

# South African Health Review 2005



# South African Health Review 2005



**Published by the  
Health Systems Trust  
2005**

**Information presented in this Review is based on best available data derived from numerous sources. Discrepancies between different sources reflect the current quality of data. All data should thus be interpreted carefully, and with recognition of potential inaccuracy.**

**Also available on CD and on the Internet**

**<http://www.hst.org.za/generic/29>**

Health Systems Trust  
401 Maritime House  
Salmon Grove  
Victoria Embankment  
Durban 4001  
South Africa

Email: [hst@hst.org.za](mailto:hst@hst.org.za)  
Internet: <http://www.hst.org.za>  
Tel: +27 - 31 - 3072954  
Fax: +27 - 31 - 3040775

ISBN: 1-91839-49-6

August 2005

The publication of this Review was made possible by Atlantic Philanthropies, who provided funding for the development and printing.

Suggested citation, for example:

Gray A, Govender M, Gengiah T, Singh J. Health Legislation. In: Ijumba P, Barron P, editors. South African Health Review 2005. Durban: Health Systems Trust; 2005.  
URL: <http://www.hst.org.za/generic/29>

The information contained in this publication may be freely distributed and reproduced, as long as the source is acknowledged, and it is used for non-commercial purposes.

*Design and layout by The Press Gang, Durban, South Africa*

*Tel: +27 (0)31 502 4423      email: [info@pressgang.co.za](mailto:info@pressgang.co.za)*

# foreword

## South African Health Review

Since its first publication ten years ago, the South African Health Review has been widely recognised as a key reference to developments in South African health policy and service delivery. It has documented achievements in the provision of high quality, equitable health care, and has highlighted challenges and gaps which remain in translating policy into action. Human resource shortfalls in public health facilities have repeatedly been identified as a critical factor undermining health system development. For this reason, this tenth edition of the Review has been given the theme 'Human Resources for Health'.

It is intended that review of developments in this regard will contribute to current national discussion on measures to reverse human resource shortages, at a time when this is receiving high priority in government. President Mbeki, in his State of the Nation address in February 2005, said, "We need massively to improve the management, organisational, technical and other capacities of government so that it meets its objectives." The launch by the Minister of Health of the "Human Resources for Health Strategic Framework" in August follows statements in her 2005 budget speech that "the single most critical resource in our ability to deliver on our health objectives is the availability and capacity of health personnel. Various interventions are being made to address particularly the supply and distribution of health personnel in the country and mitigate the impact of outwards migration of health skills."

The Review discusses many causes of human resource shortages in the public health sector, including the migration of scarce skilled professionals and the rising burden of disease due to HIV and AIDS. Also discussed are actions, both within and beyond the health sector, which are required to respond to this issue with the involvement of international stakeholders, such as the United Nations and World Health Organization, and local stakeholders, including various government departments, the private sector and civil society institutions.

Many other areas of health sector development also come under the spotlight of the Review. These include the private sector, implementation of the new Health Act, and progress and challenges in confronting the HIV and AIDS epidemic. In each of these areas, the Review is intended not only as an informational resource but as a source of critical input and constructive recommendations for decision makers throughout the health sector.

On behalf of the Board of Trustees of Health Systems Trust, I would like to commend the efforts of everyone who contributed to production of this Review. In particular, our appreciation goes to the authors, peer-reviewers, the SAHR Advisory Committee, the national and provincial Departments of Health, the Press Gang, McCord's Hospital, the cover photographer, and the entire Health Systems Trust staff.



**T. Patrick Masobe**

Chairperson: Board of Trustees

# contents

## South African Health Review

### Preface

### Cross-cutting Health Systems Issues

- |          |   |           |
|----------|---|-----------|
| <b>1</b> | <b>Strategic Priorities for the National Health System (2004-2009):</b><br>contributions towards building a model developmental state in South Africa<br><i>Gail Andrews and Yogan Pillay</i> | <b>2</b>  |
| <b>2</b> | <b>Health Legislation</b><br><i>Andy Gray, Michelle Govender, Tanuja Gengiah and Jerome Singh</i>   | <b>16</b> |
| <b>3</b> | <b>The Private Health Sector</b><br><i>Natalie Leon and Ray Mabope</i>  | <b>32</b> |
| <b>4</b> | <b>The Health Act and the District Health System</b><br><i>Wendy Hall, Thando Ford-Ngomane and Peter Barron</i>   | <b>44</b> |
| <b>5</b> | <b>Financing Antiretroviral Treatment and Primary Health Care Services</b><br><i>Susan Cleary, Okore Okorafor, Wezile Chitha, Andrew Boulle and Siyabonga Jikwana</i>                         | <b>58</b> |

