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Challenges and Potential Solutions for National Union of Mineworkers in Growing its Membership in the Construction Sector.

Making South Africa's Migration to the Fourth Industrial Revolution Just for Workers: A Lesson from the Just Energy Transition Framework to a Low-Carbon Economy.

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The Mining Health and Safety Act of 2009 (MHSA 2009) of South Africa provides for the establishment of appropriate systems of employee, employer, and State participation in health and safety matters. Further, it provides for the formation of representative institutions to review legislation, promote health, and enhance properly targeted research. These provisions of the Act create space for workers through their trade unions to legally influence and have a say in the mining sector response to Covid-19. The Act also stipulates that workers representatives on the Health and Safety committees should have unlimited access to employers' workplace health and safety plans and interventions in any situation. The provisions of the MHSA 2009, jointly considered, point to the fact that there is an opportunity and space for workers, through their respective trade unions, to proactively engage and influence health and safety interventions for Covid-19 even before they are implemented. To take advantage of this space, trade unions need to take time to research and come up with informed and worker-sensitive Covid-19 alleviation measures to supplement or substitute what the employers are implementing.

1. Introduction

Two parallel processes are taking place in South Africa in the wake of the Covid-19 virus: a) implementation of measures to control the spread of the mysterious virus, and b) putting in place interventions to limit the negative effects of the control measures on the national economy and subsequently on the wellbeing of citizens.

Mining is one of the country's economic sectors where the interplay between these two opposing processes is taking place. What is unique about the mining sector is that it has a legislative safeguard in place, the Mining Health and Safety Act (MHSA) of 2009, aimed at ensuring health and safety in mines (South African Government, 2020). Given that Covid-19 is a health issue, it is prudent to examine the extent to which the MHSA of 2009 is a relevant instrument in controlling the spread of Covid-19 in the mines, while taking into account the interests of workers. An assumption is made that the interests of workers are safeguarded through trade union representatives being part of the formulation and implementation of Covid-19 control measures in the country's mining sector.

The rise of the Covid-19 pandemic and how it has been experienced by workers and employers calls for an evaluation of whether the Act provides sufficient space for workers to pro-actively influence measures by the employers and government in the control of the pandemic. The key focus of this article, therefore, is to ascertain whether the MHS Act 2009 contains provisions that allow workers, among other stakeholders, to influence the Covid-19 management and control interventions in the mining sector. This is done with the aim of establishing opportunities for trade unions to influence how the mining sector is responding to the Covid-19 pandemic, in the interests of their members.

Further, it is the intention of this article to:
- Create awareness about the MHS Act 2009, and the adequacy of the Act in mitigating against the Covid-19 virus spread in the mining environment, given that such a virus was not anticipated at the promulgation of the Act.
- To highlight areas in the Act that all parties, but particularly trade unions, need to take advantage of to influence the mining sector's response to Covid-19.

To achieve these objectives, a focused document review and reflection on each provision in the MHS Act 2009, in the context of what is known of the Covid-19 virus so far, was done.

It is expected that the article will be a useful resource to all stakeholders, but especially to the National Union of Mineworkers (NUM), in making decisions on the mining sector's response to Covid-19.

In the following sections the article briefly outlines provisions of the MHSA of 2009 that allows space for the participation of different stakeholders, especially workers' representatives, in the health and safety dynamics of the mining sector. Based on these provisions, a case is ultimately made that the MHSA of 2009 provides sufficient space for trade unions to influence the mining sector's response to Covid-19. Trade unions just need to strategically use these provisions to influence the sector response to Covid-19, mindful of the workers' interests.

Martin Kaggwa

Provisions of the MHSA 2009 relevant to workers' participation in health and safety matters

The overarching aim of the MHSA of 2009 is to provide for the protection of the health and safety of employees and other persons at mines. The mining environment has been long recognized as being prone to health and safety hazards, hence it requires specific legislation to protect mineworkers and other actors in the sector (United States Department of Labour, 2020; Health and Safety Executive UK, 2020). Two specific objectives of the MHSA 2009 are particularly relevant to the purpose of this article, namely:

- The provision of appropriate systems of employee, employer, and state participation in health and safety matters at mines;
- The establishment of representative tripartite institutions to review legislation, promote health, and enhance properly targeted research.

Under Chapter 2(b) of the Act, the employer is supposed to ensure that at all times of the business life of a mine, employees are able to perform their work without endangering the health and safety of themselves or of any other person.

In Chapter 5(b) the Act extends the responsibilities of the employer, in terms of health and safety, to include third parties that may not be working directly in the mine but are affected by mining activities. The Chapter stipulates that as far as is reasonably practicable, every employer must ensure that persons who are not employees, but who may be directly affected by the activities at the mine, are not exposed to any hazards to their health and safety.

In the implementation of the provisions of Chapter 2(b) and Chapter 5 (b) of the Act above, the employer is obliged to develop a document that:

- Describes the organisation of work;
- Establishes a policy concerning the protection of employees' health and safety at work;
- Establishes a policy concerning the protection of persons who are not employees but who may be directly affected by the activities at the mine.

Each worker's health and safety representative appointed under Chapter 34 of the Act must have this document and through these representatives workers too can access the health and safety document. In Chapter 9 (1) of the Act, the employer may prepare and implement a code of practice on any matter affecting the health or safety of employees and other persons who may be directly affected by activities at the mine. This becomes mandatory, if the request is made by the Chief Inspector of Mines.

In relation to the relevancy of labour on health and safety matters in the sector, Chapter 9(6) of the Act stipulates that the Chief Inspector of Mines must review a code of practice of a mine, in terms of adequacy to protect the health or safety of employees, if requested to do so by a registered trade union with members at the mine, or a health and safety committee, or a health and safety representative at the mine. Chapters 11 and 12 of the Act are specifically relevant to the Covid-19 virus challenge in the mine. Chapter 11(a) of the Act stipulates that every employer must identify hazards to health or safety to which employees may be exposed while they are at work. In consultation with the health and safety committee, the employer is obligated to undertake measures, to reasonably eliminate, control, or minimise the threat. Chapter 12(1) stipulates that every employer has to conduct occupational hygiene measurements to ascertain that the health and safety of workers is not compromised. In addition, Chapter 13 prescribes that the employer needs to have a system in place for medical surveillance.

Chapter of 22 of the Act does, however, put some responsibilities on workers themselves. It makes it the responsibility of workers to take reasonable care to protect themselves and those around them from health and safety hazards. Chapter 23, goes on to make it mandatory for workers to report to employers cases of health and safety risks and if need be, refuse to work under such circumstances. This means that under the existing Covid-19 situation, workers in the mine have to report any suspected cases of infection, and can refuse to continue working if they reasonably feel that their health is at risk.

