

EDUCATION AND HEALTH



POLICY DISCUSSION DOCUMENT

March 2012





Glossary

- ABET – Adult Basic Education and Training
ANA – Annual National Assessments
CAPS – Curriculum and Assessment Policy Statements
CEM – Council of Education Ministers
DBE – Department of Basic Education
DHET – Department of Higher Education and Training
DoH – Department of Health
DST – Department of Science and Technology
DTI – Department of Trade and Industry
ECD – Early Childhood Development
EPWP – Expanded Public Works Program
FET – Further Education and Training
HEI – Higher Education Institution
NEEDU – National Education Evaluation and Development Unit
NHI – National Health Insurance
NHIF – National Health Insurance Fund (NHIF)
PSETA – Public Sector Education and Training Authority
SETA – Sector Education and Training Authority

Structure of the Paper:

1. Introduction and background.
2. Scope of the discussion paper.
3. Cross-cutting issues for all sectors.
4. Sectoral discussion.
5. Draft resolutions.
6. Annexure.
7. References.

Introduction and background

This submission by the ANC NEC Subcommittee on Education and Health is designed to stimulate debates in the organisation on achievements made and challenges experienced by the ANC in implementing policies and programs in Basic Education, Higher Education & Training, Health and Science & Technology. It seeks to assist the membership of the ANC to assess the impact of our work since 1994, which involved designing ANC policies and programs to transform South Africa from apartheid to democracy, translating those into government policies and programs, and ensuring their successful implementation in the ANC and government for a better life for all.

Discussions guided by this paper must be used to rekindle discourse in all sectors of our society and our movement on the ANC policy process. The resolution of the 50th National Conference noted that since 1994 the point of gravity as regards to policy development appears to have shifted to government and away from ANC constitutional structures. It resolved to enhance the depth and extent of ANC capacity to sustain an on-going cycle of policy development, implementation and monitoring; and also adopted a diagrammatic aid to a better understanding of the ANC policy process.

Discussions of reports and proposals contained herein should assist the ANC to evaluate current policies thereby identifying policy gaps and designing policy proposals; assist the ANC to plan for the next five years of governance; help the movement to review existing documents on our vision of the ANC and South Africa in the next twenty years up to 2030; and get branches of the ANC to agree on our vision of the ANC and South Africa a hundred years from now, viz. the ANC and South Africa of 2112.

The ANC played a leading role in the liberation of South Africa. It was throughout its existence and remains even today a leader of our people in the struggle against oppression and inequities.

As the oldest party of revolution in Africa, the ANC was a beacon for many liberation movements and remains a leader, a shining example and the only hope for many at home, in Southern Africa, the rest of Africa and beyond.

Most policies of the ANC evolved over the years. ANC policies and programs are a product of work of the leadership and membership of the ANC, ANC interaction with fraternal organisations at home and abroad, especially members of the Tripartite Alliance, and constant interaction and engagement with various formations such as traditional, religious, business and labour organisations in South Africa and in other countries.

The correctness of ANC policies is one of its strengths that results from the fact that, as the oldest liberation movement in Africa, its policies are a reflection of its growth and maturation as a movement of the people of South Africa. This is, amongst others, what qualifies the ANC to be and remain the organisational leader of change in South Africa.

At the dawn of democracy in 1994, the ANC implemented the Reconstruction and Development Program (RDP), a program designed to mobilise all out people and resources to bury apartheid and build a democratic state in its place. The RDP was a plan that was designed to address socioeconomic problems that were facing our country such as inadequate education and health care, violence and a failing economy. Most goals of its implementation were met, but much more still needs to be done.

The 2007 Strategy and Tactics of the African National Congress states that “during the First Decade of Freedom, we were able to consolidate and deepen our democratic programs for social transformation. The progress we have made is commendable; and the decisive actions in the early years of the Second Decade of Freedom hold out the promise of faster progress towards our ideals”. It further states that the ANC celebrates the end of its first century of its existence wielding political power, a critical platform to improve the quality of life of South Africans and contribute to building a better world. It confirms that the strategic task remains the same, but that the environment in which it has to be pursued has changed significantly for the better.

In his closing address at the conclusion of the 52nd National Conference held in Polokwane in 2007, the President of the ANC, Cde Jacob Zuma, reminded us that

“ ...as a collective and through our structures, we need to create a united ANC that recognizes the legacy left by comrades OR Tambo, Albert Luthuli and Nelson Mandela”.

He had earlier said that we are also going to sharpen our policy instruments with a view to having a direct impact in our fight against poverty, unemployment and underdevelopment. This remains true and valid in our pursuit to building an effective ANC at all levels of society.

The NEC subcommittee on Education and Health processed and translated relevant resolutions of the 52nd ANC National Conference into ANC and

government policy and programs. These resolutions are integral to elections manifestos of 2009 and 2010, and therefore are the basis of the ANC Program of Action and government mandate.

This discussion document contains progress reports on the implementation of resolutions of the National Conference and subsequent NEC meetings by all sectors in the Subcommittee. Annexure 1 is a detailed progress report in tabular form.

This policy document must therefore be one of our rallying points as we celebrate the centenary of the ANC. Contributions to debates raised in this paper must ensure that the ANC remains the leader of our revolution and the guarantor of democracy for all freedom-loving people of South Africa.

Scope of the discussion paper

This policy paper covers the following sectors:

- Basic Education.
- Higher Education and Training.
- Health.
- Science and Technology.

This paper responds to the directive of the National Executive Committee (NEC) that policy papers must be guided by and focus mainly on the following questions:

1. What are current ANC policies?
2. What decisions have been taken?
3. Are the policies being implemented?
4. If not, what are the challenges? Are these intrinsic to policy or are these related to implementation?
5. How are the new proposals related to the National Development Plan and the New Growth Path?
6. How does the ANC respond to this situation?
7. Does conference need to adopt new policy and, if so, in which area(s)?

It therefore provides, for each of the sectors, the ANC and government policy context and reports on specific projects and programs. It also identifies policy gaps and proposes resolutions for the Policy Conference.

Cross-cutting issues for all sectors

1. *Implementation of conference resolutions, monitoring and evaluation*

Over and above contributing to the strengthening of coherence, cohesion and coordination in the movement, sectors in the Subcommittee on Education and Health prioritised the implementation of conference resolutions plus monitoring and evaluation. This is critical for effective delivery.

2. *Job creation, employment, economic development and sustainable growth*

Job creation remains the topmost priority for our country in our fight against poverty, unemployment and inequality. Education and health are most critical sectors in ensuring a vibrant economy. They also rank amongst sectors that are highly labour-intensive.

In the past four decades, several countries have shown that economic development, sustainable growth and employment can be achieved through investment in science, technology and innovation. Countries such as Singapore, South Korea, Japan, Germany and the United States of America have devoted policy and resources to developing a knowledge economy as a foundation for prosperity and progress.

More recently Brazil, Russia, India and China known as the BRIC countries followed these examples and derived much benefit from their knowledge economies. South Africa must do the same.

3. *The establishment of a state-owned publishing enterprise*

The country experiences challenges in the production, distribution and availability of textbooks and other instruments or vehicles of knowledge production. Our methods and practice of acquisition from the private sector plus distribution in government are, in some cases, neither cost-effective nor efficient.

4. *Protection and active promotion of indigenous African languages*

Our indigenous languages and our use of mother-tongue are a source of pride and identity. Language plays a central role in the preservation and propagation of a people's cultures. It is alarming that some of our schools have discontinued teaching African languages. Some of our

universities have down-graded or closed down departments of African languages.

The ANC has a duty to protect and promote indigenous languages of South Africa. The movement has a responsibility of providing leadership to our people to realise that indigenous African languages are not inferior, and that they should be promoted and be developed for educational achievements. For this task to succeed, we need the involvement of communities and the collaboration of the education sector with other sectors such as science and technology, arts and culture; and legislature and governance. Families and traditional leaders also need to play an important role in this project.

5. *Correcting skills shortages created by some professional associations*

The conduct and practice of some professional associations such as the actuarial and legal fraternities result in newly graduated professionals, Blacks in general and Africans in particular, being blocked from entry into many professions. This creates artificial scarcity of skills and result in an increase in qualified but unemployed professionals. The ANC must find effective ways of ensuring that these blockages are removed wherever and whenever they occur

6. *Information and Communication Technology*

The ANC advocates the rational use of ICT in our schools, FET colleges, universities, clinics, hospitals and other facilities as this is demanded of us during this computer or digital age.

