SITUATION ANALYSIS OF DISABILITY INTEGRATION IN 18 NATIONAL GOVERNMENT DEPARTMENTS

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PREFACE

The advent of a post-apartheid South Africa has not only ushered in a refreshingly progressive democratic era, it has also exposed the heart wrenching effects of apartheid. The creation of an equitable society and the amelioration of conditions of abject poverty reeked by systemic exclusion and a skewed distribution of resources is a primary problem that the new South African democracy has to deal with. People with disabilities, especially, suffered and continue to suffer from the effects of an apartheid-ravaged society.

The post-1994 South African government has developed highly forward-looking policies which, if properly implemented, can over time, drastically alter the social disadvantages experienced by all people and especially those with disabilities.

The Office on the Status of Disabled Persons (OSDP) commissioned this research to Research Dynamics South Africa in early 2000. The research sought to establish the extent to which government departments at national level subscribed to and implemented the objectives of the *White Paper on an Integrated National Disability Strategy* (INDS), which was adopted in 1997. The INDS is a landmark policy document, which seeks to ensure that government departments consciously make their policies, procedures, practices and programmes disability integrative and inclusive. It also seeks to radically transform attitudes, perceptions and behaviour towards people with disabilities, thus creating a work environment in which disability issues and the needs of people with disabilities are fully integrated as matter of cause, not as an after thought or special favour.

The critical facts established by the research are a clear pointer that there is a great chasm between stated policy intentions and/or pronouncements and the actual policy implementation. This report goes a long way in laying a solid foundation for further exploration of the issues surrounding disability integration and inclusion. Furthermore, it pinpoints critical but limited areas of emerging best practice inclusive service or programmatic delivery in some government departments. Strategic areas which are vital for establishing ways to translate national policy and legislative frameworks into practical disability integrative and inclusive programmes in different spheres of government to benefit people with disabilities are highlighted.

The research established that a lot is being done at national level with respect to policies and programmes. The challenge appears to be cascading initiatives to other tiers of government and turning policy expressions into tangible deliverables. This review of the extent to which government departments are implementing the INDS is a first and necessary step in ensuring that there are actual benefits accruing to people with disabilities whose rights have for many years not been observed as meriting any serious attention.

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ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY

This study was commissioned by the Office on the Status of Disabled Persons (OSDP) to assess the extent to which 18 national government departments are integrating disability issues, and implementing the recommendations contained in the *White Paper on an Integrated National Disability Strategy (INDS).* The findings of the study will determine the nature and extent of OSDP's intervention in government departments.

The report identifies initiatives (i.e., policies, strategies and programs) that pose barriers to participation by disabled people (i.e., exclusive initiatives), as well as initiatives targeted at the general population that also benefit people with disabilities (i.e., inclusive initiatives).

The analysis in the report is based on in-depth face-to-face interviews conducted with key government officials and on the review of pertinent background documents furnished by departments.

Key Findings

1. The government of South Africa has developed numerous policies during the post-independence period (i.e., post-1994). However, most of these policies do not address the needs of people with disabilities. Policies that were found to integrate or include people with disabilities are generally not translated to strategies and programmes that seek to integrate people with disabilities into mainstream society. Departmental programmes are thus mainly based on the medical model of disability, which fosters the isolation of people with disabilities, and not in line with the principles of the INDS.
2. Despite having a policy and legislative environment that is not conducive to disability integration, most departments do not have disability integration strategies. Availability of such strategies is fundamental to mainstreaming people with disabilities as they create an enabling environment for disability integration and inclusion. Such strategies would also form the basis for developing public awareness campaigns and for building the capacity of staff for disability integration.
3. Budgetary allocations for initiatives that benefit people with disabilities are generally inadequate and do not permit meaningful execution of initiatives. In addition, budgetary allocations are primarily based on the medical model of disability, which promotes the isolation of disabled people. In order to promote the social model there is need to educate officials responsible for budgetary issues, as there is usually a tension between the medical and social models of disability.
4. There is a paucity of disability research and information in government departments. Information that is sometimes available is neither comprehensive

nor up-to-date. Reliable research is necessary to inform policy formulation and programme execution and evaluation.

5. Government departments are putting very little effort in creating public awareness about disability. In addition, departments have not developed comprehensive strategies for creating awareness about disability issues and disability integration among staff.

6. There is generally very little or no capacity for integrating disability issues in government departments. The training of government officials in the execution of the INDS is a critical component of disability integration. Failure to train government officials may result in their being ill equipped to implement the INDS recommendations. In order to provide officials with vital knowledge and skills and to enable them to effectively and efficiently plan and implement disability inclusive initiatives, OSDP ran a modular training workshop. Most participants of the workshop found it very useful, particularly in creating awareness about disability issues on one hand, and about the OSDP and the INDS on the other hand.

7. Government departments do not strategically involve Disabled People's Organizations (DPOs) in the formulation and implementation of departmental initiatives. In order to ensure disability integration, DPOs should be meaningfully engaged not only in policy development but also in the execution and evaluation of initiatives.

8. The progress made in the employment of people with disabilities has been very poor. About half of the departments included in the study have employed less than 1% of disabled people, which is significantly lower than the stipulated 2% quota within the public service. In addition, the majority of departments employing disabled people do not make adequate employment accommodations for them. Accommodations that are commonly made are improving physical access to buildings, provision of special equipment and furniture, and the modification of the workspace. Furthermore, disabled employees tend to occupy very low-level positions. None of the departments reported employing a disabled person in a senior management position. This implies that disabled people are excluded from participating in decision-making and in influencing the manner in which they are viewed and serviced.

9. There is a great need for barrier free access. Virtually all national government department buildings are in one way or the other inaccessible to people with disabilities due to structural barriers in the built environment and poor interior design. Common improvements in the built environment to accommodate the needs of people with disabilities are the construction of ramps and the installation of Braille signage. Toilets are for the most part inaccessible to people using wheelchairs because steps usually have to be used to gain access to them. Even in cases when they are easily accessible, they cannot be utilized by a person using a wheelchair because they do not allow for easy maneuverability of wheelchairs. Government departments <u>must</u> prioritize the issue of right to access. Concrete plans are needed instead of the apparent inactivity.

10. Disability prevention has not progressed beyond the general rhetoric stage. Only three departments reported having initiatives that contribute to the prevention of disability, these being the Departments of Health, Labour and

Transport. However, in the case of Transport disability prevention is a by-product of programmes at preventing the high death toll due to road accidents.

11. Rehabilitation services are predominantly based in the Departments of Health and Welfare. The Department of Labour has some vocationally oriented rehabilitation programmes. Rehabilitation services are still primarily based on the medical model of disability, though the Department of Health is shifting toward the community based rehabilitation strategy.

Key Recommendations

Listed below is a summary of key recommendations, which need to be considered by departments for implementation and a summary of key research that needs to be conducted by government departments.

General Recommendations

❑   Create strategies for employing more disabled people;
❑   Strategically involve DPOs;
❑   Increase the staff establishment at OSDP ;
❑   Develop the capacity of government officials for disability integration;
❑   Establish Intra-Departmental Disability Forums;
❑   Ensure that departmental buildings are accessible to disabled people; and
❑   Make adequate budgetary provisions for disability related initiatives.

Research Agenda

❑   Develop departmental disability integration strategies;
❑   Revise disability exclusive policies and programmes;
❑   Ascertain the extent of disability integration at the provincial level;
❑   Conduct baseline research prior to implementing initiatives;
❑   Put in place mechanisms for monitoring the implementation of the INDS;
❑   Include disability disaggregated information in departmental Annual Reports; and
❑   Include disability questions in future censuses.

Chapter 1

INTRODUCTION

In November 1997 the government of South Africa adopted the *White Paper on an Integrated National Disability Strategy* (INDS) which is premised on the social model of disability. The White Paper thus represents a paradigm shift in the conceptualization of disability from the medical or welfare model of disability, which views disabled people as ill, different from their non-disabled peers, unable to be productive and in need of care. The focus of this model is on limitations of disabled people and their medical needs, resulting in the neglect of their wider social needs which in turn promotes severe isolation of people with disabilities and their exclusion from mainstream society (Office of the Deputy President T M Mbeki, 1997). Consequently, disabled people experience difficulty in accessing their fundamental rights and in participating fully and equally in all aspects of life.

The social model, which is a human rights approach to disability, places emphasis on the shortcomings of society and its inability to accommodate diversity instead of viewing disability as a welfare concern only. The human rights approach to disability thus focuses on the removal of barriers to equal participation and on the elimination of discrimination based on disability. The broad objective of the social model is thus to integrate people with disabilities into the mainstream of society. For example, the model embraces integrated classrooms, training that prepares a person for independent living and buildings that are accessible to all people. It rejects separate schools for disabled people and rehabilitation that does not attempt to move persons into the mainstream (MODE, 1998a).

1.1   Integrated National Disability Strategy

The INDS is premised on the 1996 Constitution of South Africa. Chapter 2 of the Constitution guarantees fundamental rights to all citizens, while Section 9 guarantees the right to freedom from discrimination based on a number of social criteria, including disability. Disabled people are therefore guaranteed the right to be treated equally and to enjoy the same rights as all other citizens of South Africa (Office of the Deputy President T M Mbeki, 1997).

The development of the INDS was largely informed by the United Nations Standard Rules on the Equalization of Opportunities for Persons with Disabilities, which were adopted by the UN General Assembly in 1993, and form the most significant international document in the field of disability. These rules are enshrined in the international Bill of Human Rights and provide governments with clearer guidelines on actions to be taken with regard to disability integration (United Nations, 1996). They are aimed at:

❑ Fostering moral and political commitment by governments to provide equal opportunities for persons with disabilities;

❑ Offering an instrument for policy-making and action, in order to ensure that disabled people may exercise the same rights and obligations as other citizens;

❑ Outlining crucial aspects of social policies in the field of disability, and providing models for the political decision-making process required for the attainment of equal opportunities; and

❑ Proposing national mechanisms for close collaboration between the State, organs of the United Nations, non-governmental organizations (NGOs) and disabled people's organizations (DPOs).

Equalization of opportunities calls for ensuring reasonable access to basic activities to all. This implies that people with disabilities can only participate on equal grounds with others provided that:

❑ There is recognition of their dignity and fundamental rights and freedoms;
❑ There is prevention of disabling conditions;
❑ Rehabilitation is available to those who need it;
❑ There is reasonable accessibility; and
❑ Auxiliary support services are made available when needed.

The Standard Rules also stipulate the following target areas for equal participation:

❑ Accessibility;
❑ Education;
❑ Employment;
❑ Income maintenance and social security;
❑ Family life and personal integrity;
❑ Culture;
❑ Recreation and sports; and
❑ Religion.

The INDS is also a culmination of a lobby by people with disabilities who came together in the early 1980s to mobilize and organize themselves with the aim of building a strong civil movement of organizations controlled by disabled people themselves[1]. The assertion of disability as a human rights and developmental issue was central to the disability rights movement (Office of the Deputy President T M Mbeki, 1997). The paradigm shift from the medical to the social model in the INDS also came about through the development of strong organizations of people with disabilities that lobbied for this shift. Also central to the movement are the

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[1] Under the medical model disabled people's organizations were managed by non-disabled people.

principles of self-representation and the involvement of people with disabilities in the process of transformation, which are key concepts of the social model of disability, hence the coining of the South African slogan *"Nothing about us without us".*

The vision of the INDS is *a society for all.* This implies that disability issues must be integrated into all government initiatives (i.e., development policies, strategies, planning and programmes). These initiatives must be equitable, sustainable, accessible, people-centred and developmental and must promote independence into mainstream society (MODE, 1998a; Office of the Deputy President T M Mbeki, 1997).

The objectives of the INDS include:

1. To facilitate the integration of disability issues into government developmental strategies, plans and programmes;

2. To develop an integrated management system for the co-ordination of disability planning, implementation and monitoring in the various line functions at all spheres of government;

3. To develop capacity building strategies that will enhance government's ability at all levels to implement recommendations contained in the INDS; and

4. To develop a programme of public education awareness raising aimed at changing fundamental prejudices in South African society.

1.2   Office on the Status of Disabled Persons

The Office on the Status of Disabled Persons (OSDP), a statutory body under the President's Office, is responsible for setting the agenda and monitoring the implementation of the *White Paper on the Integrated National Disability Strategy* by all government departments. To effectively perform this function the OSDP needs reliable and up-to-date information on the extent to which departments are implementing the White Paper's objectives and strategies.

According to the INDS, the strategic objectives of the OSDP include the following:

❑   To facilitate the integration of disability issues into government developmental strategies, planning and programmes;

❑   To develop an integrated management system for the co-ordination of disability planning, implementation and monitoring in the various line functions at all spheres of government;

❑   To develop capacity building strategies that will enhance Government's ability at all levels to implement recommendations contained in the Integrated National Disability Strategy;

❑ To put in place a programme of public education and awareness raising aimed at changing the fundamental prejudices resident in the South African society; and

❑ To create an enabling environment that will lead to the full participation and equalization of opportunities for persons with disabilities.

1.3 Objectives of the Study

Historically South African government departments have viewed disability as a medical issue. Their initiatives promoted the further marginalization, isolation and exclusion of people with disabilities. Up until recently, the legislative framework has been discriminatory and weak, sanctioning and reinforcing exclusionary barriers, thus not taking into account the requirements of the disability sector. On the other hand, government initiatives did not promote the integration and inclusion of people with disabilities.

According to the INDS, government departments and state bodies have the responsibility to ensure that people with disabilities have equal access, rights and responsibilities as any other South African, thus making it conducive for people with disabilities to play a full and participatory role in society. This requires government departments to integrate disability issues into all their initiatives (i.e., development policies, strategies, planning and programmes) in line with the INDS policy guidelines.

This study was thus commissioned by OSDP to determine the extent to which government departments are integrating disability issues and implementing the recommendations of the INDS. Specifically the study will:

1. Identify and analyse government departmental initiatives developed since 1994 that make reference to people with disabilities and those that make no reference to them;

2. Identify initiatives that pose barriers to participation by persons with disabilities or exclusive initiatives;

3. Identify disability specific and inclusive initiatives undertaken since 1994 by South African line function government departments;

4. Identify gaps in inter-sectoral policy development between policies that result in exclusion or marginalization of people with disabilities; and

5. Make recommendations to OSDP on prioritised research that will contribute to and inform the development of disability inclusive policies, strategies and programs in partnership with government departments.

The findings of this study will thus form the springboard for determining OSDP's intervention in government departments and in promoting and facilitating disability integration and inclusion.

1.4   Scope of the Study

This study is limited to investigating the extent of disability integration in 18 national government departments targeted by OSDP. The list of these departments is presented in Appendix 1.

The investigation is also limited to examining policies, strategies and programmes (referred to as initiatives in this report) developed by the target departments. It does not extend to the examination of projects and plans that emanate from these initiatives or the implementation of the initiatives. The focus is on assessing the intent of national departments of integrating disability and not an assessment of the implementation of the intent. As such, the research does not discuss the extent of disability integration at provincial level or the lower tiers of government.

It should also be pointed out that this research does not attempt to provide a comprehensive assessment of disability integration into all departmental initiatives. The assessment is mainly based on information and documentation that was furnished by departments[2].

1.5   Organization of the Report

Chapter 2 of the report presents background information relevant to the study, which includes the disability profile of South Africa. It also defines some of the major concepts or terms utilized in the report. Chapter 3 describes the methodology used for data collection and the limitations of the study.

In Chapter 4, a broad overview of disability integration is presented. Chapter 5 presents a summary of findings in each of the 18 government departments. The report concludes by offering recommendations that will facilitate the integration and inclusion of disability issues in government initiatives and a prioritized research agenda. Other essential information relevant to the investigation is included as appendices.

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[2] In certain departments it was nearly impossible to obtain documentation on their initiatives, the procurement process being fraught with red tape. In one department a letter had to be written to the Director General's office requesting for its vision, mission and objectives.

Chapter 2

BACKGROUND

This chapter presents background information relevant to the study, which includes the disability profile of South Africa and definition of key terms used in the report.

2.1   Disability Profile

The disability sector in South Africa has been neglected for a long time. Consequently, there is a paucity of reliable disability information. The quality and detail of the information where available vary substantially by source. According to the 1996 South African Population Census[3] there are 3 037 351 people with disabilities, representing 6.7 percent of the population[4] (1996 South African Population Census - 10% Sample).

The majority of disabled people (i.e., 41 percent) have a sight disability (see Figure 1). The least common types of disability are mental and multiple disability (7 and 6 percent, respectively).

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[3] The 1996 Census is the first census of the country that used internationally acceptable scientific data collection methods. It is, therefore, the most reliable and comprehensive source of information for development planning in South Africa. Censuses conducted during the apartheid era tended to use unorthodox and unscientific methods, the results of which were meant to serve the planning needs of the apartheid government.

[4] The estimate of disability prevalence (i.e., percentage of disabled people out of the total population) varies between 5 and 13 percent, depending on the source of information. The 1995 October Household Survey reported a prevalence of 5 percent, while the Department of Welfare's estimate is 12.7 percent (MODE, 1998a and Department of Welfare, 1997b).
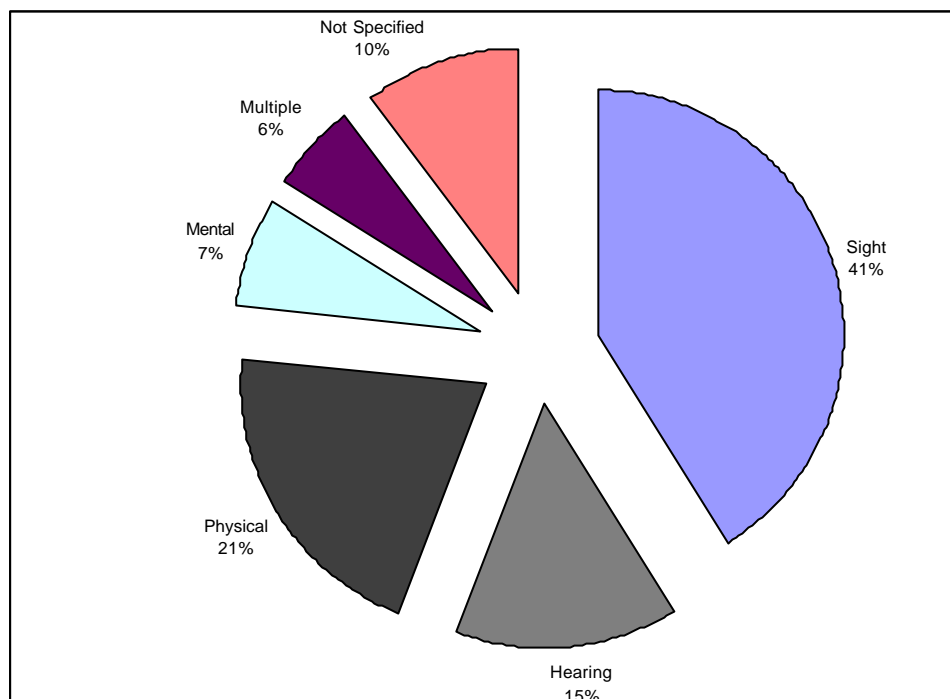
Figure 1: Percentage Distribution of Disabled Persons by Type of Disability, South Africa, 1996
Source: 1996 South African Population Census – 10% Sample
Place of Residence

Disability prevalence varies substantially by province (see Figure 2). It is highest in the Free State (8.4 percent) and lowest in the Western Cape (2.5 percent). According to Table 1, 54 percent of disabled people reside in KwaZulu-Natal, Eastern cape and Gauteng, and this is proportional to the general population distribution of the country.

Figure 2 Percentage of Disabled Persons by Province, South Africa, 1996
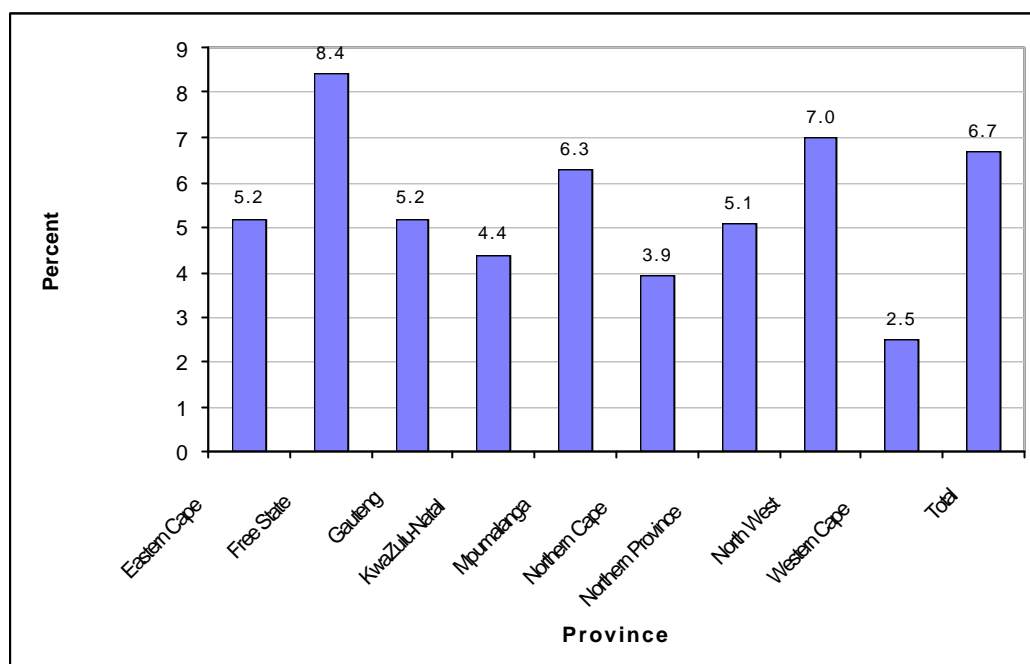
Source: 1996 South African Population Census – 10% Sample

Table 1: Percentage Distribution of Persons Disabled by Province, South Africa, 1996

Province	Percent
Eastern Cape	17.5
Free State	9.7
Gauteng	17.3
KwaZulu-Natal	18.8
Mpumalanga	8.0
Northern Cape	1.8
Northern Province	11.0
North West	10.4
Western Cape	5.5
TOTAL	100.0

Source: 1996 South African Population Census – 10% Sample

Rural areas have slightly higher levels of disability than urban areas, the disability prevalence rate being 7.1 and 6.4 percent, respectively (see Table 2).

