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1. Purpose

The purpose of this brief is to provide Members of Parliament (MPs), specifically the Finance and Appropriations Committees, with an assessment of the progress made with the implementation of the National Development Plan (NDP), 2030.

The brief provides an assessment of:

- Progress made with the achievement of targets for the 2019-2024 Medium Term Strategic Framework (MTSF)
- The alignment of National Departmental Annual Performance Plans (APPs) with the 2019-2024 MTSF

2. Introduction and Background

As part of the Parliamentary Budget Office's support to the oversight process, the Office provides analysis that specifically assist MPs to determine how the budget programmes have been supporting the implementation of the National Development Plan (NDP), 2030.

The 2019-2024 MTSF acknowledges that the NDP Vision 2030 is government's blueprint to unite all South Africans to address the triple challenges of unemployment, poverty and inequality (UPI). Although the NDP is government's long-term plan, several medium-term interventions have been identified to reach the longer-term goals. One of the pressing problems facing South Africa is the absence of faster and sustained inclusive growth. South Africa needs to improve productive capacity, human capital and state capability mainly through broad-based investments to address unemployment and livelihood insecurities facing citizens.

The 2019-2024 Medium-Term Strategic Framework (MTSF) is South Africa's second 5-year implementation plan for the NDP. The MTSF consists of 7 priorities, 81 outcomes, 337 interventions and 561 indicators. The 2019-2024 MTSF sets out the interventions per department or relevant government institution that will advance the seven priorities adopted by government:

- Priority 1: Building a capable, ethical and developmental state
- Priority 2: Economic transformation and job creation
- Priority 3: Education, skills and health
- Priority 4: Consolidating the social wage through reliable and quality basic services
- Priority 5: Spatial integration, human settlements and local government
- Priority 6: Social cohesion and safe communities
- Priority 7: A better Africa and World

This analysis focuses only on the progress within government programmes on the targets set for 2024 relating to the second part of priority 3: Education, skills and health, which includes the health outcomes:

- Universal Coverage for all South Africans achieved by 2030
- Progressive improvement in the total life expectancy of South Africans
- Total life expectancy of South Africans improved
- Reduced maternal and child mortality
- Improved Educational Health Outcomes and Skill Development for all Woman, Girls, Youth and Persons with Disabilities

According to the Medium-Term Strategic Framework (MTSF) Mid-year report, compiled by the Department of Planning Monitoring and Evaluation for April to September 2021, the NDP 2030

envisions a health system that works for everyone, produces positive health outcomes, and is accessible to all. The NDP requires that by 2030 South Africa should have:

- Raised the life expectancy of South Africans to at least 70 years
- Produced a generation of under-20s that is largely free of HIV
- Reduced the burden of disease
- Achieved an infant mortality rate of less than 20 deaths per thousand live births, including an under-5 Mortality rate of less than 30 per thousand
- Achieved a significant shift in equity, efficiency and quality of health service provision
- Achieved universal coverage
- Significantly reduced the social determinants of disease and adverse ecological factors

According to StatsSA, South Africa's Life Expectancy (LE) at birth was at 62.4 years for males and 68.5 years for females in 2020. The average LE of South Africans was 65.5 years in 2020 against the MTSF target of at least 70 years by 2030. In the first and second waves of the COVID-19 pandemic, South African experienced a higher than normal death rate, which resulted in a significant increase in the crude death rate (CDR) from 8.7 deaths per 1 000 people in 2020 to 11.6 deaths per 1 000 people in 2021. The significant rise in deaths in 2021 (approximately 34%), meant a drop in the 2021 Life expectancy (LE) at birth for South Africa. Life expectancy at birth for males declined from 62.4 in 2020 to 59.3 in 2021 (3.1 year drop) and from 68.5 in 2020 to 64.6 for females (3.8 year drop).

The District Health Information System data shows that the child under-5 years, severe acute malnutrition case fatality rate was 7.1 per cent for the period October 2020 to March 2021, and 7.2 per cent for the year 2020/21. The 2018 baseline figure for this indicator was also 7.1 per cent. The MTSF target is to reduce this rate to below 5 per cent by 2024.

3. Methodology

Departmental APPs are used as the source of data to determine progress. This preferred source for data is based on the assumption that if performance indicators are included in departmental APPs they are automatically linked to a budget programme. This means that they will therefore be funded, monitored and audited through the standard government performance management system within the legal framework provided by the Public Finance Management Act (PFMA), 1999 (Act 1 of 1999).