Questions:

How do members of our branch participate in policy-making in the ANC, especially on education, health, science, technology and innovation issues?

How do ANC structures ensure implementation of ANC and government policies and programs plus monitor and evaluate implementation?

How do members of our branch contribute to policy making and implementation of programs in our local municipality?

What structures are necessary or exist in our local branch, district, and Provincial Executive Committee (PEC) to implement conference resolutions on education, health, science, technology and innovation?

How do deployed comrades account to the branch and our community for their implementation of policy and programs?

Discussions focusing on sectors making up the subcommittee:

Basic Education

ANC Policy context

The ANC Policy context is framed by the Polokwane resolutions. These are:

1. The overarching vision that informs ANC education policy is People's Education for People's Power.
2. Vulnerable children of veterans must be taken care of by the state.

TOWARDS THE 2012 ANC NATIONAL POLICY CONFERENCE

3. Career guidance be a compulsory subject from grade 8 upwards.
4. We must progressively expand the school nutrition programme to include high school learners in poorer communities.
5. National norms and standards to be developed to determine the roles, functions and responsibilities of district offices.
6. Norms and standards should be developed to classify schools, given the variation of school types in provinces.
7. A policy on affirmative measures for HDIs with specific emphasis on infrastructure, access and staff provisioning
8. The duality of public servants elected as councillors undermines both or either of the two with regards to efficiency and this must be reviewed.
9. To affirm that all principals should undertake a leadership, management and governance course
10. To review Adult Basic Education and Training (ABET) so as to ensure that it better responds to the skills demand.
11. The establishment of a national education evaluation and development unit for purposes of monitoring, evaluation and support.
12. The no fee schools be expanded to 60% by 2009.
13. Progressively introduce free education for the poor until undergraduate level.
14. The ANC to focus rigorously on the quality of education.
15. Education must be prioritised as one of the most important programmes for the next five years.
16. Maths, science and IT must be promoted and supported, including through Saturday tutorial programmes and bursaries be offered to teachers in this areas.
17. New curriculum must be accompanied with skills development of teachers.
18. Building of schools to replace mud schools must be included in the Expanded Public Works (EPW) programme.
19. We should recruit from foreign countries on scarce skills such as maths and science.
20. The NEC should critically consider the outcomes of the recently held education summit with a view to implementing the proposals that emerged.

Government policy context

The Department's *Action Plan to 2014* and Delivery Agreement frame government policy. These in turn are informed by the Polokwane resolutions. In order to support the achievement of the goals set by Polokwane, Basic Education set out the following priorities:

- By 2014, all children will participate in Grade R;
- All learners and teachers will be engaged in learning and teaching for the requisite number of hours per day;

- Basic Education will distribute appropriate learning and teaching materials to all schools to ensure that all teachers and learners have access to basic teaching and learning supports to enable them to cover the curriculum; and
- Standardised national assessments of the quality of learning will take place in all public schools.

Targets were established for grades 3, 6, 9 and 12. The Department of Basic Education (DBE) undertook identified Annual National Assessments (ANA) as a strategic tool for monitoring and improving the level and quality of basic education, with a special focus on the foundational skills of literacy and numeracy. DBE conducted the first countrywide ANA which involved approximately 6 million learners in grades 1-6 in February 2011. The results were released on 28 June 2011.

The purpose of ANA, as implemented in 2011, was to obtain a credible status report of learner performance in Literacy and Numeracy as DBE works towards the goal of improving learner performance in line with commitments made by government. ANA has therefore provided the Department with information that assists in identifying areas where urgent attention is required in order to help improve success levels of learners. ANA is also meant to provide teachers with examples of credible testing practices.

The results were widely reported in June 2011. Most worrying was the declining levels of performance of learners from grades 1 to 6. The notably higher performance in Grades 1 and 2, in both Literacy and Numeracy, can be attributed to the interventions of Government with regard to Early Childhood Development. But overall, the results leave no room for complacency.

Government set itself a target of ensuring that 60% of grade 3, 6 and 9 learners must function at “acceptable levels” in Literacy and Numeracy by 2014.

The ANA results have provided valuable information for the system to benchmark performance in both Literacy and Numeracy so as to track progress towards the achievement of set targets as well as monitoring gaps. The results also enable analysis to identify and remedy areas of weakness.

Planned interventions in 2011 included the following:

1. *DBE undertook working sessions* with relevant role players in each of the provinces to discuss the ANA findings, explore further possible analysis to extract detailed information from the data and discussion of guidelines on how to utilise the data for interventions and target setting. DBE developed the guidelines and distributing these to schools.
2. Government also printed *workbooks* for 6 million learners. In 2012, workbooks are being distributed to learners in Grades 7-9. This is a massive intervention and reports from teachers tell us that the workbooks are both visually stimulating and exciting and are definitely serving the purpose for which they were intended. Each workbook

is made up of 128 easy-to-follow worksheets to improve listening, reading, writing and numeracy skills.

3. DBE completed the *Curriculum and Assessment Policy Statements (CAPS)* which are being phase into the Foundation Phase in 2012. The CAPS build on the Foundations for Learning and provide more time for languages and mathematics (or literacy and numeracy). It is expected, therefore, that there will be much more focused teaching and assessment. But this will be supported with guided teacher development and appropriate readers and workbooks. The workbooks that were distributed earlier this year, were developed in synchronisation with the CAPS. They should assist teachers in pacing and sequencing their work better as they consist of attractive worksheets to be worked on daily and on a term-by-term basis.
4. *DBE has trained subject advisors and provinces are continuing with the training of teachers.* Based on what ANA results show, there is a more scripted approach to teacher development. This includes training and support to teachers to help them manage and use efficient methods to teach specific content areas that the assessment has shown to be particularly challenging to learners.
5. DBE is developing “banks” of *good quality exemplars of assessment* in each of literacy and numeracy and disseminate these for teachers to use in their classes with necessary support from the districts. The exemplar assessments will help align school-based assessment with ANA and thus establish an integrated and seamless assessment system.
6. The curriculum review process in 2009 showed that there is far too big a leap between the Foundation Phase (Grades 1-3) and the Intermediate Phase (Grades 4-6). Learners jump from three subjects to eight. This may account for the drop in results that ANA shows happens as children move up the grades. The *Department has reduced the number of subjects in the Intermediate Phase*, and will begin implementation of fewer subjects in Grades 4-6 in 2013. The plan is to ensure that the emphasis on the foundational skills will continue to be strengthened.
7. The jump from Grade 3 to 4 is made more difficult with the switch to English in Grade 4. Many schools switch from their home language to English from Grade 4. The affected learners often lack basic skills in English and struggle to cope with the demands of the Grade 4 curriculum. Research has shown that later transition from home language to Language of Learning and Teaching, where they differ, negatively affects learning outcomes. In 2010, the Council of Education Ministers approved the recommendation that from 2012, *the language chosen by the learner as a Language of Learning and Teaching from Grade 4 shall be taught as a subject, from Grade 1, and not from Grade 3 as is currently the case.*
8. From 2012, all learners in Grades 1-3 are required to take 4 subjects, that is, Home Language, First Additional Language, Numeracy and Life Skills. All learners whose Language of Learning and Teaching will be English from Grade 4 onwards are required to take English as a subject from Grade 1. What this means is that the

teaching of English will occur alongside home language instruction for those learners who choose English as a Language of Learning and Teaching in later grades.