Table 2: Percentage of Persons Disabled by Select Background Characteristics, South Africa, 1996

Characteristic	Percent
Rural/Urban Residence:	
Urban	6.4

Rural	7.1
Gender:	
Males	6.4
Females	7.1
Age:	
0-9	3.2
10-19	4.2
20-29	5.0
30-39	6.5
40-49	9.8
50-59	14.2
60-69	17.8
70-79	23.8
80+	31.9
Population Group:	
African/Black	7.6
Coloured	3.7
Indian/Asian	4.2
White	3.5
Level of Education:	
None	10.9
Primary	7.1
Secondary	5.7
Higher	3.9
Employment Status:	
Employed	5.1
Unemployed	7.2
Not Working	11.5
Monthly Income:	
None	5.3
R1 - R500	16.5
R501 - R1500	7.2
R1501 - R3500	5.5
R3501 - R6000	3.9
R6001 - R11000	3.0
R11001+	2.6
TOTAL	6.7

Source: 1996 South African Population Census – 10% Sample

Age and Gender

The prevalence of disability increases consistently with age, the increase being more rapid in the older ages (refer to Table 2). It is lowest in the 0-9 age group (3.2 percent) and highest among persons aged 80 years and above (31.9 percent). This finding is to be expected because the exposure to accidents, debilitating illnesses and the degeneration of the body increase with age.

Table 2 depicts a narrow gender differential in disability, the prevalence of disability being 7.1 percent among females and 6.4 percent among males.

Population Group

Significant disability prevalence differentials by population group or race exist as shown in Table 2. Disability prevalence among Africans/blacks is slightly more than twice that of the white population (i.e., 7.6 and 3.5 percent, respectively).

Educational Attainment, Employment and Income

Groups that experience high levels of poverty such as people with little or no education, persons who are either unemployed or not working, and among low-income earners tend to have the highest prevalence of disability.

According to Table 2, disability is most common among people who have never been to school, the prevalence rate being 10.9 percent. It is least common among people with post-matric qualifications (3.9 percent). This is most likely a manifestation of the fact that people with disabilities have historically been denied access to education in this country. Similarly, the prevalence of disability is lowest among people who are employed (5.1 percent) and highest among people who are not working (11.5 percent). Disability is most prevalent among persons who have never been to school and are not working, the level of disability being 21.5 percent (see Table 3). In stark contrast disability prevalence among persons who are employed and have post-matric qualification is only 3.2 percent.

Table 3: Percentage of Persons Disabled by Educational Attainment and Employment Status, South Africa, 1996

Education	Employed	Unemployed	Not Working
None	7.7	9.4	21.5
Primary	6.6	8.2	13.1
Secondary	4.5	5.9	6.8
Higher	3.2	5.4	6.5

Source: 1996 South African Population Census – 10% Sample

A significant proportion of disabled people is engaged in protective or sheltered employment, earning very low incomes (MODE, 1998b). Table 2 shows that disability prevalence is highest in the lowest monthly income category, the prevalence being 16.5 percent in the R1-R500 income bracket. The prevalence of disability decreases consistently with increasing income, the lowest prevalence rate

(2.6 percent) being among persons earning a monthly income that is higher than R11 000. The average monthly income of disabled people is thus significantly lower than that of non-disabled people, their incomes being R1504 and R2150, respectively.

These results indicate the need to target the poorest population groups with poverty alleviation strategies, which include skills training and other empowering assistance, so as to break the poverty-disability vicious cycle. In particular, attention needs to be paid to Africans/blacks and persons with no education, especially those who are not working.

2.2   Definition of Terms

In development activities disability concerns can be incorporated by means of the following three strategies:

Disability-Specific Approach: Targets people with disabilities and their special needs. Disabled people represent the only target group for planned action and the activity will usually address their specific need, such as medical and physical rehabilitation projects (United Nations, 1996).

Inclusion Approach: Aims at taking into consideration the needs and potential of all diverse population groups within a single planning and action framework. The disability component is included in all aspects and stages of an activity as a central component. It requires adaptation of mainstream facilities and services so that they can adequately serve both persons with disabilities and non-disabled people. It also implies full and effective involvement of persons with disabilities as equal partners in the planning and running of an operation. A specific support service component may sometimes be needed to empower disabled people. For example a deaf pupil may follow the same curriculum in the same classroom as his/her peers with the help of a Sign Language interpreter and/or appropriate technical aids (United Nations, 1996).

The Standard Rules on the Equalization of Opportunities for Persons with Disabilities strongly reaffirm the principles of inclusive policies, plans and activities.

Integrated Approach: This is an intermediate approach in which disability issues are integrated into mainstream as a distinct component of their own. Services are placed within mainstream programmes and budget but are destined for disabled people only. For example, special classes in mainstream schools for disabled pupils.

The integrated and inclusion approaches are propagated by the INDS. However, the latter is the more desirable approach since it promotes the mainstreaming of disabled people into society, without stigmatizing disability. However, the United Nations cautions that this approach should not be pursued until mainstream development is able to generate and maintain the essential support services that

persons with disabilities may need for full and effective participation (United Nations, 1996).

Chapter 3

METHODOLOGY

This chapter discusses the research framework and data collection methods utilized in this study. In particular it describes the research phases, research outputs, quality assurance mechanisms and the limitations of the study.

3.1   Research Framework and Outputs

For project management purposes the research process was divided into *four distinct phases*, namely:

❑   Finalization of the research design with OSDP;
❑   Data collection;
❑   Preparation of departmental reports; and
❑   Preparation of the consolidated report.

Phase 1:   Research Design Finalization

Phase 1 included reviewing of national and international background literature to inform the overall research design, identification of contact persons to be interviewed[5], securing interview appointments and development of a research instrument.

Phase 2:   Data Collection

During Phase 2 face-to-face interviews were conducted with key government officials in 18 target government departments (see Appendix 2 for list of persons interviewed) using a semi-structured interview guide between 20 March and 12 April 2000[6]. The guide was prepared in consultation with OSDP (see Appendix 3). The guide contained generic questions posed to all departmental officials and specific departmental questions stemming from the recommendations of the INDS.

Interview guides were in most cases faxed to departmental contact persons prior to conducting interviews. In addition, interviews were for the most part tape-recorded to ease the process of interview transcription and prevent the loss of information.

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[5] The OSDP furnished names of contact people to be interviewed. In most cases these people were involved in disability related work in their respective departments. In cases where OSDP had no contact person, the Director-General's office was requested to identify such a person.

[6] Some follow-up interviews were conducted outside this period in departments where there were major information gaps and inconsistencies. For example the last interview was conducted on 20 and 21 June 2000 in the Department of Public Works.

This phase also entailed obtaining documentation on initiatives developed by government departments since 1994. The documentation, collected during interviews and follow-up sessions, mainly consists of the following:

❑   White Papers and Acts;
❑   Strategy and programme documents; and
❑   Annual reports and speeches.

Supplementary information was obtained from the Internet. For some departments where sourcing of documents was particularly problematic, such as the Department of Public Works, Department of Public Enterprises and the Department of Housing, the Internet was used as the major source of information.

Phase 3:   Preparation of Working Papers

Phase 3 entailed assessing the extent of disability inclusion or integration in government departments using the INDS policy areas as the point of departure. In particular, the working papers aimed at:

❑   Assessing the extent to which departmental policies, strategies and programs include disability issues, thus identifying disability inclusive and exclusive initiatives;
❑   Identifying disability exclusive initiatives that have a potential of being inclusive;
❑   Identifying areas in which research on disability has been undertaken by government departments;
❑   Identifying priority areas in which future disability research should be conducted; and
❑   Identifying additional disability inclusive initiatives to be developed through OSDP, drawing from "best practice" nationally and internationally.

Phase 4:   Preparation of a Consolidated Report

During Phase 4 a consolidated report was written based on the 17 working papers[7] produced in Phase 3.

While attempts were made to be as comprehensive as time and budget allowed, the assessment of the extent of disability integration and inclusion in target departments was limited by information gaps. Consequently, this report does not

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[7]   Though 18 government departments were targeted, 17 government reports were produced. One report was produced for the Departments of Finance and State Expenditure, because of the imminent merger of these departments. The aim was to provide recommendations that would promote disability integration in the unified department, rather continuing to treat the departments as separate entities.

provide an exhaustive examination of all government initiatives. The report should therefore be read in this light.

3.2   Quality Assurance

To provide quality assurance OSDP participated in all stages of the research process. In addition, regular briefing meetings were held with OSDP. Further, departments were requested to comment on interview transcripts and working papers to ensure that interviewees and departments were not misrepresented. However, a very small proportion of departments furnished comments.

Some departments that did not furnish comments on interview transcripts and supplied additional information and in some cases objected to the contents of their respective reports at a very late stage, which tended to delay the finalization of those working papers. Though an attempt was made to incorporate late-coming comments and utilize additional information furnished, it was not always possible to utilize the late-coming information in cases where the research process was too advanced.

3.3   Limitations of the Study

In addition to some limitations highlighted above, the study experienced several problems, some of which are discussed below:

❑ **Sections within departments work in silos:**   Due to the fact that most departments generally work in silos, most contact persons only had information that pertains to their sections of the department. Consequently, more people in the affected departments were interviewed than initially anticipated[8]. The exception was the Department of Labour in which the interviewee was very conversant about departmental initiatives, particularly those that are disability related.
❑ **Difficulty in securing appointments:**   In some departments it was very difficult to secure interview appointments because the contact people could either not be reached, or were "too busy". In a number of cases scheduled interviews were canceled at the last minute.
❑ **Poor cooperation:**   There was poor cooperation from a number of departments. Some contact persons refused to be interviewed despite the fact that their responsibilities include dealing with disability issues in their departments. In one department the reason for refusal was the fact that the department is not serious about disability integration issues. The Director-General's offices in departments where their assistance was sought were for the most part not supportive of the research process. It is only in the Department of Welfare that the Director-General's office offered some support even though it was not timeous.

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[8] An average of two officials per department was supposed to be interviewed. However, in certain departments this average was far exceeded. For example, in the Department of Communications 5 individual interviews were conducted.

❑ **Ignorance about departmental initiatives and disability issues:** A number of officials interviewed appeared to be ignorant about initiatives carried out by their departments. This was particularly true for disability-related initiatives. Some were not even aware of the overall guiding policies/instruments of their departments (such as Acts and White Papers). In such cases an attempt was made to find alternative interviewees. This contributed to the lengthening of the fieldwork process.

❑ **Antagonism toward disability issues:** Generally, managers of departments view disability as a non-issue and hence even hamper the activities of persons assigned to dealing with disability. For example, in one department, a respondent was summoned by his supervisor during the course of the interview, despite the respondent having explained that an interview was in progress. The interview had to be interrupted for about 12 minutes. The respondent said "if it were people from the unions who were conducting the interview, the interview would not have been cut short or interrupted".

❑ **High turnover in persons designated to dealing with disability issues:** In some departments persons responsible for disability issues have been changed. Those formerly responsible for disability were reluctant to be interviewed. Interviewing new designees was problematic because they were in most cases very ignorant about disability issues, let alone the department's disability related initiatives.

Chapter 4

OVERVIEW OF DISABILITY INTEGRATION

This chapter presents an overview of the extent to which departmental initiatives (i.e., policies, strategies and programmes) integrate disability issues.

4.1   Policy and Programmatic Interventions

Numerous policies have been developed by the government of South Africa during the post-independence period (i.e., post-1994). The majority of these policies, however, are disability exclusive[9], indicating a lack of commitment by government departments to integrate people with disabilities into mainstream society.

A number of departments have developed progressive overarching policies[10] that seek to address the needs of disabled people within the framework of addressing needs of previously disadvantaged population groups (i.e., inclusive policies). Information available indicates that the Departments of Education, Transport, Housing, Welfare, Public Service and Administration, Labour, Environmental Affairs and Tourism and Public Works have developed a number of disability inclusive policies, whereas all policies developed by the Department of Agriculture are silent about disability issues. Policies developed by the Departments of Labour and Public Service and Administration not only steer the operations of these departments, but are supposed to be implemented broadly[11].

The Departments of Education and Transport have a very unique and best practice inclusive approach to addressing the needs of disabled people, which identifies disabled people as part of a broader special needs target group. In the case of Education, disabled learners are considered part of learners with special learning needs, whereas in the case of Transport they form part of special needs customers[12]. In both departments processes are underway to create a framework for facilitating the implementation of these approaches, though the process in the Department of Education is more advanced. The Green Paper produced by the Department of

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[9] Initiatives that seek to address the needs of previously disadvantaged population groups without explicitly identifying disabled people as part of these groups are considered exclusive by this study. This is due to the fact that disabled people tend to be marginalised even among disadvantaged groups.

[10] Overarching policies are those that primarily drive the operations of departments, and from which other policies, strategies and programmes stem. Departmental Affirmative Action and Employment Equity Policies are not considered as overarching policies.

[11] The policies developed by the Department of Public Service and Administration are supposed to be implemented by all public service institutions. The Labour policies on the other hand, equally apply to the public and private sector.

[12] These concepts will be elaborated upon in Chapter 5.

Education aims to *inter alia* integrate learners with special education needs into all levels of the education system. The Strategy Development Plan for Special Needs Customers that is being developed by the Department of Transport is expected to integrate special needs customers into all land transport initiatives.

Suffice to say that some departments do not have overarching policies. Rather, they have policies that drive individual sections of the departments. In some departments, there is a combination of disability inclusive and exclusive policies (e.g., Department of Communications), whereas in other cases all policies are exclusive (e.g., Department of Arts, Culture, Science and Technology).

It is disconcerting to observe that even though a number of inclusive policies have been developed, the commitment expressed in these policies is generally not translated to programmes that integrate or include people with disabilities. Many programmes that exist are based on the medical model of disability, thus promoting the isolation of disabled people. For example programmes in the Departments of Labour and Welfare are for the most part specifically targeted at disabled people and do not seek to integrate them into the mainstream of society. These programmes include Sheltered Employment and Protective Workshops and disability grants. It should be noted, however, that processes have been initiated to remedy the situation.

In light of the above, it is apparent that considerable work still needs to be done by government departments in two respects. On one hand exclusive policies need to be revised with a view to aligning them with the principles and objectives of the INDS. On the other hand, strategies and programmes should aim at integrating disabled people into the mainstream of society. This will ensure that disabled people enjoy the same basic rights as their able-bodied counterparts.

4.2   Disability Policies

The vast majority (83%) of government departments does not have disability policies. Only 3 departments (i.e., Justice, State Expenditure and Arts, Culture, Science and Technology[13]) have draft disability policies. Of the 15 departments without disability policies, 6 departments[14] reported having initiated the process of developing their policies. The Departments of Welfare, Public Service and Administration, Health and Finance felt no need for having a stand-alone disability policy.

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[13]   Only the Science and Technology branch of the Department of Arts, Culture, Science and Technology has a draft disability policy. The other branch has only just recently set in motion the process of developing its policy. It should be noted that this scenario has been necessitated by the fact that the various sections of the department work in silos. It would be desirable to have one overarching disability policy for the department to ensure consistency in addressing disability issues.

[14]   These are the Departments of Agriculture, Communications, Health, Housing and Labour, and the Office of Public Enterprises.

A disability policy, which only targets people with disabilities, is undesirable as it runs against the principles of integration and inclusion espoused in the INDS. Rather, departments need to put in place disability integration strategies in order to facilitate the mainstreaming of people with disabilities. Such strategies would guide the integration of disability issues into all departmental initiatives and stipulate procedures for monitoring and evaluating progress in the creation of an enabling environment for disability integration. They would also form the basis for developing public awareness campaigns and for building the capacity of staff for disability integration.

4.3   Implementation of INDS Recommendations

The INDS made numerous recommendations that were supposed to be implemented by national government departments. To date there has been very little progress in the implementation of the recommendations. The Department of Education is an example of departments that have made considerable progress in the implementation of recommendations that pertain to it. For some departments it was not possible to determine the extent to which these recommendations have been implemented because of lack of information.

The Inter-departmental Collaboration Committee (IDCC), whose role will be discussed later, has acknowledged the slow pace in the implementation of the INDS and is putting in place processes and mechanisms for fast-tracking the implementation.

4.4   Budget

In order to effectively implement the INDS recommendations it is essential for departments to allocate sufficient budgets. Budgetary allocations are an important indicator of commitment to implementing initiatives proposed by departments. This study has found that 5 departments[15] have no budgetary allocations for initiatives that benefit people with disabilities. Some departments, such as the Departments of Education, Housing, Transport and Trade and Industry[16], have disability inclusive budgets (i.e., budgets are allocated to initiatives that benefit a broad target group, which includes people with disabilities).

It should be noted that in some cases the allocations are not sufficient, and will not permit meaningful execution of initiatives that will benefit people with disabilities. Departments, therefore, need to make a concerted effort to make more meaningful budgetary allocations for initiatives that benefit people with disabilities. Focus

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[15] These are the Departments of Arts, Culture, Science and Technology, Environmental Affairs, Finance, Public Enterprises and Public Service and Administration.
[16] Through the Ntsika and Khula Enterprises funded by the department.

should be on funding initiatives that promote the integration and inclusion of disabled people instead of those that result in their isolation. For instance, current disability grants issued by the Department of Welfare ostensibly lead to the isolation of people with disabilities as opposed to their integration.

4.5   Research and Information

The use of empirical research is not a common occurrence in government departments. Only 5 departments reported having done some disability research, these being the Departments of Health, Education, Welfare, Transport and Communications. The development of the Green Paper on Education of Learners with Special Education Needs is an example of an initiative that was informed by extensive research.

Information available in departmental annual reports is hardly ever disaggregated by disability. It is therefore not possible in most cases to determine whether or how departmental initiatives benefit disabled people.

The most comprehensive source of disability information in terms of coverage, is the 1996 South African Population Census. As seen in Chapter 2, statistics obtained from this source are critical for understanding the contributory factors to disability and which groups are most vulnerable to disability. Such information is useful for effectively and appropriately planning for the provision of suitable services that will meet the diverse needs of disabled people. In light of the above, it is critical that Statistics South Africa ensures that questions on disability are maintained in the next round of censuses.

In order to assess whether or not progress is being made in dealing with disability issues, thorough research will be necessary. For departments to know the level, relevance and adequacy of service delivery it is critical that they carry out research. Such research will in the first place inform policy formulation. Secondly, it will enhance programme execution and evaluation. The apparent failure to undertake disability research by departments can be attributed to lack of capacity as well as ignorance and lack of interest in disability issues.

4.6   Public Education and Awareness

The level of effort being put by government departments to create public awareness about disability issues is not enough. Of the 18 target departments, only 5 had put in place initiatives that would sensitize the general public about disability issues these being the Departments of Communications, Education, Labour, Transport and Justice.

There is a tendency to view participation in charity events like *Takkie Tax* as key disability public awareness raising initiatives. In some departments the prevalent view is that public awareness on disability is the sole responsibility of OSDP and the Department of Welfare. It is for this reason that the Department of Welfare has

decided not to take a leading role in disability awareness campaigns. The rationale is to change the common and erroneous thinking that disability is a welfare issue.

4.7   Mechanisms to Coordinate Disability Integration

Office on the Status of Disabled People (OSDP)

The OSDP was instituted to advance the equality of disabled people by coordinating the tasks of mainstreaming disability issues into departmental policies and programmes. This is to be achieved by among others, creating awareness about the needs of disabled people. In pursuit of this objective the OSDP conducted an INDS and Disability Awareness Training Workshop in modular form between October 1999 and February 2000. Participants in the workshop were officials from government departments. The aims and objectives of this workshop were:

❑ To create awareness of government officials on disability issues;
❑ To enable government officials to effectively and efficiently plan and implement disability inclusive programmes and projects in their respective departments;
❑ To prepare government officials to serve as change advocates for the promotion of the integration and inclusion of disability into departmental policies, programmes and projects.

The attendance of the workshop was relatively high. Slightly more than three-quarters (i.e., 77%) of departments included in this study sent delegates to this workshop[17]. The number of participants from each department ranged between 1 and 3. Only 3 departments had delegates who attended all the 6 modules of the workshop on a full-time basis, these being the Departments of Agriculture, Justice and Public Enterprises. The full effects or benefits of participating in the workshop are yet to be realized as pointed out later in the government reports.

It should also be pointed out that most participants of the training workshop found the experience very useful and empowering. Skills obtained from this workshop have empowered the Department of Justice to draft its disability policy. What is important is that the department is aligning its policy with the principles of the INDS. In this regard, the department has thus had a head start than most departments.

One of the expected outcomes of the workshop was for officials to be advocates for the promotion of disability inclusion and integration in their departments. It would appear, however, that this has not been done in most departments, which is understandable considering that the workshop was only completed in February.

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[17] The Departments of Environmental Affairs and Tourism, Labour, Communications and Public Works did not send delegates for training.

One of the outcomes of the workshop was to create awareness about the existence of OSDP and its functions. Some respondents, however, felt that OSDP should make itself and its activities more visible. One of the respondents argued that:

> "OSDP must have a marketing drive since most people don't know about them. It should design posters and pamphlets like the Gender Commission and give them to special programmes officers to put up in their departments".

OSDP is planning to conduct another modular workshop in the future. Considering that most departments found the first workshop useful, and the fact that there is a high staff turnover in departments, it would be advisable for all departments to send delegates to the next workshop.

Inter-Departmental Collaboration Committee (IDCC)

The IDCC[18] was formulated by OSDP to ensure an effective and efficient implementation of policies and programmes that integrate disabled people into the mainstream of society, as required by the INDS. In essence the committee will enable departments to follow through on the recommendations of the INDS, thus accelerating the implementation of the INDS. In addition, the committee will play a role in ensuring disability inclusion and integration in national policies, programmes and projects.

The IDCC is viewed by departments as machinery that will facilitate the coordination of disability initiatives and for creating an enabling environment for sharing ideas and networking with other officials dealing with disability issues in their respective departments. Currently there is very little coordination or integration between government departments in terms of developing and implementing disability inclusive initiatives. This may be due to the tendency of working in silos and the lack of capacity to develop integrated plans and budgets. In some cases departments have conflicting objectives which send double messages to people with disabilities. A case in point is the reluctance of some disabled people to participate in employment opportunities created by Community Based Public Works Programmes, which are driven by the Department of Public Works due to the fear of forfeiting their disability grants[19]. Disabled people are thus denied equal employment opportunities because of conflicting objectives and procedures of the Departments of Welfare and Public Works.

Intra-Departmental Collaboration

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[18] The IDCC was formerly referred to as the Interdepartmental Collaboration Forum (IDCF). This forum was first convened in 1998, but due to a number of hiccups and stumbling blocks, it ceased to be operational. The IDCC was launched on 4 May 2000 with new terms of reference and composition.

[19] Interview with Mr S Simelane, Department of Public Works, 20 June 2000.

