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# **DELIVERY AGREEMENT**

**FOR OUTCOME 2: A Long and Healthy Life for All  
South Africans**

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## 1. INTRODUCTION

The Negotiated Service Delivery Agreement (NSDA) is a charter that reflects the commitment of key sectoral and intersectoral partners linked to the delivery of identified outputs as they relate to a particular sector of government. The Government has agreed on 12 key outcomes as the key indicators for its programme of action for the period 2010 – 2014. Each outcome area is linked to a number of outputs that inform the priority implementation activities that will have to be undertaken over the given timeframe to achieve the outcomes associated with a particular output.

For the health sector, the priority is improving the health status of the entire population and to contribute to Government's vision of **“A Long and Healthy Life for All South Africans”**. This will only be possible by broadening and deepening the extent and scope of community involvement and social mobilisation in all aspects of health provision at local level.

To tangibly contribute towards the realisation of this vision, the National Department of Health's Strategic plan for the period 2009 – 2014 lists 10 priorities as part of the 10 Point Plan for the overall improvement of the performance of the national health system. Within the 10 Point Plan we are focusing on a core set of strategically selected areas namely: the enhanced overall stewardship and governance of our health system; the implementation of the National Health Insurance as a mechanism to finance the health services provision and delivery platforms; significantly improving the quality of health services that we provide to our citizens through the establishment of an independent National Quality Accreditation Body; overhauling key components of the management systems and structures in the public health sector; better planning and management of our human resources for health; the strategic implementation of infrastructure development and maintenance initiatives, including the use of public private partnerships; the comprehensive and aggressive combating of HIV, AIDS, TB and other communicable diseases; mass mobilisation of communities and key stakeholders to promote better health outcomes for all; the review and strengthening of our drug policy and procurement systems; and not least

of all strengthening the manner in which we generate information and use it to support our planning, decision making, research and development processes to better the overall performance of our health system.

More broadly, Government has gone a step further by taking practical measures to ensure that by 2014 the Department of Health would have contributed positively to improving the status of all South Africans. In the government programme of action, health and education are given particular importance. To this end, the government has identified four strategic outputs which the health sector must achieve. These are:

- **Output 1:** Increasing Life Expectancy
- **Output 2:** Decreasing Maternal and Child mortality
- **Output 3:** Combating HIV and AIDS and decreasing the burden of disease from Tuberculosis
- **Output 4:** Strengthening Health System Effectiveness

Linked to these outputs are clearly articulated indicators and targets. Major targets include the following:

- Life expectancy must increase from the current 53.9 years for males and 57.2 years for females (Statistics SA 2009) to 58 years for males and 60 years for females by 2014.
- South Africa's Maternal Mortality Ratio (MMR) must decrease to 100 (or less) per 100,000 live births by 2014. The Millennium Development Goals (MDG) country report estimates MMR at 625 per 100,000.
- The child mortality rate must decrease to 20 deaths (or less) per 1,000 live births by 2014. The MDG country report estimates child mortality rates at 104 per 100,000.
- The TB cure rate must improve from 64% in 2007 to 85% by 2014
- 80% of eligible people living with HIV and AIDS must access antiretroviral treatment.
- New HIV infections must be reduced by 50% by 2014.

Re-engineering the health system to one that is based on a primary healthcare (PHC) approach, with more emphasis on promotive and preventive healthcare will underlie all interventions needed to achieve the outputs. Tangible improvements in the effectiveness of the health system must be attained and corroborated by empirical evidence that clearly links to the four output areas.

In terms of strengthening the health system's effectiveness with regards to key health indicators and overall contribution to population welfare, the Department of Health has identified the need to overhaul key components within the spheres of financing, pooling of resources, purchasing and provision of health services. This will be done through the implementation of the National Health Insurance - a mechanism that will allow us to better harness the human, financial and technical resources within the public and private sectors and use these enhanced resources to improve the impact with which they contribute towards the achievement of the above stated 4 output areas.

## **2. BROAD STATEMENT OF THE HEALTH SECTOR CHALLENGES**

South Africa currently faces a quadruple Burden of Disease (BoD) consisting of HIV and AIDS and TB; High Maternal and Child Mortality; Non-Communicable Diseases and; Violence and Injuries. In 2007, the South African population represented 0.7% of the world's population, but accounted for 17% (about 5.5 million people) of the global burden of HIV infections (The Lancet, August 2009). Life expectancy in South Africa has declined. During the period 1985 – 1994, Statistics SA estimated life expectancy at birth at about 54.12 years for males and 64.38 years for females. In 2009, the estimates were 53.9 years for males and 57.2 years for females. South Africa is also one of only 12 countries in the world in which mortality rates for children younger than 5 years have increased since 1990 (The Lancet, August 2009).

Despite spending 8.7% of its GDP on health, and spending more on health than any other African country, the country has poor health indicators and outcomes. The South African health care system has been characterised as fragmented and inequitable due to the huge disparities that exist between the public and private health sectors with regards to the availability of financial and human resources, accessibility and delivery of health services. A decision was taken in 1994 to implement a Primary Health Care Approach as the backbone of the healthcare system. Despite this, the service delivery structure still leans heavily towards a curative high-cost care approach with limited adherence to any referral system, which implies that many patients are seen at an inappropriate level, usually by specialists and in hospitals and this contributes to cost escalation.

The inequity in the health system is exacerbated by the fact that access to health care is unequal with the majority of the population relying on a public health care system that has a disproportionately lower amount of financial and human resources at its disposal relative to the private sector. For instance, in 2009 nominal terms, the per capita spend in the public sector is estimated at R1, 900 whilst in the private sector it is R11, 300. Furthermore, the distribution of key health professionals between the two sectors is also skewed. In the public sector there are about 4,200 patients to a general doctor compared to 243 patients to a general doctor in the private sector.

While access in terms of reach has been achieved, more still needs to be done in terms of improving quality of care, human resources management, infrastructure and making services more available to all South Africans to ensure better health outcomes.

### 3. CHALLENGES RELATING TO SPECIFIC OUTPUT AREAS

#### 3.1 Increasing Life Expectancy

South Africa's life expectancy is adversely affected by communicable diseases such as HIV, TB, malaria, respiratory infections and diarrhoeal diseases; high maternal and child mortality; increasing levels of non-communicable diseases such as hypertension, diabetes, cancer and cardio vascular diseases; as well as violence and trauma related injuries. Maternal and child health and HIV and TB will be covered by outputs 2 and 3 and this section will address outputs on increasing life expectancy through non-communicable diseases, trauma related injuries and communicable diseases that are not part of HIV, AIDS and TB.

Malaria continues to contribute to reduction in life expectancy and more than 1 million deaths per annum associated with malaria occur in Africa. Most of these deaths occur among children under 5 years of age. In Sub-Saharan Africa, malaria constitutes a major barrier to social and economic development. In South Africa, malaria is mainly transmitted along the border areas shared with Mozambique, Swaziland and Zimbabwe. Three of the nine provinces of South Africa, namely: Limpopo, Mpumalanga and KwaZulu-Natal are endemic for malaria and 10% of the population (approximately 4.9 million persons) are at risk of contracting the disease. Malaria cases in South Africa have been steadily declining over the past 9 years. Between 2000 and 2008, malaria-related morbidity was reduced by 88% (from 64,622 to 7,796 cases for the respective years) and mortality by 90% (from 458 to 46 deaths respectively). Both morbidity and mortality as a result of malaria can be reduced further over the next few years. The country has the capacity to move towards complete malaria eradication.

Globalisation has contributed to increased international travel and trade, and the emergence and re-emergence of international communicable disease threats. These threats call for epidemic preparedness and the effective implementation of the International Health Regulations (IHRs). In terms of the IHRs, South Africa is

required to develop minimum core public health capacities, and to develop, strengthen and maintain these by July 2012.