9. English will not replace the home language in the early grades. Each learner will be taught in his or her home language in the early grades where it is practically possible. The move to English in Grade 1 is intended for those schools whose home language is not English. The challenge will be improving the English language skills of teachers whose mother tongue is not English, but the DBE is committed to doing this through a range of programmes.
10. Every grade up requires support further down. DBE has, accordingly, also placed increasing emphasis on the importance of *Early Childhood Development and Grade R* for learners. To support the objective of laying solid foundations for learning from an early age, DBE is working towards universal access to Grade R, by 2014. This indeed has been one of our great successes, with access expanding dramatically in the recent past.
11. The evidence is uncontested that children who have attended a centre or school-based pre-school programme in the year before school entry perform better on assessments of reading and math skills. DBE's task remains to *improve qualitatively the level of qualifications of Grade R teachers* to ensure that we reach our goal of quality learning and teaching at this level as well. These early interventions are bearing fruit with the fairly good performance of learners in the ANA in Grades 1 and 2. The DBE will continue to strengthen the interventions in Early Childhood Development and Grade R.
12. Teachers are central to the success of the new approach that DBE is adopting. DBE is strengthening *teacher development programmes guided by the Integrated Strategic Planning Framework for Teacher Education and Development* that was launched earlier this year in conjunction with the Department of Higher Education and Training. Here the focus is firmly on more targeted, subject-specific teacher education and development that will improve teacher content knowledge.
13. DBE is also strengthening the campaign to attract young people to the teaching profession through our *Funza Lushaka Bursary programme*. There is a strong focus on recruiting the best of young people to the teaching profession and that teaching should be seen as a profession of first rather than last resort for our talented youth.
14. The ANA results have clearly demonstrated that there is need for an effective monitoring and evaluation system through which the quality of education can be continuously enhanced. The *Action Plan to 2014: Towards the Realisation of Schooling 2025* and the Delivery Agreement for Basic Education provide specific goals against which the performance of the sector will be measured and evaluated. This will be done by holding all levels of the system accountable for what they are required to deliver.

15. The DBE broad strategy for improving accountability is anchored around the following four pillars:-

- Strengthening the culture of performance management within the education system;
- Simplifying and aligning the evaluation instruments that measure performance standards for educators;
- Strengthening monitoring and support for educators; and
- Strengthening reporting at all levels.

16. DBE has established the *National Education Evaluation and Development Unit (NEEDU)* that will also help in evaluating the education system. NEEDU will identify critical factors that inhibit or advance school improvement and make focused recommendations for redressing the problem areas that undermine school improvement.

Some of the key decisions made between conferences

- Basic Education Sector Delivery Agreement signed in 2010.
- NEDLAC Accord on Basic Education signed to give effect to president's call for education to be a societal issue.
- Establishment of a Planning and Delivery Oversight Unit in the DBE in 2011.
- Integrated National Literacy and Numeracy Strategy adopted by CEM.
- Guidelines Relating to Planning for Public School Infrastructure as well as Guidelines for Boarding Facilities was approved by CEM.
- Release of NEEDU Bill for public comment.
- Performance Agreement of Principals and Deputy Principals.
- Career guidance is a compulsory subject, as part of Life Orientation, from Grade 4.

Reports on the implementation of policy and specific projects of programs

- The following is a summary of Action Plan to 2014:
 - The plan is a strategy of the Department of Basic Education to strengthen weak areas in the education system that have been identified as needing support. It has been developed in line with the Presidency's 2009 National Strategic Planning and draws direction from the guiding document *Improving Government Performance: Our approach*.
 - By improving performance in these identified areas, learners will benefit from a higher quality education. The nation as a whole will also benefit as school graduates with better skills and knowledge levels enter further and higher education and the workplace.

- **Short-term goals and long term vision:** The Action Plan sets out goals that the national education system will be working towards and the actions to achieve these goals by 2014. These are the first steps towards realising the bigger, more long-term vision of quality education in schools by 2025 called *Schooling 2025*.
 - **Everyone has a part to play:** The Action Plan indicates, as far as possible, activities that each stakeholder should engage in to realise each goal in the plan. It also suggests ways that those outside the education system could provide resource resources and/or expertise to support the plan.
 - **Clear goals and flexible strategies:** The Action Plan sets 13 goals of which deal with outputs to be achieved in relation to learning and enrolments. It also sets out 14 areas which need to be improved to achieve these goals and outputs. The approach allows a degree of flexibility for schools and communities to devise their own strategies to suit their specific circumstances.
 - **Measuring progress through Annual National Assessments (ANA):** Each year all learners in Grades 1 to 6 will write national tests in languages, that is home language and first additional language, and mathematics at the end of the year. The purpose is to establish an objective national benchmark by which to measure literacy and numeracy achievement levels in primary schools, so that improvements can be accurately assessed and appropriate interventions designed where additional support is needed. ANA tests have also been introduced for Grade 9 learners. Parents and School Governing Bodies (SGBs) will receive relevant ANA results to allow them to compare their own results with those of other learners and schools.
- The following is a summary of *Schooling 2025*:
 - *Schooling 2025* is a long-term plan for the basic education sector which will allow for the monitoring of progress against a set of measurable indicators covering all aspects of basic education including amongst others enrolments and retention of learners, teachers, infrastructure, school funding, learner well-being and school safety, mass literacy and educational quality.
 - By 2025 we must see the following:
 - **Learners** who attend school every day and are on time because they want to come to school, the school is accessible, and learners know that if they miss school when they should not, some action will be taken. These learners understand the importance of doing their schoolwork at school and at home. They know that their school will do everything possible to get them to learn what they should. Much learning happens through the use of computers and from Grade 3 onwards all learners are

computer literate. Part of the reason why learners want to come to school is that they get to meet friends in an environment where everyone is respected, have a good meal, and know that they can depend on their teachers for advice and guidance. They also know that they are able to participate in sporting and cultural activities organised at school after school hours.

- **Teachers** who have received the training they require are continuously improving their capabilities and are confident in their profession. These teachers understand the importance of their profession for the development of the nation and do their utmost to give learners a good educational start in life. They are on the whole satisfied with their jobs because their pay and conditions of service in general are decent and comparable to that of other professions.
 - **A school principal** who ensures that teaching in the school takes place as it should according to the national curriculum, but who also understands his or her role as a leader whose responsibility is to promote harmony, creativity and a sound work ethic within the school community and beyond.
 - **Parents** who are well informed about what happens at school and receive regular reports about how well their children perform against clear standards that are shared by all schools. These parents know that they are listened to, and that any concerns will be dealt with by authorities at all levels of the education system.
 - **Learning and teaching material** in abundance and of a high quality. The national Minimum Schoolbag policy which is widely understood describes the minimum quantity and quality of materials that every learner must have access to. Computers in the school are an important medium which learners and teachers access information.
 - **School buildings and facilities** that are spacious, functional, safe and well-maintained. Learners, teachers and parents look after their buildings and facilities because they take pride in their school.
- There is a need for the ANC to discuss once more the relevance of vocational training at school level, if any.

Proposals and comments on the National Development Plan and the New Growth Path

The National Development Plan made a number of recommendations. Some of these are already being implemented. These include giving more support to poorly functioning and performing schools, clarifying the role of districts, expanding *Funza Lushaka* teacher bursaries, changing the process of

appointing new principals, building a political consensus around a social pact and providing more support to professional and school governing bodies.

The Department has already started to work on realising other proposals. These include working towards the targets identified for 2050, with which the Department is in agreement, and mobilising technical professional capacity to assist in school improvement.

In line with the Integrated National Teacher Development Framework agreed on in 2009, The Department is in favour of teacher self-diagnostic rather than externally-managed competency tests. The Department is also sceptical about the feasibility of linking teacher pay to learner scores.

The New Growth Path sets out key economic drivers with which the Department is in broad agreement. Jobs and sound education and skills development are the foundation stones of a thriving economy and prosperous society.

ANC policy gaps and proposals of ANC response

- National policy for rural multi-grade teaching, as per resolution of the 2011 ANC Lekgotla.
- Language policy and attendant teacher development (introduction of English to Grades 1 and 2).
- Class size; over 8 000 ordinary public schools have average class sizes above the norm of 40.
- The drop-out rate in grades 9-11.
- Declining number of mathematics candidates, decreased numbers of physical science passes and quality of passes in senior certificate.
- Teacher attendance and completing annual programmes.
- Workbook use.

Higher Education and Training

ANC Policy Context

South Africa is faced with the challenge of transforming its economy and growing it rapidly to deal with unemployment. The economic growth rate has been limited by low level skills which affects the state's ability to reduce high levels of unemployment in the country. These high levels of unemployment exist alongside high levels of skills shortage. For example there are around 2.8 million unemployed youth, who are not in any training institution and are not disabled. They are unable to take advantage of opportunities that exist partly limited by their skill levels. The limited skills affect the economic growth path which this government wishes to embark on.

