The following observations were made:

- At Vacoas Sports Complex, fitness equipment was kept in a locked storeroom. Equipment being kept idle included a Motorised Treadmill, Electrical Bicycle and Slimming Machine.
- At Pamplemousses Youth Centre, in July 2014, one Motorised treadmill, one Fit Massage and one Abdominal Bench were written off. A Rowing Machine was broken since October 2014. These items of equipment were not being repaired, and this was attributed to non availability of spare parts.
- Users are required to follow guidance and instruction of a Coach when using a fitness equipment. There was no Coach posted at the Centres. However, local staff was trained to oversee the use of the equipment by the public. Nevertheless, users were using the equipment at their own risks. Inappropriate use of fitness equipment may lead to injuries.

3.6 Maintenance of Sport Facilities

MYS has a portfolio of some 80 Sports Facilities, ranging from Stadiums to Swimming Pools, Gymnasiums, Football Grounds and Youth Centres. All these facilities are used daily and need to be maintained properly so as to minimise the risk of hindrance and to keep these assets in good condition.

3.6.1 Maintenance Management Practices at MYS

Maintenance management of buildings is part of the overall physical assets management. Generally accepted practices¹ in maintenance management include:

- preparation of a maintenance plan, incorporating a balance of planned maintenance (preventive and corrective) and unplanned maintenance (reactive and emergency) over the immediate, medium and long terms, and
- establishment of a periodic review and record of conditions of buildings

An examination of the maintenance practices at MYS showed the following:

Maintenance Plan

Presently, MYS has a maintenance policy. However, this was not followed by a maintenance plan that balances short term and long term needs for maintenance works. At the Ministry, maintenance activities were of corrective, reactive and emergency nature - preventive maintenance was missing. The latter is an important component that ensures infrastructures are cared for early, and thereby, checks deteriorations (that may be disruptive and costly to deal with at a later stage) from creeping in. Good practice requires inclusion of preventive maintenance as part of overall maintenance.

Some of the Facilities of the Ministry are also maintained by the MSC. The latter carries out routine maintenance works in an unplanned manner.

Periodic Review and Records of Conditions of Sports Facilities

Recording. The Investment Project Process Manual stipulates that all assets under use by a Ministry shall be recorded and properly maintained. To that effect, the Ministry needs to have a proper list of all infrastructures/facilities under its responsibility, including cost, date of construction, location and the state of the infrastructure.

MYS does not have a complete database of all its Facilities. There is a list of all Facilities, but information, such as date of construction and cost thereof was not in the list. There was also no evidence that a condition survey was carried out to know the state of buildings

Physical Survey. In February 2011, the Ministry requested all Officers in Charge of Sports Facilities to carry out a survey on the general condition of their respective Facilities on a monthly basis. As of May 2013, out of 80 Facilities, some 70 Officers in Charge of the Facilities responded to the request. Subsequently, surveys were being carried out irregularly.

Condition Assessment. It is a good practice and also a norm in several countries to carry out a condition assessment at regular intervals. A condition assessment is a technical inspection by a competent assessor to evaluate the physical state of building elements and services, and to assess the maintenance needs of the Facility. The assessment will provide sufficient

¹ A number of literatures on maintenance contain almost similar practices. The main documents consulted are: *Guidelines for Physical Asset Management* issued in 2006 by the then MAB (now Office of Public Sector Governance) and *Maintenance Management Framework*, Queensland Government, Australia.

information on the condition of the building to support informed asset management decisions. Condition assessment is normally carried out every three to five years. The “Maintenance Management Framework” on Government Building of Queensland of Australia² requires condition assessment to be carried out every three years.

A condition assessment of the Facilities has never been carried out by MYS to evaluate the state of the Facilities. In the absence of periodic review of the conditions of the Sports Facilities, my Officers carried out site visits on 20 May and 16 September 2014.