The Act in Chapter 34 provides for the formation of Health and Safety Committees at mines in which workers are represented. There should be at least four employee representatives on the committee. The workers representatives ought to be employed in a full-time capacity in the designated working place; and must be acquainted with conditions and activities at the designated working place. Their key responsibilities are stipulated as:
a) representing employees on all aspects of health and safety;
b) directing an employee to leave any working place

whenever circumstances arise at that working place which, with reasonable justification, appear to the health and safety representative to pose a serious danger to the health or safety of that employee.

In terms of operations, there is a Mine Health and Safety Council constituted per Chapter 42 of the Act. On this council sits five members representing employees in the mining industry. The key mandate of this council is to advise the minister about health and safety at mines including, but not limited to, any legislation on mine rehabilitation as far as it concerns health and safety.

With the emergence of Covid-19, it is appropriate and probable that the Mine Health and Safety Council will sit and appraise the pandemic threat in the sector and advise the minister accordingly on what needs to be done. If this is to happen, this article will be a useful resource to the workers' representatives on the council in terms of chapters and sections to focus on in the preparations to constructively engage with other council members on the Covid-19 threat to workers in the sector.

By law, the council has to arrange and co-ordinate a tripartite summit, at least once every two years, to review the state of health and safety at mines. So, if no council meeting specific to Covid-19 has been scheduled yet, there is still an opportunity for organized labour to present its views on Covid-19 at the Mine Health and Safety Council Summit which is mandatory after every two years.

Another aspect of the Act relevant to the Covid-19 lockdown of the sector relates to the powers that the Act gives the minister. Chapter 75 of the Act empowers the minister to prohibit or restrict work in the mine for any reason relating to health or safety after consulting with the Mine Health and Safety Council.

Under Chapter 76 of the Act, the minister, by notice in the Gazette, may declare that an environmental condition or a substance present at a mine is a health hazard to employees and subsequently impose conditions of work in the mine. Due to potential revenue loss that can be incurred by the mine owners if work restrictions are enforced, it may not be in their inter-

est to report to the minister information pertaining to health and safety at the mine. This leaves the onus on workers' representatives to actively monitor and record all happenings pertaining to health and safety at mines and if need be avail this information to the minister, via the Mine Health and Safety Council, or directly to mine inspectors.

Space for trade unions to influence the mining sector response to Covid-19 under the MHSA of 2009
A number of provisions in the MHSA allow space for workers to proactively influence the responses to health and safety matters in the mines, including but not limited to Covid-19. Below, we summarize such provisions:
- Chapter 9: Workers can initiate a process of review by the Inspector of mines of a code of practice on any matter affecting health or safety at the mine.
- Chapter 23: Workers are allowed to report any potential health and safety hazards in their working space. If need be, workers are empowered to refuse to work when they feel that their health and safety is compromised.
- Chapter 34: Workers have to be represented on the health and safety committees. The committee is tasked with planning and executing all matters pertaining to health and safety at the mines. Hence the workers representatives have access to all information and plans pertaining to health and safety intervention at the mine even before they are implemented.
- Chapter 42: Workers are represented on the Mine Health and Safety Council and, through this platform, they can recommend to the minister on health and safety at mines. The minister is empowered by the Act to take appropriate action

to deal with the health and safety matters at the mine, including closing the mine.
- Chapter 43: Through the Mine Health and Safety Council, workers can cause research to be undertaken on any health and safety matter deemed important and on which they do not have adequate information.

Conclusion
Even though the health challenges that the Covid-19 pandemic would cause to South Africa's mining sector, a critical review of the provisions of the MHSA of 2009 reveals that the Act provides space for organized labour to influence and control interventions of the pandemic. The onus remains on trade unions in the sector, as representatives of workers, to proactively use the space the Act provides to influence management around pandemic control measures in the mining sector.

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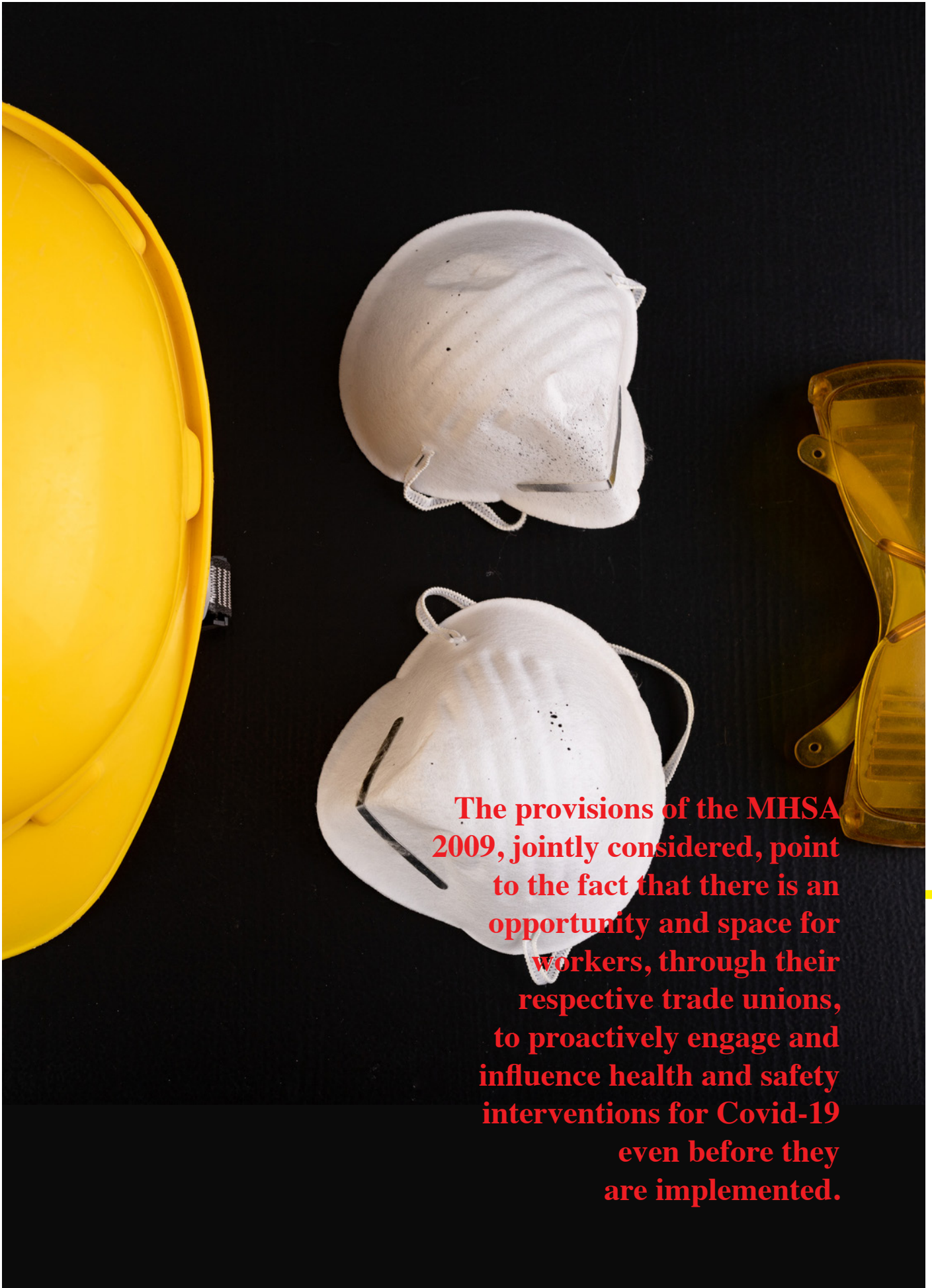
The provisions of the MHSA 2009, jointly considered, point to the fact that there is an opportunity and space for workers, through their respective trade unions, to proactively engage and influence health and safety interventions for Covid-19 even before they are implemented.