In 1994 the African National Congress published its Policy Framework on Education and Training in a document which became known as the Yellow Book. This was the culmination of a long process of policy development in which the ANC and its allies had engaged over a period of time. One of the most important policy positions of the Yellow Book is that education and training is part of an integral whole.

Provision of post-school education, through higher education institutions, Further Education and Training and other vocational colleges, adult learning centres, organisations which provide professional development, and organizations which focus on youth development, has been fragmented. There is as yet little integration across different types and sites of provision. It is still difficult for students to move between colleges and universities, between different universities, between schools and post-school institutions, and between educational provision and the world of work.

The key focus is to build and sustain a single coherent post-school education and training system. The central problem that seeks to be addressed is balancing on the one hand, the expansion of access to education and training opportunities, to enable the development of human potential, so that every person is able to contribute freely to society, advance common values, and increase socially useful wealth, and, on the other hand, achieving high-level of excellence, research, and innovation. The post-school education and training system has to be structured both to meet the aspirations of youth and adults and to ensure that education, training and skills development initiatives respond to the requirements of the economy, our rural development challenges, and the need to develop an informed and critical citizenry.

Government Policy Context

The mandate of the Department of Higher Education and Training is to create a single, coherent, differentiated and highly articulated post-school education and training system in line with outcome 5 of the 12 government outcomes, which is the production of *“a skilled and capable workforce for an inclusive growth path”*.

Some of key decisions made between conferences:

1. Develop a comprehensive policy proposal on the provision of free education.
2. Financial support for post-graduate students.
3. Accommodation for students in the post-school system.
4. Linking infrastructure programs to skills training and workplace experiential learning.
5. Strengthening and repositioning of PSETA to play a more effective role in skills training for the public service.

6. Full utilization of the training space within the public service and expansion of the intake of interns into the public service, especially municipalities and State Owned Entities (SOEs).
7. Direction of the national purse to reflect that education is a priority.
8. Mobilization of communities to support the strengthening of Further Education and Training (FET) colleges and sector.
9. Advocacy of vocational education and training to tackle youth unemployment and to achieve economic growth.
10. Increase pass rates in Higher Education Institutions (HEIs).

Reports on the implementation of policy and specific projects or programs:

- In extending the provision of free education, the NSFAS assistance has been made available to all FET students as well as final year university undergraduates who qualified for NSFAS. Final year of undergraduate students will receive a NSFAS grant equal to the full cost of study and are being incentivized by having their total loan for the final year converted into a bursary if they complete their studies and graduate in the same year. A Ministerial Task Team will submit a report by June 2012 with recommendations on the extension of free education to cover students in other years of study. This will include estimates of the total cost of rolling out free education plus options for effective rollout.
- Post-graduate students are being supported financially through NSFAS in order to develop a new generation of academics. R93 million was allocated to the National Research Foundation (NRF) to fund 1 260 students in Honours, Masters, Doctoral and post-Doctoral studies. The NSFAS post-graduate fund supplements funding provided by the DST through the NRF.
- A comprehensive study, which is a Ministerial report, on the extent of needs for student accommodation, was completed.

The report covered a wide range of issues on student housing at South African universities, including student accommodation, student numbers in the system, types of student housing, room sizes, demographics, first year students' accommodation, financial assistance, backlog in the system, additional backlogs and costs, student protests, role of private sector, Public Private Partnership, student debt, accommodation for students with disabilities,

quantifying the state of repair, subletting and squatting, state of infrastructure and facilities, international trends, ideal bed capacity, quality of catering, the need for strategic planning, residence admissions and allocation policies, and minimum standards for student housing and accommodation.

The report indicated that the number of beds available at residential universities in 2010 were 107 598 or approximately 20% of the total enrolment. Suitable accommodation needs to be provided for up to 80% of students in some cases. The student accommodation backlog in 2010 was estimated at 195 815 beds with backlogs estimated to grow to 314 000 by 2026. A funding proposal for infrastructure has been submitted to the Presidential Infrastructure Coordinating Committee (PICC) for consideration.

- The DHET is liaising with the PICC to link all future government infrastructure mega-projects to skills training and workplace experiential learning, and to ensure that implementation and monitoring run the entire duration of these projects.
- The recent National Skills Accord between government and State Owned Enterprises, business, labour and all social partners to increase numbers of apprenticeships and to take on learners and interns for practical workplace experience includes a commitment by business to absorb FET graduates. SETAs will also play an important role in the implementation of commitments of this accord.

The accord will, amongst other, contribute positively to increased absorption of higher numbers of students graduating from FET colleges. Government is implementing plans to improve the quality of service provided by FET colleges and to ensure that graduates have skills required by business. This is done through improving the technical and pedagogical qualifications of lecturers, increasing requirements for practical experience for lecturers, and improving governance and management of FET colleges.

- A total of 30 117 unemployed learners entered into learnerships against a target of 17 531 for 2011. Similarly, the target for workers entering learnerships was exceeded, with 19 192 workers entering learnerships against the target of 13 243. A total of 11 335 learners entered the artisan system as indentured artisans, with 8 102 learners passing their trade tests and obtaining their trade certificates by 31

October 2011, against a target of 10 000 for 2011. The trade pass rate increased from 41% in 2010 to 57% in 2011.

- A proposal has been developed to strengthen and reposition the PSETA by increasing the contribution of national and provincial government departments and relevant public entities. The PSETA will be re-licenced for a further 4 years to keep it in line with other SETAs and to facilitate the July 2011 Cabinet Lekgotla resolution with respect to Action Plan 9. Engagements will take place with all other government departments and identified SETAs operating within the public sector to expand the intake of interns into the public service, municipalities and SOEs.
- The Human Resources Development Council has made significant progress by establishing provincial councils that will feed into the National Integrated human Resources Development plan. This will also assist in ensuring greater awareness of the work that the council undertakes and also that the Maritime Skills Development is integrated into the National Human Resource Development Agenda. The council has established nine (9) working groups. It is on track with its five priorities of strengthening and supporting FET colleges to expand access, production of skills and professionals, production of academics and stronger industry-university partnerships in research and development, foundational learning and worker education.
- The DHET has increased access to higher education programs by expanding spaces and options available at FET colleges and universities. The introduction of National Certificate Vocational (NCV) system in 2011 also marked a significant milestone in developing alternative avenues for skills development. It resulted in the creation of additional opportunities for 164 713 additional learners at FET colleges. It was accompanied by various activities to improve the quality of service provided by FET colleges, including the reviewing of curricula, distribution of learner and teaching support materials and training of lecturers. During the remainder of the term, there is a need for the department to evaluate whether these activities have been effective and whether the FET pass rate meets the 2011 target of 43% for level 4 as opposed to 39% achieved in 2010. It is also important for the DHET to evaluate the quality of the FET qualification and its demand in the workplace. To reduce the non-completion of qualifications and to increase the pass rate, concerted efforts are needed to support under-prepared learners in language, mathematics and science.

- Significant progress has been made in terms of enrolling adult learners for AET levels 1 to 4 and the target of 23 000 for 2011 is likely to have been reached, with enrolment already at 229 068 before all the 2010/2011 enrolments have been accounted for. This is an important milestone for increasing the employability of those without matric.
- The DHET has introduced the National Certificate for Adults, which is still to be gazetted for public comments. This step was taken to provide a range of learning options to meet the demand of those who have matric but do not meet the requirements for university entrance. Note must be taken of the fact that preparatory work for the development of the curriculum for this qualification is unfunded, and this might delay the implementation of this qualification and affect our meeting of this target by 2014.
- The DHET in partnership with the South African Qualifications Authority (SAQA) is running a massive career advice service program.
- The annual teacher graduate output is increasing, from 6702 in 2009 to 9492 in 2011. We are confident that the target of producing 40 607 new teachers between 2011 and 2014 will be exceeded. However, this target is not sufficient to meet future demands for teachers, particularly for the Foundation Phase. The number of universities offering Foundation Phase teaching, with graduates that are able to teach effectively in an African language at foundation phase, has increased from 13 in 2009 to 14 in 2011, with the DHET targeting 21 universities by 2014.
- The impact of mergers of HEIs and recommendations are detailed in a report of 2004 & 2005 of the DHET on mergers. The restructuring of the higher education system, as described in the July 1997 Education White Paper 3 called A program for the Transformation of Higher Education, dealt specifically with challenges of transformation, equity, efficiency and development. At that time the Ministry supported unitary mergers, as this was regarded as the only basis for which full benefits of mergers would be realised. Reports of studies by the Higher Education Merger Study Group of institutional mergers indicate that challenges of merging institutions included establishing new identities for the new institutions, accommodating different institutional cultures and traditions and aligning policies and procedures. Some of the observations that were made include that determining new management structures and combining faculties has been generally successful, but that multi-campus institutions experienced on-going challenges of how to locate structures, faculties

and programs across campuses, the increased size of new merged institutions, and the establishment of unified administrative processes and information systems. The report concludes that although significant resources went into accomplishing mergers, it is not yet possible to determine whether the cost of mergers was worth it. Problems and weaknesses of the higher education system are still deeply entrenched and varied and require a fundamental assessment to determine major intervention and corrective measures.