There were leaks at several places, such as on the roof of the Weight Lifting Room of Pandit Sahadeo Gymnasium, roof of Weight Lifting Room of George V Stadium, and on the ceiling of the Administrative Block, stairs, dormitory rooms, kitchen and store of Anjalay Stadium. There was rust in the structure of George V Stadium and corrugated iron sheets on the roof. Although the Stadium was closed for repairs, there were birds’ wastes which rendered it untidy. Cleaning of metal structure and stairs was not done properly. Grass was growing on the roof of the Stadium. Also, there was rust on the structure of the building of Anjalay Stadium.

3.7 Maintenance of Sports Equipment

MYS makes use of several types of sports equipment, mainly Fitness Equipment, Swimming Pool Equipment and Safety Equipment.

In order to carry out its operations properly, the MYS has to ensure that the above items of equipment are kept in proper condition at all times. This would imply that it should take appropriate action to prevent equipment from failing or to repair normal equipment degradation experienced with the operation of the device to keep it in proper working order.

Over the years, different approaches on how maintenance can be performed to ensure item of equipment reaches or exceeds its design life have been developed, for example reactive maintenance, preventive maintenance or predictive maintenance.

MYS concentrates on reactive maintenance, as repairs are done as and when they occur.

The Physical Assets Management Manual provides that all equipment in each Ministry/ Department should be classified in two categories, namely those that are under preventive maintenance contract and those that are to be maintained by the department itself. The maintenance contracts have to be entered into and/ or renewed before the expiry of the warranty period or the previous maintenance contract. For this purpose, the action has to be initiated well in time.

MYS does not have any maintenance contract for equipment used at different Sports Facilities. All maintenance work is carried out by the Maintenance Unit, Energy Service Division and private contractors, as and when needed. Although it was decided since September 2011, that the Ministry would have maintenance contracts for fitness equipment

² Maintenance Management Framework policy document contains the policy requirements and general information for Queensland Government departments about relevant asset management principles and practices (2012).

after one year of purchase, as of March 2015, no such action was taken for its fitness equipment. Hence, MYS was facing difficulties in repairing some of its fitness equipment for want of spare parts.

During site visits at the Beau Bassin Gymnasium in May 2014 and May 2015, it was noted that the fitness equipment was broken. It was stated that it had broken down since long, and could not be repaired because of non availability of spare parts.

CHAPTER FOUR

CONCLUSION

Over the years, Government has invested heavily on Sports Facilities for the benefits of users. The time available and allocated to users differed for the different categories of Sports Facilities. The unallocated time was significant for most of these Facilities. Moreover, the allocated time was not fully used. Hence, there is a risk that the man hours of officers directly related to the use of the Facilities might not have been effectively used.

MYS did not have a mechanism to ensure that its Sports Facilities were used to their maximum. Also, MYS did not carry out a proper monitoring on how many users were actually using its Facilities. Information on the number of users at each Facility were available at most Sports Facilities, but was not regularly submitted to the Ministry.

One of the reasons identified by the MYS for not using its Facilities was lack of awareness by the public on importance of sports, and yet the Ministry was not carrying out enough sensitisation campaigns to encourage people to participate in sports activities. Besides, no study has been carried out to identify other factors creating barriers for people to practice sports activities so that corrective measures may be initiated.

Also, MYS did not have a proper mechanism to ensure that the Sports Facilities are properly maintained. MYS did not plan for its maintenance works. Works are normally carried out on an ad-hoc basis. Priorities were given to emergency works and regular surveys have not been conducted to ascertain the condition of the Sports Facilities.

CHAPTER FIVE

RECOMMENDATIONS

In the light of the audit findings and conclusion, hereunder are the recommendations on the use and maintenance of Sports Facilities:

5.1 Use of Sports Facilities

5.1.1 Planning

MYS should promote a planned approach on the use of Sports Facilities. Planning for the use of the different Sports Facilities should be based on a robust and up-to-date assessment of the needs of users. MYS should conduct a survey based on needs and demands from the population in order to improve access to Sports Facilities. This will help MYS to make the best use of existing Sports Facilities through improving their quality, access and management and to democratise sports with a view to fostering the culture of sports among Mauritian citizens.