Just as much as there is little collaboration on disability issues amongst departments, collaboration within government departments is virtually non-existent. Basically, as one respondent put it:

"One arm of the department does not know what the other arm is doing".

The IDCC has recommended that departments should set up Intra-Departmental Disability Forums to facilitate the coordination of disability-related activities as well as the empowerment of staff to integrate disability in their line function initiatives. It is only the Departments of Justice and Agriculture that have such a forum. Departments, therefore, need to put these structures in place in order to speed up the process of implementing the INDS.

4.8 Involvement of Disabled People's Organizations

The concept of citizen empowerment and participation appears to be taking root. In virtually all departments save for the Departments of Agriculture and Environmental Affairs, it was reported that there was interaction with Disabled People's Organizations (DPOs). The level of interaction varies from one department to another. In some departments such as the Departments of Labour, Education, Health and Transport, DPOs have made significant inputs in some of the key initiatives of the respective departments. The extent of involvement of DPOs in the implementation of these initiatives is, however, not known. In some cases the initiatives are still too new to be able to draw any conclusions. Some departments reported using DPOs that deal with placements of disabled people during the recruitment process.

It is quite evident that departments need to meaningfully engage DPOs in order to ensure that their initiatives are inclusive of disabled people in line with the sentiments of the INDS.

4.9   Employment of People with Disabilities[20]

The table below[21] shows employment statistics for departments included in the study. As can be seen in the table, the extent to which departments take seriously the issue of employing people with disabilities varies considerably. The Department of Communications is the best performer, in terms of the percentage of disabled people employed, with 3.3 percent of its employees being disabled people. This percentage is significantly higher than the 2% target set for the public service.

Disabled Employees and Total Number of Employees in 18 National Government Departments

Department	No. of Disabled Employees	Total No. of Employees	% Disabled
1. Agriculture	16	3206	0.50
2. Arts, Culture, Science & Technology	4	475	0.84
3. Communications	5	154	3.25
4. Education	10	577	1.73
5. Environmental Affairs & Tourism	24	1162	2.07
6. Finance	1	285	0.35
7. Health	10	1520	0.66
8. Housing	3	156	1.92
9. Justice*	87	14292	0.61
10. Labour	67	4962	1.35
11. Public Enterprises	0	64	0.00
12. Public Service & Administration	2	230	0.87
13. Public Works*	29	4207	0.69
14. Sports & Recreation	1	44	2.27
15. State Expenditure	0	311	0.00
16. Trade & Industry**	3	-	-
17. Transport	4	250	1.60
18. Welfare	6	240	2.50

* The employment statistics are for the whole country, and not for the head office in Pretoria as is the case for the other departments
** Information on the total number of employees in the department could not be obtained

Nine of the departments have employed less than 1% of disabled people, the worst scenario being in the Department of State Expenditure and the Office of Public Enterprises where no disabled person is employed. Information available from the Department of Trade and Industry indicates that the number of disabled people employed by the department has dropped from 10 in 1997 to 3 in 2000, a situation

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[20] Determining the definition of disability used by departments was beyond the scope of this study. The investigation relied on statistic furnished by departments. It should be pointed out, however, that in a number of cases departments expressed concern with the lack of a standard definition of disability. This implies that, disability statistics vary depending on the interpretation of the relevant official.

[21] Except in the Departments of Environmental Affairs and Tourism, Transport and Trade and Industry, employment information was obtained from Human Resource Divisions of departments, which are the custodians of such information.

that is worrying indeed. The extent to which this trend prevails in other departments is not known.

Of concern is the fact that the vast majority of disabled people employed tend to be in very low-level positions (e.g., clerks, cleaners and administrative officers) and a few in middle management positions. In none of the departments is there a disabled person employed in a senior management position. This implies that disabled people cannot participate in decision-making and influence the manner in which disabled people are viewed and should be serviced. It is actually, no wonder that senior managers in most government departments are adverse to disability issues and in certain instances undermine their own stated policy statements.

Also of concern is the fact that even when disabled people are employed, the majority of departments (i.e., 57%) do not make reasonable employment accommodations for them. The Departments of Welfare, Transport, Sport and Recreation, Public Works, Finance and Environmental Affairs and Tourism reported making no accommodations at all.

Most departments reported making alterations to the physical environment, the most common being the construction of ramps and having a few accessible toilets, even though not on all floors. Some departments made accommodations that have nothing to do with the physical environment, which include purchasing special computers and other equipment and purchasing specially designed office furniture. It is only in the department of Arts, Culture, Science and Technology where transport arrangements are made for some severely disabled employees, which is quite novel. None of the departments reported employing special assistants for their employees. This may be due to the fact that departments tend not to employ people who have severe disabilities.

There is no doubt that drastic action should be taken to address this situation. Hopefully, with the new legislative requirement of developing Employment Equity Plans in terms of the provisions of the *Employment Equity Act, 1998*, government departments will not only put in place mechanisms for monitoring the representation of disabled people, but will also engender a conducive workplace for people with disabilities.

4.10 Capacity Building for Disability Integration

The need to build capacity to better deal with disability integration cannot be over-emphasized. In general departments are still grappling with understanding what disability issues are. The tendency is to focus on creating equal employment opportunities at the expense of seeking ways of integrating disability issues into all aspects of service delivery. The general failure of government departments to integrate disability is mainly due to the fact that there are currently no strategies in place for developing the capacity of staff to ably integrate disability issues. None of the departments included in the study save for the Department of Justice had an initiative aimed at creating awareness of departmental staff on disability. For the

most part, the only exposure to disability issues in general and disability integration in particular, has been through the attendance of the INDS and Disability Awareness Training Workshop offered by OSDP.

This is certainly insufficient to fully equip government officials with disability integration skills. It is, for this reason that departments should make a concerted effort to send several delegates from various sections of their departments to future training activities offered by OSDP. Sending a number of representatives will ensure the building of a critical mass of people who are empowered to integrate disability issues into their line function activities. It will also ensure that the department's ability to integrate disability issues is not affected by staff turnover, which is generally high in the public service.

Of critical importance also is the need to create a platform within departments for officials who have undergone training in disability integration to share their experiences and lessons learnt with other members of staff in their departments. This would also enhance the critical mass needed for disability integration in departments. Furthermore, there is a need to empower senior managers in departments so that they can support and promote initiatives aimed at addressing the needs of disabled people.

The Department of Justice has made some headway in this regard. It has begun using its internal Forum on People with Disabilities to create some level of awareness on disability issues.

4.11   Physical Access to Departmental Buildings

The vast majority of government departments have buildings that are in one way or the other inaccessible to people with disabilities because of structural barriers to the built environment and poor interior design. For instance toilets tend to be inaccessible to wheelchair users, as stairs commonly have to be used to reach them. Even then, the design of the toilets does not allow for easy maneuverability of wheelchairs. It is only in the Departments of Housing and Public Works where all toilets (i.e., on all floors) can easily be reached. However, it could not be ascertained whether the design of the toilets is friendly to people using wheelchairs.

Most departments have improved access to their buildings by constructing ramps leading to their building, though in some departments the ramps lead to obscure back entrances. It is only in the Departments of Justice and Public Service and Administration where no ramp access has been provided.

In some departments such as in Trade and Industry and Welfare, because of a combination of security systems and stairs leading to main entrances, people who use wheelchairs have to use obscure entrances, which is not only inconvenient, but is isolating as well.

Braille signage is not available in most departments. The Department of Education has made considerable progress in this regard as there is Braille signage inside lifts and the surrounding area, making for easy navigation by blind people.

The Departments of Trade and Industry and Justice have the most inaccessible built environment. The combination of having no Braille signage, narrow security checkpoints, no ramps leading to the main entrance, inaccessible toilets and poor toilet design all make the buildings in these departments very unfriendly to people with various forms of disability.

The maintenance of public buildings and the management of the rental of buildings for public use are a core responsibility of the Department of Public Works. It is for this reason that most departments tend to shift the blame for having inaccessible buildings to the Public Works. The extent to which the department is taking seriously the issue of making all public buildings accessible at the national level is not clear, as information in this regard could not be obtained from the department. It is only at provincial level that the department has started an initiative of making select public buildings accessible to disabled people. Nonetheless, it is still incumbent upon national departments to open serious discussions with the Department of Public Works on this issue, preferably at a very senior level. The departments should also have very clear specifications of how they would like their buildings to be modified so that they have a universal design. It is, therefore, recommended that this matter be dealt with as a matter of priority. Otherwise disabled employees and customers of departments will continue being denied access to essential public services.

4.12 Disability Prevention

The only departments that have initiatives that contribute to the prevention of disability are the Departments of Health, Labour and Transport. Initiatives of the Department of Health include the early detection of disability programme, the immunization programme, maternal, child and women's health initiatives, environmental health initiatives and the nutrition programme. The department's goal of accessible health care for all, if managed properly, has a potential of significantly reducing the incidence of disability. In addition, the department also produces a booklet on disability prevention.

The *Occupational Health and Safety Act* of the Department of Labour seeks to ensure a secure and safe working environment for all workers in the country by preventing occupational diseases and accidents, thus reducing the pain and suffering of victims and their families.

The *Arrive Alive* and the *School Children in Traffic* campaigns of the Department of Transport, though aimed at reducing the high death toll due to road accidents, also contribute to the reduction of disabilities. Other departments such as Labour and Justice indirectly contribute to prevention when they enforce legislation.

4.13   Rehabilitation of People with Disabilities

Rehabilitation services are predominantly based in the Departments of Health and Welfare, and the bulk of funds being paid to rehabilitation service providers. The Community Based Rehabilitation strategy, which stems from the *National Rehabilitation Policy, 1999*, is the Department of Health's key instrument for actualizing the goal of promoting social re-integration and participation of people with disabilities into their communities as well as the society at large. At the Department of Welfare rehabilitation services are offered through non-governmental and community-based organizations which the department supports financially.

The Departments of Labour and Transport also have a few rehabilitation programmes, those of the Department of Labour being more vocationally oriented. In none of the departments offering rehabilitation services do people with disabilities play a central role in the planning, development, implementation and monitoring of rehabilitation services. This necessitates the need to shift the power to disabled people themselves, as recommended in the INDS.

Chapter 5

DISABILITY INTEGRATION IN GOVERNMENT DEPARTMENTS

This chapter discusses the extent of disability integration within each government department.

5.1   DEPARTMENT OF EDUCATION

5.1.1 Findings

Policy Intervention

As part of the transformation of the education system the South African government has put in place processes aimed at ensuring equal access to quality education to all learners, including learners with special education needs[22]. The *South African Schools Act, 1996* set the stage for the inclusion of learners with special education needs by requiring that public schools should admit all learners and serve their educational requirements without unfairly discriminating in any way. The Act also requires public schools to take all reasonable measures to ensure that physical facilities are accessible to disabled persons.

In 1998 the Department of Education released the *Green Paper on the Quality Education for All Learners: The Challenge of Addressing Barriers to Learning and Development,* which facilitates the provision of Education of Learners with Special Education Needs (ELSEN). This new model of education provision (i.e., inclusive education) entails admitting all learners with special needs to mainstream ordinary public schools. This implies that "the education system should change so that schools can accommodate such learners and that the necessary support services be developed" (Department of Education, 2000). In the long run existing special schools are expected to meet the needs of a few severely or multiple disabled learners. These schools however, would be transformed and strengthened to provide the necessary support to mainstream schools integrating special needs learners.

The Green Paper also seeks to regulate the inclusion of special needs learners in all tiers of the education system (i.e., Early Childhood Development, General and Further Education, Higher Education and Adult Basic Education and Training. The Green Paper is, therefore inclusive because it ensures the inclusion of special needs learners, including learners with disabilities.

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[22] Learners with special needs include abused children, street children, children who have been placed in industries, children in homes of safety, children with learning difficulties and learners with disabilities.

Progress in implementing inclusive education, is however, slow considering that the National Commission on Special Needs in Education and Training proposed its implementation from 1998. The Minister of Education acknowledges the delay and says:

> "We acknowledge that establishing an inclusive education and training system cannot be achieved overnight but only through taking definite and bold first steps. In this regard, if special schools and specialized institutions are failing our children now with poor quality of provision and if our public schools system is struggling to cope with its existing responsibilities, then we are obliged to proceed carefully as we take our first steps to giving effect to our collective responsibilities" (Minister of Education, 1999).

The *Admissions Policy for Ordinary Public Schools of 1998*, makes provisions for the admission of learners with special education needs into mainstream ordinary public schools, and stipulates processes to be followed to facilitate admission of these learners. It is thus inclusive in its approach to dealing with disability issues.

Strategic and Programmatic Intervention

The Department of Education has put in place strategies and programmes aimed at facilitating the integration of learners with special education needs into mainstream schools. These are discussed below:

- **Inclusive Education Strategy:** The Department has proposed a comprehensive inclusive education strategy that, among other things, includes:
  - Centers of learning which reflect an ethos of inclusiveness and have capacity to respond to diversity and address diverse education needs;
  - Offering diversity in terms of curriculum;
  - Specialized learning contexts (formerly referred to as specialized schools); and
  - A moratorium on the building of new specialized centers of learning.

  The proposed strategy seeks to breakdown past misconceptions and practices and to build a new society based on equal rights for all. It is therefore in line with the INDS.
- **National Conduct of Examinations Strategy:** This strategy, though at a proposed stage, provides guidelines and procedures on the management of examinations for learners with various types of disabilities. Its development was prompted by the need to create an examination system, which does not disadvantage learners with learning disabilities, but rather recognizes their special competencies.
- **Advocacy Campaign: This** campaign is aimed at creating public awareness about inclusive education.

- **Sign Language Development**: In collaboration with the Department of Arts, Culture, Science and Technology and DEAFSA, the department developed a South African Sign Language as part of an adapted curriculum for deaf learners, to ensure equal access to learning opportunities. As a result, Sign Language can now be taken as a subject by deaf learners and can be used as a medium of instruction.
- **In-service Training for Educators:** The department has embarked in an in-service training programme for educators in support of the implementation of inclusive education. The training *inter alia* provides educators with skills in the use of the South African Sign Language as a medium of instruction and in curriculum adaptation to accommodate the special needs of deaf learners.

Disability Policy

The Department of Education does not have a stand-alone overarching disability policy. Rather it has developed a Green Paper on Education for Learners with Special Education Needs, which aims at integrating learners with special education needs in all tiers of the education system. The department has also developed the Strategy for Employment Equity for People with Disabilities, which aims at promoting equal employment opportunities for people with disabilities.

Implementation of INDS Recommendations

The department has made considerable progress in the implementation of nearly all the recommendations contained in the INDS that pertain to it. It has:

- Developed a *Green Paper on Education of Learners with Special Needs.* Though the Green Paper has not yet been passed in Parliament the department has begun implementing certain aspects of it.
- A process has been put under way to make Adult Basic Education and Training (ABET) learning materials accessible to adult learners with special needs.
- Accessibility of learning centers at all tiers of education is being addressed at provincial level.
- An Admissions Policy for Ordinary Public Schools (1998), which promotes equal access to education for learners with special education needs, has been developed.
- The issue of formalizing Sign Language as an official language for the deaf is being addressed in collaboration with the Department of Arts, Culture, Science and Technology. This move will ensure that the curriculum is also accessible to deaf learners. The disability sector is also involved in this initiative.
- The department is collaborating with the Department of Health on the provision of educational rehabilitation services.

Suffice to say that no information was available on progress with regard to provision of inclusive education in the early childhood development sector.

Budget

The department has funded a number of disability related research initiatives, one of them being the investigation on the transformation of the education system to cater for the needs of learners with special education needs. It also funds the in-service training of teachers to equip them to deal with diversity in the learning environment.

Research and Information

The Department of Education has undertaken a substantial amount of disability related research, which ultimately informed the development of the *Green Paper on Special Needs Education and Training*. Furthermore, the department has initiated a process of piloting inclusive education in Mpumalanga and Northern Cape primary schools. A service provider has been identified to conduct baseline research in these pilot provinces.

Though there is considerable amount of activity related to special needs education, and the department has nearly achieved the 2% target of employing disabled people, its Annual Reports do not reflect these activities. In fact, disability statistics are conspicuously absent, which is a major weakness since such statistics will facilitate monitoring progress in the employment of disabled people. There is need for the department to avail disability disaggregated information in its reports.

Public Education and Awareness

One of the department's public awareness initiatives is the Advocacy Campaign. The campaign is targeted at the general public and is aimed at creating awareness on inclusive education[23]. It also seeks to change attitudes about disability in order to facilitate the ease of implementation of inclusive education initiatives. The campaign was supposed to have been launched in May 2000.

Mechanisms to Coordinate Disability Integration

The Department of Education collaborates with other departments in a number of areas. For example, it collaborated with the Department of Arts, Culture, Science and Technology in the development of a Sign Language for the deaf. There is some level of collaboration with the Department of Communications on equipping multimedia centers in Special Schools with state-of-the-art computers and other technological devices, the aim being to make these schools resource support centres for mainstream schools.

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[23] Interview with Mr. M Gumede, Department of Education, 30 March 2000.

The department uses the recently launched Interdepartmental Collaboration Committee as a mechanism for communicating and sharing information on disability with other departments.

Internally, the ELSEN directorate, which is driving the inclusive education approach, participates and gives inputs into initiatives of other divisions that deal with learners, with the aim of fostering the accommodation of special needs.

Interaction with Organizations Dealing with Disability Issues

The department interacts with organizations that deal with disability issues by providing support to the National Council for the Blind and involving Disabled People's Organizations (DPOs) in various education bodies. DPOs were also instrumental in the process of drafting the ELSEN Green Paper. The department also collaborates with OSDP on a number of inclusive education initiatives.

Employment of People with Disabilities

The Department of Education has employed 10 people who have disabilities, representing 1.7% of the department's staff complement[24]. The department has thus made considerable strides toward achieving the public service quota of 2%. The majority of the disabled employees occupy low-level positions (e.g., clerks, and administrative officers), none being in the senior management bracket. Reasonable employment accommodations have been made for the disabled employees, including:

❑ Installation of Braille buttons in and outside all lifts to facilitate ease of navigation by blind people;

❑ Having wide enough passages to facilitate ease of movement by wheelchair users;
❑ Modified computers for blind employees; and
❑ Accessible toilets on the second floor of the building.

In an attempt to create greater representivity of disabled employees, the department has developed a policy to promote equity in the employment of people with disabilities within the broader context of Affirmative Action.

Capacity Building for Disability Inclusion

The department has embarked on an in-service training programme for educators. However, it has not put in place any training programme on inclusive education awareness and integration for its employees at its head office. Such a programme is crucial for facilitating the integration of learners with special education and training needs in all tiers of the education system. The only exposure to disability integration that departmental staff have had is the Integrated National

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[24] The statistics were obtained from the Department on 5 July 2000.

Development Strategy Awareness training workshop that was offered by the Office on the Status of Disabled People (OSDP).

Physical Access to Departmental Building

Though the department has made considerable progress in making its building accessible to people with disabilities it still remains relatively inaccessible to wheelchair users, who can only access the department's building through a back entrance since there are no ramps leading to the main entrance. In addition, spacious toilets fitted with grab bars are only available on the second floor of the building, which is certainly inadequate.

5.1.2 Recommendations

❑ **Employ more people with disabilities:** The department needs to employ more people in senior management positions in order to ensure that they can influence decisions that impact on the lives of disabled people.

❑ **Include inclusive education in key education transformation initiatives:** Departmental initiatives that aim at fast tracking the education transformation process, such as the COLTS Campaign and TIRISANO, should put inclusive education at the centre.

❑ **Address access barriers:** The in-service training of educators should be accompanied by a concurrent endeavor to improve physical access to the country's public schools, as well as by the removal of attitudinal barriers toward special needs learners in the schooling environment and the general community.

❑ **Initiate a disability awareness campaign for departmental staff:** An awareness campaign on special education should be initiated for departmental staff in order to facilitate the integration of special needs issues into all tiers of the education system.

5.2 DEPARTMENT OF WELFARE

5.2.1 Findings

Policy Intervention

Until recently, the department's approach to service delivery was based on the medical/welfare model of disability, which assumes that disabled people are unable to provide for themselves and therefore in need of care and help. The promulgation of the *White Paper on Social Welfare, 1997* brought a change in paradigm in the manner the department views and deals with disability issues, which is in line with the principles of the INDS. The vision of the White Paper is:

> "To create a system of welfare that facilitates the development of human capacity and self-reliance within a caring and enabling socio-economic environment."

In essence, the White Paper promotes the integration and inclusion of people with disabilities by seeking to correct past discriminatory practices. It also seeks to foster efforts that would ensure that disabled participate equally in initiatives that affect them. The challenge now lies in the implementation of the stated intentions.

The *Developmental Social Welfare Services Financing Policy, 1999* is a significant policy which provides for the fundamental transformation of both service delivery and the financing thereof. It seeks to integrate disabled people into the initiatives of the department by distributing resources equitably and thereby correcting past injustices and imbalances. The *Financing Policy, 1999* recognizes disabled people in the implementation of the department's paradigm shift. The policy therefore, integrates disability issues.

The objective of the *Child Care Amendment Act, 1996* is to amend the Child Care Act of 1983 in order to:

❑ Provide for legal representation for children;
❑ Shift the focus from the unable or unfit parent to the child in need of care;
❑ Further regulate the provision relating to the adoption of children dealt with under the Act;
❑ Provide for the registration of shelters; and
❑ Extend the inspection of children's homes and places of care, regulate medical treatment of children, notification in respect of injured children, and delegate power to provinces.

This act makes no specific mention of disability at all nor does it seem to anticipate the plight of disabled children (i.e., disability exclusive). This obviously limits the potential of the Act to cater for the unique needs of disabled children. There is thus good reason to motivate for its review in order to make it more sensitive to the specific needs of disabled children.

Other policies such as the *Early Childhood Development Policy* do not make specific mention of disability

Strategic and Programmatic Intervention

The Department of Welfare has numerous programmes and other initiatives that aim at addressing the needs of people with disabilities. Most of these initiatives, however, have not yet transformed in the manner in which they address disability issues, in line with the sentiments of the *White Paper on Social Welfare* and the new Financing Policy. They are, for the most part targeted at only meeting the specific needs of disabled people (disability specific), and do not address the needs of a broader target group. They are therefore not inclusive in the manner with which they deal with disability issues. They generally do not mainstream disabled persons and some are financially unsustainable. An example is the current disability grant system, which has marginalised people with disabilities. It does not promote the integration of disabled people into the open labour market. Some of the initiatives implemented by various divisions of the department and are discussed below[25].