Challenges and Potential Solutions for National Union of Mineworkers in Growing its Membership in the Construction Sector.

By Sharon Mohlala

Sharon Mohlala

The National Union of Mineworkers (NUM) has experienced and continues to experience difficulties in terms of recruiting members from the construction sector. The construction sector is largely made up of informal workers (brick layers, cement mixers, and workers without formal contracts). Informal workers pose a huge challenge in terms of recruitment and organising. This paper seeks to explore the factors that directly affect the recruitment of members from the construction sector. In exploring these challenges, the paper also dwells on what motivates workers to join a union. An observatory field experience which included an interview with a recruiter is incorporated in this paper. The findings of this study indicate that in order to grow its membership in the construction sector, the union should consider sector-specific recruitment strategies that mostly speak to the needs of informal construction workers. Further, the union must employ recruitment solutions that are relevant to the evolving times and the emerging generation of workers. The discussions in this paper are based on Webbs' and Perlman's theory of trade unionism and job scarcity.

1. Background

The aim of this paper is to propose effective recruitment solutions for trade unions in the construction sector. Workers in the construction sector are increasing. According to Statistics South Africa (2017), the construction sector had a total number of 1 395 000 employees. This number grew to 1 476 000 in 2018 (StatsSa, 2018). These figures indicate that the construction sector has growth potential for trade union membership.

It has been alarmingly difficult for NUM to recruit members from the construction sector. This is evidenced by the union's slowly declining membership numbers over the past three years, from 23 794 in 2017, 20 696 in 2018, to 14 504 in 2019. It is important to note that membership from all sectors is equally important, but this paper strictly focuses on the construction sector and its potential for growth in terms of trade union membership.

Recruitment in the union is a concerning matter because union membership is the lifeblood of the union. It is, therefore, essential for the union to focus on recruitment. It is also of paramount importance to ensure that while the union focuses on recruitment, they also focus on strategies for member retention. It is vital to ensure that the union is not only concerned about gaining more members, but that the union also focuses on delivering its promised services to members.

There are various theorists who contributed to the understanding of trade unionism. The trade unionism theory by Webbs, however, speaks directly to the responsibility of the trade union to sustain or advance the lives of wage earners. This advancement in essence can come in many forms, such as resorting to collective bargaining, providing mutual insurance and introducing new policies that favour workers (www.whatishumanresource.com, 2020). Perlman's theory, on the other hand, helps the reader to understand why a worker would or should join a union. According to Perlman (1970), manual workers are consciously aware of the scarcity of opportunities and thus resort to coming together to in a union to protect and equally distribute jobs.

"The findings of this study indicate that in order to grow its membership in the construction sector, the union should consider sector-specific recruitment strategies that mostly speak to the needs of informal construction workers.

This paper is structured as follows:

- Section 2 focuses on understanding the dynamics of the construction sector.
- Section 3 discusses the specific challenges experienced by recruiters.
- Section 4 highlights international experiences.
- Section 5 provides the main solutions.
- Section 6 provides some conclusive remarks.

2. Understanding the dynamics of the construction sector

The construction sector is made up of formal and informal workers. Formal workers include qualified engineers, qualified quantity surveyors, qualified architects, and various other qualified personnel in the field (Mkenda & Aikaeli, 2014). This group of people, in most cases, are employed under permanent conditions and are not difficult for unions to recruit as members. Informal workers are those without tertiary qualifications. This group of workers is mostly made up of bricklayers, cement mixers, sand collectors, diggers, brick transporters, etc. In most cases this group of workers is made up of those who have not completed high school, and also of migrant workers. This group of unskilled workers in the construction sector are under-represented or not represented at all (Bhorat, Cassim, & Yu, 2016). They, in fact, are the biggest pool for union recruitment.

According to the International Labour Organisation (2016) informal construction workers:

- Daily face hazardous and unsafe working conditions;
- Have low skills generally, and are in most cases high school dropouts;
- Have much lower income levels, and in some cases are not paid at all;
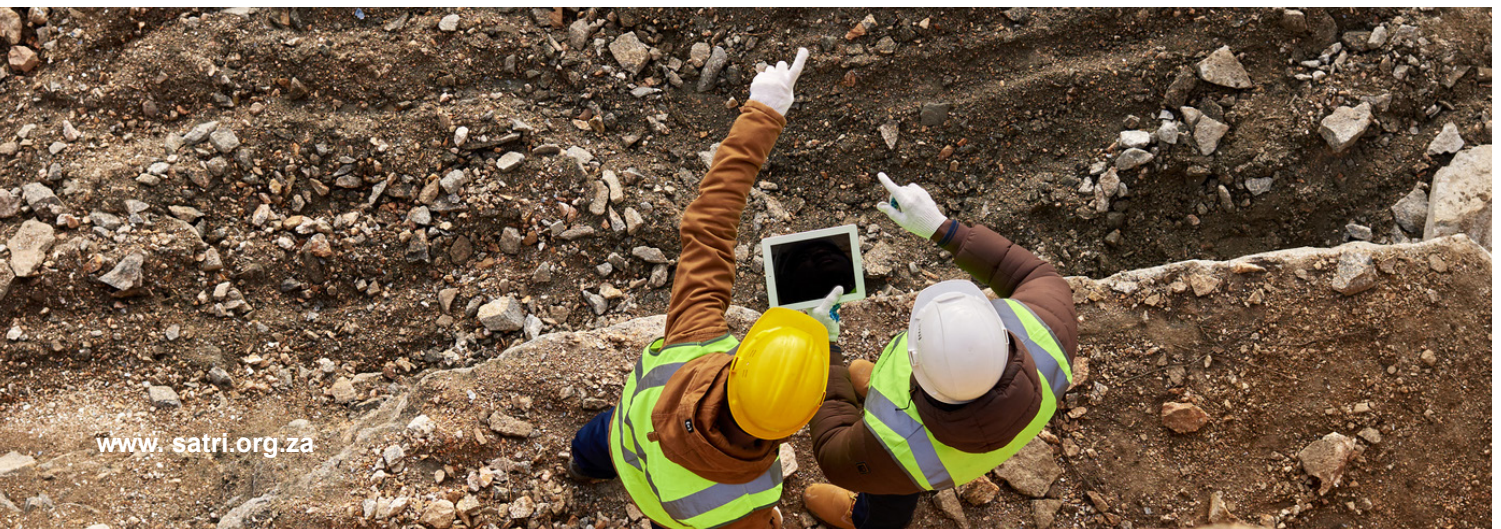
- They work much longer hours;
- Have much less collective bargaining rights as legislative frameworks do not always accommodate them.