Non-communicable diseases contributed 28% of the total burden of disease measured by disability-adjusted life years in 2004. Cardiovascular diseases, diabetes mellitus, respiratory diseases and cancers contributed 12% of the overall burden while around 20% of all mortality is due to non-communicable diseases. The prevalence of mental disorders has been found to be 17%. The burden from Non-Communicable Diseases (NCDs) is two to three times higher than that in developed countries. According to Statistics South Africa, non-natural deaths accounted for 9% of all deaths and 44% of deaths in the 15 – 19 year age group in 2007.

More than half of women and three quarters of men requiring some intervention for hypertension and diabetes do not even know that they are suffering from these conditions (NIDS 2009). Only 14% of cases of high blood pressure reflect good management of the condition. Late detection results in increased costs and unnecessary suffering and increased risk of death. To redress this, the Department of Health will direct greater effort and resources towards prevention, screening and early detection and effective management to improve life expectancy and quality of life.

The contribution of violence and injuries to the burden of diseases declined from 17% in 1997 to 9% in 2005. However, this drop may be related to an increase in natural causes rather than drop in injuries. Intersectoral interventions to address the violence and injuries will be developed and implemented.

### **3.2 Maternal, Child and Women's Health**

According to the MDG country report the maternal mortality ratio in South Africa is estimated at 625 per 100,000 and the perinatal mortality stands at 31.1 deaths per 1000 births. This ratio is much higher than that of countries of similar socio-economic



development. The target is to reduce the maternal mortality ratio to 100 per 100 000 live births and to less than 10 deaths per 1,000 births for babies, through the implementation of Primary Health Care and a functional referral system as a responsive support system of hospitals.

The National Committee on the Confidential Enquiry into Maternal Deaths (NCCEMD) report has identified community-based factors as some of the causes that lead to maternal deaths. These factors include delay in seeking help at health facilities and poor attendance of ante-natal services. Other factors that have contributed to increased maternal mortality include administrative and support shortcomings. The quality of care that is provided (clinical skills and competency), lack of transport in cases of emergency and delay in the initiation of Anti-Retroviral Treatment (ART) are some of the other factors that have resulted in preventable maternal deaths. The NCCEMD report has made recommendations that needed to be implemented to reduce maternal death in our facilities. However, implementation of these recommendations has been hampered by systemic challenges in the health system. The following are some of the causes of increased maternal and neonatal deaths:

### ***HIV and AIDS***

The Saving Mothers Report shows that HIV is a major contributor to maternal deaths and maternal and child mortality remain high with an estimated 2,500 mothers and 52,600 children dying each year. The power imbalance between men and women, coupled with the socio-economic dependence of women has caused many women to be without choice in terms of pregnancy and protection from HIV infection. In addition, stigma still follows those diagnosed with HIV infection and women often present late for testing for HIV. Those that qualify for ARVs often have to wait for long periods before treatment is commenced. The HIV epidemic has also led to many women contracting Tuberculosis and pneumonia in pregnancy.

### ***Hypertension***

Hypertension in pregnancy if not appropriately treated and managed may lead to fits (e.g. eclampsia) and death of the mother and/or the baby. It is often associated with poor foetal growth and may result in kidney and neurological malfunctions in the baby. Hypertension must be diagnosed timeously and this requires appropriate technology and clinical management. Some facilities do not have the appropriately skilled and experienced health professionals and the requisite equipment to diagnose and manage this condition. When emergencies arise as a result of poor management and lack of technology, the consequence is often the death of the woman and/or her baby.

### ***Sepsis Post delivery***

The improper management of labour (parturition) associated with poor infection control measures often leads to sepsis and sometimes death. The presence of HIV further complicates the woman's response to infection, often not showing the traditional signs and symptoms of infection. It is for this reason that sepsis becomes difficult to detect early and once it reaches an advanced state, it is almost impossible to reverse. To prevent this, post-natal examination and care is essential but it is often not done in our facilities due to staff shortages and poor clinical management.

### ***Haemorrhage before and after delivery***

Excessive bleeding is a universal challenge for women in pregnancy and child birth. It is one of the major causes of death for many women related to pregnancy and statistics show that this has not improved since 1997. This condition is an emergency that results in death in a matter of minutes and the unavailability of transport and blood products further complicates the situation. Malnutrition in many women means that they go into labour with iron-deficiency and anaemic. Prevention of anaemia is a major step in helping women to survive moderate bleeding during and after delivery. However, this is often not done due to poor clinical management skills and lack of equipment for dealing with life-threatening bleeding.

### ***Unsafe Abortion***

Another major cause of death has been unsafe abortion. The Choice on Termination of Pregnancy Act has made unsafe abortion a less significant factor in maternal mortality. There has been a marked decrease in the number of women dying from this cause since the promulgation of the Choice on Termination of Pregnancy Act in 1996. However there has been a decrease in the number of facilities that offer surgical termination of pregnancy resulting in the lack of access to safe termination of pregnancy. This has been partly due to conscientious objection to the procedure and the shortage of staff caused by burn-out among the few providers. The associated stigma to health workers and health facilities conducting termination of pregnancy contributes to this. With the attention being increasingly devoted to HIV & AIDS, funding for the Sexual and Reproductive Health programmes has declined over the years and contraception services have been neglected. This has led to skills in contraception being lost and many women at high risk when pregnant to suffer complications and die from unplanned and high risk pregnancies.

### ***Newborn Premature Deaths***

Many newborns die prematurely as a result of maternal illness such as hypertension and infections during pregnancy; as well as a result of difficulties during labour and delivery. Newborns also die prematurely from infections acquired in poorly capacitated health facilities as a result of shortages of neonatal nurses and poor infection control.

The major causes of childhood deaths are diarrhoeal disease, lower respiratory tract infections and perinatal conditions with HIV and AIDS and malnutrition contributing as both primary and underlying causes of child mortality. A need therefore exists to improve clinical care by strengthening the existing child survival programmes adopted by the health sector, including the Community Health Worker (CHW) programme, the Integrated Nutrition Programme; Expanded Programme on Immunisation; Prevention of Mother to Child Transmission (PMTCT); Integrated Management of Childhood Illnesses (IMCI); Essential Drug List (EDL); and 10 steps for the management of severe malnutrition. Primary health care must also be

strengthened by adopting and implementing the Household and Community component of IMCI (IMCI HHCC); and the expeditious introduction and roll out of standardized management and referral guidelines for general practitioners. Emergency referral and treatment capacity in all health facilities and districts should be strengthened through training in triage, assessment and resuscitation of critically ill children, and the development of suitable transport systems for the movement of critically ill children into and within the health system.

### ***Mortality in Children under the age of 5 years***

The First Report of the Committee on Morbidity and Mortality in Children under 5 Years (CoMMiC) estimated that over 60,000 South African children between the ages of one month and five years die each year. The trend in under-5 deaths has shown a recent upswing after years of steady downward tendency.

Children are sensitive to environmental factors. For this reason the social determinants of health are a major contributor to morbidity and mortality among children. Their dependency on adults' intervention also leads to the access to health care services for children and young people being determined by the health literacy and material/financial capabilities of their parents/guardians and community. The availability of water, sanitation, food security and guidance and protection by parents/guardians determines the survival of this part of the population. Diarrhoea, pneumonia, paediatric tuberculosis, malnutrition, sexual and physical abuse and malaria are but examples of such consequences. Mental health is also dependent on social determinants of health. Rural children therefore are at greater risk of feeling the adverse effects of these factors because of poverty, limited resources and lack of water.

### ***Vaccine Preventable Diseases***

South Africa has seen an outbreak of measles recently, an indication of compromised immunisation coverage. Although the country's immunisation coverage

is reasonably high, the national or provincial average conceals many inequalities, with some districts having very low coverage. Enhanced surveillance as an early warning system, monitoring and evaluation to identify and assist non-performing districts is necessary. Although regular campaigns are planned, it is important to maintain high regular immunisation coverage. The maintenance of a functional and reliable cold chain and secure stock of vaccine, with a responsive system to report and respond to needs is essential. Careful, coordinated and timely planning of immunisation campaigns needs human and material resources, as well as collaboration with partners and communities. The programme is currently under-resourced at national and provincial level for helping to effectively prevent outbreaks of diseases.