❑ **Social Assistance Strategy:** The Social Assistance Strategy retains a definition of disability that is purely medical, focusing only on the disabling factors rather than abilities and broader socio-economic factors impacting on the disabled person. The fact that disabled people can be highly productive is disregarded thus reinforcing their marginalisation from mainstream activities. The department is working on a new strategy for social assistance, which is supposed to reform the shortcomings of the assistance programme. A review of the new strategy however shows very little change save for some measures to make the conditions for receiving grants stricter. A positive reform is the attempt to curb dependency on grants by reducing the percentage of grant recipients to 10% from 47%.

❑ **Disability Grants:** This is the largest programme for the disabled in South Africa, in terms of expenditure and number of recipients. The grant system was initially designed to provide short-term income to disabled people. The problem with these grants is that they create a pattern of dependency by disabled people on the State. Their current structure creates a distortion between the choice of working and not working, as beneficiaries tend to lose their benefits once they engage in meaningful employment. This programme does not promote independent living and economic empowerment. The Department of Public Works has voiced its frustration with the fact that disabled people are sometimes caught between the choice of participating in Community Public Works Programmes or staying clear of them because of the fear of losing their disability benefits.

❑ **Protective Workshops:** These workshops are also a large programme in the department. Traditionally, the department has subsidized the workshops in

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[25] Not all programmes could be reviewed because no documentation on them was made available. For example, it was not possible to determine the extent to which programmes funded by the Poverty Eradication Fund integrate disability issues. These programmes include the: Micro-save Programme; Operation Hunger Programme; Tikkun Programme (Street children); Lubombo Spatial Development Initiative; Blouberg Programme; Network of Trauma Service Providers; Working for Water Programme; Community Empowerment Programme; Starfish Programme; and the Waste Management Programme. Poverty Eradication Fund forms part of the broader Poverty Eradication Strategy of government, aimed at poverty eradication and employment creation.

order to provide a vocational environment for people with disabilities who because of the nature of their disability, cannot compete in the open labour market. These workshops are normally attached to homes for disabled people to overcome transportation challenges. A 1998 study by the Medunsa Organisation for Disabled Entrepreneurs (MODE, 1998b) found that these workshops experienced several problems, including the following:

- They are extremely expensive to operate and tend not to be financially self-sustainable, which creates perpetual dependence on the State for existence;
- They service a very small percentage of the population of disabled people, thus not cost-effective;
- They do not enable their workers to earn a decent income, even if their workshop income is added to their disability grants; and
- They promote the marginalisation and institutionalization of people with disabilities instead of their mainstreaming and development.

The MODE study recommended that these workshops should be transformed into self-sustainable business ventures. It also recommended that transformed workshops should promote the development and mainstreaming of persons with disabilities. It was reported that the process of transforming these workshops is underway. A certain portion of the Poverty Alleviation Fund is being utilized to facilitate the transformation.

- **Economic Empowerment for Disabled People Programme:** This programme represents a far-reaching commitment by the department to prioritize economic development of disabled people. A R20 million budget has been allocated from the Poverty Alleviation Fund to support the economic development of disabled people, to be managed by the Thabo Mbeki Development Trust for Disabled People (Trust). This fund supports projects that engage disabled people in income generation, employment, school to work transition, transformation of existing protective workshops and implementation of the Job Summit agreements on the economic empowerment of disabled people.
- **Parent/Care Giver Empowerment Programme:** This programme aims to empower parents with disabled children for effective advocacy on behalf of their children. The transformation process instituted in the department in 1999 disrupted the implementation of this programme. It is however being resuscitated in the year 2001.
- **The Children and Youth Living Away from Home:** This programme provides shelter for children living away from home. The transformation process during 1999 also disrupted the implementation of this programme. The department hopes to resuscitate the programme in 2000. There are plans to undertake an investigation of the circumstances of children and youth living away from home. The intention is to later include adults under this service.
- **Flagship Programme for Unemployed Women with Children Under Five:** The mission of this programme is to establish an enabling environment that promotes human capacity and ensures self-reliance and social well being. The programme forms part of the department's poverty eradication strategy, and

aims to provide sustainable employment to the most vulnerable people (i.e., unemployed women with very young children). Initially pilot projects were put in place in the provinces. Using lessons learnt from the pilot stage, more projects are being rolled out to reach more people. Despite its noble intentions, this programme is disability exclusive. There is no indication that the participation of disabled women is anticipated. The view of this study is that this programme has to take into regard the fact that in many low-income families, mothers of disabled children cannot work because they have to devote all their time to looking after their disabled children. In addition, if the mother were herself disabled, she would be unable to look after her children. There is therefore a need to develop criteria for inclusion of disabled women or women with disabled children in the programme.

Implementation of INDS Recommendations

The INDS made a number of recommendations that are supposed to be implemented by the Department of Welfare. These range from the development of a coordinated and effective social security legislative and administrative framework, to the development of national guidelines and minimum norms and standards for accessible social rehabilitation services. The extent of implementation of these recommendations is not clear. Departmental officials indicated that the *Developmental Social Welfare Financing Policy* will facilitate the development of norms and standards on social rehabilitation services and that the policy addresses all the social welfare and community development recommendations.

Disability Policy

The Department of Welfare has no disability policy. It holds the view that it is not necessary to develop a stand-alone disability policy since disability integration should occur in all sections of the department[26]. The department also does not have a departmental strategy for disability integration, which would guide the integration of disability issues into all departmental initiatives, including human resource initiatives.

Budget

The largest allocations in the welfare budget are for the social assistance programme at R17 billion, the economic empowerment programme for disabled people at R20 million, and the Micro-save programme at R20.1 million. The social assistance, social development and the economic empowerment programmes only cater for the needs of disabled people. It would appear from the budget that a substantial portion of the Welfare budget is allocated to disability related programmes. What is of concern however, is the fact that a substantial amount of money is used for funding initiatives that appear not to promote independent living and economic empowerment among people with disabilities.

Research and Information

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[26] Interview with Ms M Pooe, Department of Welfare, 27 March 2000.

The department has commissioned two major research studies. One was "The Status of Persons With Disabilities with Respect to Social Assistance" undertaken by the Community Agency for Social Inquiry. This study informed the development of the *Social Assistance Strategy, 1999.* The other is an investigation into sheltered workshops undertaken by MODE. Some of the recommendations of this study have been discussed above. There are plans to conduct a needs assessment on services required by women with disabilities. The department also plans to assess the impact of the Poverty Eradication Programme on the quality of lives of people with disabilities[27]

Public Education and Awareness

There is not much done by the department to promote public awareness on disability. The department argues that this is a deliberate strategy to give other departments a chance so as not to foster the notion that disability is a welfare issue[28].

Mechanisms to Coordinate Disability Integration

The department is not coordinating any disability-related initiatives. Rather, it participates in the Inter-departmental Collaboration Committee that is facilitated by OSDP. This forum is also used to facilitate communication with other government departments.

There are two members of staff responsible for disability issues within the Developmental Social Welfare Services Chief Directorate. The Social Security Chief Directorate also has personnel dealing with disability issues. No information was available on whether or not other divisions of the department have such people. Having people that can deal with disability issues specifically or as their broader responsibilities is crucial for achieving the integration of disability issues into all initiatives of the department.

It was reported that there is good cooperation between the department and OSDP. However, the extent of collaboration is limited by shortage of staff at OSDP as one person services many other departments. It was also suggested that OSDP needs to share its business plans with government departments so that they can attempt to align their business and operational plans with those of OSDP, at least as far as integrating disability issues is concerned.

Interaction with DPOs

There is reasonable amount of interaction with DPOs, who are usually requested to make inputs when policies are being developed. The department also funds a number of DPOs that are used as the department's implementing agents.

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[27] Interview with Ms M Pooe, Department of Welfare, 27 March 2000.
[28] Interview with Ms M Pooe, Department of Welfare, 10 June 2000.

Employment of People with Disabilities

The department currently employs a total of six disabled people, representing 2.5% of the department's establishment. This indicates that the department has achieved the public service quota of 2%. It is reported that disabled employees occupy relatively low positions, and can therefore not influence decisions that affect the well being of disabled people. No special accommodations have been made for people with disabilities in the department.

Capacity Building for Disability Integration

The department does not have a strategy for developing the capacity of staff to deal with disability issues. The only known exposure to disability integration training is participation in the Disability Awareness and INDS Sensitization Workshop offered by OSDP. What is of concern though from the department's perspective is that the training did not meet the expectations of its officials who felt that it was not an empowering tool. One of the reasons given is that there was insufficient time devoted to covering certain crucial topics such as policy development. It is, however, hoped that these sentiments have been conveyed to OSDP in order to facilitate improvement of the next round of training. To ensure disability integration in the department there is need to expose more staff to OSDP's training workshops, even staff who do not deal with disability issues on a day-to-day basis

Physical Access to Departmental Building

The building of the Department of Welfare is not friendly to people with disabilities[29]. The security checkpoint is not wide enough to accommodate a wheelchair. As a result people using wheelchairs have to use a back security checkpoint. To use lifts wheelchair users have to use a back entrance. There is only one toilet on the third floor that is accessible to people with disabilities. Considering the size of the buildings, this is not sufficient. The official departmental position is that its building has been leased from a private concern, and therefore cannot be altered. Rather, the Department of Public Works, which has overall responsibility of maintaining public buildings, has to take this matter up with the private concern. It was not immediately clear if the department has opened up discussions with the Department of Public Works on this matter.

Rehabilitation of People with Disabilities

The department does not provide rehabilitation services directly to the public but through the Non-Governmental and Community Based Organizations that it supports financially.

Disability Prevention

From the perspective of departmental personnel, the responsibility for disability prevention programmes resides within other departments, such as Health and Labour. The department does however support prevention programmes through support provided to NGOs that are actively involved in prevention programmes. Also through programmes such as the Economic Empowerment programme which aim to alleviate poverty, disability is prevented indirectly.

5.2.2 Recommendations

❑ **Capacity building for integration of disability:** The department has to invest in a capacity building strategy to equip line functions to integrate disability issues into their policies. Such a strategy should also aim to increase sensitivity to disability issues by all staff at all levels within the department. This will have to be done in cooperation with the OSDP to ensure that the objectives thereof are shared amongst all parties.

❑ **Fostering compliance with disability integration approach:** The department implements a number of its programmes through NGOs e.g. rehabilitation centres. It is necessary to build criteria that compel beneficiary organizations to integrate disabled people in their programmes. This would also help to encourage NGOs to develop and maintain disability friendly policies.

❑ **Ensuring departmental commitment to disability issues:** All directorates should have a designated staff member responsible for the implementation of disability issues to ensure the successful transformation to an integrated

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[29] The Department of Welfare shares its main building (i.e., the Hallmark building) with the Department of Health.

approach. This is particularly necessary at this stage where integration is still a new concept. Without this level of commitment it will be difficult to ensure that all line functions conform to the requirement for integration.

❑ **Inclusion of people with disabilities:** Departmental programmes should include people with disabilities not only at the level of developing policy but also at the implementation levels particularly at the piloting stage, to ensure that disabled people are involved in projects that affect them.

❑ **Ensure long term sustainability of supported programmes:** The department has to ensure that the economic empowerment programme results in the self-sustainability of supported projects in the long term so that the department will not have to continue supporting projects indefinitely. Concrete strategies have to be developed with clear outcomes against which to measure the extent to which the programmes have succeeded in integrating disabled people. This is crucially important for the imperative to encourage the independence of people with disabilities.

❑ **Broaden definition of disability: Since** the department embraces the integrative, developmental approach to disability, it will have to look into the issue of broadening its definition of disability in its social assistance programmes to become more ability orientated and to take regard of the socio-economic circumstances of disabled people. The involvement of social workers in the application and review processes could be one way of doing this.

❑ **Employment of people with disabilities:** The department needs to develop a specific policy for the affirmation of disabled employees, including employment practices in relation to disabled people. There's a need for more disabled people at management levels.

❑ **Need to review policies that do not make special provisions for disabled people:** These would include the Child Act, among others.

❑ **Undertake a needs assessment:** The department should undertake research to determine the needs of disabled people to ensure the relevance of services provided.

5.3   DEPARTMENT OF HEALTH

5.3.1 Findings

Policy Intervention

White Paper for the Transformation of Health Services in South Africa 1997 provides a comprehensive policy on all Department of Health core service delivery areas[30]. It provides for the integration of disability issues and expresses as one of its objectives an intention to "help the disabled to become independent and reach their full potential for achieving a socially and economically productive life". The White

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[30]   These areas include nutrition, maternal, child and women's health, HIV/AIDS and sexually transmitted diseases, communicable diseases, environmental health, mental health and substance abuse, oral health and occupational health.

Paper also identifies the training of rehabilitation professionals as a training priority.

National Rehabilitation Policy, 1999, on the other hand, is disability inclusive and is an attempt by the department to integrate the recommendations of the INDS on rehabilitation. It intends to ensure that service providers as far as possible strive to provide comprehensive services, which cover all components of rehabilitation. It also promotes social re-integration and participation of people with disabilities into their community as well as society at large. The Community Based Rehabilitation strategy, which stems from this policy, is probably the nearest that the department has come in actualizing this goal.

Programmatic Intervention

All departmental programmes integrate disability issues and show a significant move towards the social or developmental model of service delivery. They all attempt to overcome barriers faced by people with disabilities. The shift in the approach to service delivery is indicative of the department's commitment to implementing the recommendations of the INDS. The National Department of Health has a number of programmes for capacity building and human resource development for health personnel[31]. These include the following:

- **Provision of assistive devices to people with disabilities:** The department is working with provinces to administer this programme, which is aimed at addressing the backlog in the provision of assistive devices. It also includes the establishment of community based wheelchair repair centres and training disabled persons to do this as an income generation initiative.
- **Accessibility of Health Facilities programme:** This programme is aimed at encouraging health managers to make their facilities accessible to all persons, including people with disabilities. A checklist has been developed to assess health facilities for accreditation.
- **Re-orientation of Rehabilitation Professionals to Primary Health Care:** This programme is a response by the department to the challenges presented by the primary health care approach to health care. The programme aims to re-orient health professionals to the role of primary health care in rehabilitation. Its basic premise is the INDS and so it is viewed as an effort to enhance the capacity of health officials to integrate disability.
- **Sign Language Development:** The programme aims to address communication problems between deaf people and health service providers. Presently, 44 health workers have been trained in basic functional sign language through workshops.
- **Immunization Campaign:** This campaign was undertaken in 1995 to immunize 3 million children under the age of five for polio. Immunization

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[31] It should be noted that, just like in most departments, the National Department of Health is primarily responsible for policy formulation and monitoring the implementation of the policies. Provincial Departments of Health, on the other hand, are charged with developing programmes in line with national health policies and guidelines.

campaigns are instrumental in preventing the occurrence of polio, which is one of the causes of disability.

This research takes cognizance of the fact that the Department of Health has more policies and programmes than those discussed above. However, the analysis was limited to those initiatives for which the department provided documentation[32].

Disability Policy

The Department of Health does not have a stand-alone disability policy. It also does not find it necessary to develop a stand-alone disability policy. The department also does not have a disability integration strategy, which would be instrumental in facilitating the integration and inclusion of disability issues into all departmental initiatives, including human resource initiatives.

Implementation of INDS Recommendations

Department of Health has made considerable progress in implementation of 3 of the 5 INDS recommendations of which it was supposed to take the lead. Specifically, the department has:

❑ Developed a National Rehabilitation Policy (1999) in line with the core principles of the INDS, in consultation with various role-players and stakeholders;
❑ Developed a screening tool for the early detection of disability, which is being piloted; and
❑ Developed norms and standards for severe psychiatric illnesses. The norms and standards, therefore, do not cater for people who have temporary psychiatric problems[33].

With regard to the development of the National Inter-sectoral Disability Prevention Strategy the Department of Health has requested OSDP to take the lead. The inclusion of disability into the National Health Plan for Universal Access to Primary Health Care, the White Paper on Health (i.e., the White Paper on the Transformation of Health Services) and the proposed Health Act has not been effected in line with the sentiments of the INDS.

Budget

No budgetary statistics were made available by the department. Rather, it was reported that the head office budget is small, the bulk of the budget mainly consisting of grants to provinces, which determine the use of funds. It was also asserted that "the reason why the department does not have a disability budget is because health is its

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[32] It was not possible to obtain supplementary documentation from the Internet because access was denied.

[33] Interview with Mr M Tshivhase, Department of Health, 28 March 2000.

core competence"[34]. Furthermore, it was argued that it is difficult to determine budgetary allocations and expenditure for disability activities at provincial level because of the varied structure of provincial budgets.

Research and Information

The department commissioned two major studies, these being the *Disability Survey* undertaken by CASE and the *Wheelchair Survey.* The department plans to undertake a survey to monitor service coverage and assess the quality of care. The respondent recommended conducting research to evaluate the impact of services provided by the department on the quality of life of people with disabilities, as well as research to facilitate the improvement of assistive device products in the South African market.

Public Education and Awareness

The department has supported a number of disability awareness raising initiatives, which include the publication of Disability Prevention Booklets and the Sign Language Campaign. However, no attempts have been made to create disability awareness among departmental staff.

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[34] Interview with Mr M Tshivhase, Department of Health, 28 March 2000.

Mechanisms to Coordinate Disability Integration

The department is a member of the Inter-departmental Collaboration Committee. It uses this forum to communicate with other departments on disability issues. At the departmental level there is a system that is used to facilitate communication on disability issues by various units of the department. Details about this system were however, not available.

Interaction with DPOs

There is substantial interaction with DPOs such as the Federal Council, DEAFSA, Council for the Blind, and the Epilepsy League. It is reported that the department involves DPOs in policy formulation and project implementation[35]. For example, DPOs were involved in the formulation of the National Rehabilitation Policy (1999). Financial support is extended to some of these organizations only under special circumstances.

Employment of People with Disabilities

The department is doing very little to employ people with disabilities. It currently employs only 10 disabled people, representing only 0.7% of the department's staff complement. Disabled employees occupy middle management and administrative support positions. None are in top management positions. This limits the influence that people with disabilities can have, particularly in terms of making decisions that affect their lives in the department.

The department has taken some steps to accommodate its disabled employees. There are toilets on the first floor of the building that are easily accessible to wheelchair users. Ramps have been made available in its two buildings for people who utilize wheelchairs. The department has approached the Department of Public Service and Administration (DPSA) to investigate the development of a framework for the appointment of personal assistants for disabled employees in government departments. DPSA has in turn requested the Department of Health to investigate the feasibility of this proposal[36].

The recent development of the *Draft Affirmative Action Policy, 1999*, is unlikely to result in a turnaround in the employment of disabled people because it does not recognize disability as an area of discrimination which needs redress, hence no targets for the affirmation of disabled people. In order to promote equal employment opportunities for disabled people and attain the 2% target set for the public service it is crucial for the Department of Health to revise this policy, as a matter of priority.

Capacity Building for Disability Integration

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[35] Information furnished by Mr M Tshivhase, Department of Health, 7 August 2000.
[36] Interview with Mr M Tshivhase, Department of Health, 28 March 2000.

Save for attending the OSDP training workshop there does not appear to be any other form of training on disability integration that departmental staff has been exposed to. It is crucial to build a critical mass of staff and other officials who are equipped to integrate disability into all aspects of health service provision.

Physical Access to Departmental Building

The department has made efforts to make the main building (i.e., Civitas building) from which it operates disability friendly by availing toilets which are suitable for disabled people and building ramps at the main entrance and basement of the building. It has also made a proposal to the Department of Public Works to install Braille buttons in lifts. It should be noted that having accessible toilets on one floor of a 29-floor building is inadequate, thus the department needs to invest more in this regard. The department also occupies part of the Hallmark building[37]. This building, is however, not very user-friendly to people with disabilities, as stated earlier in Section 5.2.

Disability Prevention

The Department of Health has put in place a number of programmes aimed at preventing the occurrence and progression of disability. These include early detection of disability programme, the nutrition programme, the immunization programme, maternal, child and women's health initiatives and environmental health initiatives. In addition, the department is the process of developing disability prevention booklets, which are aimed at creating awareness about various types of disabilities and their prevention.

Rehabilitation of Persons with Disabilities

The National Rehabilitation Policy of 1999 has a holistic approach to disability rehabilitation which, aims at the development of people with disabilities. The Community Based Rehabilitation strategy also looks into the empowerment of people with disabilities at community level by funding their programmes and making disabled persons implementers and evaluators of such programmes.

5.3.2 Recommendations

❑ **Employ people with disabilities:** The department needs to take urgent steps to recruit and employ more disabled people and provide reasonable employment accommodations for them. Particular attention should be paid to employing more disabled people in management positions. Revising the draft Affirmation Action Policy in line with the provisions of the Employment Equity Act can enhance this process. This will entail, among others, setting targets for attaining employment equity of disabled people.
❑ **Build capacity building for disability integration:** The capacity of staff of the national Department of Health needs to be built in order to empower it to integrate disability issues in the development of national health policies, strategies and plans. Capacity building should then be cascaded to provinces to ensure disability inclusion in the development and implementation of programmes.

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[37] It shares this building with the Department of Welfare.

Recommended Research

❑ The department needs to commission research to assess the impact of training offered to its staff, especially the re-orientation of rehabilitation professionals to primary health care.

❑ The department needs to promote the culture of research at provincial level to inform the development of disability integrated programmes and projects. This calls for provincial departments to execute research studies to determine the prevalence, causes and types of disabilities per the province.

❑ There is also a need to determine the needs of people with disabilities in the health sector.

5.4 DEPARTMENT OF LABOUR

5.4.1 Findings

Policy Intervention

The Department of Labour has put in place several pieces of legislation that promote the integration of people with disabilities in the workplace. The most novel of these is the *Employment Equity Act of 1998*, which ensures that disabled people are afforded equal employment opportunities. The Act is inclusive of disabled people because it states that affirmative action measures must redress the disadvantages in employment experiences by designated groups[38]. These measures are designed to ensure that suitably qualified people from designated groups have equal employment opportunities and enable their equitable representation in all occupational categories and levels in the workforce. The measures envisaged include the identification and elimination of barriers, which adversely affect people from designated groups and making reasonable employment accommodations for people from designated groups. The Act also requires designated employers to prepare Employment Equity Plans, which are aimed at achieving reasonable progress towards employment equity.

Other Acts which are disability inclusive are the *Labour Relations Act, 1995* and the *Skills Development Act, 1998.* The former Act, among others, protects workers against unfair dismissal from the workplace on the grounds of race, gender, ethnic or social origin, disability, religion and language. The *Skills Development Act,* on the other hand, has amongst its objectives the training and development of persons with disabilities through Sector Education and Training Authorities (SETAs). The *Basic Conditions of Employment Act, 1998* and the *Skills Development Levies Act, 1999* make no specific mention of people with disabilities.