These pointers above, are a clear indication of the need for new policies and collective bargaining. Interventions that would improve the lives of workers as indicated by the Webbs. Informal workers need a voice and policies that favour the nature of their work.

3. Union membership recruitment challenges experienced by NUM recruiters

NUM has faced difficulties in recruiting from the construction sector because of four major reasons, as stated in the 2017 secretariat report:

"First, the construction sector is highly affected by economic performance; and it is very cyclical in nature. Secondly, the construction sector pays very low wages. Thirdly the sector is dominated by temporary work. And lastly, employers in this sector take advantage of migrant workers who do not have documents and pay them very low wages and also place them in hazardous working environments" (Secretariat Report, 2017).

3.1 Cyclical work
Cyclical work is inevitable in the construction sector in the sense that employment in the construction sector is highly linked to economic performance. Employment rates in the sector are high during an economic boom; and when the economy is performing poorly during a recession, the demand for work retracts (Hurst & Aguiar, 2012). This directly affects union recruitment, and is a challenge.

The following was reported by a recruiter:
"Sometimes it is very difficult to recruit new members because you will find that construction companies are also not hiring large numbers of workers. So there will be very few people to recruit from, who you will find that are not fit to be union members".

3.2 Temporary work
The construction sector is highly characterised by temporary work, and this is a challenge. Contractors are constantly moving from one city to another depending on the projects they secure. In a study conducted by Campbell (2004) it is highlighted that

when temporary contracts are signed between parties, it becomes difficult for the union to recruit these members as the workers refuse to add on further financial commitments.

A NUM recruiter reported the following regarding temporary work:
"One of the major challenges of recruiting members from the construction sector for the union is that most of these workers get one month contracts and then the subscription automatically deactivates after that one month which takes us back to having low membership numbers"

3.3 Migrant workers

A large amount of construction companies hire migrant workers and this is a real challenge for trade unions as these workers do not possess legal documentation (Buckley, Zendel, Biggar, & Wells, 2016). The following comment was given regarding migrant workers:
"The problem within many construction companies is that they employ a lot of migrant workers who do not have legal documentation, so it is not easy to recruit them."

3.4 Low wages

Low wages are a challenge for recruitment. Upon experiencing a recruitment process in the field, a recruiter reported that:
"Potential low wage members refuse to join the union because they think that joining is going to take a lot of money from their low wages."

4.   International experiences

This section looks at the different international trade union recruitment experiences with the aim of drawing some lessons for NUM. Countries such as the USA, Canada, Ghana, Switzerland, UK, and Botswana have been considered.

4.1 Switzerland, US and Canada: using YouTube as a recruitment tool

One major lesson that NUM could learn from Switzerland is how to lead a union that evolves with time. Switzerland is one of the countries with the biggest union confederation - about 70% of the country's population are part of a union (Jansson & Uba, 2018). One of the major tools used in Switzerland is YouTube. The USA and Canada have also successfully followed suit (Berry & McDaniel, 2018).

YouTube is used as a tool through educational videos on what unions are and why they are relevant. One of the major benefits of using YouTube is that the length of videos that can be posted is unlimited unlike with other platforms. Thus unions in Switzerland have used YouTube by posting short role playing clips where a worker would be unfairly treated by their employer in the workplace. This would then be followed by a union representative stepping in and standing up for the worker. This sort of content is practical and relatable for the viewer. This tool has helped UNIA (a Swiss construction union) secure more than 200 000 members by 2018, making it one of the largest unions in the country (Jansson & Uba, 2018).

4.2 The United States of America and Canada: mentorship programs

UBC social, an American and Canadian union, has used mentorship programs in the construction sector targeting first year high scholars and guiding them on routes to careers in construction. Through this, the union has been able to build sustainable relationships with the students and educated them through the years on the relevance and need of unionism and growth in the construction sector. Today, UBC Social has about 500 000 members who were mostly secured through their program. (Weidner, 2019).

4.3 Botswana and Ghana: benefits and services as tools to lure members into joining trade unions

There are various ways to attract new members into a union, particularly when tailoring an approach for a particular group. Benefits and services have proven to be useful tools to lure members into a union (Kalusopa, Otoo , & Shindondola-Mote, Trade union services and benefits in africa, 2012). Botswana and Ghana are two major countries in Africa that have successfully used benefits and services to lure members into unions. These experiences can serve as a guide for sector specific benefits and services in the construction sector.

Ghana (services)

Ghanaian trade unions have strategically targeted non-members by publicising services that they found to be 'needed' as indicated by their members (Osei-Boateng & Torgbe, 2012). These services include advisory and information centres. The services offered at these centres include lawyers, counsellors, and fi-

nancial advisors to mention but a few. In terms of tailoring such an activity or centre for the construction sector, the union would have to consider something such as on-site trauma counselling for events such as witnessed fatal accidents and severe accidents (Park , Kim , Han, & Hyun , 2020). For this reason, such a service would be useful especially for the purposes of containment.

Botswana (benefits)

Trade unions in Botswana have taken the ordinary and turned it into extraordinary. Benefits are nothing new for trade unions, but the trade union movement in Botswana introduced benefits that would definitely catch the 'worker's eye' (Shindondola-Mote, 2012). These benefits have been presented in the form of non-union benefits that are funded by employers. They include airtime contracts, interest free loans (arranged by the union with major banks), and shopping discounts. The secret is to present benefits that would speak to the social and immediate needs of a particular group of workers. One trade union in Botswana (Kalusopa, 2012) reported the following:

"This is a programme that attracts many. This programme is well-managed and the beneficiaries are satisfied. Our union has presently nearly doubled the number of members and this allows us to earn revenue for our traditional union activities."

5. Solutions for increasing membership in the construction sector

In light of the factors discussed above, this section focuses on proposing effective recruitment solutions. Despite finding it difficult to recruit and retain large numbers of members, the union has continued to recruit and organise in the construction sector. The solutions provided below are guided by the need for new policies that would improve the working conditions and lives of workers, collective bargaining, and providing them with pro-worker services.