### ***Causes of Deaths***

As indicated previously, the major causes of childhood deaths are *diarrhoeal disease, lower respiratory tract infections associated with tuberculosis, HIV and AIDS and malnutrition* as both primary and secondary causes of child mortality. Perinatal conditions such as prematurity, birth asphyxia and infections also contribute to the high child mortality. Attributing these deaths to these causes does not highlight the social determinants of health that often precede or gives rise to these underlying causes. Poverty, poor sanitary conditions, unsafe water and practices as well as delay in accessing effective health care often play a greater role than is generally recognised. Trauma and injuries also cause deaths and disabilities. These result from poisonings, burns, falls, vehicular accidents and abuse. Child awareness programmes among motorists are not high profile. Malaria is also a cause of death in provinces bordering the northern and eastern neighbouring countries.

## **3.3 Combating HIV, AIDS and TB**

### ***HIV and AIDS***

South Africa has the highest burden of HIV with an estimated 5.7 million people or 11.6% of the population infected. This is evidenced by the HIV prevalence rates

among antenatal cases (ANC) which rose sharply over a few years where in some provinces. For instance, in Kwa-Zulu Natal the HIV ANC prevalence rose from 21.1% in 1995 to 38.7% in 2008. South Africa also has the highest burden of mother to child transmission with an estimated 300,000 infected mothers delivering each year. Prevention of Mother to Child Transmission (PMTCT) is the corner stone of reducing deaths of newborns and children and more than 50,000 lives could be saved by 2015 if the maternal and child health interventions were implemented consistently for 95% of mothers and neonates. PMTCT alone is estimated to have the potential to save 37,200 newborn lives each year if implemented effectively. PMTCT coverage rose from 24% in 2006 to 80% in 2009, however lack of integration in maternal and child health services weakened the outputs of the programme. An acute shortage of beds in some health facilities results in mothers being discharged within 6 hours of normal delivery and poor obstetric care and HIV infection all contribute to negative outcomes for both the mother and the baby.

### ***Tuberculosis***

Tuberculosis is both a medical condition and a social problem and is linked to poverty related conditions. Problems of overcrowding and poor social conditions as well as environmental factors are contributory factors to its increased burden. The World Health Organisation (WHO) estimates that about 1% of South Africans (roughly 490,000) contracted Tuberculosis (TB) in 2008, giving an incidence rate of 949 TB cases per 100,000 population. The incidence is much higher in high risk concentrate settings such as the mines and prisons, with the former estimated at between 3,000 and 7,000 cases per 100,000 per population.

The current HIV/TB co-infection rate exceeds 70%. Due to late detection, poor treatment, management and failure to retain TB patients on treatment, drug-resistant forms of TB (XDR-TB and MDR-TB) have increased significantly, with about 5,000 and 500 diagnosed respectively in 2009. Although the current policy by the Department of Health is that all DR-TB patients should be hospitalised until they are cured, there are about 2,000 beds available for DR-TB treatment and management. The combination of TB, HIV and DR-TB has led to a situation where TB is the

number one common cause of death among infected South Africans (13 out of every 100 deaths). Although resources have been made available for TB control, treatment and management, the bulk of these are routed, as earmarked funds, through different programmes, particularly, districts systems development, drug supply and hospital management. As a result, a significant amount of the resources end up being utilised for other purposes. Consequently, it is increasingly proving difficult to keep track of the allocations, expenditure and accountability of these funds.

### **3.4 Strengthening Health System Effectiveness**

A healthy life is the product of a mix of a functional and effective health system based on the use of cost-effective interventions that are rendered at an appropriate level of the health system coupled with the existence of reliable and equitable access to decent housing, clean water, sanitation, nutrition and education (i.e. social determinants of health) which are all products of a number of stakeholders including interdepartmental collaboration. The primary health care approach has been the underlying philosophy of our health system for the past 15 years. Yet the health system remains focused largely on curative care, rather than on the promotion of health and prevention of illness.

The following section highlights some of the key challenges the health system is facing with regards to its overall performance and effectiveness:

#### ***Poor Integration and Provision of Primary Health Care***

The health system has not adequately facilitated community participation and inter-sectoral collaboration in the provision and delivery of needed health care services. The need for quality health services at the primary care level for the bulk of health problems, wherein efficient and timely referral for those patients requiring this is another critical aspect of the “primary health care approach”. The inadequate integration of the different levels of care, spheres of government and between public and private sectors imply that many patients get “lost in the system” resulting in poor access to health care, poor quality of care and an ineffective and inefficient resource

utilisation. The allocation of resources for primary health care between and within provinces has been variable and not necessarily related to population growth, evolving health needs or the adequacy of infrastructure. The health system currently has no clearly defined basket of services at household and community level that is responsive to community needs and links different actors at this level as can be achieved through a programme such as the Community Health Worker programme.

### ***Healthcare Financing and Financial Management***

South Africa has a two-tiered health system, with a large private sector serving the higher income minority, while the public sector serves the majority of the population. Currently there are multiple funding intermediaries responsible for the provision and purchasing of health services. An estimated 52% of total health care funds in the health sector flows primarily through the public sector i.e. national, provincial and local spheres of government, while 48% flows via the medical schemes industry. Many households' also incur out-of-pocket payments directly to health care providers usually at the point of accessing the need care. The fragmentation in funding pools has over the years contributed to the inability of the health sector to harness its strength to effectively yield economies of scale through better and strategic procurement, purchasing and provision of health services and related products. .

In addition, the public health system has been under-funded for several years which has inadvertently contributed to its inability to deliver health service that are accessible and of reliable high quality. There is also the relatively inefficient utilisation of available resources in both sectors, which is reflected in the minimal partnerships and/or contractual relationships between the public and private sector to support more effective. Consequently, provinces have been overspending on their budgets resulting in high accruals, non-availability of medicines and other critical items due to non-payment of suppliers. Additionally there is a lack of adequate financial management, reporting and accountability processes as envisaged in the Public Finance Management Act (PFMA) resulting in most Provincial Health Departments receiving qualified audits.



### ***Human Resources for Health***

The health system is also facing a challenge of inappropriate and inadequate production and deployment of human resources for health (HRH) professionals associated with poor HRH planning, management and performance monitoring and evaluation. Training institutions have not been producing the required number of healthcare providers to meet national service delivery needs. Training of nurses has not responded to the needs in the system, and planning of the training of health professionals in general has frequently uncoordinated and unrelated to service needs. This has resulted in inadequate outputs and unresponsiveness of the nursing profession to service delivery needs. Entry into the nursing profession has not sufficiently taken into account the dynamics and numbers of learners, especially those from poorer backgrounds, who leave school without getting a Matriculation Certificate.

In addition, healthcare workers are incorrectly placed and unevenly distributed. While there are policies that govern management of human resources, these are not applied effectively and are not monitored. This aggravates poor performance management and weak accountability in the health workforce.

### ***Quality of Health and Accreditation of Health Establishments***

The health system has not developed and adopted a uniform set of norms and standards for health establishments. As a consequence, different programmes on quality and human resources in the system have developed disparate sets of standards and norms with respect to how health services are structured and delivered. The consequence of this is that health facility managers and staff are not clear about what is expected of them. It also makes it impossible to measure how well different hospitals, districts and clinics are performing with regards to set targets and national priorities. Although our public health facilities operate within a realm guided by the Batho Pele Principles, patient satisfaction with the services rendered in our facilities is low. One of the major reasons for patient dissatisfaction with the health services is that health personnel are not considered to be caring towards them or to their families.

Many of our health facilities are also not clean and tidy at all times and the patient waiting times are very long. The infection control mechanisms in our facilities have been found wanting, which could result in hospital acquired infections. There is no standard mechanism for monitoring clinical governance and quality improvement mechanisms in our facilities are also inadequate and usually implemented in a piecemeal manner. In addition, our facilities have not been accredited to comply with norms and standards for acceptable quality.