Programmatic Intervention

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[38] Designated groups include Blacks (i.e., Africans, Coloureds, Asians), women and people with disabilities.

While the majority of the department's Acts are based on the social model of disability, namely integrating disabled people into the mainstream of society, this is not true of its programmes. Most of the programmes that address the needs of disabled people are disability specific, targeting only disabled people, hence likely to inadvertently cause their further isolation (i.e., in line with the medical model of disability). The *Training of Unemployed Persons* programme is one of the few programme that are disability inclusive. This programme funds training providers, some of whom address training and skills development needs of disabled people. Disabled people trained under this programme comprise about 1% of the total number of beneficiaries.

The *Labour Market Skills Development Programme* is a disability inclusive programme, which has set up employment services throughout the country. These services consist of career guidance, counseling and placement. There are 174 placement centres countrywide. These centres have the brief of giving special focus to people with disabilities.

The *Wage Subsidy Scheme* and the *Bursary Scheme* for Disabled People though disability-specific are based on the social model of disability, facilitating their integration into the workplace. Both are used as vehicles for promoting employment of disabled people. For the former, the wage or salary of a disabled person is subsidized on a sliding scale over a period of two years. The Bursary scheme benefits disabled people who wish to attend a tertiary institution. After their completion of studies the department assists them to access suitable employment thus becoming independent citizens.

The *Subsidy to the National Councils for People with Disabilities* is a disability-specific programme that subsidies councils which provide services to the disabled such as the Council for the Blind, Council for the Physically Disabled and the Council for the Deaf. It subsidizes placement officer's salaries so that persons with disabilities are placed from the national councils named above.

The *Sheltered Employment Programme* is the most expensive initiative to run requiring substantial subsidies from government. It entails providing employment opportunities for disabled people who can work productively, but require 'sheltered' work environments that protect them from market forces and the labour market. This programme is also the least desirable of the department's programmes as it isolates people with disabilities from mainstream job opportunities and creates a dependency relationship to the State (i.e., medical model). It is thus laudable that the department has initiated the process of commissioning a consultancy study with the view of transforming sheltered employment into viable independent business entities, which seek to promote transition into the open labour market.

Disability Policy

The Department of Labour does not have a disability policy as yet. It is, however, in the process of developing the policy. The department also does not have a disability integration strategy, which is critical for facilitating the integration of disability issues into all departmental initiatives.

Implementation of INDS Recommendations

The INDS made a number of recommendations that were supposed be implemented by the Department of Labour. The following constitutes a checklist of what has been achieved this far:

(a) *Ratification of the ILO Conventions 142 and 159 on vocational guidance, training and rehabilitation of people with disabilities:* This recommendation has not been implemented. The position of the department is that the ratification of this particular convention is dependent on a variety of issues, amongst which would be the passage of an Act of parliament on which to hang the provisions of the conventions[39]. Without such legislation government departments and the general public would not be compelled to honour the ratification of these conventions. It was suggested that the legislation of the INDS would serve as a basis for the ratification.

(b) *Development of norms and guidelines for the provision of vocational education and training services that will equip the disabled job seekers to access employment opportunities (which would include amongst others the transformation of existing sheltered factories and workshops into vocational centres): There* is a task team that is working towards the development of a code of good practice for business. Regarding sheltered employment, there is the project to restructure sheltered employment and that has resulted in the development of terms of reference for a consultancy to conduct a feasibility study for the re-structuring of sheltered employment.

(c) *Progress on the development of enabling legislation on employment equity (legislation which would protect disabled job-seekers and workers against unfair discrimination and promote an inclusive work environment that accommodates diversity):* Since the publication of the White Paper on an Integrated National Disability Strategy, the *Employment Equity Act of 1998,* the *Skills Development Act, 1998* and the *Promotion of Equality and Prevention of Unfair Discrimination Act, 2000[40]* have been passed.

(d) *Progress on the development of national guidelines for the subsidization of adaptations (barrier free access, work area organization) in existing vocational training centres to make them more responsive to needs of people with disabilities:* The department has not implemented this recommendation. Rather it views its implementation as the mandate and core responsibility of the Department of Public Works.

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[39] Interview with Ms L Gwangwa, Department of Labour, 27 March 2000
[40] The anti-discrimination Act was developed by the department of Justice and Constitutional Development in consultation with a number of stakeholders and role players.

(e) *Progress on the development of national guidelines for the support mechanisms (trained instructors, Sign Language interpreters etc.) in existing vocational training centres to make them more responsive to persons with disabilities: Both* the Skills Development Act and the National Skills Levy Act aid the process of developing support mechanisms/centres (intermediaries) through the sectoral plans envisaged in the Act. Sector Education Training Authorities (SETA's) provided for under this Act would address this matter.

(f) *Progress on the development of national norms and guidelines for the subsidization of sheltered workshops/units within the ordinary work environment:* There has been no progress in this area, however the equity plans and sector plans aim to indicate guidelines of good practice on how to deal with disability. This particular issue is the one of the terms of reference for the consultancy study that the Employment and Skills development directorate has issued to investigate the reform of sheltered employment. The study is due to commence shortly after some delays in the tendering process.

(g) *Progress on the development of national norms and guidelines for the subsidization of disabled persons organizations engaging in sheltered employment and/or vocational training:* The invitation to tender for a consultancy study for the reform of sheltered employment that has been issued by the DOL, will amongst other things look into this matter and make recommendations on these standards.

Budget

The budget for disability activities in the department in comparative terms can be said to be quite large. However, it lop-sided in certain specific areas such as the provision of funds for sheltered employment, which is funded to the tune of R18 million. Only R2.5 million and R3.2 million are allocated to the Bursary Scheme and Wage Subsidy Scheme, respectively.

Information and Research

There is no evidence that the Department of Labour has conducted any disability related research in the post-1994 period despite the fact that it has produced a number of pieces of legislation that have a bearing on people with disabilities. The only research that was referred to is the research study on the transformation of sheltered employment to facilitate the mainstreaming of people with disabilities.

Public Education and Awareness

It is reported that the department's public education and awareness initiatives include the employment equity hearings, which among others provide advice on good practice as it relates to disabled people. Further, the department was supposed to have mounted a public awareness campaign to prevent and reduce workplace accidents on a pilot basis in the 1999/2000 financial year[41]. It could not be determined from the interviews nor from the available evidence, whether this campaign did get off the ground, the reception and impact on the targeted audiences.

Mechanisms for Coordinating Disability Integration

There is no evidence of the existence of internal mechanisms for coordinating disability integration in the department. However, the department reported that it uses matrix teams[42] to communicate on disability issues.

The department collaborates with key departments on specific disability related projects. These include the Departments of Welfare, Education and Health. It also communicates and collaborates with OSDP on a number of initiatives. Communication between the department and OSDP is regular and facilitated through meetings/workshops between the two entities.

Interaction with DPOs

The Department of Labour maintains regular contact with DPOs. Whenever policy documents are developed, input from DPOs is sought. This interaction extends to the involvement of DPOs in task teams that the department sets up to investigate disability issues. In addition, the department subsidizes National Councils for people with disabilities (i.e., Council for the Blind, Council for the Physically Disabled and the Council for the Deaf).

Employment of People with Disabilities

There are 67 disabled persons currently in the establishment of the Department of Labour, representing about 1.4% of the staff complement. No information was

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[41] Interview with Ms Lebohang Gwangwa of March 27, 2000).
[42] Team converges for a particular project. Those with particular expertise on disability issues are brought on board to inform the teams on disability issues.

available on the occupational levels of the disabled employees. It was just reported that they occupy positions ranging from clerk to director. Some employment accommodations have been made, these being the provision of special computers for those who need them, and the modification of workplace[43] for disabled people so that they can easily find their way around on their own.

Capacity Building for Disability Integration

There are no departmental initiatives aimed at building the capacity of staff to integrate disability integration. The department also did not send delegates to the OSDP training workshop on INDS and Disability Awareness. In light of the fact that the department still has to engage in an exercise of reviewing its programmes to ensure that they promote the integration of disabled people, it is crucial that staff of the department attends the next round of training that will be offered by OSDP.

Physical and Other Barriers for Persons with Disabilities

The department has modified its building to improve physical access by disabled people. Ramps have been constructed. Some of the toilets are accessible whilst others are not accessible to disabled persons. However, lifts have no Braille thus blind persons working in the building have to be accompanied when using the lifts[44].

Disability Prevention

The *Occupational Health and Safety Act* seeks to ensure a secure and safe working environment for all workers in the country. According to the 1998 Annual Report of the department, the South African economy lost an estimated R17 billion in 1996 as a result of accidents and fatalities in the workplace (Department of Labour, 1999). The department has thus placed great emphasis on a preventative strategy, rather than dealing with the consequences of occupational diseases and accidents. This strategy is aimed at not only reducing the pain and suffering of victims and their families, but also aims at reducing the hundreds of millions of rands paid annually to victims of work related accidents and the pressure on health services.

Rehabilitation of Persons with Disabilities

The Department of Labour has a few rehabilitation programmes, which are for the most part vocationally oriented. The programmes include the *Bursary Scheme for People with Disabilities,* the *Training of Unemployed People,* the *Labour Market Skills Development Programme* and the *Subsidy for the National Councils for People with Disabilities.*

5.4.2 Recommendations

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[43] There was no elaboration of what the modification of the workplace entails.
[44] Interview with Ms L Gwangwa, Department of Education, 27 March 2000.

❑ **Development of a disability integration strategy:** Despite the fact that the Department of Labour is in the forefront in terms of disability issues, given its wide and extensive involvement, it lacks the fundamental strategy to drive disability internally to engender the inclusive model. It is, therefore, crucial for the department to initiate the development of its disability integration strategy.

❑ **Employment of persons with disabilities:** The Department should embark on a programme of recruiting, training and developing people with disabilities not only to meet the 2 per cent quota, but also to reflect the demographics of the country.

❑ **Address barriers to access to the departmental building:** The department should address problems associated with physical access to its building as it is currently not user friendly to people with disabilities.

❑ **Task team to activate the implementation of INDS recommendations***:* It is recommended that the department establishes a task team to be housed by the Employment and Skills Development directorate to primarily attend to fast-tracking the implementation of the INDS recommendations, especially those that involve third party implementation.

❑ **Re-strategising and re-orientation of funds to benefit disabled people:** The department should obtain guarantees that savings made on re-orienting and mainstreaming current disability programmes (i.e. sheltered employment) will be retained within the disability sector and will not be channelled to other departments or programmes within this cluster.

❑ **Conduct a longitudinal study to track beneficiaries of the wage subsidy scheme:** There is need to track employees that have benefited from the wage subsidy scheme to determine the percentage of employees that were retained after the expiration of the two year subsidization period.

5.5   DEPARTMENT OF TRANSPORT

5.5.1 Findings

Policy Intervention

The Department has done commendable work in ensuring that most of its initiatives are inclusive of disabled people. The *White Paper on the National Transport Policy, 1996*, which is the department's overarching policy, is inclusive in the manner in which it addresses special transport needs of disabled people. It states that:

> "The needs of the community and customer will be determined and provided for by a transparent, coordinated and accountable process based on comprehensive information. Special needs groups will include the poor and the disabled."

It stipulates that responsible transport authorities should identify the needs of special passengers, including disabled people, and these needs should be included in

their transport plans. Furthermore, it calls for paying special attention to designing public transport vehicles so that they do not pose barriers to persons with disabilities.

The *National Land Transport Transition Bill (2000),* sets a stage for creating of an enabling environment for effectively and efficiently servicing transport needs of special needs customers, which includes people with disabilities. It is, therefore, inclusive in its conceptualization of the provision of transport needs for disabled people. It stipulates that:

> "The needs of special categories of passengers must be considered in planning and providing public transport infrastructure, facilities and services, and these needs should be met as far as possible by the system provided for mainstream public transport".

Strategic and Programmatic Intervention

In pursuance of the vision of the *1996 White Paper on National Transport Policy*, the Moving South Africa (MSA) strategy was developed, its mission being:

> "To open up the mainstream of the transport system to all whose needs differ from those of the average, able-bodied adult." (Department of Transport, 1999)

The MSA proposes a framework for prioritizing the upgrading of the public transport system to address the needs of special needs customers. It also segments special needs customers into three groups, these being:

❑ *Life Cycle Passengers:* By virtue of being in the normal stages of the human life cycle, these passengers have special transport needs. They include children, pregnant women and the elderly.
❑ *Impairment Passengers:* These are passengers with physical, cognitive or sensory impairments for whom special assistance adapted technologies and safety requirements are necessary (i.e. disabled people).
❑ *Signage Passengers:* These are passengers who for reasons of illiteracy, age or lack of familiarity with the language of signs, are unable to access enough information to use the transport system effectively (e.g., foreigners).

Like the White Paper, the MSA is disability inclusive in that it seeks to address transport needs of disabled people as part of a broader target group of special needs customers. It also seeks to integrate disabled people into the mainstream passenger transport system by recognizing the need to institute infra-structural changes to the transport system to include people with disabilities.

Though the policy framework is conducive to the inclusion of disabled people, some initiatives such as the Accessible Transport Pilot Projects (ATPPs) in the metropolitan cities of Johannesburg, Cape Town and Durban are not inclusive and

do not promote the integration of disabled people into the mainstream land transport system. To some extent this is understandable as these pilot projects were initiated prior to the development of the INDS. The pilot projects were put in place to test certain aspects of the MSA. These initiatives are being reviewed to ensure that they comply with the requirements of the INDS.

The ongoing process of developing a *Strategy Development Plan for Special Needs Customers* shows further commitment to addressing the needs of special needs customers. This plan is in line with both the INDS and the *White Paper on the National Transport Policy.* What, therefore, remains a challenge for the department is ensuring that these initiatives are implemented at different tiers of government to benefit disabled people.

Since the ATPPs were implemented prior to the existence of the INDS and the development of a strategy for special needs customers, they are exclusive in nature, targeting only disabled people, instead of integrating disabled passengers within the mainstream land transport system. The special needs strategy that is being developed is expected to ensure that future initiatives are inclusive and that future pilot projects are guided by the strategy.

The *Taxi Recapitalization Programme*, a joint initiative of the Department of Transport, Department Trade and Industry, and other role players, is expected to facilitate the design of new taxis that have a universal design, to accommodate transport needs of various target groups, including people with disabilities[45].

Disability Policy

The Department of Transport does not have a stand-alone overarching disability policy. Rather it is in the process of developing a *Strategy Development Plan for Special Needs Customers,* which is aimed at integrating disabled transport needs into mainstream land transport initiatives.

Implementation of INDS Recommendations

The INDS made three recommendations pertaining to promoting disability integration and inclusion in the department: Considerable progress has been made in the implementation of all but one of the recommendations:

❑ It is in the process of developing a Strategy Development Plan for Special Needs Passengers, which include disabled passengers. It has commissioned research to identify the needs of special needs customers and to identify gaps in the current provision of services for special needs customers;
❑ The Road Accident Fund has been reviewed to accommodate the needs of disabled people.

Respondents did not consider the recommendation on investigating tax incentives for the importation and local manufacturing of wheelchair lifts for buses as the

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[45] Telephonic interview with Mr. Union Tembo, National Department of Transport, 4 July 2000.

mandate of the department. They suggested that the Department of Trade and Industry should be approached on this issue. It could not be ascertained whether the Department of Trade and Industry has made any progress in the implementation of this recommendation.

Budget

The Department of Transport budgets for a number of initiatives that benefit people with disabilities. These initiatives include:

- The Metropolitan Demonstration Projects
- Disability related and specific research, which includes the Demonstration Projects Audit, and research to inform the Strategy Development Plan for Special Needs Customers.
- The Arrive Alive Campaign which contributes towards the prevention of disability.

Research and Information

Policy development and implementation are activities that are informed by research. The Department of Transport has used research to guide the development of its policies. For example, the formulation of the MSA strategy is a product of extensive research.

During this study it was noted that plans were underway to conduct research to determine gaps in the provision of needs of special needs customers to inform the various phases of the formulation of the *Strategy Development Plan for Special Needs Customers.* In addition, research was commissioned to CSIR Transportek to audit the implementation of the Demonstration Projects in Durban, Cape Town and Johannesburg. The research will *inter alia* determine the extent to which the projects are in conformity with the INDS, since they were put in place prior to its development.

Public Education and Awareness

Though the *Arrive Alive* and *School Children in Traffic Awareness Campaigns* contribute to the prevention of disabilities the department has not explicitly used them for the purposes of creating the awareness on the correlation between road accidents and disability. The primary focus has been on the prevention of death. The department therefore needs to expand the scope of the campaigns to incorporate the disability awareness component.

There are no programmes that have been put in place by the department to create awareness of staff on disability issues.

Mechanisms to Coordinate Disability Integration

The Department of Transport collaborates with other government departments as well as other key role players in the development and implementation of a number of disability related initiatives such as the *Arrive Alive Campaign* and the Taxi Recapitalization Programme. It communicates with other departments mainly through the Inter Departmental Collaboration Committee. There is, however, no clarity on how it communicates internally on disability issues, though it is argued that the Minister's office and the Communications Section of the department are utilized to facilitate communication on disability issues[46]

The *National Land Transport Transition Bill, 2000* provides for the establishment of public transport planning structures in the lower spheres of government, and delineates roles and responsibilities for the different tiers of government (i.e., national, provincial and local government level). It states that:

> "Transport authorities are in the process of being established in all metropolitan areas, and these bodies will be responsible for implementing national and provincial policy regarding special needs passengers within the context of local plans and conditions" (CSIR, 2000: 5-6)

Interaction with DPOs

The department considers involving DPOs and other organizations dealing with

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[46] Interview with Mr. U Tembo, Ms Q Mahlangu and Ms N Maeko, Department of Transport, 31 March 2000.

disability issues a critical ingredient for accelerated service delivery. It is for this reason that it has involved organizations dealing with disability issues in the development and implementation of its initiatives. For example DPOs are playing a key role in the development of the Strategy Development Plan for Special Needs Customers. This will ensure that the plan is responsive to the needs of disabled people and other special needs customers. In addition, the Department is collaborating closely with DPOs on the implementation of the demonstration projects. The Department of Transport also regularly interacts with people with disabilities through the OSDP.

Employment of People with Disabilities

The department is not making a concerted effort to recruit people with disabilities. Disabled people comprise only 1.6% of the department's staff complement. Even then, disabled employees mainly occupy low-level positions. No disabled person has been appointed to a senior management position. Neither has the department made any effort to make reasonable accommodations for its disabled employees, much against the grain of the Employment Equity Act, 1998. Departmental officials felt that no concerted effort was being made to recruit disabled people since they are never head-hunted as their non-disabled counterparts[47].

In an attempt to rectify this situation, the department developed an *Employment Equity Policy (1999)* whose mission is to provide a work environment for employees that fosters fairness, equity, respect for social and cultural diversity. The policy also fosters an environment that is free from unlawful discrimination and harassment as determined by legislation and the Constitution (Department of Transport, 1999). The policy is inclusive of disabled people and states that:

❑ Special effort will be made to recruit people with disabilities;
❑ The special needs of people with disabilities shall be accommodated to promote accessibility and mobility in the workplace; and
❑ The department shall provide special aids to people with disabilities.

Capacity Building for Disability Integration

It was reported that departmental officials who attended the INDS and Disability Awareness Training Workshop offered by OSDP were conscietised on issues of disability inclusion and integration and were empowered in policy formulation processes. The training has actually made departmental officials conversant with the INDS, its objectives and recommendations pertaining to transport. The respondents reported that lessons learnt from the training have subsequently been used in the formulation of the *Strategy Development Plan on Special Needs Customers.*

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[47] Interview with Mr U Tembo, Ms Q Mahlangu and Ms N Maeko, National Department of Transport, 31 March 2000.

In order to create awareness on disability issues in the department, mechanisms have to be put in place to facilitate the filtering of lessons learnt to the rest of the department by official who attended the OSDP training. This will enable staff to integrate disability issues into their line-specific initiatives.

Physical Access to Departmental Building

The building of the Department of Transport is not easily accessible to people with disabilities. For example, toilets cannot be easily reached since stairs have to be used. In addition, people on wheelchairs cannot utilize the toilets, as they have not been fitted with appropriate facilities and accessories. The department argues that it cannot be blamed for this state of affairs since the Department of Public Works owns the building[48]. There is no indication whether the department has approached the Department of Public Works to resolve the inaccessibility problem.

Disability Prevention

The *Arrive Alive Campaign* forms part of a broader strategy to improve road traffic management through the transformation of road quality and safety (Department of Transport, 1998). The campaign focuses on the prevention of road accidents in order to reduce the high road death toll. It thus contributes to the reduction of the prevalence of disabilities. The Arrive Alive Campaign is a collaborative effort of different authorities including local and provincial traffic control authorities, South African Police Services, Departments of Health and Justice, the Road Accident Fund and the media. The department is planning to translate lessons learnt from the campaign into a more permanent solution for road traffic management in South Africa (Department of Transport, 1998).

The Department is also collaborating with the Department of Education in conducting the *School Children in Traffic Awareness Campaign* which focuses on safe road crossing to prevent road accidents among school children, which not only result in death but also cause disabilities.

Rehabilitation of Persons with Disabilities

White Paper on the *Road Accident Fund* is one of the department's initiatives that show commitment to disability rehabilitation (Department of Transport, 1997). Its provisions cater for the needs of disabled people. The fund compensates victims of road traffic accidents and facilitates their rehabilitation into society. It, *inter alia* proposes to assist people who are disabled as a result of motor accidents by speeding up the processing of claims, and channeling most resources to more seriously injured and poorer communities (Department of Transport, 1997). It also lightens the effects of poverty through disabilities arising from road traffic accidents and possible loss of employment.

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[48] Interview with Mr. U Tembo, Ms Q Mahlangu and Ms N Maeko, Department of Transport, 31 March 2000.

The Fund is inclusive in that it not only caters for the needs of disabled people but also for people who are not disabled, but have lost relatives due to road accidents.

5.5.2 Recommendations

❑ **The Accessible Transport Pilot Projects should be made inclusive:** The department should initiate programmes that also meet transport needs of disabled people residing in rural areas. Ongoing pilot projects have been designed to meet the needs of the urban population. In order to be fully inclusive, the department must have programmes that also meet the needs of the neediest and poorest sector of the society, these being the rural disabled people. The next round of pilot projects should not only provide a service targeted at disabled people, but should attempt the integration of disabled people into mainstream passenger transport systems, instead of fostering the isolation of disabled people which is in line with the medical model of disability.