The following solutions for recruitment must be considered:

1. The union must seek and provide valuable content that would attract temporary, low wage, and migrant workers.
2. Partnerships between the union and international organisations for migration are key for assisting migrant workers with the relevant paperwork so as to secure union membership.
3. Recruiters must strategically target construction workers' times and areas of availability such as drop off spots after work in order to recruit them into the union without distracting them in the workplace.
4. The union must particularly focus on continuous research and development in recruitment as this will aid in using the most relevant recruitment solutions at a particular time.
5. Because cyclical work is inevitable in construction, the union must intentionally target the boom seasons for recruiting, as construction is most likely to be hiring workers then.
6. Although benefits and services already exist in the union, they can be augmented based on the needs of workers, such as access to loans.

6. Conclusion

In conclusion, the construction sector has its unique characteristics that can generally make it difficult for union growth. However, with consistent research and a particular focus on learning from other experiences, these challenges can be combatted. Based on the main challenges discussed, it is clear that the construction sector is most commonly known to create easily accessible jobs particularly for informal workers. However, it is difficult for the union to recruit,

organise, and represent this group of workers due to the challenges they present. There are also various factors that contribute to unions' ability to recruit that are completely inevitable, such as the cyclical nature of the construction sector. The union will have to take drastic measures to ensure effective and successful membership recruitment of all workers in the construction sector. The solutions that the union must seek must be sector-specific.

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Making South Africa's Migration to the Fourth Industrial Revolution Just for Workers: A Lesson from the Just Energy Transition Framework to a Low-Carbon Economy.

By Sinenhlanhla Sithole & Martin Kaggwa

Sinenhlanhla Sithole
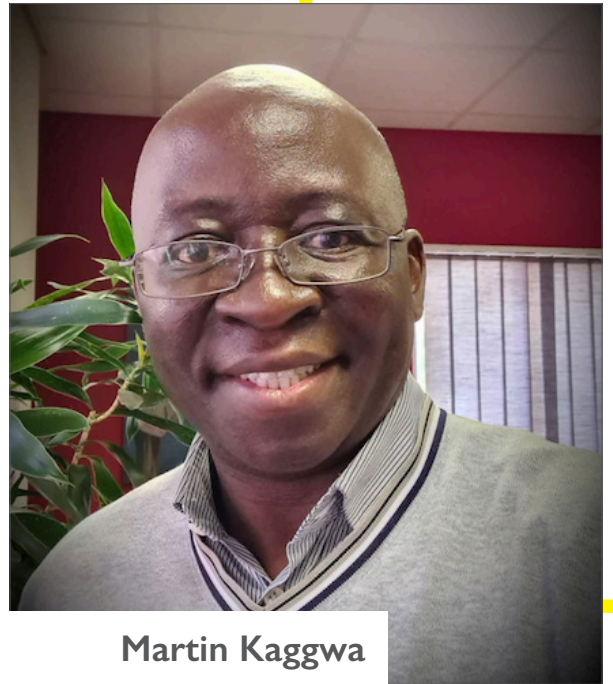
Martin Kaggwa

Two parallel developments are taking place in South Africa that are of key significance to workers. On the one hand are calls for a move from traditional fossil-fuel energy generation to a greener, cleaner low-carbon emissions energy generation. On the other is the country's looming embrace of the Fourth Industrial Revolution (4IR). Both developments require organised labour to be very active, and to engage with other stakeholders in ensuring that both these developments do not compromise workers' interests. To this end, labour has been engaging with multiple stakeholders in advocating for and implementing a Just Energy Transition to a low-carbon economy to ensure that the interests of workers and communities are taken care of and are not sacrificed in the transition. As far as the 4IR is concerned, labour has not yet come up with a clear and consensus-based position on how to deal with the revolution. It is against this backdrop that this article makes a case that the labour related tenets of a Just Transition in the energy sector apply to a migration to the 4IR. The proposal of what should constitute a just transition to the 4IR should mirror that of the transition to a low-carbon economy that is based on the four pillars of the International Labour Organisation's (ILO) Decent Work Agenda. The four pillars are: social dialogue, social protection, rights at work, and employment protection and creation. This is the key lesson that labour can draw from the energy transition space and use it to make the migration to the 4IR in the country just.

1. Introduction

The emergence of the 4IR and its anticipated negative impacts pose a major challenge for trade unions. The biggest of these challenges is the anticipated job losses should the 4IR not be embraced with caution. The 4IR is characterised by advanced and increased technological use, and it is a known fact that technology always requires less human capital. With this in mind, the trade union movement needs to be proactive by taking a practical and informed stand towards job protection in the wake of the 4IR. The introduction and implementation of the 4IR lies largely in the hands of private actors who do not seek permission from government or organised labour to do so. Noteworthy, however, is that the 4IR is not only characterised by challenges but opportunities as well. Hence, labour has to engage with all stakeholders to protect workers' interests while taking advantage of the opportunities that come with the revolution.

Unfortunately, labour has not come up yet with a position on the 4IR despite the fact that the revolution is fast taking root in the local economy. This article aims to contribute towards developing an informed labour-leaning position and approach to the 4IR. It makes the proposition that trade unions need not

re-invent the wheel when it comes to the 4IR, rather they should utilise the tenets of a Just Transition as applied in the energy transition space (from high emission energy generation to a low-carbon emission energy).

The rest of the paper is organised as follows:

- Section Two looks at the concept of a Just Transition. It highlights key assumptions and relationships that informed labour to request for a just energy transition.
- Section Three makes a case for why the Just Transition concept in the energy space and its tenets that are drawn from ILO's Decent Work Agenda is relevant to the 4IR.
- Section Four provides the conclusion and recommendations.

2. Just Transition Concept: Genesis

The concept of a Just Transition originates from the North American trade unions in the 1990s, and was located in the energy sector. It was an intervention that was aimed at making sure that workers who would lose their jobs due to environmental protection policies and accompanying migration to cleaner energies would be supported (Smith, 2017).