- In order to address the challenges with the SETAs, DHET has introduced a new strategy which refocuses the activities of SETAs on the country's skills priorities. It has also introduced measures to standardise the operating procedures, improve accountability and governance arrangements, and ensure quality and relevance of the learnerships and apprenticeships offered through the SETAs. It is still too early to assess the impact of these measures on the performance of the SETAs.
- Progress has been made towards the building of two universities in Mpumalanga and the Northern Cape. Over the period 2011/12 -2013/14, R300 million has been allocated to begin the work of establishing these new institutions. The technical groundwork for establishing the two new universities will be completed by July 2012. By this stage, DHET would have identified the seat of learning, completed the various legal processes related to setting up a new institution, and completed a full spatial analysis, campus plan and academic architecture plan. It is expected that the building of new infrastructure could commence in 2013 if funding is sourced. While the university administration is due to be established during 2012, other aspects of these institutions will be phased over time. It is envisaged that the Mpumalanga and Northern Cape universities will enrol approximately 15 000 and 5000 students respectively, within the next ten years. Funding proposals have been submitted to the Presidential Infrastructure Coordinating Committee to fast track the building of the two new universities in Mpumalanga and Northern Cape.
- The building of a new medical school in Limpopo is work in progress, a project of the DHET and the Department of Health.

Proposals and comments on the National Development Plan and the New Growth Path

Improvements in education and skill levels are fundamental prerequisites for achieving many of the goals in the National Development Plan and the New

Growth Path where the Department of Higher Education and Training has to meet the needs of broad-based development and address shortfalls in artisanal and technical skills.

The following highlights some of the interventions and challenges being faced which may require further policy intervention:

- Universities are indicating that Engineering Sciences, Animal and Human Health, Natural and Physical Sciences graduate output targets will not be reached resulting in a skills shortage which will remain a challenge for the country. Discussions are under way with Higher Education South Africa (HESA), to discuss and resolve the challenges hampering efforts to increase graduate output. Universities have given indications of what will be needed to increase growth in enrolments as well as graduates needed in order to increase the efficiency of teaching and learning.
- Studies will have to be undertaken to consider extending the length of first degrees to four years.
- The target for honours, masters and doctoral graduates needed to support innovation in our economy will be met. However, the production of these skills is threatened in the long term by an ageing lecturing workforce at tertiary institutions. The University Teaching Development Grant was introduced in 2009 to develop younger lecturers. There is also a need to focus on growing the number of graduates from disadvantaged communities and attracting these into academic careers.
- Support, through government, is needed for our educators and lecturers for the promotion of outputs in PhDs.
- While the creation of two new universities in the Northern Cape and Mpumalanga must be welcome, the country needs to increase its enrolment of students – most in FET colleges and more in universities if we are to match countries such as Cuba, which has more than 20 universities serving a population of 11 million. The ANC needs to increase, through government, greater enrolment through distance education to draw more students into further education and training.
- NSFAS assistance has been made available to all FET students as well as final year university undergraduates who qualified for NSFAS. Final year of undergraduate students will receive a NSFAS grant equal to the full cost of study. Final year student are being incentivized by having their total loan for the final year converted into a bursary if they complete their studies and graduate in the same year. The cost and feasibility of extending the programme to enable the full cost of study for poor students in all years of study is being investigated.
- It is crucial for the growth of the economy that the FET college sector be strengthened along with the quality of its offerings. It will absorb many learners and provide the economy with skills it needs if the

quality of the sector is developed and the job market places premium on this qualification.

ANC policy gaps and proposals of ANC response

- Expansion of community service to all disciplines and its introduction for all graduates.

After 1994, the health sector introduced community service for certain categories of graduates. One of the main reasons for the introduction of community service was to promote professionalism, as these graduates would have a chance of undergoing further practical training in their field of study for at least a year, and gaining valuable experience before being legible to embark on solo practice in the private sector. Community service has a positive spin off, which is greater availability of professionals in areas of need such as rural health facilities. Other reasons for the introduction of community service are that this contributes to job creation. It also inculcates into the minds of young graduates patriotism and the spirit of service to communities, especially as all studies are subsidized by members of communities.

There is support for the extension of community service to all newly qualified graduates and urges government to put in place mechanisms to make community service attractive, enjoyable and meaningful to young graduates and society.

- The report on student housing at South African universities is most welcome, and we welcome steps that are being taken to provide adequate residence spaces for students from poor and rural communities.
- There are still challenges facing the Higher Education and Training sector that are related to mergers of HEIs. We therefore urge government to complete its evaluation of mergers but to urgently institute corrective measures where necessary.
- Although it is important to focus on mathematics, science and technology, it is critical that we link social sciences to all courses taken by learners in higher education.
- We need to focus on areas of specialization of our existing universities. This specialization could be spatially differentiated, e.g. for some of the coastal universities to focus on maritime studies.

Conclusion

To achieve the vision of a coherent yet diverse system that meets the needs of individuals and society, building institutional capacity is essential. There are three focus areas:

1. Building the capacity of public providers in terms of a substantially strengthened and expanded university and college sector.
2. Developing the capacity of levy-grant and regulatory institutions, and creating an enabling environment for private providers and workplace-based education.
3. Building a single post-school education and training system entails ensuring that there are appropriate mechanisms and systems to encourage and support coordination and collaboration.

Health

ANC Policy context

The policy of the ANC as elaborated in its 1992 policy document *Ready to Govern*, states that “*the provision of equitable health care should be guided by the aspiration of our people as enshrined in the Freedom Charter and by principles which reflect the Primary Health Care Approach ...*” It also states that access to health care is a basic human right, a right which will be incorporated in the Constitution and the Bill of Rights and enforced by law.

In its 1994 *ANC National Health Plan for South Africa*, the ANC proposes the creation of a single comprehensive, equitable and integrated National Health System (NHS) based on the principles of equity, right to health and a primary health care approach. The vision was to improve access to health services, increase coverage of good quality services to the entire population, to protect households from health-related expenditures when accessing health services, to eliminate communicable and non-communicable disease, to promote healthy lifestyles and community participation.

The ANC’s 52nd Conference in 2007 identified health and education as key priorities of the ANC. Much has been done by the ANC to implement these resolutions. The development of the *Roadmap for the Reform of the Health System* and the *Ten Point Plan for the Health Sector* in 2008 provided strategic direction on how the resolutions of the 52nd National Conference were to be implemented.

The following are priorities that make up the Health Sector Ten Point Plan:

1. Provision of Strategic Leadership and creation of a Social Compact for better health outcomes.
2. Implementation the National Health Insurance (NHI).
3. Improving the Quality of Health Services.
4. Overhauling the health care system and improve its management.
5. Improved Human Resources Planning, Development and Management.

6. Revitalization of infrastructure.
7. Accelerated implementation of the HIV & AIDS and Sexually Transmitted Infections National Strategic Plan 2007-11 and increased focus on TB and other communicable diseases.
8. Mass mobilization for better health for the population.
9. Review of Drug Policy.
10. Strengthen Research and Development.

The 2009 Election Manifesto further stated that health is a key priority for the next five years of government. The Election Manifesto also emphasized the importance of health programmes, decent work opportunities and sustainable livelihoods with an emphasis on rural development.

Government policy context

The mandate of the Department of Health is to improve the health status of South Africans through the prevention of illnesses, promotion of healthy lifestyles and to improve the performance of the health system. The department focuses on increasing access, eliminating fragmentation of service provision, and improving equity, quality and efficiency whilst ensuring that there is sustainability.