5.1.2 Recording and Monitoring

MYS should put in place a mechanism to monitor regularly the time allocated for use of the Sports Facilities to the different categories of users. Information on the number of users at each Sports Facility should be made readily available to the Ministry for appropriate control. This will help MYS to identify hours allocated but not utilized. Some could be allocated to other users willing to use the Sports Facilities.

The Ministry should also carry out an exercise on unused man hours at the different Sports Facilities. In case it is significant, consideration may be given to the introduction of a roster/shift system for the officers concerned.

5.1.3 Sensitisation and Other Related Activities

MYS should increase its sensitisation campaign to attract more users to the existing Sports Facilities. A survey on needs and demands of the population in order to improve access to Sports Facilities should be carried out. It may consider a wide variety of methods and techniques that are available for developing public sensitization and raising the awareness level, which can be adopted to promote the use of Sports Facilities, namely:

- (a) Awareness raising workshops with the communities
- (b) Regular information workshops explaining the status of the project and its activities
- (c) Experience sharing/exposure visits

- (d) Participation and involvement
- (e) Engaging the media and other institutions
- (f) Popular personalities
- (g) School programs

The Ministry may consider soliciting the cooperation of the Ministry of Health and Quality of Life and the Ministry of Education, Human Resources, Tertiary Education and Science to achieve the objectives of reducing the prevalence of Non Communicable Diseases and promoting sports for all.

5.2 Maintenance of Sports Facilities

MYS should move towards a planned and proactive approach to maintain its different Sports Facilities, focussing more on preventive maintenance. This will require the development of a comprehensive maintenance plan that includes the following:

- A priority list of maintenance works to be carried out
- A time frame for the implementation of the different maintenance works
- Resources needed to carry out the maintenance works
- How to carry out maintenance works - in house or outsource

In order to develop the maintenance plan, MYS should ensure that it has

- A complete database of all its Sports Facilities. The database should include information, such as cost, condition of each asset, date of purchase, maintenance and economic life details of the assets and their replacement cost.
- A mechanism to identify and evaluate maintenance needs of the different Facilities, including equipment through monthly surveys, and carry out condition assessment of all its Facilities, at regular intervals, for example every three to five years.

MYS may consider using the checklist which is provided as part of the Physical Assets Management Manual in which it is clearly indicated which type of maintenance should be done daily, weekly, monthly and annually.

Ministry's Reply

- (a) The website of the Ministry is also being reviewed to give more information on its activities. The Ministry is also in the process of coming up with a half-yearly magazine with all relevant information in respect of its activities, as well as activities at the level of Sports Federations.

- (b) A Memorandum of Understanding is being worked out with the Ministry of Education, Human Resources, Tertiary Education and Science and relevant stakeholders to promote sports through the optimum utilisation of Sports Facilities available.
- (c) A Guideline for the Maintenance of Sports Infrastructures has been devised and circulated to all Officers in Charge.
- (d) During certain hours of the day, Sports Facilities are not being utilised/ under-utilised as users of these Facilities are mostly students and youngsters who are required to attend educational institutions between 8.00 and 15.00 hours during weekdays. As regard the other categories of users, most of them are at work till late in the evening. Consequently, most of the Facilities are not being fully utilised, except by National Sports Federations, Sports Clubs, certain individuals, Corporate Bodies, and schools having structured programmes and Sports Days.
- (e) The analysis for available hours and allocated hours at Swimming Pools does not seem to have taken into account population density around the Facilities, and accessibility including hours of operation of the public transport system.
- (f) Almost all the stadia have natural grass as turf and this has a limitation on the number of hours during which regular use can be allowed. Anjalay, Auguste Volaire and Germain Commarmond are national stadia, unlike the others. Saint François Xavier Stadium does not have a lighting system and has to close early.