### Human Resources

- |          |  |            |
|----------|--|------------|
| <b>6</b> | <b>Human Resources: International Context</b><br><i>David Sanders and Bridget Lloyd</i>  | <b>76</b>  |
| <b>7</b> | <b>The Nursing Profession:</b> production of nurses and proposed scope of practice<br><i>Hasina Subedar</i>  | <b>88</b>  |
|          | <b>Voice of a nurse:</b> Staff Nurse Sibonelo Cele of Mahatma Gandhi Hospital,<br>north of Durban, KwaZulu-Natal<br><i>Kerry Cullinan</i>  | <b>102</b> |
| <b>8</b> | <b>Human Resources Policies:</b> health sector reform and management of PHC<br>services in South Africa<br><i>Nzapfurundi Chabikuli, Duane Blaauw, Lucy Gilson and Helen Schneider</i> | <b>104</b> |
|          | <b>Voice of a nurse:</b> Sister Jaconuum Cupido of Springbok Clinic, Northern Cape<br><i>Anso Thom</i>   | <b>116</b> |
| <b>9</b> | <b>Human Resources:</b> District Hospitals<br><i>Ian Couper, Marietjie de Villiers and Nontsikelelo Sondzaba</i>   | <b>118</b> |

<b>Voice of a doctor:</b> Will Mapham of Madwaleni, Mbashe District, Eastern Cape <i>Anso Thom</i>	<b>134</b>
<b>10 Building the Skills Base to Implement the District Health System</b> <i>Uta Lehmann, Nonhlanhla Makhanya</i>	<b>136</b>
<b>Voice of an Environmental Health Officer:</b> Sanjay Erra of eThekweni municipality, KwaZulu-Natal <i>Kerry Cullinan</i>	<b>146</b>
<b>11 Mid-level Health Workers in South Africa:</b> not an easy option <i>Jannie Hugo</i>	<b>148</b>
<b>Voice of a nursing Sister:</b> Gugu Majola of Gateway Clinic at Mary Theresa's Hospital in Mount Frere, Eastern Cape <i>Kerry Cullinan</i>	<b>160</b>
<b>12 The Pharmacist's Assistant:</b> a case study of a mid-level worker option <i>Andy Gray, Tanuja Gengiah and Panjasaram Naidoo</i>	<b>162</b>
<b>Voice of a pharmacist:</b> Ruth Ngbokota of Michael Mapongwana Day Hospital in Khayelitsha, Western Cape <i>Anso Thom</i>	<b>174</b>
<b>13 CHWs and Community Caregivers:</b> towards a unified model of practice <i>Irwin Friedman</i>	<b>176</b>
<b>14 Information for Human Resource Management</b> <i>Verona Mathews</i>	<b>190</b>
<b>HIV and AIDS</b>	
<b>15 Confronting HIV and AIDS through Mass Media and Community Action</b> <i>Jo-Anne Collinge</i>	<b>202</b>
<b>16 The Operational Plan:</b> implementation of the antiretroviral therapy component <i>Rob Stewart and Marian Loveday</i>	<b>224</b>
<b>Indicators</b>	
<b>17 Health and Related Indicators</b> <i>Candy Day and Andy Gray</i>	<b>248</b>
<b>Glossary</b>	<b>368</b>
<b>Index</b>	<b>376</b>

# acknowledgements

## South African Health Review

### Editors

Petrida Ijumba and Peter Barron

### Conceptualisation

We would like to thank the South African Health Review (SAHR) Advisory Committee and HST staff who contributed to the conceptualisation and planning processes of this Review.

### Contributing Authors

We acknowledge with gratitude the individual authors' commitment to contributing to the Review despite their other responsibilities.

### Reviewers

We acknowledge the input made by senior officials from both the national and provincial Departments of Health on draft chapters, in particular Dr Nomonde Xundu, Dr Lindiwe Makubalo, Mr Gift Masemola, Ms Hlamalani Manzini, Mr Obakeng Mongale and Professor Craig Househam.