### ***Health Infrastructure***

The current public health infrastructure (including health technology) does not support service delivery adequately. The health system faces huge infrastructure backlogs with poor management of the numbers and quality of the infrastructure requirements, under spending and poor budget and expenditure forecasting, poor infrastructure maintenance, as well as poor risk management with regards to deficiencies in programme and project financial management. Technology planning is also very poor and as a result, the distribution of essential health technology is not equitably distributed. This is exacerbated by the high escalation of costs, high levels of wastage, and the poor maintenance of this technology which contributes to significant safety risk for both provider and patients. This is also compounded by the fact that budget allocations for all infrastructure including Information Communication and Technology (ICT) are spread in different budget lines and there are no relevant items in the Standard Chart of Accounts (SCOA).

### ***Information, Communication and Technology and Health Information Systems***

Although large sums of money have been used to procure health information, communication and technology (ICT) and health information systems (HIS) in South Africa in the past, the ICT and HIS within the public health system is not meeting the requirements to support the business processes of the health system thus rendering the healthcare system incapable of adequately producing data and information for proactive management and for monitoring and evaluating the performance of the

national health system. This results from the lack of an overarching technology policy framework and supporting regulations to inform ICT procurement and management processes.

#### **4. ACTIVITIES THAT WILL BE UNDERTAKEN FOR EACH OUTPUT AREA**

The information provided in this section of the Health Sector NSDA is focused on identifying the innovative and enhanced activities that will be undertaken by the National and Provincial Departments of Health together with key stakeholders in achieving the results as agreed upon. The focus of the identified activities is not to keep doing things as usual, but to identify solutions and develop innovative strategies and approaches to effectively address the challenges in each particular output areas identified below:

- **Output 1:** Increasing Life Expectancy
- **Output 2:** Decreasing Maternal and Child mortality
- **Output 3:** Combating HIV and AIDS and decreasing the burden of disease from Tuberculosis
- **Output 4:** Strengthening Health System Effectiveness

##### **4.1 OUTPUT 1: INCREASING LIFE EXPECTANCY**

To ensure that we achieve the goal of increasing life expectancy, the Department will increase its focus on strategies aimed at the primary prevention of non-communicable and chronic diseases through educating individuals, households and communities on the benefits of healthy lifestyles. This will be proactively supported by a programme of community mobilization involving the utilization of community health workers through a re-engineered and integrated Primary Health Care system that encourages health promotion and prevention at the household and community levels.

New and innovative ways to increase the early detection of non-communicable and chronic diseases (NCDs) will be introduced. These activities will draw significantly on inter-sectoral initiatives such as those directed at reducing alcohol intake in communities (in collaboration with the Departments of Social Development, Cooperative Governance & Traditional Affairs and Trade and Industry) and ensuring that safe hygiene practices are appropriately followed at the household and community level. This includes active case-finding, involvement of community health workers in identifying people at risk through understanding the risk factors and referral for assessments at health facilities; education programmes at schools and higher learning institutions (together with the Departments of Basic Education and Higher Education & Training) and within households; ensuring that people who attend health facilities are assessed for these diseases on a routine basis as part of the set of health care services that are offered particularly within PHC facilities for early detection purposes. This is a cost effective mechanism for effective disease surveillance and prevention.

Management of NCDs will be increased through greater monitoring of clinical conditions through a disease register and this will be used in developing and informing strategies for treatment at the household and community level. We are already engaged in a rigorous effort to prevent and manage non-communicable (NCD) conditions, including the screening of chronic diseases as a part of the HCT campaign. Disease surveillance mechanisms have already been put into place to draw on the health system's stakeholders with regards to detecting and responding in time to disease outbreaks and public health threats.

With regards to all chronic conditions, the focus is to improve the functioning of clinical services and extend care of all chronic diseases (both communicable and non-communicable) into communities. We will achieve this by integrating all chronic care services into a chronic care model and strengthening monitoring and evaluation systems within PHC facilities and communities. Community health workers are an important cadre for the implementation of the chronic care model.

In terms of communicable diseases like malaria, the target is to reduce the incidence of malaria in endemic provinces. Furthermore, the national malaria programme will be redirected towards malaria elimination through enhanced collaboration with countries like Botswana, Mozambique, Swaziland and Zimbabwe.

#### **4.2 OUTPUT 2: DECREASING MATERNAL AND CHILD MORTALITY**

A Primary Health Care approach that is designed as the foundation of the health system for promoting healthy lifestyles, prevention of diseases (including early detection), provision of early and quality ante- and post-natal services as well as essential infant and child health services and nutritional advice will be used in aggressively reducing the unacceptably high maternal and child mortality rates in the country.

Knowing the specific challenges that HIV poses in pregnancy, health worker initiated counselling and testing for HIV will be part of the screening in all ante-natal care at all levels of the health system. These services will be geared towards identifying problems early on in the pregnancy. Where appropriate, Prevention of Mother-To-Child Transmission (PMTCT) prophylaxis will start at 14 weeks of gestation, and the directive for qualifying women to have access to treatment, care and support within 2 weeks of diagnosis will be monitored.

The referral system for pregnant women, newborns and children with high risk conditions will be reviewed and strengthened to eliminate all delays and health care workers will be trained in the use and care of essential equipment to support a regime of quality care provision. A key activity is that an ambulance for emergency maternity and child cases will be available to avoid delays in getting medical attention (a common cause of maternal mortality). An ambulance must respond within 30 minutes to an hour of having been called to attend to an obstetric

emergency. In remote areas, it is important for an ambulance to be stationed at each facility where deliveries are conducted. Some facilities will have to be redesigned such that maternity waiting homes/rooms are made available so that women do not have to travel far while in labour, especially those with complicated pregnancies. The facilities will also serve women with premature and sick newborns. Teams of experts/specialists in maternity and child health will provide supportive supervision to doctors, nurses and midwives in the management of pregnancy and child problems to reduce deaths, especially in under-resourced areas.

All maternity and neonatal facilities will have infection control measures in place and regular training will be provided to all health care workers on the best mechanisms for doing this. Regular training exercises (“Fire-drills”) on dealing with pregnancy-related haemorrhage will be conducted, together with perinatal and maternal mortality meetings in each facility. Facility will be supported to ensure that effective actions are taken to avert avoidable mortality.

Community Health Care workers linked to facilities will conduct post-natal care home visits to identify problems with the mother and her baby and to assist in promoting appropriate feeding and prevention of neonatal sepsis.

Various strategies will be used to strengthen sexual and reproductive health to inter alia, ensure that contraceptives and other family planning methods are readily available. Health education and social mobilisation will be conducted regularly in conjunction with various partners within government, NGOs/CBs, the academic sector and developmental partners. Provision of termination of pregnancy services within the public sector will be strengthened with a focus on eliminating stigma associated with the use of such services.

Teams for primary health care consisting of a general practitioner, nurses and the community health workers will be assigned to a geographic area or to a number of

households. The use of community health workers as part of the team of health workers (doctor, nurses, and community health workers) will improve access to health care. Social mobilisation will be strengthened, with basic public health education being the major community activity. In-service training of all health workers, especially nurses and Community Health Workers (CHWs) will be hands-on and community based. Community oriented training of doctors, midwives and nurses will also be used for effectiveness at primary care level. Task shifting between and across different cadre of health care workers with relevant skills will also be undertaken to help redress the problem of scarce resources. Advanced midwives and neonatal nurses will be trained in increased proportion. Currently, a number of mid-level workers are also being trained for improving maternal and child health, among others.

#### **4.3 OUTPUT 3: COMBATING HIV AND AIDS AND DECREASING THE BURDEN OF DISEASES FROM TUBERCULOSIS**

HIV, AIDS and Tuberculosis (TB) contribute a significant proportion to the burden of disease that is faced by the South African population, particularly among the poor and vulnerable groups. This is the primary reason why the government has decided to direct its efforts towards addressing the challenges of HIV and AIDS and TB in an integrated manner. The core of the strategies to effectively combat these diseases is encompassed in the HIV and AIDS Counselling and Testing (HCT) Campaign whose primary focus is to scale up the integrated prevention strategy based on behavioural change, use of barrier methods, provision of medical male circumcision, the scale-up of syndromic management of STI and the early prophylaxes to prevent Mother-To-Child Transmission.