Underlying the demand for just energy transition are a number of assumptions regarding what happens to workers and the working environment when there is a migration from fossil energy to low-carbon energy generation in a country. Some of these key assumptions are:

- Capital intensity of low-carbon energy generation: Low-carbon and clean energy generation is more capital intensive compared to the existing fossil fuel energy generation. The latter is more labour intensive whilst the former uses less labour and more machinery. This implies that labour will be the first casualty of clean energy production.
- Job displacement in the energy sector: Jobs created in the clean energy sector are likely to be less than those in the existing fossil energy generation. In fact, even if the clean energy sector will create some jobs, the new jobs will not necessarily be occupied by the same people in the fossil energy generation sector given the geographical location of new energy plants.
- Higher skills demand in clean energy generation: The clean energy sector will demand higher skill levels than those existing under 'dirty energy' generation. Moreover, the skillsets needed by the clean energy sector
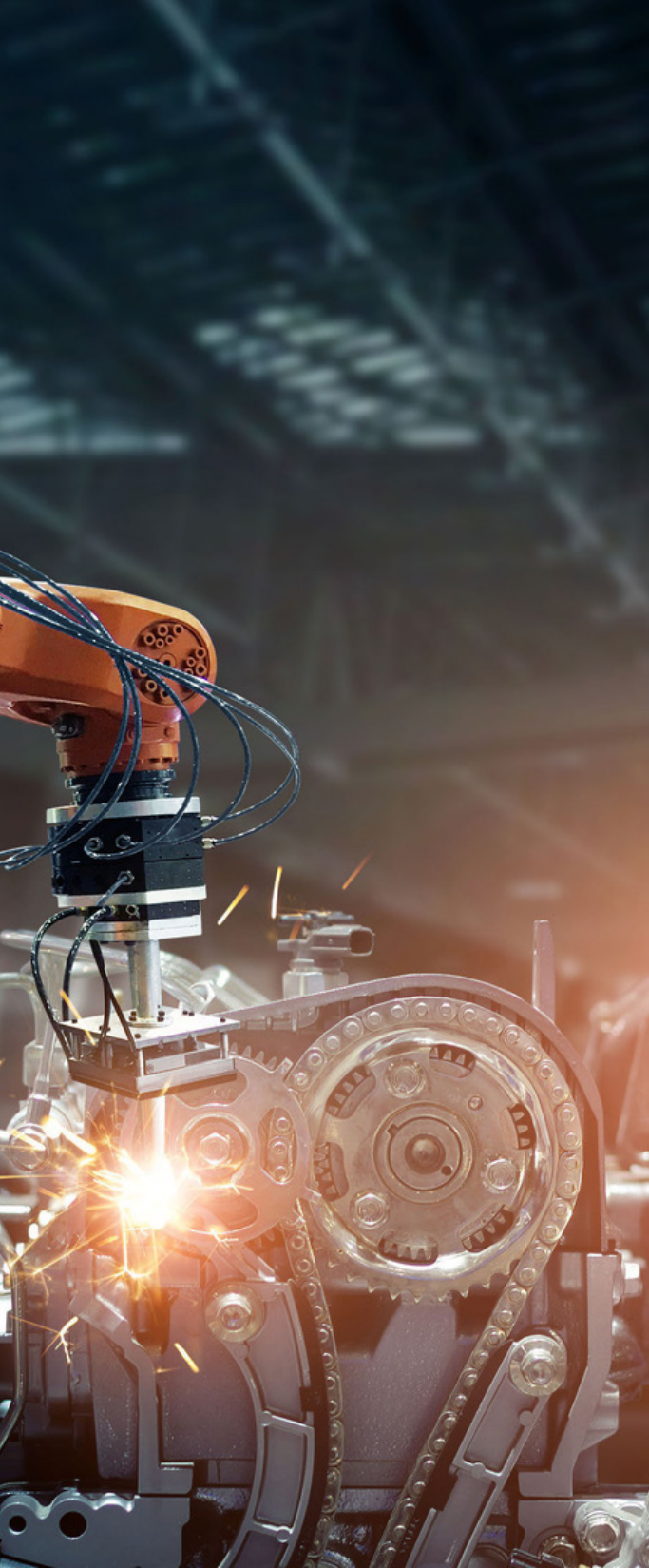
are also not readily available in the country and may require to be imported from abroad.

- Low linkages with other sectors of the local economy: Green energy generation has less development linkages with other sectors of the local economies compared to the fossil energy generation. This implies that indirect economic and employment opportunities of the country's energy sector will be less under the green energy generation regime.

- Private ownership will dominate the local energy sector: Whilst fossil energy generation is in the hands of the state through State Owned Enterprises (SOEs), green energy generation is most likely to be private and foreign-owned and controlled.
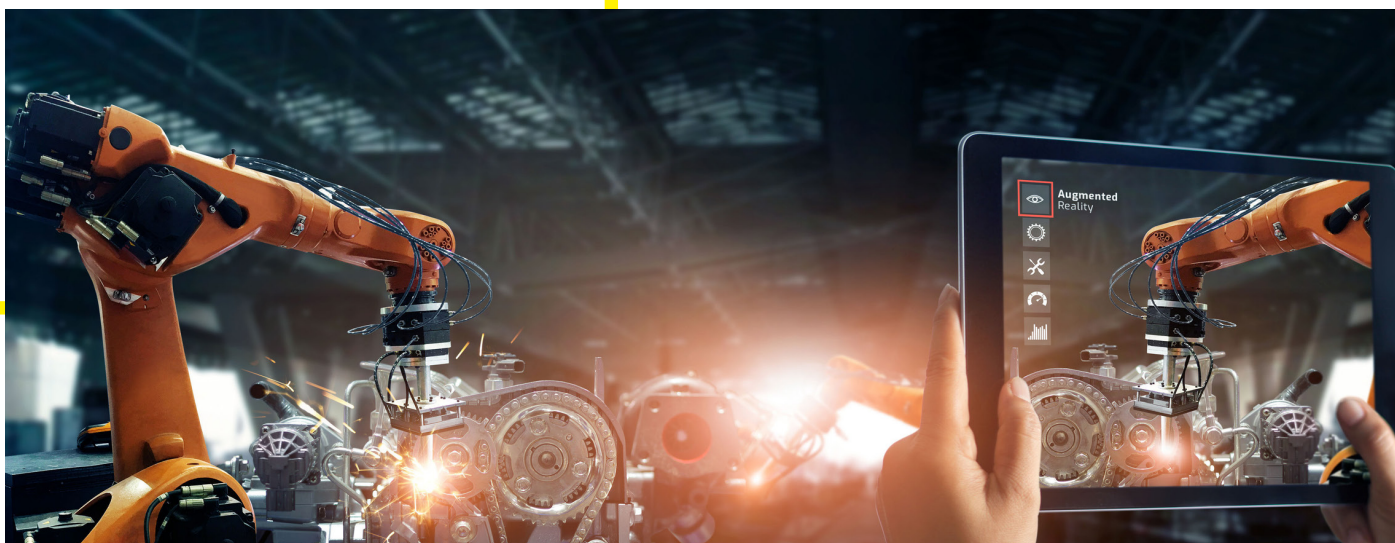
With the recognition of the above fundamentals of the energy transition, organised labour had to come up with proposals that would make the energy transition just for workers.

3. Labour proposals on the characteristics of a just energy transition

Organised labour put forward four pre-requisites or characteristics that would make the energy transition just, from a workers' perspective. It relied on the Decent Work Agenda of the International Labour Organisation (ILO, 2015) in coming up with these pre-requisites. According to organised labour, for the energy transition to be just, it had to be characterised by:

- Social Dialogue: Social dialogue is a process which involves various social partners who negotiate towards certain policy agreements in the best interests of those whom they represent.