We express our sincere thanks to all peer-reviewers of the draft chapters who made many insightful comments and input. Their feedback was immeasurably helpful and contributed enormously to strengthening the Review. The peer reviewers were: Andrew Boule, Antoinette Ntuli, Ashnie Padarath, Brenda Khunoane, Christa Van den Bergh, Dave Whittaker, David McQuoid-Mason, Emmanuelle Daviaud, Fiorenza Monticelli, Ian Couper, Irwin Friedman, Jens Wennberg, Keith Wimble, Kerry Cullinan, Khethisa Taole, Leana Uys, Lorraine Osman, Marietjie De Villiers, Mark Blecher, Ronel Visser, Shan Naidoo, Stephen Harrison, Steve Reid, Sue Putter, Thando Ford-Ngomane and Vincent Shaw.

We are grateful to the SAHR Advisory Committee members for their support in reviewing the draft chapters, particularly Andy Gray.

### Access to Data

We are grateful to the Director General of the National Department of Health for facilitating our access to the data used in this Review.

### Other Support

We are indebted to Lynda Campbell and her team at The Press Gang who worked tirelessly to ensure timely publication of the Review. The invaluable support and team spirit shown by HST staff during the different processes of producing the Review is greatly appreciated.

### Cover

The photograph of the nurse and patient was taken by Ranjith Kally.

**Other funders for the Health Systems Trust include:**

National Department of Health (South Africa)  
Department for International Development (UK)  
Commission of the European Union  
Rockefeller Foundation  
Ford Foundation  
WK Kellogg Foundation  
Swedish International Development Agency  
Royal Danish Embassy / DANIDA  
Southern African Development Community  
Nelson Mandela Children's Fund  
International Development Research Centre  
National Development Agency  
World Health Organization  
AFRICON  
AngloGold Ashanti  
Micronutrient Initiative  
Nuffield Institute for Health  
Training and Research Support Centre  
University Research Co., LLC / USAID  
African Regional Sexuality Resource Centre  
Canadian International Development Agency  
Population Council  
The Joint United Nations Programme on HIV/AIDS  
Wemos Foundation  
Gauteng Department of Health  
Mpumalanga Department of Health  
Western Cape Department of Health  
Chris Hani District Municipality  
University of Pretoria  
Management Science for Health / USAID  
Henry J. Kaiser Family Foundation (USA)



# preface

## South African Health Review

This, the 10th edition of the South African Health Review, has the major theme of Human Resources for Health (HRH). South Africa has made significant progress in producing policies supportive of a good quality of health for all residents. However, there are challenges and gaps in translating these policies into action. Probably the most important of these challenges is the lack of adequate human resources.

The national Department of Health has recognised this challenge and early in August 2005, put out a draft discussion document "A Strategic Framework for the Human Resources for Health Plan".<sup>a</sup> The framework sets the basis for a long term HRH plan but also identifies a number of priorities on which to start immediate action. These include:

- ▶ Review the capacity of health education and training institutions
- ▶ Promote health sciences as careers of choice to students
- ▶ Mobilise resources to focus on mid-level health workers e.g. medical assistant training programme
- ▶ Remove obstacles to nurses rejoining the public health service
- ▶ Harmonisation and increased production of Community Health Workers
- ▶ Finalise the review of nursing qualifications
- ▶ Research and develop new remuneration structures for health professionals
- ▶ Improve the work experience of health workers through a new pay structure for health professionals and improved health infrastructure and physical environment
- ▶ Ensure HR information systems are able to support the analysis of the supply and demand of staff, and where they are located
- ▶ Accelerate the training of middle managers.

Many of the issues and problems highlighted in this priority list, as well as the overall framework, are discussed in some depth in chapters 6 to 14 of this South African Health Review which we feel will make a valuable contribution in fleshing out the plan.

Sanders and Lloyd in chapter 6 give an overview of HRH in the international context and discuss the reasons why professional health workers (e.g. doctors, nurses, pharmacists) migrate from South Africa to developed countries.