The HCT campaign is also aimed at making people know their status early by massively scaling up provider initiated HCT services in public and private health facilities, to reach people in their homes, work place and public spaces with messages that demonstrate the benefits of prevention and early access to treatment.

It is also important for South Africans to know their status so that they can take responsibility to prevent new infections. In order to achieve this effectively, the Department of Health will work closely with social partners to promote and facilitate open dialogue among communities, civil society and social partners to address the social, cultural and political barriers to reduce stigma, and proactively address gender issues that put women at risk.

The Department of Health will simultaneously increase the number of people on Anti-Retroviral Therapy (ART). The focus of the health sector's ART programme will be to ensure that all eligible patients are put on ART through the use of quality, cost-effective drugs, and the judicious use of laboratory services to improve patient care.

The focus of the health system's HIV, AIDS and TB programmes will be to provide health services within an integrated platform that will take advantage of the re-engineered Primary Health Care (PHC) system that is community and household centred. Therefore, HIV, AIDS and TB services, irrespective of the level of the healthcare system at which they are rendered will be completely integrated with PHC services.

The HCT Campaign will be used as a base for key TB control, treatment and management interventions, including active case finding and contact tracing. This will be coupled with a strong focus on social mobilisation activities involving all partners to oversee a mechanism to ensure inter-departmental and inter-sectoral coordination for TB control, treatment and management in high risk concentrate areas, including the enforcement of compliance standards to infection control and clinical management protocols and regulations.

In strengthening its oversight over key health programmes, the Department of Health will proactively intervene in poor performing districts through enhanced supervision



by the national TB control and management, working with Provincial Department of Health.

The programmes under this output area provide a platform for improving the level of integration and effectiveness of the health system in that as we conduct the HCT campaign to reach many South Africans so that they are able to know their status, we will also provide early treatment of pregnant women, infants and TB/HIV co-infected patients with a CD4 count  $\leq 350$  in order to contribute to reduction of disease progression, to improve quality of care and allow patients to improve their quality of life. We will scale up support and follow-up for all patients on TB treatment and ART to reduce the numbers of patients defaulting on their treatment which contributes to the development of drug resistance and poor patient outcomes.

#### **4.4 OUTPUT 4: STRENGTHENING HEALTH SYSTEM EFFECTIVENESS**

To effectively strengthen the public health system, a number of parallel but equally important initiatives will also be undertaken by the Department of Health, complementary to those proposed for **Output 1 to 3** above. The scope of these activities include the need to overhaul the health services delivery platform from one that is based on a largely curative, high cost care model to one that also promotes cost-effective Primary Health Care delivered as close to the community and household as is possible, supported by strong enhancements in management and supervision.

##### ***Sub-Output 4.4.1: Re-Engineering the Primary Health Care System***

The service delivery platform of the health system will be changed from one that largely focuses on the delivery of curative health services to one that is also centred on Primary Health Care (PHC), which encourages health promotion, prevention and community involvement. To do this, the Department of Health, in collaboration with key partners, will develop and implement a model for the delivery of PHC services that incentivises effective health promotion and disease prevention at the household and community level. All PHC facilities will be enhanced through the undergoing

quality assessment and accreditation processes and the provision of effective health information system that is integrated across other government departments and agencies. The Department will develop a policy framework that clearly delineates the scope of services encapsulated within the PHC sphere and the scope of personnel that should form part of the PHC teams. This scope of services must necessarily be underpinned by rigorous service planning for the different levels of the health system.

#### ***Sub-Output 4.4.2: Improving Patient Care and Satisfaction***

The matter of poor quality health services and poor satisfaction of patients is a common challenge for public health facilities. To ensure that patients don't face long waiting times, that they are treated with respect and dignity when they utilise health services and that the confidentiality of their information is protected the Department of Health will expedite processes and initiatives that have already been initiated and directed towards delivering quality healthcare services. The key focus will be the rapid and visible improvement of the physical infrastructure (including the provision of appropriate technology and equipment) that will assist with motivating staff and giving them (and our patients) the belief that they can change things for the better. This will be complemented with quality improvement, quality assurance and compliance programmes aimed to empower all staff with the requisite skills and methods to understand and measure their problems and to proactively test and implement improvements. To do this they will need training that is service oriented and supported by mentoring as well as effective management and supervision. We will reduce risks of poor care by ensuring that basic systems are in place for sustained compliance with set standards and norms.

#### ***Sub-Output 4.4.3: Accreditation of Health Facilities for Compliance***

There are a number of elements that need to be done differently under this component. Firstly, managers will be given a clearer description of expectations, preferably in a single, comprehensive and clear format and they need to know that they will be assessed on the basis of these standards and that there will be consequences for non-compliance, and that reports will be made public. The

Department of Health will establish an Independent Body for Accreditation and Compliance that will be tasked with the development of a common set of national standards. These would also have a set of measurement tools, available to all for use in auditing by the independent regulatory entity.

The Department, through the Independent Body, will also establish standards to cover non-health establishments, Emergency Medical Services, General Practitioners, old age homes, as well as clinical standards. Clearly articulated mechanisms will be implemented to ensure that compliance with standards forms part of performance agreements of all managers (and staff where relevant), to ensure stipulated level of standards are met (both at the level of the facility and support level of district/province to meet target of compliant facilities). This requirement will be one of the pre-requisites for providing facility managers with increased autonomy/delegations for which there would also be incentives and regular reporting of selected quality surveillance information.

#### ***Sub-Output 4.4.4: Improved Health Infrastructure Availability***

The public health sector has a reasonably large infrastructure backlog that needs to be addressed proactively to ensure equitable and sustained improvements in health services. The Department of Health will undertake organisational restructuring that is directed to better manage infrastructure maintenance and requirements including health technology and ICT functions. We will exercise our stewardship function more strongly to pay greater attention and support to the infrastructure service delivery through building capacity at the national and provincial health departments as well as their implementing agents. We will develop and implement a national strategy to harness the value of technology in support of healthcare service delivery and this strategy will be managed in a manner that ensures that we avoid the current costly and ineffective fragmentation.

Furthermore, we will create an enabling procurement and funding environment and ensure the full utilization of Public Private Partnerships (PPP). We will also

implement comprehensive mechanisms to manage our physical assets better, prioritizing the creation of an asset management information system.

#### ***Sub-Output 4.4.5: Improved Human Resources for Health***

In large part, the health workforce interventions that we have implemented in the past have been reactive, dealing with challenges as and when they arise, but largely leaving the existing institutional and financial impediments unaddressed. In re-evaluating the historical approach, and taking account of the inputs and recommendations provided to date, the following broad considerations are what we are going to implement as part of a proactive set of interventions central to a revised and urgent strategic refocus of the Department of Health's Human Resources for Health Plan to **Improve Human Resources for Health (HRH)**:

- **Strengthening clinical training**: The linkage between the resourcing of service delivery/provision and teaching platforms will be strengthened to ensure that the service levels of both meet with minimum norms and standards.
- **Strengthening information on the workforce**: Full implementation of an integrated set of information systems in the public and private sector will be progressively elaborated. This will involve a range of analytical and research activities using existing datasets and refining information collection systems and tools used to collect and manage health workforce data, and the use of these to drive the evaluation of workforce-related interventions in the system, and assist with planning.
- **Integrated HRH planning**: Health service planning and workforce planning need to be integrated and form part of a single strategic costed plan that includes the Department of Higher Education and Training and the training institutions themselves. This will necessarily include the refocusing of existing lateral structures and mechanisms for coordination, planning, and resourcing of training in the health sciences.
- **Determination of clearer targets**: Explicit workforce attraction and retention strategies to be developed in relation to explicit targets that are linked to attrition rates and the changes in the population demographic and epidemiological profiles.