Since the ANC's 52nd National Conference, government has taken steps to implement the Health Sector Ten Point Plan through the Department of Health Programme of Action and the Negotiated Service Delivery Agreement (NSDA). Through the NSDA, the Ministry of Health commits to increase life expectancy; decrease maternal and child mortality; combat HIV & AIDS and decrease the burden of disease from Tuberculosis (TB); and strengthen health system effectiveness.

Government has placed health as Strategic Priority 5 in the Medium Term Strategic Framework from the Electoral mandate as well as Outcome 2 of the 12 Government Outcomes to improve the health profile of all South Africans.

Some key decisions made between conferences

After the 52nd National Conference, the NEC Subcommittee on Education and Health submitted various reports and made presentations on the NHI to the NEC. These resulted in the approval of a policy document by the NEC, which was submitted to government through the Ministry of Health for translation into government policy.

The ANC's 3rd National General Council (NGC) evaluated progress in implementing the resolutions of the 52nd ANC Conference and noted progress that had been made. NGC identified that there were still challenges in the accessibility, cost and quality of services. NGC overwhelmingly

supported the fast-tracking of the implementation of the National Health Insurance within reasonable time frames.

The July 2011 NEC Lekgotla identified health and poverty eradication as key priority areas for government action. It therefore resolved to decouple Social Development from Health in government at provincial level. Other key decisions made and activities that have been undertaken include:

- Initiating the HIV Counselling and Testing Campaign, resulting in more than 13.7 million people being tested for HIV between 2010 and 2011.
- Increasing the threshold for initiating ARVs from CD4 count of 200 to 350 to ensure that the population requiring treatment is started early before complications develop. There are currently 1.4 million people on ARVs in South Africa.
- Re-engineering of Primary Health Care with the introduction of Primary Health Care Agents, School Health Services and District Support Specialist Teams to address the health-related Millennium Development Goals (MDGs.) PHC re-engineering also focuses on the mobilization of communities to have an active role in their health and to bring closer to communities a strong emphasis on health prevention and promotion.
- Develop a policy on the NHI over a 14 year phased implementation period. Implementation will commence in 10 selected pilot districts.
- The ANC policy became a basis for government to develop, approve and publish the August 2011 Green Paper on the NHI, as discussed below under *Reports on the Implementation of policy and specific projects or programs.*

Reports on the implementation of policy and specific projects or programs

1. The National Health Insurance:

The foundation of the NHI was laid in ANC policy and expressed in the 1992 *Ready to Govern*, the 1994 *Reconstruction and Development Program* and the 1994 *ANC National Health Plan for South Africa*. Subsequent ANC national conferences and meetings of the NEC reiterated the need for government to provide universal coverage for all South Africans and to protect households from health-related expenditure when accessing health services. A resolution of the 52nd National Conference *“reaffirmed the implementation of the NHI by*

further strengthening the public health care system and ensuring adequate provision of funding”.

The final document approved by the NEC and submitted to government for translation into government policy contained the following key ANC policy positions:

- a. *Principles of the NHI:* the right to health, including health being free at the point of use and that users will have a choice of provider of care; social solidarity and universal coverage, meaning mandatory progressive contribution to the NHI by all South Africans according to their ability to pay, health insurance coverage for all and universal access to health services that meet established quality standards according to needs; and public administration, meaning the establishment of a public entity based on a single-funder model.
- b. *Goals of the NHI:* These were stated as providing universal coverage; equity and solidarity through the pooling of risk and funds; accelerated national health system reform; increased strength of the health purchaser in negotiations with providers for both supply of services, rational provider payment levels with quality assurance; and creation of one public fund with adequate reserves and funds for high cost care, health promotion and prevention; promotion of efficient and effective service delivery in both public and private sectors; and assurance of continuity and portability of the NHI within the country.
- c. *Universal coverage:* The NHI will cover all South African citizens and legal residents. The cover will entitle individuals and households to defined and comprehensive packages of health care services provided through appropriately accredited and contracted public and private health care service providers. It will cover refugees and documented migrants in line with international conventions of which South Africa is a signatory.
- d. *Creation of the NHI Fund:* The NHI fund should be established by law. Its role would be to receive funds; pool and purchase services on behalf of the entire population; be publicly administered; be a single purchaser with sub-national offices at provincial level; and negotiate and contract with health care providers.
- e. *Governance of the NHI:* The Minister of Health will provide executive oversight including policy; the NHI Fund will be managed by the Chief Executive Officer who will report directly to the Minister of Health, and be supported by an Executive Management Team, and committees responsible for Technical Advice, Audit, Pricing, remuneration, benefits advice and fraud prevention. There will also be an Advisory Committee made up of representatives of

the Department of Health, health care providers and representatives of civil society.

The Green Paper on the NHI embodies the key policy proposals discussed at the NGC and provides details of envisaged implementation timeframes and costs for public engagement and comment. All public comments will be considered and these will contribute towards the finalisation of a government White Paper on the NHI. This process will lead to the drafting, processing and finalization of the law that will be submitted to Parliament for consideration and final approval by the President of the Republic to govern the implementation of the NHI.

The Minister of Health announced at the release of the Green Paper on the NHI that the first five years of the NHI will include pilot studies and strengthening of the health systems in areas of management of health facilities and districts; improvement of quality of care, infrastructure development, medical devices including equipment, human resources planning, development and systems support; and the establishment of an NHI Fund.

For the NHI to be implemented successfully, it will be important that adequate resources, including key human resources, are allocated to the project. It will also be necessary to pilot elements of the NHI, including the purchasing of services, management autonomy at clinics and hospitals, accreditation of facilities, provision of comprehensive packages, establishment of referral routes and processes and integration of community health agents, to prevent failure of implementation.

It will also be necessary to put in place risk management systems and structures; and to allocate funds to appropriate structures and institutions in a way that will prevent fiscal federalism and promote equity. *Another challenge that needs resolution is the possibility of some provinces opting out of the proposed NHI implementation plan.*

It is therefore necessary that the National Policy Conference confirm and/or clarify policy positions on the NHI, including the financing of the NHI, new institutional arrangements; and roles and responsibilities of existing and proposed new institutions. Conference must also confirm ANC policy positions on public and private health facilities, providers and provider organisations, District Health Authorities, Provincial Departments of Health, the National Department of Health, the Ministry of Health, the National Health Insurance Fund, the Office of Health Standards Compliance, Provincial and National Treasuries and the South African Revenue Service. Resolutions on these matters are included below.

It must be emphasised that our urgent tasks towards the delivery of the NHI are the commencement of work in identified pilot sites, the establishment of the NHI Fund and the completion of our work of

collating public comments on the Green Paper on the NHI to emerge with a White Paper on the NHI. The latter will enable us to develop enabling legislation for the implementation of the NHI.

2. Human Resources for Health, including the de-merger of the University of Limpopo and MEDUNSA:

The Department of Health finalised, approved and implements its 2012-2017 Human Resources for Health Strategy for the Health Sector launched in October 2011. This strategy aims to ensure that South Africa has an appropriate, trained and sustainable workforce to achieve the objective of good health outcomes.

The Ministries of Health and Higher Education & Training are collaborating to finalise the de-merger of the University of Limpopo and MEDUNSA and to establish a medical school in Limpopo.

3. The establishment of a state-owned pharmaceutical entity.

The government has announced plans for the establishment of a Pharmaceutical Manufacturing Plant in South Africa. This will be done through *Ketlaphela*, a joint venture between the South African government through Pelchem (Pty) Ltd, a subsidiary of the Nuclear Energy Corporation (NECSA) and a leading global pharmaceutical company, Lonza Ltd based in Switzerland. This is a joint initiative and Public-Public Partnership between the departments of Science and Technology, Trade and Industry, Health and Economic development. It will focus firstly on the production of drugs against communicable diseases such as HIV, Tuberculosis and Malaria and later those against non-communicable diseases such as diabetes mellitus, hypertension and cancer. This project is a positive response to the resolution of the 52nd National Conference that directs the ANC to respond to and intervene in the curbing of medicines prices. It will also give impetus to the health sector's efforts to strengthen research and development, particularly towards the growth of the pharmaceutical industry, economic growth and job creation.