The performance information from the implementation plans of the 2019-2024 MTSF have been arranged per lead department, including the indicators, baselines, targets and current estimated performance on the interventions identified to achieve the outcomes of the priorities for the 5-year period. The estimated outcomes on targets set per indicator as per the 2022/23 APPs of the relevant national department, for 2021/22 have been compared with the targets set in the 2019-2024 MTSF (See annexure). In several instances the actual outputs since 2019/20 have been included, specifically when the target for 2024 reflects an accumulative number over the 5-year period. To be able to provide the most recent outcomes the quarterly performance reports as at the end of 2021/22 were also consulted. It should be noted that the performance for 2021/22 is still estimates or preliminary outcomes, actual performance still needs to be verified by the Auditor General of South Africa (AGSA).

4. Contributions per programme

Observations and evaluation of the performance on the outcomes for the health programmes include progress made with universal health coverage, the improvement in life expectancy, the reduction in maternal and child mortality and improvement in educational health outcomes. Please note that this section should be read together with the tables in the annexure.

4.1. Universal health coverage for all South Africans achieved by 2030

Nine indicators have been developed for measuring performance to achieve universal health coverage for all South Africans. Not all of these indicators are reported on in the 2022/23 APP of the National Department of Health. We consulted the preliminary quarterly performance report (QPR) for 2021/22 to provide a sense of progress with the implementation of the MTSF. Some of the performance reports on indicators in the QPR, however, does not link to the performance target. For example, the outcomes reflect numbers instead of a percentage.

The establishment of a National Health Insurance (NHI) fund depends on the finalisation of the NHI Bill, which is still under discussion in Parliament. One hundred public health clinics and 80 hospitals implemented the National Quality Improvement (NQI) programme. It is, however, not clear what proportion/percentage (as required for reporting) of the public sector facilities implemented the NQI programme. The status of Primary Health Care (PHC) has deteriorated because the preliminary outcome for the number of public health facilities that qualified as ideal clinics of 1 928 in 2021/22 was lower than the 2 035 clinics that achieved an ideal clinic status in 2019/20. The target is to have 3 476 ideal clinics in 2024.

The national Department of Health does not report on the rand value of medico legal claims in the APP. The absence of data makes it difficult to determine whether the contingent liability of medico legal cases is reducing or not. The implementation of case management systems to manage new medico legal claims in 4 provinces (Free State, KwaZulu-Natal, and Northern Cape & North West) is expected to improve the monitoring of this liability on government.

Progress on targets set towards producing a Human Resource Health Plan (HRH) and the number of community health care workers into the health system are not in the department's APP, therefore progress could not be determined. A Community Service HRH Policy has, however been published. Progress has been reported on the number of nursing colleges established. In 2021/22, the Department supported nine public nursing colleges to achieve accreditation for basic and specialist nursing and midwifery programmes.

4.2. Life expectancy improved

The Department aims to improve total life expectancy of South Africans from 64.6 in 2019 to 66.6 by 2024. There are four indicators to measure advances in the progressive improvement in total life expectancy of South Africans. The Department included only one of the four indicators in the APP. The Department indicated that the TB treatment success rate is the same as what it was in 2018. Targets for HIV outcomes and to reduce maternal and child mortality are mainly set for 2024.

Other interventions include:

- National health, wellness and healthy lifestyle campaigns to reduce the burden of disease and ill-health
- The rollout of the National COVID-19 Vaccination Programme across the country to reduce morbidity and mortality (Total number of vaccinations in 2021/22: 20 954 169 of which adults: 19 398 289; 12 – 17 year olds: 1 555 880)

4.3. Reduced maternal and child mortality

Progress could not be determined on the targets set to reduce maternal and child mortality because they are not in the APP of the Department. Maternity and neonatal care guidelines were, however, approved in 2021/22.

4.4. Improved educational health outcomes and skill development for all woman, girls, youth and persons with disabilities

The National Department of Health reported that 1 264 PHC facilities incorporated youth zones in 2021/22. Progress on targets set for the HIV prevalence rate and other programmes, by gender, age and disability are mainstreamed within the sector.

5. In Summary

The PBO assessed progress on the 2019-2024 MTSF implementation plans using the 2022 Departmental APPs and in some instances quarterly performance reports for 2021/22. Inefficiencies or constraints that affect performance and monitoring and evaluation on government's outputs have been identified and mainly involve matters linked to compliance or capacity.