- **More consistent performance management implementation for clinical staff:** a new strategic approach to maximizing workforce performance needs to be implemented and monitored so as to ensure that staff performance is more patient- and outcomes-focused.
- **Management of non-clinical staff:** A revised strategic approach to maximizing the performance of non-clinical staff will be implemented.
- **A new strategic process, structures and mechanisms for a renewed health workforce:** a platform for integrated workforce planning and decision-making will be implemented nationally with a broad scope of activity, and with special attention to monitoring and evaluation. This will also involve the continued participation of key stakeholders within and outside government with regards to determining the medium- to long term strategic planning for HRH.

With regards to the turnaround strategy for management, we will introduce mechanisms for a common competency framework for managers, together with standard delegation of responsibilities and functions to the facility level. Mechanisms to support this have already started in the form of the assessment of the functionality, efficiency and appropriateness of the organisational structure and delegations for hospitals, in partnership with the Development Bank of Southern Africa (DBSA), the results of which will be used to finalise the framework as well as design training, support and performance management measures to address the identified challenges. We will introduce systems for rewarding good performance and ensure that poor performance is appropriately sanctioned. The strategy is to develop a managerial performance evaluation system that promotes accountability in a developmental and not punitive way. Equal focus will be directed at the service delivery and supervisory levels respectively through skills development programs, enhanced mentoring and monitoring and evaluation processes to ensure that deviations are detected early enough and acted upon immediately.

The National Health Act provides the legislative background for the new categories of health professionals in South Africa. Under regulations relating to Human

Resources in Chapter 7, Section 52 (c) and (d) of the Act, there is a need to develop regulations regarding Human Resources within the National Health System in order to create new categories of health care personnel to be educated or trained; identify shortages of key skills, expertise and competencies within the National Health System to be informed by the restructuring of the health system into one that is based on the PHC approach.

Community involvement in existing governance structures will be adequately resourced to ensure they have sufficient capacity and powers to hold management and frontline staff accountable on behalf of the health service users they represent.

***Sub-Output 4.4.6: Strengthening Financial Management (Monitoring & Evaluation)***

The National Department of Health will implement a financial turnaround plan that is focused on setting up an internal financial expenditure monitoring unit to strengthen its oversight on expenditure patterns and financial sustainability of the 9 Provincial Department of Health's budgets. The purpose of the unit will be to monitor monthly provincial health spending and intervene where financial challenges and potential risks to service delivery are identified. This will ensure proactive and timely responses to the financial challenges in the provinces as they emerge and allow the Department to intervene before a crisis arises.

***Sub-Output 4.4.7: Improving Healthcare Financing through Implementation of National Health Insurance***

The fundamental change that must be initiated in the health sector is to overhaul our current financing system and to introduce a health system financing mechanism that explicitly takes into account the health needs of the national population and utilises key indicators based on demographics and epidemiological profiles to make resource allocations to health facilities. The introduction of a National Health Insurance (NHI) within the South African health system founded on the Primary Health Care Approach provides an opportunity for the significant transformation of

the existing institutional and organizational arrangements in the health system. This opportunity entails the transformation of the health system into one that is equitable and offers the national population universal coverage to a defined comprehensive package of services. It also implies a profound shift to a national health system that is financed through a prepayment-based mechanism that is based on the principles of universal coverage and social solidarity, the promotion of financial risk protection to protect the population, especially the poor, against catastrophic health-related expenditure.

To this effect, we will implement a NHI in earnest, through the creation of a publicly administered NHI Fund that is based on the principles of social solidarity and universal coverage. The NHI fund will be responsible for the contracting of services that are rendered to all who are covered by the fund. Both public and private providers will be accredited according to clearly stipulated norms and standards. We will introduce new provider payment mechanisms for the health system, with a focus of ensuring that PHC providers are funded through a risk-adjusted capitation reimbursement model and hospitals will initially be funded via global budgets with an eventual shift to a case-based model such as Diagnosis-Related Groups (DRGs).

***Sub-Output 4.4.8: Strengthening Health Information systems***

We will develop a framework for a comprehensive and integrated monitoring and evaluation system with the necessary Health and Management Information System (HMIS). This will be followed by the development and enforcement of common standards, norms and systems across the country and defined roles for national, provincial, district and local levels in monitoring and evaluation.

We will strengthen the District Health Information System (DHIS) and progressively design and implement an appropriate Electronic Health Record for the country.

We will also ensure that the quality of data we produce is reliable so that we strengthen planning and implementation. We will also strengthen our oversight over sub-national levels through the use of levers such as supervisory visits and incorporating the DHIS requirements into manager's performance agreements at all levels. Evidence of analysis will also be required for accreditation purposes and ultimately for linking to the case-load and risk adjusted funding mechanisms to support the implementation of the NHI. Regular reports on the NSDA outputs will be tabled to the National Health Technical Implementation Forum and to the National Health Implementation Forum.

## **5. EVALUATION OF THE EXISTING LEGISLATIVE & REGULATORY ENVIRONMENT**

To ensure the effective stewardship of the national health system, a number of enabling legislations and supporting regulations have been enacted by Parliament to support the achievement of the vision of improved health status and longevity for all South Africans. The following is the list of all Acts for which the Minister of Health is the custodian of:

- The National Health Act
- The Choice of Termination of Pregnancy Act
- The Mental Health Care Act
- The Sterilisation Act
- The Nursing Act
- The Medical Schemes Act
- The Occupational Diseases in Mines and Works Act
- The Health Professions Act
- The Pharmacy Act
- The Allied Health Professions Act
- The Traditional Healers and Practitioners Act
- The Dental Technicians Act
- The Food, Cosmetics & Disinfectants Act
- The Medicines and Related Substances Act



- The Medical Research Council Act
- The National Laboratory Services Act
- The Human Tissue Act

There are also other acts that are part of government's legislative framework that have a direct or indirect bearing on the functioning and structure of the health sector currently. More importantly, these acts have a bearing on how some of the proposals indicated above can be undertaken more immediately. These acts include, but are not limited to:

- The Compensation for Occupational Injuries and Diseases Act
- The Road Accident Fund Act
- The Correctional Services Act
- The Competition Act
- The Consumer Protection Act
- The Local Government Municipal Structures Act
- The Protection of Personal Information Act
- The Municipal Systems Act
- Higher Education Act
- Public Service Act
- Labour Relations Act

To support the achievement of the four (04) outputs and related sub-outputs as stipulated in the NSDA, we have already undertaken a process to review some of the provisions of the National Health Act (Act No 61 of 2003).

The National Health Act as it currently stands places the compliance function within the national Department of Health, with implications for perceptions of independence. The Act will be amended to create an independent accreditation body, in order to ensure independence and enhance legitimacy and credibility of its findings, and with powers to inspect and obtain information (including patient information) where necessary to support its oversight and implementation functions. The National Health Act places responsibility for *“advising managers at all levels on strategies to enhance quality”* as well as providing regular reports on quality of care

on the Minister of Health. This function will remain within the management support function of the National Department of Health when the compliance auditing function is removed through the creation of the independent National Office of Standards Compliance and Accreditation.

## 6. IDENTIFICATION DELIVERY PARTNERS FOR EACH OUTPUT AREA

The improvement of the health status of all South Africans is a responsibility that cut across a number of sectors, both internal and external to the government systems and processes and not just the Department of Health. Health is determined by factors such as poverty (which contributes to malnutrition including obesity, unwanted pregnancy), lack of potable water (which contributes to diarrhoea, cholera, stress (which may lead to lack of productivity, depression and suicide), lack of safety in the home and road (injuries, burns, poisoning of children), air pollution (chest conditions such as asthma, bronchitis), drugs (alcohol and domestic violence, sexual indiscretion, child neglect) and moral degeneration (violence against women and children, interpersonal violence). Therefore, the Department of Health must engage with key partners within and outside government to ensure that it effectively implements the four required outputs of the NSDA 2010 – 2014.