❑ **Strengthen interdepartmental collaboration:** This will enhance the policy development process and promote effective implementation of initiatives. There is room to collaborate with other departments beyond the School Children in Traffic Awareness Campaign and the Spatial Development Initiatives. The collaboration should, however be accompanied by a clear definition of roles and responsibilities. The Interdepartmental Collaboration Committee should be tapped as a resource for networking and information sharing on disability integration.

❑ **Create awareness on disability at different tiers of government:** It is imperative that the department creates awareness on disability issues and build the capacity of all national government officials in integrating special needs customer issues into their plans. There is also a need to create similar awareness and build capacity at the local government level, since this is where implementation takes place, and this is the tier of government that can ensure that the needs of disabled people and other special needs passengers are met.

❑ **Improve physical access to the department's building:** The department should open up communication channels with the Department of Public Works with the aim of improving access to its building to all people. The building is currently inaccessible to certain types of disabled people. It is incumbent on the department to develop specifications for alteration of the building and table these to the department of Public Works for implementation. The specifications could include building toilets that can be accessed and utilized by wheelchair users, on-ramps to the building, Braille installation in all lifts and accessible signage for visually impaired people.

❑ **Publicize the provisions of the Road Accident Fund:** The provisions of the Road Accident Fund should be communicated widely and brought to the attention of providers of health and rehabilitation services to improve public access to this fund, especially in rural areas.

❑ **Accelerate the implementation of the Employment Equity Policy:** The department needs to accelerate the implementation of its Employment Equity Policy in order to provide equal employment opportunities for disabled people.

This is particularly so because the department is driving a number of initiatives that impact on the lives of people with disabilities. The department should make use of the services of recruitment agencies that deal with employment of disabled people to fast track the recruitment of suitably qualified disabled people.

❑ **Expand the scope of the campaigns:** The department therefore needs to expand the scope of the *Arrive Alive* and *School Children in Traffic Awareness Campaigns* to incorporate the disability awareness component instead of purely focusing on the death prevention aspect.

❑ **Align all departmental policies with the objectives of the MSA strategy:** The MSA strategy needs to be aligned with policies and programmes of other government departments

5.6   DEPARTMENT OF COMMUNICATIONS

5.6.1 Findings

Policy Intervention

One of the goals of the *White Paper on Postal Policy of 1999* is to redress imbalances in employment, procurement of postal goods, access to postal services, and ownership opportunities that disadvantaged specific communities. It acknowledges the need to integrate people with disabilities and states:

> "Through the transformation of tender processes, the postal sector will integrate smaller enterprises especially those run by women and disabled people, and enhance its maintenance and operations via outsourcing and sub-contracting".

The White Paper also promotes employment and occupational equity within the postal sector in terms of race, ethnicity, gender and the disabled. In addition, the White Paper commits the department to the integration of people with disabilities in society, and is thus in line with the sentiments of the INDS. To this end, it makes a commitment to:

❑ Provide adequate, appropriate and accessible information about all employment programmes;

❑ Making all buildings in the postal services sector easily accessible for people with disabilities.

As such, the *White Paper on Postal Services* is the most progressive policy of the Department of Communications in terms of integrating disability issues.

The *White Paper on Broadcasting Policy of 1998* and the *Broadcasting Act of 1999* are both disability exclusive in that they do not accommodate the special needs of

people with disabilities, hence the ongoing discussions investigating amendments and areas of augmentation for this particular piece of legislation.

The department's *White Paper on Telecommunications Policy, 1996* does not make a concerted effort to recognize the need to cater for the special needs of people with disabilities in the telecommunications sector. The focus is rather on the empowerment of historically disadvantaged communities, without also specifying the special needs of disabled people. Thus the White Paper can be said to be disability exclusive. The *Telecommunications Act, 1996* on the other hand, is disability inclusive because it promotes the advancement of historically disadvantaged people with special needs, including people with disabilities

Programmatic Intervention

Despite having a policy framework that is generally disability exclusive, there are a plethora of programmes and projects that address the needs of people with disabilities. The majority of these initiatives seek to integrate disabled people into mainstream society. A few of these initiatives pose barriers to people with disabilities.

Department of Communications is establishing **Mini Communications Centres**, which comprise of computers, Internet connection, a telephone management system, a fax machine and a printer. These centres were necessitated by the need to generate large-scale opportunities for women who have been historically disadvantaged, including women with disabilities. The Mini Communications Centres project seeks to integrate disability issues into the broader gender framework of the department. Its aims are:

❑ To provide a development and economic empowerment initiative for women, including women with disabilities:
❑ To ensure that women, including disabled women, have access to information and technology facilities and benefits; and
❑ To form partnerships with existing community projects which have similar empowerment objectives.

Furthermore, the department in collaboration with the national and provincial departments of education has established **Multimedia Centres** for people with disabilities in Special Schools/Learning Institutions. The roll out plan involves installing computers that are friendly to people with disabilities in 27 special schools spread throughout the 9 provinces[49]. The key objectives of this initiative are:

❑ To provide access to specialized facilities for students with disabilities in secondary schools; and

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[49] Three special schools are targeted within each province, these being schools for blind children, deaf children and for disabled children. The installation of facilities in these schools commenced at the end of March 2000.

❑ To prepare students for the Information Technology, Broadcasting and Computing Industry.

Multimedia centres as they are currently conceptualized do not promote the integration of learners into mainstream, resulting in the isolation of disabled people, thus perpetuating the medical model of disability. Opening up these schools to the general community can result in the integration of disabled learners.

The **Community Radio Stations** project seeks to involve historically disadvantaged groups (i.e., women, children and people with disabilities) in community radio programming in line with requirements of broadcasting licensing agreements. The project entails the following:

❑ Training of disabled people in broadcasting technology skills and in the programming production process;
❑ Supporting community radio stations by loaning them broadcasting equipment; and
❑ Involving community based organizations that represent children, women and disabled people in the planning and execution of the programme.

The project thus makes a provision for the production of radio programmes for disabled people by disabled, thus addressing the public concern of lack of visibility of disabled people in the broadcasting sector.

Multipurpose Community Centres are being set up in 20 sites, in line with the recommendations of the *White Paper on Postal Policy,* to provide disadvantaged communities access to communications services and facilities. These centres have a number of functions, including, facilitating payment of municipal rates, payment of accounts, tax collection points, lottery businesses, rural financing and pension pay-out debit order systems. The facilities that are provided in these centres include computers, email and the Internet. The services and facilities provided in these centres, which are termed 'Citizen's Post Offices', are equally accessible to people with disabilities.

Public Information Kiosks are being established within post offices. These will be accessed through user cards and will provide the general public with information relating not only to government activities as disseminated by the Government Communication Information Service (GCIS), but other government departments will also post information about their activities. The design of these kiosks is however problematic because they are not disability friendly.

Telecentres were brought to previously disadvantaged areas to ensure that rural areas have access to telephones, as well as a host of other information services such as faxes and photocopiers. This project is still at its early stages of implementation. The services provided in these centers are expected to also benefit people with disabilities.

Disability Policy

The Department of Communications has no disability policy; neither does it have a departmental disability integration strategy. Such a strategy would ensure uniformity in activities conducted by the three line business units of the department (i.e., Postal Services, Telecommunications and Broadcasting) in terms of their approach to disability integration. The nonexistence of such a strategy constitutes a deficiency that perhaps explains the inactivity or non-performance in areas such as public education and awareness on disability. Having realized the need for these activities, the Human Resources unit is planning to employ a person who will ensure that there is focus on these activities.

Budget

Budgetary allocations have been made towards a number of initiatives that benefit people with disabilities, either specifically or as part of a broader target group, these being:

❑ Telecentres – R20 million from the Universal Service Fund;
❑ Roll-out of new postal addresses – R350 million;
❑ Multipurpose community centres – R10 million;
❑ Community Radio Stations: Disabled persons radio programming – R3 million
❑ Multimedia centres in special schools – R8.3 million.

Research and Information

The Broadcasting Unit is conducting a benchmarking study, which was prompted by the realization that the broadcasting polices conspicuously exclude people with disabilities and the need to correct the situation. The aim of the study is:

❑ To identify gaps in the provision of disabled people's needs in the broadcasting sector;
❑ To benchmark what is available in the country with what other countries offer;
❑ To examine accessibility of broadcasting technology, buildings and other facilities and services to disabled people;
❑ To investigate the extent to which the department's portfolio organizations cater for the needs of disabled people; and
❑ To make recommendations of how the broadcasting sector can best meet the needs of people with disabilities

Another research project being undertaken by the department is the feasibility study for establishing a mini communication centre in the Northern Province. There is no evidence of conducting any other disability-related research. There are, however, plans to conduct research in order to identify the needs of disabled people in the postal sector, "rather than assuming that the Postal Unit knows the needs of people with disabilities"[50].

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[50] Interview with Mr M Mngqibisa, Department of Communications, 4 April 2000

Public Education and Awareness

Besides Community Radio Stations, there is no other initiative aimed at educating and sensitizing the general public about disability issues. Neither is there a drive to raise the awareness among its staff on disability issues.

Mechanisms to Coordinate Disability Integration

There is no internal forum that coordinates disability activities in the Department of Communications. Even the management meetings, which are viewed as a mechanism for communicating information, including disability related information, do not perform this function.

The department collaborates with other departments in the conceptualization and implementation of a number of its initiatives. For example, it has brought together a number of stakeholders, including government departments, in the execution of the Mini Communications Centre in the Schweizer-Reneke project in the Northern Province. Furthermore, the department is implementing the Multimedia Centres project in consultation with the Department of Education.

Interaction with DPOs

The department has established good relationships with both the OSDP and DPOs. These relationships have resulted in useful inputs regarding the conceptualization and execution of some of the department's programmes. This trend of collaboration is likely to continue as it appears to have yielded many positive results

Employment of People with Disabilities

The Department of Communications is doing relatively well in terms of employing people with disabilities. It has employed 5 disabled persons, representing 3.3% of the staff complement, which is significantly higher than the 2% target set for the public service.

The department provides some accommodations for its disabled employees. These include a dictaphone and special furniture.

It was noted that Human Resources management does not always participate in recruitment and selection processes. This could be problematic and imply that the interests of people with disabilities are not always ensured. It is also asserted that people with disabilities do not actively apply for positions despite the fact that the department's advertisements specify that all positions are open to disabled people. This could be an indication that disabled people do not have access to newspapers in which advertisements are placed[51].

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[51] Interview with Mr Mateli Mpuntsha, Senior Human Resources Manager, Department of Communications, 4 April 2000.

Capacity for Disability Integration

There is no indication that any official of the department has been exposed to training on disability integration. It was reported that no one in the department attended the Disability Awareness and INDS Training Workshop conducted by OSDP. This is in spite of the fact that the department is engaged in number of initiatives that benefit people with disabilities.

Barrier Free Access

The buildings of the department have been improved by constructing lifts and ramps leading to their entrances. Access to the Postal section of the department is still problematic. Provisions that still need to be made are the provision of Braille signage, in lifts and around the lift area to facilitate easy navigation by blind people. Action is, however being taken to remedy this situation. A cargo lift is currently being used by employees, which is sometimes not functional.

5.6.2 Recommendations

❑ **Development of a disability integration strategy:** A disability integration strategy should be developed in consultation and collaboration with all stakeholders in the telecommunications, postal and broadcasting business sector. This would ensure uniformity in the approach to disability integration applied by the various units of the department. The development of the strategy should be informed by appropriate and relevant research.

❑ **Employment of an officer to deal with disability issues:** The process of recruiting an officer to deal with disability issues should be put in place and fast-tracked. This person would among others drive the process of developing a disability integration strategy.

❑ **Undertake a listenership survey:** The department should undertake a listenership survey to establish the appropriate programming content and coverage of community radio stations.

5.7 DEPARTMENT OF HOUSING

5.7.1 Findings

Policy Intervention

The key policies that drive the operations of the department are inclusive in the manner in which they address disability issues because they seek to integrate disabled people into the mainstream of society. In the same vein, most of the programmes that flow from these policies are inclusive.

The *White Paper on Housing of 1994* makes provision for meeting special housing needs of people with disabilities. It recognizes disabled people as part of a broader target group having special housing needs, and says that:

> "State housing policies and subsidy programmes must reflect a constant awareness of and provision for the special needs of youth, disabled people and the elderly. To this end, special attention will be paid to the possible modification of the subsidy programme to give effect to this approach".

The *Housing Act, 1997*, which came into effect in April 1998, introduced a new housing delivery strategy for the country. This strategy, which is aligned with the objectives of the 1996 Constitution, promotes provision special housing needs, including, but not limited to the needs of people with disabilities at national, provincial and local tiers of government.

Programmatic Intervention

The department has a number of programmes that emanate from its Acts and policies, which are equally accessible to people with disabilities. As stated earlier, they are inclusive in their approach to addressing disability issues. The programmes include the following:

- **Housing Subsidy Scheme**[52]**:** The Subsidy Scheme, which became operational in 1995 after the passing of the White Paper (1994), has a number of sub-programmes, these being the:

  - *Individual Subsidy Programme:* Individual subsidies are availed to qualifying individuals who wish to buy/build a house not situated within a government subsidized housing project. It also provides for buying a serviced site for the purpose of constructing a top structure.
  - *Project-Linked Subsidy Programme:* These subsidies are available to developers who undertake a project in order to sell the residential properties in the project to qualifying beneficiaries at market value minus the subsidy amount.
  - *Consolidation Subsidy Programme:* Consolidation subsidies are available to households who have previously acquired sites in public financed projects and service scheme. Eligible people apply for the granting of a further benefit in the form of a capital subsidy to enable them to improve their housing condition.
  - *Institutional Subsidy Programme:* These are made available to institutions that sell residential properties in a particular project to qualifying beneficiaries. Households earning less than R2500 per month are given preference in determining participation.
  - *Relocation Assistance Programme:* This programme offers assistance to people who have defaulted in their bond payments who wish to buy back their repossessed properties under favourable conditions. A person, who

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[52] Also known as Housing Subsidy Programmes

cannot afford to buy back the property, is offered relocation assistance to obtain more affordable accommodation (i.e., right sizing).

- *Rural Subsidy Programme:* Housing subsidies are made available to beneficiaries residing in rural areas where communal tenure applies and people hold informal land rights. Subsidies are available on a project basis, provided tenure is not contested.

❑ **Housing Assistance Schemes:** These schemes are designed to enhance the Housing Subsidy Scheme. They include the Discount Benefit Scheme, and the Variation of Subsidy Scheme. The former promotes home ownership among tenants of State financed rental stock, including formal housing and services sites. The latter caters for the variation of the subsidy amount if development costs are particularly high because of location, geotechnical and topographical conditions (i.e., geographic variation). The amount is also varied when beneficiaries are disabled or when beneficiaries have a financially dependent disabled person as part of their household (i.e., disability variation[53]). The disability variation is a special accommodation for the special needs of people with disabilities. The subsidy amount, which is dependent on the severity of the disability, allows disabled people to improve their dwelling units by installing special equipment[54] in the units and to make design adjustments to enable them to live independently[55]. A disabled person is eligible to apply for both types of variations provided they satisfy the subsidy criteria.

❑ **National Housing Programme:** This programme focuses on improving living conditions of poor communities in line with the Reconstruction and Development Programme's goal of a *people-driven process.* It also facilitates the building of low-cost houses and targets the efforts of poor communities to improve their living conditions. The programme promotes the removal of barriers and creation of enabling mechanisms in the provision of housing and is in line with the housing principles advocated in the INDS.

Disability Policy

The Department of Housing does not have a disability policy though plans are underway to develop one.

Implementation of INDS Recommendations

The INDS made the following specific recommendations for implementation by the Department of Housing:

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[53] The severity of the beneficiary's disability serves as the guiding factor as to how much the subsidy amount will increase.

[54] Special equipment may include grap rils, lever action taps, door bell indicators, paving and ramp to doorway.

[55] Telephonic interview with Mr Lennox Nyanda, Department of Housing, 30 June 2000.

❑ Development of national guidelines and minimum norms and standards for additional subsidies to the existing housing scheme;

❑ Development of national guidelines and minimum norms and standards for subsidies for capital expenditure for residential group homes; and

❑ Development of national guidelines and minimum norms and standards for funding for the transformation of existing large institutions into smaller group home units.

The recommendation pertaining to additional subsidies to the existing housing scheme has been introduced to cater for special housing needs of people with disabilities. However, the extent of implementation of the other two recommendations could not be ascertained.

Budget

The department does not have a disability specific budget. Rather disabled people benefit from programmes that benefit people with a broad spectrum of needs.

Research and Information

There is no disability relevant or specific research that has been conducted by the department. Neither is there a plan to conduct such research in the future. This however will be a crucial prerequisite before the department can develop a disability integration strategy.

Public Education and Awareness

The department does not have any public education and awareness initiatives on disability. Therefore it is quite likely that prejudices and wrong attitudes towards disability could exist amongst departmental staff and thus remain unchanged. This points to a need to develop a housing consumer education programme for the general public and to launch an awareness campaign for staff.

Mechanisms to Coordinate Disability Integration

There was no mention of mechanisms that the department has put in place to coordinate disability integration, neither was there mention of collaborative initiatives with other government departments. It was, however, reported that the department collaborates with organizations that deal with disability issues, including the OSDP and the South African Disability Institute (SADI). For example, it collaborated with SADI in the development of guidelines for the variation of the subsidy amounts.

Employment of People with Disabilities

The department has employed only three disabled people, representing 1.9% of the staff complement. The department is, therefore, very close to meeting the 2%

employment target for disabled people applicable to the public service. Special effort is being made to accommodate disabled people in order to promote equal employment opportunities. For example, passages are wide enough with no obstructions, there is user-friendly office space (i.e., open plans) and offices and meeting venues are large enough to provide access to wheelchairs. In addition construction is under way to ensure that lifts start operating from the parking area to ensure access to the building to disabled people from the parking area. There is, however, no indication whether the department has made other types of accommodations besides improving the physical environment.

Capacity Building to Ensure Implementation

There is no specific training to empower staff to understand and integrate disability issues. It would appear that the only exposure to such issues has been through the Disability Awareness and INDS Sensitization training workshop offered by the OSDP, which is reported to have been beneficial to staff who attended. It created a greater awareness about disability issues, particularly as they pertain to the housing sector. It is essential that the department introduce an in-house training initiative to build capacity among staff on disability integration.

Physical Access to Departmental Building

The department has made considerable progress toward improving physical accessibility to its building. Toilets are easily accessible to wheelchair users and ramps have been built. As stated above, offices are designed to facilitate ease of movement by people with disabilities. There is, however, no indication whether the building has Braille signage. Another barrier that has been identified is that lifts are only operational from the first floor, and not from the underground parking area. It was reported that construction was under way to address this barrier.

5.7.2 Recommendations

❑ **Employment of People with Disabilities:** The department needs to employ more disabled people so that it attains or even exceeds the 2% quota.
❑ **Disability Related Research:** The department needs to conduct research that will inform its legislation. The legislation will need to be enforced and its implementation closely monitored. The legislation will bind contractors and developers to build houses that have a universal design and also accommodate disabled people. The contractors and developers need also to be sensitized to create awareness about disability issues.
❑ **Capacity Building to Ensure Implementation:** The department needs to develop a strategy to empower staff in all sections to understand and integrate disability issues. Amongst others, the department could send key representatives of different sections to the next round of training offered by OSDP.
❑ **Public Education and Awareness Programme:** The department does not have public education and awareness initiatives on disability. As such,

prejudices and wrong attitudes towards disability even amongst departmental staff remain intact. There is thus a need to develop a far-reaching campaign to educate both the public and departmental staff about disability issues, particularly on the implications of the social model of disability.

5.8 DEPARTMENT OF ENVIRONMENTAL AFFAIRS AND TOURISM

5.8.1 Findings

Policy Intervention

The *White Paper on Environmental Management Policy, 1997* accommodates people with disabilities, thus paving a way for other policies to do the same. However the *National Environmental Management Act 1998,* which constitutes a central pillar in environmental issues is silent on disability issues (i.e., disability exclusive), though it has a potential for ensuring the integration of disability issues through the prevention of disability and the promotion of equal employment opportunities. The thrusts of the policies that have flowed from the Act seek to protect people from hazards as well as protect the environment, without integrating disability issues. Documentation on other departmental initiatives was not made available by the department. Consequently, it could not be determined whether or not the other initiatives integrate disability issues.

The *White Paper for the Development and Promotion of Tourism in South Africa of 1996* seeks to use tourism as one of the tools for the empowerment of the previously neglected communities. However, this White Paper is silent on disability issues, yet it has a great potential for being disability inclusive. The *White Paper on the Conservation and Sustainable Use of South Africa's Biological Diversity, 1997* is also disability exclusive.

Programmatic Intervention

Programmes discussed in the department's Business Plan 2000/001 make no reference to disability. These programmes are aimed at capacity building for the tourism industry and for improving service delivery. It may be assumed however that, if the department is looking at making the environment safer, then may disabilities be able to be prevented in the future.

Implementation of INDS Recommendations

According to the INDS the department is supposed to develop norms, standards and monitoring mechanisms for barrier free access in the tourism industry. However, there is no evidence of the extent to which this recommendation has been implemented.

Budget

The department has no provision for disability issues in the budget and this is evident in that personnel was denied the chance to attend the OSDP training because there is no budget for such activities and to assign personnel for disability issues.

Research and Information

The department has not undertaken any specific disability related research and there is no indication that any disability-specific research will be undertaken in the immediate future. However, research studies that are commissioned on tourism could indirectly have spin-offs related to disability.

Public Awareness and Education

There is currently no budget provision for disability related initiatives. Consequently the department was unable to support an employee to attend OSDP. The department's campaigns are specific to environmental and tourism concerns; they make no attempt to integrate disability issues.

Mechanisms to Coordinate Disability Integration

In general there was no evidence of internal communication structures in disability issues. The only time disability issues are discussed is in the context of the provisions and implications of the Employment Equity Act. There is a feeling among some of the staff that:

> "Managers in the department should be taken to task to explain what they are doing on disability issues ... since disability issues are treated as a side issue"[56].

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[56] Interview with Mr. M Selokoma and Ms I Mpolweni, Department of Environmental Affairs and Tourism, 31 March 2000.

There is however, communication with other departments through the Inter Departmental Collaboration Committee. It appears, though that the department does not adequately utilize this forum, as meetings are not always attended.

Interaction with DPOs

There is currently no interaction with DPOs and limited communication with the OSDP. However, the department has a strong network linking it to many national bodies in the public and private sector, as well as civil society.