The shortages of nurses are discussed from two angles. Subedar, in chapter 7 looks at the production of nurses over the past decade, and how this production has not kept pace with the population increase or with the requirements of the public health system. Chabikuli and colleagues, in chapter 8, look at policies affecting nurses working in primary health care and some of the unintended consequences of these policies.

The place of mid-level workers in the South African health system has been on the agenda for some time and previous editions of this Review have discussed issues pertaining to community health workers.<sup>b</sup> In this edition, Friedman suggests a practical model for coordinating and unifying the work done by different types of community health workers. Hugo in chapter 11 gives an overview of a range of mid-level health workers and some of the successes and difficulties related to these cadres of health workers, including the medical assistant. One particularly successful type of mid-level worker is the pharmacist's assistant. Gray and colleagues in a case study of the pharmacist's assistant highlight the complexity of attaining success and also the challenges that still lie ahead.

Health workers need to have technical and managerial skills and competencies. They also need to keep these skills and competencies up to date and in line with the changing

<sup>a</sup> A Strategic Framework for the Human Resources for Health Plan. Draft for Discussion. Department of Health. 3 August 2005. (<http://www.doh.gov.za/docs/misc/human-f.html>)

<sup>b</sup> Friedman I. Community Based Health Workers in Ijumba P, Ntuli A, Barron P, editors. South African Health Review 2002. Health Systems Trust; Durban 2002.

health needs of the population and the requirements of the health system. These issues are discussed in the context of the district hospital (Couper and colleagues) and the district health system (Lehmann and Makhanya).

The final chapter in this section, Mathews discusses the need for a more systematic approach to obtaining and using information for human resources management. The current human resources information is largely obtained from the PERSAL system. This is primarily a personnel salary system, hence the name, and the HRH management information derived from this system are considered to be unreliable and inadequate.

Interspersed with the technical chapters are the voices of health workers who are the heart and soul of the health system. They provide their personal perspectives on many of the issues discussed.

In addition to the major theme of human resources, this review also focuses on a number of systemic issues. An overview of the successes and challenges of the national Department of Health's 10 point plan, against the background of South Africa as a developmental state, are provided by Andrews and Pillay in the first chapter. In the third chapter Leon and Mabope put into perspective the interactions between the private and public health sectors and the stewardship role of government.

Health legislation over the past year, with a focus on the National Health Act, is reviewed in chapter 2. The promulgation of this Act is a milestone in the development of the health sector in South Africa as it provides an overarching framework in which all the stakeholders have a specific place and function. The ramifications of this Act on the District Health System and the challenges and complexities still faced in establishing the District Health System are dealt with by Hall and colleagues in chapter 4.

Cleary and colleagues spell out what it will cost South Africa to provide a full package of primary health care to everyone and to roll out antiretroviral therapy to all who need it. If the estimated need of 3.8 visits per person per year for primary care is to be met by the year 2009, then R13.6 billion will be needed to finance this. This represents an amount of R308 per person which is roughly twice as much as what is currently being spent. The costs of full scale treatment with antiretrovirals will cost around R6.5 billion in 2009 compared to the current R326 million.

Considering the impact that HIV has on the health sector no South African Health Review would be complete without specific attention being focused on this epidemic. Stewart and Loveday (chapter 16) review the implementation of the antiretroviral component of the HIV and AIDS operational plan and found that there was a substantial increase in the numbers of accredited sites and the numbers of people on treatment but that the required monitoring and evaluation systems are not yet in place. Providing antiretroviral therapy is important, but preventing new infections is what will turn the tide in the fight against HIV. There are a number of projects aimed at providing people with information about HIV and in chapter 15, Collinge reviews the major communication initiatives of Khomanani, Soul City and loveLife.

All decision makers in the health sector require information on which to make hard choices. Information on the health sector in South Africa continues to improve and traditionally the South African Health Review culls information from a wide range of sources to provide the best and most up to date information. This year's indicators chapter by Day and Gray has built on previous editions and presents the most reliable information available. An additional section on health indicators relevant to the Millennium Development Goals has been added. Because the data in this section come from different sources there are some issues about the comparability of these indicators across countries.

We hope that the information provided, opinions expressed and recommendations made in this year's South African Health Review will provide readers with useful material on the health sector in South Africa and that the review stimulates further debate, discussion and investigation.

**Peter Barron and Petrida Ijumba**  
**Health Systems Trust**