Proposals and comments on the National Development Plan and the New Growth Path

The National Development Plan aims to provide a 20 year vision of where the health sector should be. The diagnostic report identifies challenges posed by an under-performing health system and a rising disease burden. The report recommends that over the 20 years the health system should provide quality care to all that is free at the point of service, the strengthening management capacities in the public health system and increasing human resources in rural and disadvantaged communities. However, the diagnostic report still emphasizes fragmentation through public private splits. The report does not adequately provide vision on how a unified health system as envisaged by the National Health Plan of 1994 and the subsequent Conference Resolutions to address equity and access.

The conceptualisation of NHI by the National Planning Commission (NPC) differs materially from policy positions adopted by the ANC NEC and the report of the 3rd ANC NGC. Further, the section of the National Development Plan that deals with health could have provided a more comprehensive long-term view of health that goes beyond grappling with challenges of HIV and provide a vision of better health 20 years from now.

The New Growth Path focuses on employment creation through economic growth. Whilst recognition is made of the value of the social grants and social wages for poor communities, not much is said about the contribution of the health sector to job creation and economic development. This is despite the health sector being one of the most labour intensive and with a potential for increasing decent job prospective especially for rural and disadvantaged communities.

ANC policy gaps and proposals of ANC response

- Delineation of quaternary health services and central hospitals as a national competence and transfer thereof from Provincial Departments of Health to the National Department of Health.

Major hospitals such as Chris Hani Baragwanath, King Edward the VIII, Groote Schuur, Universitas and Nelson Academic are national resources. These hospitals are situated in specific cities and provinces but serve populations far beyond the boundaries of their localities. It is very costly to operate these facilities, as they need specialised professionals and equipment. They also deliver amongst others very specialised or quaternary health services.

According to existing legislation, the Minister has specific responsibilities for the provision of health services at public health establishments, namely central hospitals.

The National Health System and the entire health sector will benefit from the formal transfer of the governance and administration of central hospitals to the national sphere of government.

- The establishment of the NHI Fund (NHIF) and commencement of work at pilot sites are imperatives in 2012 for the successful implementation of the NHI. As reflected above, it is necessary for the ANC to have clear policy positions that will facilitate successful implementation of the above by government.
- Notification of HIV infection.

In 1997 the ANC 50th National Conference held in Mafikeng noted amongst others *“the shocking reports of the prevalence of HIV & AIDS in South Africa; and that secrecy, ignorance and myths about the disease contribute to its spread”*; and resolved *“to work against stigmatization and discrimination of people with HIV & AIDS in all spheres of life”*; and *“that the ANC supports the cabinet decision on notification to partners and family, as well as the anonymous notification of HIV-positive status for statistical and planning purposes”*.

In 2007 the ANC resolved at its 52nd National Conference that *“the ANC should further consider making HIV & AIDS notifiable. In this regard a distinction must be made between the two as these are two conditions. In doing this, the ANC should also consider the negative implications of this recommendation such as stigma”*.

Notification of diseases is a tool used in Public Health to control the occurrence and spread of communicable diseases and adverse health conditions. It assists policy makers and health authorities to deal effectively with epidemics or outbreaks.

Notification of HIV & AIDS would assist, amongst others, in the accurate monitoring of trends in the occurrence, existence and distribution of HIV & AIDS in the general population; and to provide accurate data on HIV-related morbidity and deaths. It would also help planners in the design of strategies and plans plus appropriate allocation of human and financial resources in our struggle against AIDS.

The strongest arguments against notification of HIV & AIDS are that these might amount to violation human rights of patients infected and affected by HIV & AIDS, and might also be incompatible with sections 10 and 14 of the constitution, which deal with the right to human dignity and privacy, respectively.

The ANC should therefore note that both resolutions of 1997 and 2007 are in line with the cabinet decision on notification to partners and family, as well as the anonymous notification of HIV-positive status for statistical and planning purposes. The policy conference should therefore resolve to reaffirm the ANC resolutions on notification and direct that government, in particular the Department of Health in collaboration with the South African National AIDS Council (SANAC), should translate this policy of the ANC and Cabinet into departmental policy.

- The relationship between military and civilian health

The policy of the ANC as stated in the 1994 National Health Plan for South Africa is that *“A single comprehensive, equitable and integrated National Health System (NHS) must be created. ... It will coordinate all aspects of both public and private health care delivery, and will be accountable to the people of South Africa through democratic structures. All existing public sector departments including local authority, homeland, military and prison services will be integrated into the NHS”*.

The 50th National Conference held in Mafikeng noted *“the under-utilization of valuable resources of the South African Military Health Services”* and resolved *“to look into the integration of the South African Military Health Services into the public health services for the benefit of the public at large”*.

Facilities used by the SAMHS should be prioritised for revitalization in line with the infrastructure program pursued in the context of the NHI. Our main military hospitals must be prioritized for optimization of management, human resources and equipment to always be our pride.

The ANC should advocate for the integration of military and civilian health services without compromising the combat-readiness of the SAMHS. Cooperation between the public and private health sector serving primarily the civilian population, and the SAMHS serving mainly the military community and our top leaders, must neither interfere with service delivery in military facilities nor hinder the exercise of authority by a properly designated commander over assigned and attached members of the SAMHS.

Science and Technology

ANC Policy context

Although the ANC 50th National Conference reiterated the importance of science and technology in human resources development and transformation, as a movement we have not paid adequate attention to Science, Technology and Innovation. Given the importance of Science, Technology and Innovation in economic development in enhancing the quality of life of all, members should support a renewed focus on Science and Technology policy in the ANC.

Government policy context

The Minister of Science and Technology appointed a Review Committee to advise on the science, technology and innovation landscape with respect to its readiness to meet the needs of the country in the coming ten to thirty years. The final report of the Review Committee will be available at the end of February 2012 and policy proposals that might emanate from this consideration of this report will be included in discussions towards the Policy Conference. However, key themes have already emerged from this work and these are already informing the development of policy and plans in the Department of Science and Technology (DST).

The 1996 Government White Paper on Science and Technology, the National Research and Development Strategy (NRDS) of 2002 and the Ten Year Innovation Plan of 2007 are policy bases for the DST. Significant progress has been made in Science, Engineering, Technology and Innovation through the implementation of these policies, strategy and plan.

To consolidate gains made thus far, South Africa needs to increase its Gross Expenditure on Research and Development as a percentage of its GDP. The DST monitors the national Science and Technology expenditure and planning, and is currently drafting a strategy aimed at mobilizing and steering the National System of Innovation, including government, the higher education sector, the private sector and international partners towards a higher level of research and innovation in South Africa by way of increased and sustained research and development (R&D) investments.

Some of key decisions between conferences

The portfolio of Science and Technology has, since the 52nd National Conference, not received a dedicated focus at the NGC and ANC Makgotla.

Reports on the implementation of policy and specific projects or programs

The NEC Subcommittee on Education and Health has discussed the mission of science councils such as the Medical Research Council (MRC), the Human Sciences Research Council (HSRC) and the Council for Scientific and Industrial Research (CSIR). It was realised that there are policy gaps on the coordination and governance of these statutory bodies.

In its implementation of policy and programs on Human Capital Development and transformation, the DST collaborates with the Department of Basic Education to increase the number of learners in schools who pass their Matric with Mathematics and Science. It also introduced a program which supports studying physics, astronomy, engineering and Information & Communication Technology (ICT) across the African continent.

The DST collaborates with the Department of Higher Education and Training to increase the number of researchers and those who complete their doctoral studies or PhDs.

The DST supports the policy of protection of indigenous knowledge. Towards that goal, it collaborates with the Department of Trade and Industry to amend intellectual property rights. It initiated the National Recordal System that documents, records and stores indigenous knowledge for the benefit of communities.

Proposals and comments on the National Development Plan and the New Growth Path

The ANC has no specific comments on the NDP and the New Growth Path. The Department of Science and Technology is currently preparing a response to the NDP which is due on 15 February 2012.

ANC policy gaps and proposals of ANC response

- Mainstreaming of Science & Technology into the work of the ANC, government and the private sector.
- The mission of all government science councils.
- The Subcommittee proposes that the Department of Science and Technology be responsible for the coordination of the work of these councils, but that their governance be the responsibility of line departments, e.g. the Department of Health be responsible for the governance of the MRC and the Department of Social Development be responsible for the governance of the HSRC.