Employment of People with Disabilities

The department employs 27 disabled people, which represents 2.1% of the department's staff complement, which is slightly higher than the 2% target set by DPSA for the employment of disabled people in the public service. A number of disabled people occupy relatively senior positions in their sections, which is a very progressive attempt to eliminate discriminatory employment practices. It is likely that the department's *Affirmative Action Policy* aims to give preference to employees from the disadvantaged groups in appointments, transfers and promotions, has enabled the department to attain the 2% quota.

Capacity Building for Disability Integration

The department places particular focus on competency and confidence building of staff to effectively interpret and implement policy[57]. However, no specific initiatives to build capacity internally to integrate disability could be found. The department, therefore, needs to put in place initiatives to create awareness of staff, especially senior management, on disability issues and to build its capacity for disability integration. It would be advisable for the department to send delegates to the next round of training that will be offered by OSDP as a first step towards taking disability issues seriously.

Physical Access to Departmental Building

It is reported that the building of the department is not easily accessible to people with disabilities because it has no Braille signage. There was no mention of other types of physical barriers to the building.

What seemed to be of greater concern was the negative attitude and lack of commitment of senior management to disability issues. Failure to budget for disability-related activities indicates lack of commitment. Members of staff have been prevented from participating in disability related activities, including training workshops, the argument being lack of financial resources. This points to the need of exposing senior management of the department to disability awareness training. This does not preclude putting in place awareness raising initiatives for the department's staff.

5.8.2 Recommendations

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[57] *National Environmental Management Act, 1998*

❑ **Promote participation of people with disabilities:** Mechanisms to allow the active participation of stakeholders including people with disabilities in all the department's programmes and other initiatives must be found and communicated.

❑ **Build the capacity of staff for disability integration:** Opportunities for staff to be sensitive and competent in incorporating disability issues in departmental activities should be identified.

❑ **Foster collaborative efforts:** The department's ability to network extensively must be extended to the disability sector

❑ **Initiate public education on disability:** The department is well placed to support awareness campaigns to change attitudes toward people with disabilities, especially in the tourism industry.

❑ **Improve access to the department's building:** The department needs to work closely and urgently with the Department of Public Works with the view to making the department's building accessible to people with disabilities.

❑ **Identify economic opportunities for disabled people:** Research should be conducted to explore potential opportunities in the tourism industry for the economic empowerment of disabled people. This study could be conducted in conjunction with the Department of Trade and Industry.

5.9   DEPARTMENT OF AGRICULTURE

5.9.1 Findings

Policy Intervention

The *White Paper on Agriculture, 1995*, takes no cognizance of the needs of disabled people. Having been developed prior to the development of *the Integrated National Disability Strategy* it does not reflect the basic tenets of the strategy. The *Agricultural Policy (1998)* also makes no mention of disability, but does state that it aims to eliminate poverty and income inequalities and stimulate economic growth. Though this policy is disability exclusive it has a potential of integrating disability issues.

Programmatic Intervention

Departmental programmes generally do not integrate or include disability issues. For example, the Youth Development Initiative and the Land Care Programme are both disability exclusive. The **Youth Development Programme** is aimed at creating interest of youth in the field of agriculture. It consists of six initiatives, these being the Master Farmers' programme, the Graduate Internship Programme, the Bursary Scheme, the Land Care Project, the Primary Animal Health Care Programme and the Veterinary Science Awareness Campaign. However, this programme is disability exclusive. It is primarily targeted at black youth, white female youth and rural youth, and excludes disabled youth. The **Land Care Programme**, on the other hand, promotes job creation through the conservation

of the environment in local communities. Its target group excludes people with disabilities.

Disability Policy

The department does not have a disability policy. However, a policy which will provide a framework for the integration of disability issues in all departmental initiatives, is being developed.

Budgetary Issues

There is no specific budget for disability. However, the department funds programmes on chemical safety that address the issue of disability prevention.

Disability Related Research

The Department of Agriculture has not conducted any disability related or specific research. Nonetheless, plans are underway to undertake research on adapted farming activities to enable disabled people to sustain themselves. There is also a plan to conduct research on agricultural equipment suitable for use by disabled people and establish the number of disabled people in the agricultural sector. Furthermore, an assessment is to be conducted to identify the needs of disabled people. The research results will inform policy development.

Public Education and Awareness

There does not seem to be a programme to educate and raise public awareness about disability issues in the department. The in-house forum is used as a means of creating awareness on disability. It is not clear how the department promotes chemical safety in the general public.

Mechanisms to Coordinate Disability Integration

The department has an in-house forum for disabled people, which is part of the transformation structure. The extent to which the forum gets involved with the development and implementation of programmes is not clear. Supposedly, different sections of the department communicate on disability issues in biweekly management meetings.

Interaction with DPOs

The Inter-departmental Collaboration Committee also provides a forum for collaborating and communicating with other government departments on disability issues. The role and involvement of DPOs in the department's activities is undefined if not non-existent.

Employment of people with disability

The department employs 16 disabled people, representing only 0.5% the department's staff complement. The disabled employees occupy a broad range of occupational levels. However, only one is in a managerial position. Some employment accommodations have been made for disabled employees. For example, a Braille typewriter was procured for a switchboard operator and ramps built to facilitate access by wheelchair users into the department's building.

The *Policy Framework on Employment Equity and Affirmative Action, 1998* developed by the department is a progressive policy that seeks to create equal employment opportunities for previously marginalised people, including disabled people (i.e., disability inclusive). It is, therefore in line with the principles of the INDS. In this policy the department set a target of ensuring that 2% of departmental staff consist of disabled people by the year 2000.

Capacity Building for Disability Integration

Two officials attended the Disability Awareness Training Workshop facilitated by OSDP. There is no strategy that has been articulated by the department to build the capacity for disability integration in its policies and activities.

Physical Access to Departmental Building

The construction of ramps appears to be the only modification made to the department's building to accommodate the needs of people with disabilities. There is only one special toilet that can be utilized by wheelchair users, which is an inadequate provision.

5.9.2 Recommendations

❑ **Integrate Disability Issues into Current Initiatives:** A primary and logical step is to integrate disability issues into existing initiatives, thus making them accessible to disabled people. The inclusion of disability in these programmes would ensure that programmes take into account the need to present material in ways that make it accessible to disabled people. For instance printed material for use in the school's awareness programme could be done in Braille.
❑ **Create Linkages to Disabled People's Organizations:** The expanse of the agricultural sector makes it imperative to form links with DPOs locally and internationally so as to get relevant input on the appropriateness of programming priorities.
❑ **Fast track the implementation of the Policy Framework on Employment Equity:** Accelerate the implementation of the Policy Framework on Employment Equity in order to employ more people with disabilities. The current representation of 0.5% is not acceptable.
❑ **Initiate a Disability Awareness Campaign for Departmental Staff:** Such a campaign will raise the awareness of staff on disability issues and facilitate the integration of disability issues.
❑ **Make the Agricultural Sector Accessible to Disabled People:** Look for ways of making agriculture more accessible to disabled people. One way of doing this could be to explore the possibilities of funding agricultural equipment made in accordance with universal design so that it is accessible to disabled people.
❑ **Conduct Research on Accessibility of Agricultural Information:** There needs to be an investigation on improving accessibility of agricultural information to disabled people.

5.10 DEPARTMENT OF TRADE AND INDUSTRY

5.10.1 Findings

Policy Intervention

The *White Paper on National Strategy for the Development and Promotion of Small Business in South Africa, 1995* is deafeningly silent on disability issues despite the fact that disabled entrepreneurs tend to be grossly under-represented in the sector. Its focus is on empowering women entrepreneurs, black business and closing the rural-urban divide. For these reasons, the White Paper is disability exclusive. Also the *National Small Business Act, 1996* is also silent on disability issues. This Act provides for the creation of two implementation agencies: *Ntsika Enterprise Promotion Agency* and *Khula Enterprise Finance.* It also establishes the National Small Business Council, which monitors the performance of Ntsika and Khula Enterprises. Suffice to say that both the White Paper and Act predate the development of the INDS.

Programmatic Intervention

Khula Enterprise Finance is a wholesale financier for small businesses. It has established a special fund for disabled people, which is administered through the Medunsa Organization for Disabled Entrepreneurs (MODE) which is a retail financial intermediary. Though Khula's intervention is disability specific, it has a potential to create self-employment opportunities for disabled entrepreneurs. The positive lessons from the MODE experience could be used as the model for rolling out the concept countrywide.

Ntsika Enterprise Promotion Agency provides non-financial support, including business advice and counseling in order to enable small businesses access to more markets and the creation of small businesses. One of its programmes, the Target Assistance programme, targets previously marginalized groups, such as youth, rural entrepreneurs, women and people with disabilities. . Within this programme four sub-programmes have been developed with a specific focus on disabled persons and these include:

❑   The Innovative Business for Entrepreneurs with Disabilities Programme;
❑   The Business Development for Entrepreneurs with Disabilities;
❑   The Business Transformation for Entrepreneurs with Disabilities; and
❑   The Culture Building - Mainstreaming of Target Group Issues.

Ntsika has developed initiatives that are based on the social model of disability and aim to integrate disabled people into the mainstream of society, in line with the objectives of the INDS.

Disability Policy

The department has no disability policy. However, there are plans to develop such a policy once the restructuring process has been completed.

Implementation of INDS Recommendations

The INDS recommended that the department should develop strategies and guidelines to remove barriers and to implement enabling and inclusive mechanisms within existing and proposed Small, Micro and Medium Enterprises (SMME) infrastructure. Though strategies and guidelines have not been developed, departmental officials claim that the creation of the Khula Enterprise Finance and Ntsika Promotion Enterprise was aimed at removing financial and other barriers pertaining to SMMEs.

Budget

Disability-related initiatives budgeted for by the department are primarily those administered by Khula and Ntsika Enterprises.

Research and Information

No disability research has been conducted in the department.

Public Education and Awareness Raising

There are virtually no departmentally initiated campaigns aimed at creating awareness about disability issues. The department is, however, planning to undertake a campaign, which will examine all areas of consumer protection in relation to disabled people and is expected to run during January-March 2001.

Mechanisms to Coordinate Disability Integration

Management committee meetings are used as a way of coordinating disability issues in the department. There are three people designated to deal with disability issues. However, their roles still need further definition.

There was a feeling that the OSDP is not visible enough. It was also felt that the communication with OSDP should be expanded and not limited to a contact person. Links with DPOs appear to be non-existent or very weak.

Employment of People with Disabilities

There only 5 disabled people employed by the department, which represents a decline from 10 in 1997[58]. Their occupational levels and categories could not be established. It can thus be safely deduced that DTI has no programme, strategy or initiative in place for the recruitment of disabled persons. If the department does not undertake a concerted effort to search for qualified disabled persons nor develops strategies for the absorption of such personnel, it will consistently be foul of both the Employment Equity Act and the Affirmative Action Policy of the Public Service.

Capacity Building for Disability Integration

The attendance of the Training Workshop on Disability Awareness and the INDS is the only exposure to training on disability that the department has had. Departmental staff needs to be empowered to integrate disability issues.

Physical Access to Departmental Building

The main building currently occupied by the department is physically inaccessible and unfriendly to people with disabilities. It has no ramp access into the main entrance. Wheelchair users wishing to access the building have to use an obscure back entrance, as the security checkpoint cannot let a wheelchair through. In addition, there is no Braille signage, and toilets are inaccessible. Besides, the design

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[58] *Department of Trade and Industry Annual Report 1997/1998*

of the toilets does not accommodate wheelchair users. The excuse given is the pending move to another building, which is expected to be disability friendly.

5.10.2 Recommendations

❑ **Develop a disability integration strategy:** The Department of Trade and Industry has to embark on the process of developing a department wide disability integration strategy. It is from this strategy that all the department's activities will be given a core around which they will revolve. The development of the policy should be informed by relevant research.

❑ **Employ and develop more disabled persons:** The employment of persons with disabilities in the department appears not to be a priority nor on the agenda of management, and this is in contravention of the Employment Equity Act. Urgent steps need to be put in place to correct the situation.

❑ **Improve physical access for disabled persons:** The department's building is generally not friendly to people with disabilities. There are numerous physical barriers for access and movement within the building limiting accessing facilities. It is recommended that DTI addresses the physical barriers to accessibility and movement within the building, however if the movement to new premises is imminent, DTI should ensure the new building is modified and adapted for the use by people with disabilities before the transfer.

❑ **Initiate awareness initiatives on disability:** Public awareness and education initiatives on disability issues are hardly in existence in the department, save for a consumer directorate initiative. There needs to be an urgent review of this situation. There is also a need to create awareness within the department so that all sections of the department are able to integrate disability issues into their activities.

❑ **Conduct an assessment of the Targeted Assistance Programme:** The department needs to conduct research on the effectiveness and coverage of the targeted assistance programmes offered by Ntsika, particularly to determine the extent to which it influences the quality of lives of disabled people.

5.11 DEPARTMENT OF JUSTICE AND CONSTITUTIONAL DEVELOPMENT

5.11.1 Findings

Policy Intervention

The *Promotion of Equality and Prevention of Unfair Discrimination Act of 2000* is inclusive of people with disabilities, in line with the requirements of the INDS. One of its objectives is to provide for measures to facilitate the eradication of unfair discrimination, hate speech and harassment, particularly on the grounds of race, gender and disability. In addition, it promotes equality in respect of race, gender and disability. The Act specifically provides for the prohibition of unfair discrimination on grounds of disability.

The *Promotion of Administrative Justice Act, 2000* gives effect to the right to administrative action that is lawful, reasonable and procedurally fair and to the

right to reasons for administrative action. In addition it creates a culture of accountability, openness and transparency in the public administration or in the exercise of public power or the performance of a public function. It is silent about disability issues.

The *Justice Vision 2000* provides a framework for managing the transformation of the justice system and all the institutions that deliver legal and legislative services to the public and the state departments. The policy document is inclusive because it seeks to provide equal access to justice to marginalised populations, including people with disabilities. It also aims to adapt the legal system so that it is responsive to the diverse and evolving needs of children, women, disabled people, rural people, victims of wrongful acts and those of different religious and cultural groups and communities.

The vast majority of the department's programmes and projects as listed in a report to the Joint Monitoring Committee on Children, Youth and Disabled Persons are disability exclusive (Department of Justice and Constitutional Development, 2000). The only initiative with a disability focus is the departmental Forum on People with Disabilities. This forum was formed at the beginning of 2000 with a brief of identifying the interests and needs of people with disabilities in order to facilitate the development of programmes that promote the mainstreaming of disabled people in the working environment. The department intends appointing Regional Focal Persons whose mandate will be to ensure that matters affecting people with disabilities are brought onto the regional agenda.

Disability Policy

The department has developed a draft disability policy. The policy discusses issues such as improving access to justice, the improvement of the working environment, and the provision of equal employment opportunities for disabled people. Regarding the latter, the stipulation is that there should be at least 2% representivity of disabled persons by the year 2005, which is not consistent with government's stipulation of 2% by 2000. The policy also covers career pathing and educational empowerment of disabled persons by proposing a bursary scheme for disabled employees and ongoing support for the disabled in career development.

Implementation of INDS Recommendations

In terms of the *White Paper on an Integrated National Disability Strategy*, the Department of Justice in consultation with OSDP and other stakeholders, was expected to facilitate a process of developing anti-discriminatory legislation as it affects people with disabilities. It was also supposed to review existing legislation with a view to eliminating discrimination on the statute books. The *Promotion of Equality and the Prevention of Unfair Discrimination Act of 2000* addresses the issues raised by this recommendation.

Budget

A total sum of R3,268,700 was budgeted for disability related activities. However, the budget was not approved.

Information and Research

The department has not conducted disability-related research. It is however, contemplating conducting a comprehensive employment audit to determine:
- Positions held by people with disabilities;
- Barriers to employment of people with disabilities; and
- The number and characteristics of disabled employees.

Public Education and Awareness

The only public education and awareness campaign that the department has been involved in is the sponsorship of a workshop on *No Violence Against Women and Women with Disabilities* in 1999 for Disabled People South Africa. The department, however, intends implementing other public awareness initiatives, which include the following:

❏ Launch of disability policy;
❏ Participation in the Disability Awareness Week;
❏ Capacity building of departmental officials in Sign Language to facilitate court interpreting; and
❏ Development of Sign Language promotional materials.

Mechanisms for Coordinating Disability Integration

Mechanisms for coordinating disability integration include the following:

❏ The Forum on People with Disabilities, which comprises of all the directorates in the department and the decisions taken by this committee affect all the staff members in the department[59];
❏ The Employment Equity Forum; and
❏ The Bargaining Chamber.

Coordination on disability issues with external entities includes networking with members of the Interdepartmental Collaboration Committee and communicating with OSDP telephonically and through written communication.

Interaction with DPOs

Collaboration with other organizations that deal with disability issues, such as DEAFSA, the Federal Council and DPSA. These were all afforded the opportunity to comment on the draft Disability Policy.

Employment of Disabled People

The department employs about 87 disabled persons, representing less than 1% of the department's staff complement (i.e., 0.61%)[60]. This implies that the department is far from achieving the 2% quota for the public service. Occupational levels represented by disabled people range from judge to telephone operator. Employment accommodations made for disabled employees are the provision of special computers and specialised office equipment[61].

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[59] Report presented to the Parliamentary Joint Committee on Children, Youth and the Disabled, 2000, p.17-18.
[60] Telephonic Interview with Mr Z Thomas, Department of Justice, 6 July 2000.
[61] The respondents did not elaborate on the exact type of office equipment provided.

The department has acknowledged that it is not adequately meeting the needs of people with disabilities. It has, therefore, set in motion the process of developing a disability policy.

Capacity Building for Disability Integration

Two departmental officials attended the OSDP training, which not only created a greater awareness about disability, but also provided policy development skills. As a result of the training, the department has been able to develop a draft disability policy.

Barrier Free Access

There are some severe barriers for people with disabilities in the built environment. These include:

❑ That the office space is too small for wheelchairs, thus movement is restricted for wheelchair users;
❑ The toilets are not adapted for use by people with disabilities, that they are not disability friendly;
❑ There are no ramps for access to the building and movement within;
❑ There are no rails for use by people on wheelchairs; and
❑ That there is no Braille signage on the lifts, thus the lifts are not suitable for use by people with disabilities;

Other barriers that exist include the following:

❑ Management has very little commitment to disability issues. Consequently, disability integration is treated as a peripheral issue and not budgeted for adequately;
❑ There are negative attitudes toward disability issues. For example one senior officer referred to people with disabilities as incapacitated; and
❑ That there are a limited number of interpreters for disabled persons.

5.11.2 Recommendations

❑ **Finalization of the disability policy:** The department should fast track the development and finalization of the disability policy for the Department, which is still at the draft stage. This policy should not focus on providing the needs of people with disabilities, but should seek to integrate disabled people in the mainstream of society.
❑ **Employment of people with disabilities:** The department should accelerate the process of employing and developing people with disabilities.
❑ **Apportionment of funds for assistive devices**: The Department should ensure that there is provision for assistive devices for its disabled employees.
❑ **Removal of the physical barriers to access**: The serious problem of inaccessibility to the building needs urgent attention.
❑ **Sensitization of senior management on disability issues**: There is a need to sensitize senior managers on disability issues so that it can provide the necessary support for disability integration.

5.12   DEPARTMENT OF PUBLIC WORKS

5.12.1 Findings

Policy Interventions

The Department of Public Works' approach to disability integration is generally progressive as manifested by the *White Paper on Public Works: Towards the 21st Century, 1996.* The White Paper promotes an inclusive approach to addressing disability issues. It also promotes the integration of disabled people as producers and consumers of services in line with the INDS.

The *White Paper on Creating an Enabling Environment for Reconstruction, Growth and Development in the Construction Industry, 1999* is disability exclusive as the paper makes no reference to people with disabilities. Rather, it focuses on the empowerment of black professionals and enterprises involved in the construction industry.

The Department of Public Works has developed disability inclusive *Guidelines for Environmental Accessibility in South Africa, 1999,* which promote the design of a built environment that is equally accessible to both disabled and non-disabled people.

Programmatic Intervention

The *Community Based Public Works Programme (CBPWP)*[62], which stems from the White Paper and forms part of the broader National Public Works Programme[63], is equally inclusive. For instance, all community public works programmes and projects target employing 1-3% disabled people. One of the key challenges of achieving this target is the fact that some disabled people are forced to make a choice between engaging in CBPWP employment and forfeiting their disability grants received from the Department of Welfare. Negotiations have been opened with Welfare to resolve this issue.

The *National Youth Service Pilot Programme,* which is a sub-programme of the CBPWP, is implemented in collaboration with the National Youth Commission and OSDP. It is aimed at making public buildings accessible to people with disabilities in the target provinces of KwaZulu-Natal, Eastern Cape and the Northern Cape utilizing unemployed youth[64]. The programme is disability inclusive because disabled youth are also eligible to participate in the training programme in construction methods. In addition, the buildings targeted for

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[62] This programme is administered by the National Public Works Programme branch of the Department.

[63] The primary aim of the National Public Works Programme is to create jobs using labour intensive construction methods, in order to reduce unemployment and eradicate poverty.

[64] Interview with Mr. S'duduzo Simelane, National Department of Public Works, 20 June 2000.

renovation will not only benefit disabled youth, but other groups as well, such as elderly people and pregnant women.

There are still some programmes that are disability exclusive such as *the Construction Industry Development Programme* and the *Emerging Contractor Development Programme* flowing out of the National Public Works Programme branch.

Disability Policy

The department does not have a disability policy. The department also does not have a disability integration strategy, which would facilitate the integration of disability issues. Consequently there are no internal mechanisms to facilitate the integration of disability issues in line with the INDS.

Implementation of INDS Recommendations

The INDS expects the Department of Public Works to implement a number of recommendations. However, departmental officials interviewed were not certain of the extent of implementation of the recommendations, but the inclination was that not much has been done.

Budget

A substantial amount of money has been allocated to funding initiatives that benefit people with disabilities. For example, a sum of R85 million was allocated to the Community Based Public Works Programme for poverty alleviation, part of which will benefit people with disabilities. In addition, R50 million has been allocated to the National Youth Service Programme for the 2000/2001 financial year, which also benefits disabled people.

Research and Information

The department has not conducted any disability specific or related research. The only research that has been carried out that may have a bearing on disability issues is the needs analysis conducted under the auspices of the Employee Assistance Programme. The inadequacy of human resource was cited as the main impediment to conducting disability specific research in the department[65].

Public Education and Awareness

The Department of Public Works has no disability public awareness programmes for creating disability awareness among its employees. In light of the fact that the department's responsibilities include providing accommodation needs of all national departments, it is crucial to sensitize departmental staff about disability issues.