The compliance/technical findings show that the Department of Health identified a total of 31 indicators to measure performance on the interventions to make an impact on unemployment, poverty and inequality. Twenty-two of these indicators are not reflected in the 2022/23 APP of the Department. Therefore, the public and oversight bodies, such as Parliament, cannot determine mid-term progress on 71 per cent of health indicators for the implementation of the National Development Plan (NDP)/MTSF. It is, however, acknowledged that most of the outputs in the 2019-2024 MTSF reflects statistical data on health conditions in South Africa and targets have been set only for 2024.

Some findings on performance show that: To achieve universal health coverage for all South Africans by 2030, the Department of Health aims to maintain the ideal clinic status in 3 467 PHC facilities. In 2021/22, 1 928 clinics achieved ideal clinic status. The performance analysis shows that the MTSF targets set to establish nursing colleges in all nine provinces has been achieved. Slow progress has been made with the establishment of the National Health Insurance Fund. The strategic purchasing platform for primary healthcare providers is, therefore, still funded by the NHI conditional grant. The APP of the Department does not reflect an indicator to be able to determine whether the 2020/21-2024/25 Human Resource Health strategy has been completed.

To improve the total life expectancy of South Africans from 65 in 2019 to 67 by 2024, the Department aims to vaccinate 22.5 million people over the age of 18 during the covid-19 vaccination programme. The preliminary number reported at the end of 2021/22 was 19.5 million. Another intervention contributing to the improvement of the life expectancy rate is to improve the TB treatment success rate. The aim is to reach a 90 per cent TB treatment success rate. Current performance is at 85 per cent. The majority of the outputs that should make an impact on the life expectancy rate are not in the APP of the department.

In many instances the nine provinces provide the services on behalf of the national Department of Health. In such instances it would be expected that the national DoH consolidates the standard outputs of the nine provinces to reflect the total performance on health services. The reporting on consolidated data on health could assist Members of Parliament with their oversight role.

Table 1: Universal health coverage for all South Africans achieved by 2030

Responsible Department [MTSF]	Indicators [MTSF]	Baseline [MTSF]	Target [MTSF]	Estimated outcome 2021/22 [APP]
National Department of Health	NHI Fund established and purchasing services operational	NHI Bill enabling creation of NHI Fund was released for public comment in August 2019	NHI Fund operational by December 2020 NHI Fund purchasing services by 2022/23	Portfolio committee and public hearings on NHI Bill in Parliament attended. Implementation of a strategic purchasing platform for primary healthcare providers are funded by the NHI conditional grant (QPR)
National Department of Health	Proportion of public sector facilities implementing the National Quality Improvement Programme	National Quality Improvement Programme developed	80% by 2022/23 100% by 2024/25	100 Public health clinics and 80 hospitals implemented the National Quality Improvement programme (This progress should be in percentages)
National Department of Health	Total rand value of medico-legal claims in the public sector	R70 billion in 2018	Contingent liability of medico-legal cases reduced by 80% (under R18 billion) in 2024	APP outlines the policy and legal framework to manage medic -legal claims in South Africa developed. Yet MTSF indicator requires rand value of medico-legal claims in public sector. Case Management System used to manage new medico legal claims in 4 provinces) (Free State, KwaZulu-Natal, Northern Cape & North West (QPR)
National Department of Health	Number of clinics attaining Ideal Clinic status	2 035 in 2019	3 467 by 2024 100% PHC facilities maintain their Ideal Clinic status by 2024	1 928 PHC facilities qualify as ideal clinics (QPR)
National Department of Health	Human Resources for Health (HRH) Plan 2020/21 - 2024/25 completed	HRH Plan 2012- 2017 reviewed	Human Resources for Health (HRH) Plan 2020/21 - 2024/25 completed by March 2020	Community Service Policy published (QPR)
			HRH Strategy 2030 produced by March 2020	Not in App
National Department of Health	Number of nursing colleges established	New basic nursing Qualification programmes developed in 2017/18 Draft norms and standard guidelines for clinical training platforms were also developed	One nursing college per province (with Satellite campuses) established by 2020 and fully operational in all nine provinces by 2022	9 Public nursing colleges supported to achieve accreditation for basic and specialist nursing and midwifery programmes
National Department of Health	Number of Community Health Workers (CHWs) integrated into the health system	CHW policy finalised in 2018 40 000 CHWs in the health system, contracted mainly through NGOs/ CBOs	50 000 CHWs by March 2024	Not in APP