- Social Protection: Social protection is about people and families having security in the face of vulnerabili-

ties and contingencies; it is about having access to health care, and it is about working in safety.

- Rights at work: Rights at work include the right to freedom of association, and the effective recognition of the right to collective bargaining.
- Employment protection and creation: Employment protection and creation is one of the most important concerns of organised labour.

Organised labour strongly believed that with the incorporation of the above four characteristics in the energy transition, the transition would become just.

4. The 4IR and why a Just Transition is relevant

The 4IR is loosely understood as a concept that is highly synonymous with technology. According to various scholars (Schwab, 2017; Ayentimi & Burgess, 2018; Kaggwa, 2019) the 4IR is characterised largely by a range of technologies that combine digital, physical, and biological systems to operate as one. These can be categorised as artificial intelligence, robotics, the internet of things, 3D printing, and additive manufacturing - to name a few.

The 4IR undoubtedly presents businesses, and economies in general, with many opportunities. It is considered as an important driver of social and economic growth as it is anticipated to increase production potential at a more rapid pace, using advanced technologies. The 4IR is anticipated to reshape the future of work; and for trade unions this is a major concern as advancements in technology are known to reduce labour needs in the workplace.

The 4IR is expected to bring with it changes in the manner in which goods and services are produced and are marketed. Production under the 4IR will be more capital intensive; to make matters worse, even the selling of goods and services produced is likely to go online. With online sales, the retail sector, which is a major employer, will lose many jobs; this will exacerbate the already high unemployment levels in developing countries like South Africa.

Despite the positives that will accompany it, the 4IR poses a real threat to organised labour due to its potential to lead to significant job losses and the displacement of workers based on skill, geographical location, or new workplace configuration.

The relevance of the just energy transition comes from the fact that the effects of the transition to cleaner energy on workers and workers' communities mirrors those of the 4IR transition.

5. Similarities between energy transition and transition to the 4IR

The assumptions and labour concerns that motivated the calls for a Just Transition in the energy debates are very similar to those that labour faces under the 4IR. The threat to employment and to the wellbeing of workers that was faced under the energy transition from fossil to low-carbon energy mirrors the threats that confront organised labour with the emergence of the 4IR. As such, organised labour should borrow from the energy transition and the labour perspective conceptual framework and recommendations in dealing with the 4IR.

The key similarities between the energy transition (from fossil energy to low-carbon energy) and the transition from previous industrial revolutions to the 4IR transition are that the processes:

• Involve migration from a labour intensive production regime to a capital intensive regime;
• Require fairly higher-skilled workers than previously;
• Are characterised by the private actors taking a bigger role in the production process and the relegation of the role of the state.

The similarities point to the fact that the resultant effects on workers and organised labour of the energy transition and the 4IR will be the same, although they may differ in scale. The undesirable effects of the transition have already been identified and articulated under the energy transition: job losses, workers replacement, and other adverse effects that come from job losses. Moreover, a framework to mitigate these adverse effects in the energy space – namely a just energy transition - has already been developed.

For the 4IR, labour should propose that recommendations of a just transition should apply to the 4IR as they apply for the energy transition. This will not be controversial since the concept of the just energy transition has, by and large, been accepted by key stakeholders in the energy space, and these happen to be the same stakeholders in the 4IR space, i.e. government, business, and labour.

6. Concluding Remarks

Although the 4IR is likely to increase productivity and probably propel countries to faster rates of development its effect on employment, in the short term, is likely to be negative. A number of existing jobs will be lost, and there are no guarantees that the envisaged benefit of rapid economic growth will be fairly distributed between owners of capital and workers. With the recognition that the 4IR cannot be stopped in its entirety, organised labour has to come up with an informed and consensus-based position on how to deal with the 4IR in South Africa, so that the interests of workers are not sacrificed in the process. Organised labour has to make sure that the wellbeing of the working class does not become a casualty of the technological changes that accompany the 4IR.

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This article makes the case that the concerns that workers had with the change in energy (from the fossil-based energy to low-carbon energy) are still the same when it comes to the 4IR challenge. As such, organised labour should simply demand that the process of adopting the 4IR should be made just – it should demand for a Just Transition to the 4IR. Making the transition to 4IR 'just' means that it should embody the principles of the Decent Work Agenda.

Organised labour should make it clear that a Just Transition is as relevant to the 4IR as it is to the energy transition. This is because the anticipated impacts of both transitions on workers are similar. Like in the case of the transition to low-carbon energy, if the transition to the 4IR is not carefully planned and managed, it will ultimately have a negative effect on employment in general and the wellbeing of workers and workers' communities in particular.

Drawing from the energy Just Transition, organised labour should demand that a Just Transition to the 4IR should be underpinned by social dialogue, social protection, protection of rights in the workplace, and job protection and creation.

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Can the NHI Deliver an Improved Healthcare System? The Case for a System-based Approach to Healthcare. By Pulane Mafoea-Nkalai

Less than ten years after the United Nations General Assembly's adoption of the Universal Health Coverage (UHC) in 2012, governments all over the world are looking for radical ways to improve and offer health coverage to all their people. In South Africa, the proposed National Health Insurance (NHI) is seen as fundamental in offering free and quality healthcare. The country's healthcare system is struggling to cover many of the vulnerable people. There is no denying that South Africa needs to fix its healthcare system, and it needs to do so with an urgency. Despite the need to transform the healthcare system and attempt to achieve universal health coverage, South Africa's proposed NHI has been received with mixed feelings. Critics of the NHI believe that the NHI will not work because restrictions on choice of medical scheme amount to restriction on rights to health. On the other hand, the supporters of the NHI believe that it will give the government an opportunity to provide adequate healthcare services to everyone.

Health policy is of great importance to the trade union movement, not only because of the direct implications for their members, but also because of the historical key role that labour has played in the development of many of the world health policies. In South Africa, a Health Workers Society (HWS) was formed in 1980 which worked with other organisations and opposed the apartheid state's health policies and practices (Pick, 2012).

This paper argues that the NHI, as currently proposed, is a one-dimensional solution to a multifaceted problem. The NHI focuses on minimising the financial burden of health services to the citizenry, and hopes to subsequently eliminate inequality in health services access for South Africans. An assumption is made that removing the financial burden of healthcare will solve all other health issues in the country, which is not true. This paper argues that for the NHI to be effective in positively transforming the country's healthcare system, it has to look at the health challenges in a holistic manner - and this can be done using a systems-based approach to healthcare. The approach requires understanding not only the elements of the problem, but the relationship between the elements and how they are affected by external factors. For this reason, a systems-based understanding of the context-specific challenges of health is necessary in order not only to inform policy, but to also anticipate possible unintended consequences and compromises.