In the **Table 1** below, we provide a high level analysis of the key partners/stakeholders that are identified as the major role players in terms of achieving the four (04) outputs as listed in the NSDA.

**TABLE 1: KEY PARTNERS/STAKEHOLDERS IN THE IMPLEMENTATION OF THE NSDA 2010 – 2014**

OUTPUT AREA	KEY PARTNERS/STAKEHOLDERS
<b>Output 1:</b> Increasing Life Expectancy	Departments of Social Development, Cooperative Governance & Traditional Affairs, National Treasury, Trade & Industry, Justice and Constitutional Development, Correctional Services, Water Affairs, Environmental Affairs, Agriculture, Transport and the South African Police Force Provincial Departments of Health and Social Development NGOs & Community Based Organisations South African Local Government Association International organizations such as the World Health Organisation, UNICEF and the Centres for Disease Control
<b>Output 2:</b> Decreasing Maternal and Child Mortality	Departments of Social Development, Justice and Constitutional Development, Correctional Services, Water Affairs, Environmental Affairs, Public Works, Transport and the South African Police Force Provincial Departments of Health and Social Development NGOs & Community Based Organisations International organizations such as the World Health Organisation, UNICEF and the Centres for Disease Control
<b>Output 3:</b> Combating HIV and AIDS and decreasing the burden of diseases from Tuberculosis	Departments of Mineral Resources, Labour, Correctional Services, Human Settlement, Environmental Affairs and Rural Development The Mining Companies (including the Chamber of Mines) Other partners including academic institutions, research and civil society organisations International organizations such as the World Health Organisation, UNICEF and the Centres for Disease Control

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## **OUTPUT AREA**

**Output 4:** Strengthening Health System Effectiveness

Sub-Output 4.1: Re-Engineering the Primary Health Care Approach

Sub-Output 4.2: Improving Patient Care and Satisfaction

Sub-Output 4.3: Accreditation of Health Services Facilities for Compliance

Sub-Output 4.4: Improved Health Infrastructure Availability

Sub-Output 4.5: Improved Human Resources for Health

Sub-Output 4.6: Strengthening Financial Management (Monitoring & Evaluation)

Sub-Output 4.7: Improving Healthcare Financing through Implementation of National Health Insurance

Sub-Output 4.8: Strengthening Health Information systems

## **KEY PARTNERS/STAKEHOLDERS**

Departments of Public Works; Water Affairs; National Treasury; Trade & Industry; Higher Education & Training; Science & Technology; Public Service & Administration, Cooperative Governance & Traditional Affairs;

Other partners include:

- Eskom and relevant municipalities
- The Development Bank of South Africa (DBSA)
- Colleges of Medicine
- Statistics SA
- South African Local Government Association
- Academic Institutions
- Regulatory Bodies
- Medical Device Industry
- Pharmaceutical Industry
- Community Based Organizations
- Non-Governmental Organizations
- Statutory Health Councils
- Professional Associations
- Labour Organizations
- Development Partners (e.g. European Union)
- International Agencies (WHO and ILO)

## MONITORING AND EVALUATION FRAMEWORK FOR THE NSDA 2010-2020

The health sector will implement a results-based Monitoring and Evaluation (M&E) framework to track progress towards the implementation of the NSDA 2010-2014. Unlike the traditional M&E approach, that focuses on issues of implementation, namely inputs, activities, process and outputs, the results-based focuses on the impact of the programmes or projects implemented<sup>1</sup>. In fact, it starts with the desired outcomes and works backwards to identify the inputs, activities and outputs required to achieve these outcomes. The key strategy going forward will be to focus on a very small set of strategic indicators, which will focus on outcomes. The main goal will be to generate good quality, reliable and timely data to assess the impact of the interventions outlined in the NSDA on the health status of South Africans.

As indicated in the foregoing sections, the four outputs that the health sector will be tracking are:

- **Output 1:** Increasing Life Expectancy
- **Output 2:** Decreasing Maternal and Child mortality
- **Output 3:** Combating HIV and AIDS and decreasing the burden of disease from Tuberculosis
- **Output 4:** Strengthening Health System Effectiveness

The District Health Information System (DHIS) is the routine health information system of the public health sector, which provides facility-based service delivery data. The focus of the DHIS is largely on health activities; service volumes and outputs. It also provides important coverage data. The focus of the DHIS is not on population-based data. The DHIS is not designed to generate data for tracking health outcomes – except for several proxy indicators. The DHIS does not include service delivery data from the private sector.

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<sup>1</sup> Kusek, J.Z and Risk, R.C (2010): *Ten Steps to a Result-Based Monitoring and Evaluation System* in A Handbook for Development Practitioners, World Bank, Washington DC.

For the purposes of the NSDA, sources of data on health outcomes will therefore include surveys such as the annual HIV and Syphilis Antenatal Survey and South Africa Demographic and Health Surveys (SADHS) conducted by the National DoH; mortality estimates and life tables produced by Statistics South Africa (STATSSA), and other surveys conducted by institutions such as the Human Sciences Research Council (HSRC).

The health sector has implemented the 10 steps for the development of a results-based M&E framework namely:

- (i) Conducting a readiness assessment
- (ii) Agreeing on outcomes to monitor and evaluate
- (iii) Selecting key indicators to monitor outcomes
- (iv) Reviewing baseline data on indicators
- (v) Planning for improvement – selecting results and targets
- (vi) Monitoring for results
- (vii) Defining the role of evaluations
- (viii) Reporting findings
- (ix) Using findings
- (x) Sustaining the M&E within the organisation

The focus of the M&E Framework for the NSDA 2010 – 2014 will be based on the high-level outcome indicators, which are reflected in **Table 2** below. Where appropriate, proxy indicators will be utilised to collect and collate information which can be tracked at more frequent intervals relating to the outcomes of the four output areas,

The health sector will produce a separate detailed M&E System for the NSDA 2010-2014, which will focus on activity-based and output-oriented indicators which are summarised. The detailed M&E System will also track DHIS proxy indicators such as: facility maternal mortality rate or facility mortality rate for children <1 or facility mortality rate for children <5.

**Table 2** below presents the Health Sector's indicators, baselines, targets and data sources that will be used to track progress towards the four (4) outputs of the NSDA 2010-2014.

**TABLE 2: HEALTH SECTOR OUTPUTS, INDICATORS, BASELINES, TARGETS AND DATA SOURCES**

<b>OUTPUT</b>	<b>INDICATOR</b>	<b>BASELINE 2009</b>	<b>TARGET 2014/15</b>	<b>SOURCE OF DATA</b>	<b>AGENCY</b>	<b>FREQUENCY</b>
<b>1. INCREASING LIFE EXPECTANCY</b>	1.1. Life Expectancy at Birth	53,9 years for males (StatsSA, 2008)  57,2 years for females (StatsSA, 2008)	58-60 years	Mid-term population estimates	Statistics South Africa (StatsSA)	Annually
	1.2. Child Mortality Rate	104 per 1,000 (MDG Country Report 2010)	20 per 1,000	South African Demographic and Health Survey (SADHS)	National DoH	5 yearly
	<b><u>Proxy indicator:</u></b>  <i>Facility mortality rate for children &lt;5.</i>			DHIS	National DoH	Annually



OUTPUT	INDICATOR	BASELINE 2009	TARGET 2014/15	SOURCE OF DATA	AGENCY	FREQUENCY
<b>1. INCREASING LIFE EXPECTANCY</b>	1.3. Infant Mortality Rate	53 per 1,000  (MDG Country Report 2010)	18 per 1,000	SADHS	National DoH	5 yearly
	<b><u>Proxy indicator:</u></b>  <i>Facility mortality rate for children &lt;1</i>			DHIS	National DoH	Annually
	1.4. Maternal Mortality Ratio	625 per 100,00	100 per 100,00 live births	SADHS	National DoH	5 yearly
	<b><u>Proxy indicator:</u></b>  <i>Facility maternal mortality rate</i>			DHIS	National DoH	Annually
	1.5. Hypertension high risk cases incidence rate	To be established	To be established	DHIS	National DoH	Quarterly
	1.6. Diabetes high risk cases incidence rate	To be established	To be established	DHIS	National DoH	Quarterly