Table 2: Progressive improvement in the total life expectancy of South Africans

Responsible Department [MTSF]	Indicators [MTSF]	Baseline [MTSF]	Target[MTSF]	Estimated outcome 2021/22 [APP]
National Department of Health	Number of people screened for TB	48 991 695 people screened during 2014-2018	2 million additional people screened for TB by 2020 and eligible people initiated on treatment	Not in APP
National Department of Health	TB treatment success rate	84.7% in 2018	90% by 2022 95% by 2024	85%
National Department of Health	Proportion of people living with HIV who know their status	91% in 2019	90% by 2020 95% by 2024	Not in APP
National Department of Health	Proportion of HIV positive people who are initiated on ART	68% in 2019	90% by 2020 95% by 2024	Not in APP

Table 3: Total life expectancy of South Africans improved

Responsible Department [MTSF]	Indicators [MTSF]	Baseline [MTSF]	Target[MTSF]	Estimated outcome 2021/22 [APP]
National Department of Health	Proportion of people on ART that are virally suppressed	89% in 2019	90% by 2020 95% by 2024/25	Not in APP
National Department of Health	HIV tests conducted annually by 2024	22.3 million people tests in 2018/19	30 million tests annually by 2024	Not in APP
National Department of Health	Number of people screened for high blood pressure	15.8 million in 2018	25 million by 2024	Not in APP
National Department of Health	Number of people screened for elevated blood glucose levels	16 million in 2018	25 million annually by 2024	Not in APP
National Department of Health	Number of Health Care Workers vaccinated during Phase 1 of the Covid-19 vaccination programme	New Indicator	1.25 million by December 2021	Not in APP
National Department of Health	Number of essential workers; persons in congregate settings and persons aged 60-years and older, and persons older than 18-years with comorbidities, vaccinated during Phase 2 of the Covid-19 vaccination programme	New Indicator	16.6 million by March 2022	Not in APP
National Department of Health	Persons older than 18-years vaccinated during Phase 3 of the Covid-19 vaccination programme	New Indicator	22.5 million by December 2022	30% of young (12-34 years) people vaccinated against Covid-19 (at least 1 dose) Total: 20 954 169 (Adults: 19 398 289; 12 – 17 year olds: 1 555 880)

Table 4: Reduced maternal and child mortality

Responsible Department [MTSF]	Indicators [MTSF]	Baseline [MTSF]	Target[MTSF]	Estimated outcome 2021/22 [APP]
National Department of Health	Total life expectancy of South Africans improved	68.7% in 2018	75% by 2024	Not in APP
National Department of Health	Antenatal clients initiated on ART rate	93% in 2018	98% by 2024	Not in APP
National Department of Health	Immunisation coverage under 1 year	81.9% in 2019	90% by 2024	Not in APP
National Department of Health	Children under-5 years severe acute malnutrition case fatality rate	7.1% in 2018	<5.0% by 2024	Not in APP
National Department of Health	Children under 5 years pneumonia case fatality rate	1.9% in 2018	<1.0% by 2024	Not in APP
National Department of Health	Children under- 5 years diarrhoea case fatality rate	1.9% in 2018	<1.0% by 2024	Not in APP
National Department of Health	Number of people screened for high blood pressure	15.8 million in 2018	25 million by 2024	Not in APP
National Department of Health	Number of people screened for elevated blood glucose levels	16 million in 2018	25 million annually by 2024	Not in APP

Table 5: Improved Educational Health Outcomes and Skill Development for all Woman, Girls, Youth and Persons with Disabilities

Responsible Department [MTSF]	Indicators [MTSF]	Baseline [MTSF]	Target[MTSF]	Estimated outcome 2021/22 [APP]
National Department of Health	HIV prevalence rate by gender, age and disability	Mid-Year Population Estimate Report	Halve HIV prevalence by 2024	Not in App
National Department of Health	Percentage of teenagers reached through intervention programs by gender age and disability	Annual reports by key departments	100% reached	1 264 PHC facilities with youth zones (preliminary QPR)
National Department of Health	Level of mainstreaming in targeted programmes	New indicator	100% compliance	Not in App