Introduction

Health in general is a fundamental human right. Yet the potential of poor and developing countries to realise universal health is often sabotaged by persistent problems that include finance. Accordingly, WHO defined Universal Health Coverage (UHC) as:

"Universal Health Coverage implies that all people have access, without discrimination, to nationally determined sets of the needed promotive, preventive, curative and rehabilitative basic health services and essential, safe, affordable, effective and quality medicines, while ensuring that the use of these services does not expose the users to financial hardship, with a special emphasis on the poor, vulnerable, and marginalized segments of the population."

The report highlights the three main related objectives of UHC as follows:
a) equity in access to health services,
b) the quality of health services, and
c) protection against financial-risk (WHO, 2010).

These are the objectives on which individual countries should base their national health care systems in order to achieve UHC. The World Health Organization (2010) recommended six 'building blocks' that are needed for an effective, efficient, and equitable health system. They are good service delivery, health workforce, information, medical products, financing, as well as leadership or good governance. In line with the WHO's recommendation for achieving UHC, South Africa aims to provide all citizens with access to quality health services as well as to ensure, through the NHI, that access to health services does not create a financial burden for citizens.

The South African health system and its challenges

There are two types of healthcare services in South Africa - the public and the private healthcare. Public healthcare is free at public clinics and hospitals, and is available to the country's poorest people. But very often these facilities are characterised by lack of proper services and inadequate resources. According to the Office of Health Standards Compliance's Report 2016, there were only five public clinics and hospital facilities out of 696 that reached 80%

of their required performance criteria in areas such as drug availability and proper infection control. In addition, concerns about public healthcare have increased as the quality of healthcare deteriorates.

On the other side is private healthcare, which is only accessible to the few South Africans who are able to afford medical insurance. It is worth noting that although a small portion of the population is covered by private health insurance, almost half of the total healthcare expenditure is attributable to these schemes (Di McIntyre, 2010). This in turn contributes to unequal access to high-quality healthcare services, and many missed opportunities for early prevention and care (Shisana, 2001 in Delobelle, 2013). In addition, because of the ineffective public healthcare, private healthcare has become a money-making arena. According to McIntyre (2010), in recent years, schemes' spending increases have been motivated mainly by the private sector whose sole purpose has been for-profit hospitals and specialists. This capitalist thinking has effectually driven the price of private healthcare high. The challenges in both the public and private healthcare services impact the overall health system equally, in terms of its quality and affordability in South Africa.

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National Health Insurance

In South Africa, Universal Health Coverage is envisaged through the proposed NHI. The Department of Health (DoH, 2019) defines the NHI as a health financing system that is intended to pull together funds to provide access to quality and affordable personal health services to all South Africans based on their health needs, irrespective of their socio-economic status. It is a fund that will pay for health care for all South Africans, there will be no costs at the clinics or hospitals because the NHI fund will cover the costs of the care.

Through the NHI, government will collect funds by way of taxes. Presently, formally employed South Africans and employers pay monthly contributions to private medical insurances for private healthcare services. This means that all the contributions that normally pay private medical insurances will be diverted to the NHI. The main advantage of this is that many people who would not be able to afford medical services would now be covered under the NHI, and all citizens will then get uniform, quality health care.

The NHI Fund (DoH, 2003) will offer all-inclusive cover encompassing primary to quaternary services, provided by accredited public and private providers. Government has made promises that the NHI fund will provide quality health care that meets the set standards. In order to provide the basic package of services, the NHI will cover both public and private healthcare providers at all levels of the health system, subject to their accreditation. At present, all public and private facilities have not been required to be accredited. An important advantage of the NHI is that there will be one integrated healthcare system, imbedded on the values of the right to health care, social solidarity, and universal coverage, and a non-profit and publicly administered NHI Fund (DoH, 2003).

Systems approach to policy intervention

Central to a system is an understanding that the system is more than the sum of its parts; it includes interactions or interdependences of a group of items forming a unified whole. Systems theory stresses the need to view the problem as a result of the interaction of all the system's components. Based on this line of thinking, the healthcare system consists of multiple parts such as individuals, institutions, and infrastructure that are interconnected, and are driven by some purpose. These parts interact with each other and with their surrounding environment, and it is these interactions and interdependences that are vital in determining how well the system works. And so, in order to address health problems, these interactions and involvedness must be dealt with.

A systems approach is a framework by which one can examine and/or describe how different parts of the system work together to produce a result. Lai and Lin (2017:3) state that systems theory 'focuses on three levels of observations':
a) the environment,
b) the social organization as a system, and
c) human participants within the organization.
The three levels of observation enable for identification of potential errors in advance. An important benefit of systems thinking is that it enables one to identify potential non-linear interactions between many environmental stressors that might have greater impact than does the sum of their parts (Pongsiri et. al, 2017). And so, whether the system achieves its goals depends not only

on the system itself, but also on the factors, elements, or variables coming from the environment of the system and impacting on it.

Consequently, in a systems-based approach, the six building blocks recommended by WHO need not be seen as a register whereby the health system is defined as a mere list of the different organizations or persons that participate in producing health services. Under a systems-based approach, healthcare systems are not only about understanding each component but, more im-

Specifically, the NHI will have to be able to work in a way that components of the system interact with the environment in a way that achieves the means to maintain the system. And so, whilst the financing function of the system is important, it is only when all the components of the system work together that the system will function well. Kutzin (2013) warns that the health financing system does not act alone in influencing the final goals; coherent policies and implementation across healthcare system functions are essential for making progress on the desired objectives.

ing and paying service providers, and the accreditation of hospitals, clinics, and private sector healthcare professionals. It is only when elements of the system, such as purchasing of medication, technology, and the people are working together that quality services can be delivered. The system has to be structured in such a way that there is smooth relationships between people, money, technological, and information (Frenk, 2010). This is important because these elements depend on each other for the success of the NHI.

3. NHI – the people
In an effort to understand the NHI using systems thinking, it is useful to explore the impact of people on health sector reform. In South Africa, in particular, one of the major challenges of public health care is the lack of health care professionals in the public sector as compared to the private sector. Barron and Padarath (2017) argue that 'most of the highly trained professionals, including 93% of dentists, 89% of pharmacists, and over 60% of all doctors, are working in the private sector'. These inequalities reveal the differences in waiting time and service delivery between the public and private healthcare sectors. It is important for the NHI to acknowledge the need for serious structural changes in terms of human resources.

Recommendations and Conclusion
This paper has considered the risks of approaching healthcare in a linear manner. The paper has argued that the performance of the NHI may be affected by its lack of focus on relationships between institutional actors, and physical and human resources. There also does not seem to be clear directions on how to deal with the planning and distribution of infrastructure. As a result, the paper recommends that the NHI should consider the broader context of the healthcare system, including geographical factors as well as social and demographic, economic, and political contexts. In so doing the policy will be able to address not only the financing but also the delivery of services, as well as issues of governance in institutions.

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