Conclusion on the work of sectors

Basic Education, Higher Education & Training and Science and Technology sectors are satisfied with the progress being made in the implementation of resolutions, policies and programs in the ANC and government. These sectors are also satisfied that there is emphasis and focus Science, Technology and Innovation, but strongly advocate that all sectors should actively support the

incorporation of science, technology and innovation into the work of the ANC and all public and private institutions.

Draft resolutions

General

Noting that:

- The ANC Subcommittee on Education and Health needs effective and functional structures to carry out its mandate in the Basic Education, Higher Education and Training, Health and Science and Technology internally.
- The sectors mentioned above need updated policy documents to ensure uniform understanding of ANC policy in the area of their work.

Therefore resolve that:

- Each Provincial Executive Committee (PEC) immediately establish a provincial subcommittee on Education and Health, whose chairperson must be a member of the PEC other than any MEC for Health or MEC for Education. The same principles must obtain at the level of the ANC branch and district; and be observed similarly by councillors and Members of Mayoral Committees to ensure that there is proper oversight of and accountability by cadres deployed in government.
- The NEC Subcommittee on Education and Health conduct comprehensive reviews of official policy documents of specific sectors, namely Basic Education, Higher Education & Training, and Science & Technology; and where indicated consolidate existing ANC policy positions into identifiable ANC policy documents, by 30 June 2013.

Basic Education

Noting that:

- There is a high rate of failure by learners in primary and secondary schools, and that many of these learners will benefit from strengthening of technical schools.
- A large number of learners, approximately 26% in 2009, attend small multi-grade schools especially in rural areas.
- The ANC needs to guide its members and engage society on the language policy for a democratic South Africa.

- Children who have attended a learning centre or school-based pre-school program in the year before school entry perform better in reading and maths skills.

Therefore resolve that:

- We welcome policies and strategies contained in the Department of Basic Education Action Plan to 2014: Towards the Realisation of Schooling 2025.
- National policy for rural multi-grade teaching, as per resolution of the 2011 ANC Lekgotla.
- *(Proposal of language policy and attendant teacher development; and time-table for implementation of recommendations).*
- Grade R be compulsory in all communities, and that government immediately embark on an intensive training and employment program for Grade R teachers to ensure that schools are adequately and appropriately resourced for Grade R.

Higher Education & Training

Noting that:

- Progress is being made in the implementation of policy and programs by the Higher Education and Training sector.

Therefore resolve that:

- Community service be expanded to all disciplines and be compulsory for all graduates from Higher Education Institutions (HEIs) in South Africa immediately post completion.
- All first year students from poor families and rural communities be provided with adequate residence spaces in universities.
- All students funded through the National Students Fund (NSFAS) or government bursaries who qualify for accommodation in HEIs be allocated sufficient funds for accommodation and residence and such funds be used strictly for that purpose.
- We welcome progress made on the rolling out of free education, and a resolution on the choice of an option for rolling out free education.
- We welcome the report on the impact of mergers of HEIs and a resolution on recommendations made from the report, especially those of de-mergers.

Health

Noting that:

- The 52nd National Conference declared health as a priority.
- The health sector is implementing its 10 Point Plan, including the implementation of the National Health Insurance.

TOWARDS THE 2012 ANC NATIONAL POLICY CONFERENCE

- The 50th National Conference noted that valuable resources of the South African Military Health Services (SAMHS) are under-utilized; and therefore resolved to look at the integration of these services into public health services.

Therefore resolve that:

- We note progress made in the implementation of the National Health Insurance (NHI).
- Government move with speed to make quaternary health services and central hospitals a responsibility of central government; and that all matters related to these institutions and services be removed from provincial governments.

To support implementation it is critical that institutional mechanisms be agreed to, for this the ANC resolves that:

- All revenue collection for NHI should be undertaken by SARS, including the dedicated taxes to raise additional revenue (such as the possible surcharge on taxable income and payroll tax for employers).
- Treasury should allocate revenue to health sector institutions, according to their respective roles and responsibilities:
 - Dedicated NHI tax revenue to be transferred to National Health Insurance Fund (NHIF).
 - Major share of general tax revenue available for health sector be given to the NHIF in consultation with the NHIF and Minister of Health
 - Portion of general tax revenue available for health sector to be given to the national Department of Health to fund their responsibilities
 - Portion of general tax revenue available for health sector be given to provincial treasuries to be allocated to provincial health departments (or directly to provincial health departments in the form of conditional grants) to fund their responsibilities in relation to NHI
- The National Health Insurance Fund should have management autonomy, but would require strong mechanisms for appropriate governance and accountability and would report to the Minister of Health. The main responsibilities of the NHIF would be to pool funds and purchase health services. In terms of pooling, the

responsibility would be to create an integrated pool of funds from different sources – allocations from general tax and dedicated tax revenue as well as returns on investments etc. (as the NHIF would be capable of retaining any surpluses and investing these) – that can be used to purchase health services for the entire South African population. The core purchasing responsibilities of the NHIF would be:

- Assess the health care needs of the population to ensure that health services purchased meet these needs
 - Allocate resources to decentralised purchasers
 - Contract with providers (the NHIF directly for national services or via the provincial offices of the NHIF for all other services)
 - Payment of health care providers (including developing and maintaining the systems required for provider payment)
 - Ensuring that services provided are appropriate and of good quality (via the Office of Health Standards Compliance (OHSC) – as the NHIF will be responsible for contracting with providers, they need regular information on quality of service delivery to inform contract renewal processes)
- A price determination committee, which will include technical experts, is also required. As the function of this committee is to advise the NHIF on the payment rates for accredited providers, and not to influence the prices charged by private providers who choose not to provide services to NHI, it should report to the NHIF.
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- To ensure that there is proper coordination of the training of health professionals and improved functioning of these national assets Central hospitals will be managed at the national sphere of government.
 - With the introduction of an independent purchasing organisation, it will be essential that health facility managers have more authority over management decisions and be held accountable for the efficient and equitable provision of high quality health care with the funds they receive. A detailed review is required of the management responsibilities that should be delegated to hospital CEOs and the necessary changes to legislation and regulations to implement these delegations.
 - It is envisaged that District Health management Authority (DHA) should be established to co-ordinate for the provision of all personal

and non-personal primary health care services within each district (in line with the PHC re-engineering initiative). The DHA would be delegated to the related district management structures. It is not feasible to give substantive management autonomy to every PHC facility (and associated community-based team), hence it is proposed that management responsibilities are delegated to the district level. District managers within the DHA will be able to draw on public and private health care providers within their geographic area to ensure that services needed by the resident population are adequately delivered. As with hospitals, district managers will be held accountable for the use of funds provided to them.

- An accreditation office is also required to accredit facilities from which the NHIF will purchase services. Accreditation should be based on ability to provide services of appropriate quality and should take account of geographic service supply criteria. This office should also accredit major items of equipment (particularly diagnostic equipment). The Office of Health Standards Compliance (OHSC), which is currently being established, would take on these functions. As the work of the OHSC is of importance to both the Department of Health and the NHIF, this should again be an independent institution.

Science and Technology

Noting that:

- The ANC 50th National Conference reiterated the importance of science and technology in human resources development and transformation.
- Science, Technology and Innovation are critical for economic growth and development and in enhancing the quality of life of all South Africans.
- The ANC has no policy on the mission of public sector science councils.
- The ANC has no policy on the coordination of the work and governance of science councils.

Further noting that:

- Government declared 1998 the Year of Science and Technology” and launched a five-year public awareness campaign in Science and Technology; and that the ANC resolved that this campaign be linked to the educational campaign to build a culture of learning, teaching and service.
- The 50th ANC National Conference resolved to call upon government to ensure that programs and broader efforts to restructure the country’s science and technology infrastructure to benefit the poor and rural areas.

Therefore resolve that:

- All sectors in the ANC incorporate Science, Technology and Innovation in their policies, programs and plans.
- The ANC promotes the incorporation of its policy on Science, Technology and Innovation into policies, plans and programs of government and the private sector.
- The ANC ensures, through government, that all science councils are centrally coordinated but that relevant departments are responsible for their respective councils' governance.
- We re-affirm our resolution that the ANC policy department establish a monitoring mechanism to measure the impact of campaigns that raise public awareness of Science and Technology.
- The NEC receives quarterly reports on the work of Science, Technology and Innovation in ANC structures.

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