<b>OUTPUT</b>	<b>INDICATOR</b>	<b>BASELINE 2009</b>	<b>TARGET 2014/15</b>	<b>SOURCE OF DATA</b>	<b>AGENCY</b>	<b>FREQUENCY</b>
<b>2. DECREASING MATERNAL AND CHILD MORTALITY</b>	2.1. Child Mortality Rate	104 per 1,000 (MDG Country Report 2010)	20 per 1,000	South African Demographic and Health Survey (SADHS)	National DoH	5 yearly
	2.2. Infant Mortality Rate	53 per 1,000 (MDG Country Report 2010)	18 per 1,000	SADHS	National DoH	5 yearly
	2.3. Maternal Mortality Ratio	400-625 per 100,00	100 per 100,00 live births	SADHS	National DoH	5 yearly

OUTPUT	INDICATOR	BASELINE 2009	TARGET 2014/15	SOURCE OF DATA	AGENCY	FREQUENCY
<b>2. DECREASING MATERNAL AND CHILD MORTALITY</b>	2.4. Proportion of births attended by skilled health personnel	94.3%	100%	SADHS	National DoH	5 yearly
	<b><u>Proxy indicator:</u></b> <i>Delivery rate in health facilities (proportion of deliveries taking place in a health facility under the supervision of trained personnel)</i>			DHIS	National DoH	Annually
	2.5. Contraceptive prevalence rate	65%	90%	SADHS	National DoH	5 yearly
	<b><u>Proxy indicator:</u></b> <i>Couple year protection rate</i>			DHIS	National DoH	Annually

<b>OUTPUT</b>	<b>INDICATOR</b>	<b>BASELINE 2009</b>	<b>TARGET 2014/15</b>	<b>SOURCE OF DATA</b>	<b>AGENCY</b>	<b>FREQUENCY</b>
<b>2. DECREASING MATERNAL AND CHILD MORTALITY</b>	2.5. Diarrhoea incidence under 5- years (per 1,000)  (MDG Country Report 2010)	132.6		DHIS	National DoH	Quarterly
	2.6. Pneumonia incidence under 5- years (per 1,000)  (MDG Country Report 2010)	102.1		DHIS	National DoH	Quarterly

OUTPUT	INDICATOR	BASELINE 2009	TARGET 2014/15	SOURCE OF DATA	AGENCY	FREQUENCY
<b>3. COMBATING HIV AND AIDS AND DECREASING THE BURDEN OF DISEASES FROM TUBERCULOSIS</b>	3.1. HIV Prevalence (amongst 15-24 year old pregnant women)	21,7%	None	Annual antenatal HIV and Syphilis Survey	National DoH	Annually
	3.2. Mother to Child transmission rate	10%	<5%	Survey	Human Sciences Research Council (HSRC) Medical Research Council (MRC)	Annually
	<b><u>Proxy indicator</u></b> <i>Baby tested PCR positive six weeks after birth as a proportion of babies tested at six weeks</i>				District Health Information System (DHIS), based on National Health Laboratory Services (NHLS) PCR results	Quarterly

OUTPUT	INDICATOR	BASELINE 2009	TARGET 2014/15	SOURCE OF DATA	AGENCY	FREQUENCY
<b>3. COMBATING HIV AND AIDS AND DECREASING THE BURDEN OF DISEASES FROM TUBERCULOSIS</b>	3.3. Percentage of eligible HIV positive women initiated on ART	No baseline	All eligible pregnant women to be initiated on ART at a <u>CD4 count of &lt;350</u>	DHIS	National DoH	Quarterly
	3.4. Total number of patients (adults and children) on ART	1,1 million	3.2 million	DHIS	National DoH	Quarterly
	3.5. TB Incidence	341, 165	175,000	ETR.net	National DoH	Annual

<b>OUTPUT</b>	<b>INDICATOR</b>	<b>BASELINE 2009</b>	<b>TARGET 2014/15</b>	<b>SOURCE OF DATA</b>	<b>AGENCY</b>	<b>FREQUENCY</b>
<b>3. COMBATING HIV AND AIDS AND DECREASING THE BURDEN OF DISEASES FROM TUBERCULOSIS</b>	3.6. TB Cure Rate	64%	85%	ETR.net	National DoH	Annual
	3.7. New smear positive PTB defaulter rate	7%	<5%	TB Register (eTR.Net)	National DoH	Quarterly
	3.8. Percentage of HIV-TB co- infected patients placed on ART	No baseline	52,6%	EDR WEB	National DoH	Quarterly
	3.9. Percentage of TB patients with MDR-TB	2%		EDR WEB	National DoH	Quarterly

<b>OUTPUT</b>	<b>INDICATOR</b>	<b>BASELINE 2009</b>	<b>TARGET 2014/15</b>	<b>SOURCE OF DATA</b>	<b>AGENCY</b>	<b>FREQUENCY</b>
<b>4. STRENGTHENING HEALTH SYSTEM EFFECTIVENESS</b>	4.1. PHC service delivery model for South Africa completed	Strategy for accelerating progress towards health related MDGs through strengthening PHC developed	Health service delivery model based on the PHC approach developed	Quarterly Progress Reports	National DoH	Quarterly
	4.2. Primary Health Care utilisation rate	2.5 visits per person per annum	3.5 visits per person per annum	Quarterly Progress Reports	National DoH	Quarterly
	4.3. Accreditation of health facilities for quality	None	25% of health facilities accredited annually	Quarterly Progress Reports	National DoH	Quarterly



OUTPUT	INDICATOR	BASELINE 2009	TARGET 2014/15	SOURCE OF DATA	AGENCY	FREQUENCY
<b>4. STRENGTHENING HEALTH SYSTEM EFFECTIVENESS</b>	4.4. Percentage of users of public health services satisfied with the service received	87,5%	90%	General Household Survey	STATSSA	Annually
				Patient satisfaction surveys	National DoH	Annually
	4.5. Percentage of complaints from users of public health services resolved within 60 days	To be established	100%	Quarterly Progress Reports	National DoH	Quarterly
	4.6. Improved access to Human Resources for Health	Human Resources for Health (HRH) Plan produced	Revised HRH Plan produced, which reflects an appropriate skills mix between health professionals	Quarterly Progress Reports	National DoH	Quarterly

<b>OUTPUT</b>	<b>INDICATOR</b>	<b>BASELINE 2009</b>	<b>TARGET 2012</b>	<b>SOURCE OF DATA</b>	<b>AGENCY</b>	<b>FREQUENCY</b>
<b>4. STRENGTHENING HEALTH SYSTEM EFFECTIVENESS</b>	4.7. Number of Health Department receiving unqualified Audit Reports from the Auditor-General	3/9  (1 National and 2 Provincial DoHs)	9/9 Provincial DoHs  1 National DoHs	Auditor-General's Report on the Annual Financial Statements of Government Departments	Auditor General	Annually
	4.8. National Health Insurance (NHI) fund established	Draft NHI policy submitted to Cabinet for consideration	NHI Fund established	National DOH Quarterly Progress Reports	National DoH	Quarterly
	4.9 Establish an integrated database with facility level indicators of resourcing of different types as well as health and development-related indicators.		20% population	National DoH	National DoH	Annually

## 7. SIGNATORIES

Name: \_\_\_\_\_ Date: \_\_\_\_\_ 2010

Minister of ..... Date: \_\_\_\_\_ 2010

Name: \_\_\_\_\_ Date: \_\_\_\_\_ 2010

Minister of .....

Name: \_\_\_\_\_ Date: \_\_\_\_\_ 2010

Minister of .....

Name: \_\_\_\_\_ Date: \_\_\_\_\_ 2010

Minister of .....

Name: \_\_\_\_\_ Date: \_\_\_\_\_ 2010

MEC for .....

Name: \_\_\_\_\_ Date: \_\_\_\_\_ 2010

Mayor of .....