Mechanisms to Coordinate Disability Integration

It would appear that collaboration with other departments on disability issues is minimal. The only collaborative effort with other government institutions is with regard to the National Youth Service Pilot Programme, which is a joint venture with the National Youth Commission.

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[65] Interview with Ms M Kabu, Department of Public Works, 23 March 2000

The department's participation in the IDCC is something that needs to be enhanced. Also mechanisms for sharing information on disability within the department need to the developed.

There is also no internal communication mechanism to facilitate sharing of information on disability in the department.

Interaction with DPOs

The department has involved organizations dealing with disability issues in the development and implementation of its initiatives. For example, Disabled People South Africa (DPSA) was instrumental in the development of the Guidelines for Environmental Accessibility in South Africa. It also made substantial inputs in the development of the *White Paper on Public Works: Towards the 21ˢᵗ Century.*

Employment of People with Disabilities

Employment of people with disabilities is not the department's strong area as disabled employees represent only 0.69%[66] of the department's staff complement. This is significantly lower than the 2% target for the public service. No information was available on the occupational levels of disabled employees and the extent to which they are accommodated.

An Employment Equity and Affirmative Action Plan has been developed, which has set targets to ensure racial and gender representivity. It has no targets to ensure representivity of disabled people. With such a plan in place the department is unlikely to achieve a turnaround in the provision of equal employment opportunities for disabled people.

Capacity Building for Disability Integration

The department has not been able to send anyone to attend the INDS and Disability Awareness Training Workshop offered by the OSDP. There is clearly a need for capacity building, as this is a lead department in strategizing access into government buildings.

Physical Access to Departmental Building

The department's building is inaccessible to people with disabilities. Of the three entrances to the building, only one has ramps to facilitate entry into the building. The building also has no Braille signage to facilitate easy navigation for blind people. Though toilets can be easily reached, they are not quite accessible to wheelchair users due to limited maneuvering space.

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[66] This figure pertains to the National Department of Public Works, thus includes its Regional Offices.

5.12.2 Recommendations

- **Employ more disabled people:** The department needs to make a concerted effort to employ more people with disabilities. The current level of representation of disabled people of 0.69% is unacceptable.
- **Accelerate barrier free access:** Since Public Works is in charge of government buildings, it must take an active lead in making both its building and those of other government departments accessible to people with disabilities.
- **Put in place education and awareness campaigns on disability issues:** Such an awareness campaign would target the broader community, particularly to enhance participation of disabled people in public works programmes. An awareness campaign for departmental staff also needs to be put in place to also target senior management of the department.
- **Collaborate with educational institutions and the construction industry:** The department must introduce targeted funding programmes aimed at learners with disabilities who wish to pursue careers in the construction sector. Partnerships with tertiary institutions to benefit disabled learners could be established.
- **Resolve the implications of participation of disabled people receiving social grants:** The Department of Public Works should continue negotiations with the Department of Welfare on the issue of disabled people forfeiting their disability grants once they participate in the CBPWP.

5.13 DEPARTMENT OF ARTS, CULTURE, SCIENCE AND TECHNOLOGY

5.13.1 Findings

Policy Interventions

The Department of Arts, Culture, Science and Technology (DACST) has put in place a number of policies and legislation to drive activities of the department. However, none of these take cognizance of the special needs of people with disabilities, save for the *South African Library for the Blind Act, 1998*, which is specifically targeted at meeting needs of the blind (i.e., disability specific). Similarly all the department's strategies and programmes are disability exclusive. Integration of disability issues in general departmental planning is a new phenomenon for DACST.

Programmatic Intervention

The Arts and Culture branch of the department is making greater strides toward facilitating integration of people with disabilities. It has, *inter alia*:

- Sought the guidance OSDP in developing inclusive initiatives;
- Made a commitment to sending representatives of the branch to attend the next

round of training offered by OSDP, seeing that no one in the branch participated in the previous training workshop; and

❑ Initiated a process of recruiting a disabled consultant who will, *inter alia*:
  - Develop a disability policy for the Arts and Culture branch;
  - Develop an effective network with NGOs, CBOs and other relevant stakeholders in the disability sector;
  - Source funding to facilitate the implementation of the disability policy; and
  - Link the Arts and Culture initiatives with those of the Science and Technology branch and those of other government departments.

The Arts and Culture branch also envisages putting in place a number of initiatives aimed at integrating disabled people. These include:

❑ The promotion of disabled people in the Arts and Culture sector;
❑ The integration of dance for disabled people with that of non-disabled people;
❑ Ensuring that organizations that are funded by DACST, such HSRC and CSIR are disability inclusive. The plan is to make disability inclusiveness one of the criteria for continued funding; and
❑ Ensuring that donor-funding agreements promote disability inclusion and integration.

Disability Policy

DACST has no overarching disability policy. Different branches of the department are in the process of developing branch-specific disability policies. The development of the Science and Technology disability policy is, however, at a more advanced stage, as it is now in draft form, though not yet available for public consumption. The proposed Arts and Culture disability policy will provide a framework for integrating disability issues into all units of the Arts and Culture branch.

The Arts and Culture branch has produced a discussion document: *Arts and Disability: Special Needs in Arts Education and Training* as an attempt to create disability awareness in the department. The document will also form a springboard for developing a disability policy for the branch.

Implementation of INDS Recommendations

The INDS made a number of recommendations pertaining to promoting disability integration and inclusion by the department. Progress made in the implementation of these recommendations is not known because none of the respondents had knowledge about the status quo.

Budget

This investigation has revealed that the department generally does not fund activities that benefit people with disabilities, save for a few small-scale initiatives. These include funding of an NGO that runs the Library for the Blind and funding

of training of a disabled art restorer for a period of three years through the Deaf Federation of South Africa (DEAFSA). These results are hardly surprising considering that the department does not have initiatives that integrate or include disabled people.

Research and Information

DACST has not undertaken any disability specific research save for the audit on physical accessibility of science and technology centres to disabled people. At the time of writing this report, results of this study were not available.

Public Education and Awareness

DASCT has no initiatives aimed at creating awareness about disability. The Arts and Culture branch is utilizing the discussion: Arts and Disability: Special Needs in Arts Education and Training to sensitize its employees about disability issues and disability integration, in line with the Integrated National Disability Strategy.

The only disability awareness raising activity that the department has participated in is the attendance of a Disability Awareness Training Workshop offered by OSDP by one member of the department. Unfortunately, the information gained at the workshop, though found very useful, has not been filtered to other sections of the department, primarily because there is no mechanism to facilitate such, as the department tends to operate in silos.

Shortage of funds was cited as a barrier to running public education and awareness and initiatives on disability[67].

Mechanisms to Coordinate Disability Integration

No internal structures exist in the department to coordinate or communicate on disability issues, save for the forum that consists of representatives of various directorates which meets bimonthly to discuss transformation issues, including disability issues.

The Inter-Departmental Coordination Forum on Disability has been utilized by the department as a mechanism for sharing disability-related information with other departments.

Interaction with DPOs

There is no evidence that the department involves people with disabilities in policy formulation or implementation. The Arts and Culture branch has, however made a concerted effort to involve the South African Federal Council in the identification

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[67] Interview with Mr. P Sechabe, Special Programmes Officer, Department of Arts, Culture, Science and Technology, 24 March 2000.

of needs of disabled people in the Arts and Culture arena. The identification of these needs will, to a large extent, inform the development of the Arts and Culture Disability Policy. It will also inform future financial support to disabled people's organizations. The general tendency is to seek the services of DPOs in the recruitment of disabled persons.

In light of the above, DACST needs to make a concerted effort to begin meaningfully engaging DPOs and other organizations that deal with disability issues, to ensure that the services it renders also cater for the needs of disabled people.

Employment of People with Disabilities

The department has not taken seriously the issue of employing disabled people. It has only employed 4 disabled people, representing only 0.84% of the department's staff complement[68], a proportion that is much lower than the public service quota of 2% by the end of 2000. Disabled employees mainly occupy very low positions in the department. Consequently they do not participate in decision-making, an undesirable situation since they cannot influence decisions that impinge on the well being of disabled people.

Certain accommodations have been made for disabled employees, which include:

❑ Provision of special computers for blind employees;
❑ Provision of transport for two paraplegic employees to and from home; and
❑ Building of ramps to facilitate ease of entry into the department's building by wheelchair users.

Capacity Building for Disability Integration

Two departmental officials attended the OSDP training workshop. Beneficiaries of the training found useful in terms of creating general awareness about disability issues and disability integration. However, there appears that departmental officials have not had other capacity building opportunities in disability integration.

Physical Access to Departmental Building

The DACST building is generally not friendly to people with disabilities. For example it has no toilets that can be accessed by people using wheelchairs. Only one lift is equipped with Braille signage. The Braille in the other lifts was vandalized and at the time of writing the report it had not been re-installed. The lifts are therefore relatively inaccessible to blind people. The needs to take urgent steps rectify this situation.

5.13.2 Recommendations

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[68] These statistics were obtained from the department on 5 July 2000.

- **Revise current policies:** Since most of the policy documents are disability exclusive, they need to be revised in order to cater for the needs of disabled people in the arts and culture sector and the science and technology sector, in line with the INDS.
- **Develop a disability integration strategy:** The department needs to develop an overarching disability integration strategy to ensure the integration of disabled people in departmental initiatives, as well as to promote collaboration by the two branches of the department. The development of such a strategy should be informed by appropriate research.
- **Enhance collaboration:** DACST should increase collaboration with other government departments. A starting point would be initiating talks with the Department of Public Works with a view to making the DACST building universally accessible.
- **Identify key DPOs and/or partners:** The department needs to encourage the participation of disabled people in the formulation and implementation of initiatives of the department, to ensure that the initiatives address their felt needs.
- **Develop capacity of staff for disability integration:** Departmental staff needs to be sensitized on disability issues and be given capacity to integrate disability issues. The first step toward this would be to send a number of departmental staff to the next round of ODSP training on the INDS. Such training can empower departmental staff to integrate and include disabled people in its initiatives, particularly those aimed at promoting involvement of girls and women in the science and technology field.
- **Employ people with disabilities:** A concerted effort needs to be made to employ disabled people so as to achieve the stipulated quota of 2%.

5.14 DEPARTMENT OF SPORT AND RECREATION

5.14.1 Findings

Policy Interventions

The *White Paper on Sport and Recreation*[69] acknowledges the relationship between sport and recreation and other aspects of society i.e., health, education, the economy, crime, nation building and international relations. It regards sport and recreation as vital in the general welfare of people. The White Paper is disability inclusive and seeks to ensure that sport and recreation facilities are also made accessible to people with disabilities. The political will and commitment to integrate disability issues in the sport and recreation arena has also been expressed in the *Sport and Recreation Act, 1994.*

The department also has a *Funding Policy.* However, this policy makes no mention of disability issues. Rather it discusses issues of access and equity in general[70]. Despite the fact that this policy is silent on disability issues, these issues are taken into consideration when interventions are made. For example, the National Paralympic Committee of South Africa (NAPCOSA), which was established in 1994 to serve as a communication link with all sports federations dealing with sport for disabled people, shows the intention of the department to deal with disability issues. NAPCOSA receives annual funding from the Department of Sport and Recreation, which it disburses to support activities that promote the integration of disability in sport.

Programmatic Intervention

The Talent Identification for people with disabilities is one of the department's initiatives aimed at promoting sport for people with disabilities. The department also promotes the participation of disabled people in international Paralympic Games. For example in 1996 it supported the participation of disabled people in Paralympic Games in Atlanta.

Disability Policy

The Department has no explicit disability policy. It also does not have a disability integration strategy. Such a strategy is necessary, particularly at this time of restructuring and transition because it would ensure that inclusive initiatives are developed from the outset.

Implementation of INDS Recommendations

The INDS recommended that the department should undertake the following:

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[69] This White Paper is undated.
[70] Interview with Ms L Mapule, National Sports Commission, 6 April 2000.

❏ Develop national guidelines and minimum norms and standards for public sport and recreation facilities;
❏ Develop national guidelines and criteria for the inclusion of sport for disabled people in national sport development programmes; and
❏ Develop specific programmes for sport for disabled people within and out of schools.

No information was available on the extent of implementation of these recommendations.

Budget

The department funds initiatives and activities that benefit people with disabilities. For example, the following amounts have been allocated to NAPCOSA:

❏ 1994/95: R226 180
❏ 1995/96: R399 100
❏ 1996/97: R1 228 000[71]
❏ 1997/98: R631 500

In addition, the department funds special projects that target people with disabilities, up to R250 000, depending on the proposal submitted by organizations.

Research and Training

The *White Paper on Sport and Recreation* acknowledges the need for conducting research to *inter alia* facilitate:

❏ The determination of training requirements;
❏ Development of training programmes; and
❏ Formulation and implementation plans.

This study, however, found no evidence that the department had undertaken any disability related or specific research. Neither was the department anticipating carrying out any such research.

Public Education and Awareness

The department does not have a program aimed at creating awareness on disability for either its staff nor for the public in general. The only educational activity that the department has been exposed to is the Disability Awareness and INDS Training Workshop that was offered by OSDP to departments. The two officials who attended this training have been transferred to the Sports Commission as a result of

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[71] R650 000 of this amount is an allocation for participation in Paralympic Games in Atlanta. Disabled athletes brought back 10 gold, 8 silver and 10 bronze medals. The department also awarded R125 000 in incentives from various sponsors to the winning teams.

the restructuring process. The department thus has to identify alternate officials to attend the next round of training in order to sustain the initiative of sensitizing staff to disability issues.

Recreational and sports injuries easily lead to disability. For this reason the department has a role to play in creating awareness about disability prevention. There was no indication from available information if the department is undertaking this initiative.

Mechanisms to Coordinate Disability Integration

The Department of Sport and Recreation established the Transformation Unit, which is charged with monitoring and coordinating all issues of transformation, including disability issues[72].

Interaction with other government departments appears to be primarily through the IDCC. An example provided of inter-departmental collaboration is the on-going discussion with the Department of Education on in-school sport. However, it was reported that sport for disabled learners has not been given attention[73].

The department primarily interacts and communicates with OSDP through workshops facilitated by OSDP.

Interaction with DPOs

The department collaborates with DPOs, especially NAPCOSA. There was no evidence that DPOs have been or are going to be involved in policy or program formulation and implementation. Failure to involve disabled people is undesirable because it goes against the grain of the INDS, and it may render the department's initiatives that aim to address the needs of disabled people ineffective.

Employment of People with Disabilities

There is only one disabled person employed by the department, representing 2.3% of the department's staff complement. The employee occupies an inconsequential position, which limits the level of influence on disability issues. No information was available on employment accommodations for the deaf disabled employee.

Physical Access to Departmental Building

The department's building is inaccessible to people with disabilities. For instance, the security checkpoint is narrow making it difficult for people using wheelchairs to enter the building through the front entrance. They can only access the building by using a back entrance by utilizing a ramp that has been constructed. In addition,

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[72] Information furnished by Ms L Mapule, National Sports Commission, 10 August 2000.
[73] Information furnished by Ms L Mapule, National Sports Commission, 10 August 2000.

people who use wheelchairs cannot access toilets in the building with ease. It could not be determined if the department's building is equipped with Braille signage to facilitate ease of navigation around the building.

5.14.2 Recommendations

1. **Employ more disabled people:** The department needs to take seriously the issue of employing people with disabilities and to make necessary accommodations for the disabled employees.
2. **Develop skills on disability integration:** An internal awareness campaign needs to be embarked upon in order to sensitize employees about disability issues and to build the capacity for disability integration.
3. **Develop a disability integration strategy:** The Department of Sport and Recreation needs to take steps aimed at developing a disability integration strategy to provide a framework for disability inclusion and integration at policy and implementation level. Appropriate research needs to be conducted to inform the strategy formulation process (i.e., identify the needs of disabled people in the sport and recreation sector).

5.15   DEPARTMENT OF PUBLIC SERVICE AND ADMINISTRATION

5.15.1 Findings

Policy Interventions

White Papers developed by the DPSA are very progressive in addressing disability issues. These White Papers[74] without exception seek to transform the Public Service and ensure that people with disabilities enter the mainstream in terms of general treatment in employment in all government departments. Common barriers that people with disabilities face in employment policies, procedures and practices are clearly identified by the department's White Papers [75].

For instance the *White Paper on Transformation of the Public Service, 1997* and *Batho Pele (People First), 1995* among other things state that:

❑ National and provincial departments must meet the needs of all South Africans who live below the poverty line especially the disabled;
❑ All citizens must have access to *all* services to which they are entitled;
❑ Previously disadvantaged groups, including the Gender Commission and groups representing the disabled must be consulted by departments; and

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[74] One of the key principles of *Batho Pele* is access, which means that "all citizens should have access to the services to which they are entitled", in *Batho Pele – People First* 1997, p.15.

[75] It is notes that people with disabilities are frustrated by discriminatory and inequitable regulations in recruitment, selection, appointment and promotion, *The White Paper on Public Service Training and Education,* 1998 p. 82

❑ Access barriers include social, cultural, physical and attitudinal barriers must be eliminated.

Also the *White Paper on Affirmative Action in the Public Service, 1998* acknowledges that disabled people have suffered the most discrimination among previously disadvantaged people and sets a 2% employment target for people with disabilities in the public service by 2000. Furthermore it calls upon the public service to offer a barrier free environment and afford people with disabilities development opportunities. The *White Paper on Human Resources Management (1997)* states that:

❑ There is a need to affirm race, gender, disability as well as people from the rural areas; and
❑ People with disabilities are not well represented at top management levels, i.e., at Director General level.

Disability Policy

The department has not developed a disability policy. The department also does not have a disability integration strategy. This is most likely a result of a thinking that the programmes and policies are already integrative of disability issues. This thinking appears to be prevalent among officials.

The absence of a disability integration strategy unfortunately has meant that the DPSA has been unable to put focus on turning the policies it has developed to transform itself. For instance, whilst inaccessibility is acknowledged as a problem there was no evidence that concerted efforts were being made to address this situation and create an enabling environment for the people with disabilities. The fact that the department has failed to turn its good intentions into practical actions to make accessibility a possibility underscores the need for having a disability integration strategy. Generally, it has been observed that where there is no dedicated focus on disability, it is very easy for officials to place priorities elsewhere leading to the submerging of disability issues. Notwithstanding, the good policy development work that the department has undertaken it clearly has failed to make the actualization of disability initiatives a reality [76].

A disability integration strategy is fundamental to mainstreaming people with disabilities. The strategy would state the procedures for monitoring and evaluation of progress towards the creation of an enabling environment. The implementation of such a disability strategy would also provide the department with an opportunity to learn valuable lessons to not only help staff cope with the challenge but to effectively measure implementation of the programmes and share implementation experiences with other departments. As an employment target of 2% for people with disabilities has been set for the public service execution mechanisms for such a strategy would lead to effecting and making it a reality.

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[76] The *DPSA Annual Report* 1997 (p. 22) is indicative of this lack of focus on disability as it makes a cryptic reference to disability.

Nonetheless credit must be given to the department for identifying key stakeholders in the management of disability in the public service. The OSDP and SAFCD have been identified and are expected to play a leading role in the monitoring and evaluation process once programmes of actions have been developed[77].

Budget

There is no disability specific budget in the Department of Public Service and Administration. The absence of a disability integration strategy constitutes one of the major impediments towards the budgeting and allocation of funds for disability issues.

Public Education and Awareness

The Department has not developed its own disability awareness raising initiatives. It was only able to send one officer (out of three that were nominated) to attend the OSDP Disability Awareness Workshop. However, before the training could be imparted to other staff members the only trainee left the Department, thus causing discontinuity.

Mechanisms to Coordinate Disability Integration

There are no clear mechanisms for coordinating disability integration within the department. Externally the department communicates and collaborates with such bodies as the OSDP on matters of mutual interest. The department networks with other departments on disability issues.

Interaction with DPOs

The department maintains contact with DPOs such as Disabled People SA through the facilitation of OSDP. There is no evidence of any other contact with DPOs.

Employment of People with Disabilities

Disabled people consist of only 0.87 percent of the department's staff complement, which is far lower than the 2% target set by the department for the public service. This indicates that the department is not leading by example in the implementation of its policies.

Physical Access to Departmental Building

The building housing the DPSA is not disability friendly. People with disabilities can only access the building from disabled persons parking bay in the parking area. Those disabled persons utilizing public transport or being dropped off have problems gaining access to the building. Also, the lifts are problematic and not user-

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[77] See *White Paper on Public Service Training and Education*, 1998, p.25.

friendly due to location. The toilets/ablution facilities are not accessible to disabled persons, especially wheelchair users. No efforts have been made to alleviate the situation as the department expects to relocate.

5.15.2 Recommendations

❑ **Develop a disability integration strategy:** The department needs to develop a disability integration strategy, which would provide an internal framework for the implementation of the disability inclusive policies it has developed.

❑ **Fast-track the recruitment of people with disabilities:** The recruitment strategy is presently a barrier for disabled persons as there are seemingly no monitoring mechanisms in place to ensure their representation and active recruitment. The department should fast-track the recruitment of disabled persons not only in the lower occupational levels, but at all levels in order to meet the 2% representation by disabled persons by year 2000**.**

❑ **Improve physical access to the building:** The present situation regarding the inaccessibility of the DPSA building is unacceptable. There is a need to make the new building to be appropriately designed to allow easy access by people with disabilities.

❑ **Research into public sector transformation:** Since the department drives the public service transformation it should assess the extent to which departments are succeeding or failing to transform.

5.16 DEPARTMENT OF FINANCE AND STATE EXPENDITURE

5.16.1 Findings

The Department of Finance (DOF) and the Department of State Expenditure (DSE) are currently separate entities. However, they are in the process of merging into one entity (i.e., the National Treasury). For this reason they are treated together. The findings will be presented separately for the two departments. However, only one set of recommendations will presented, which seeks to foster a uniform approach in the manner in which the two entities deal with disability issues.

Unlike other line function departments, the Departments of Finance and State Expenditure have not developed overarching policies that drive the operations of their departments. They are primarily governed by the public service policies developed by the Department of Public Service and Administration and labour policies developed by the Department of Labour.

DEPARTMENT OF FINANCE

Disability Policy

The DOF does not have a disability policy. The DOF argues that it does not plan to have a stand-alone disability policy. Rather it strives to include disability issues within various policies[78], though it was not clear which policies were being referred to as no information on these was made available.

Implementation of INDS Recommendations

According to the INDS recommendations the Department of Finance, in conjunction with OSDP and the Central Statistical Services (now called Statistics South Africa) are to initiate a national data bank on disability. Further, they are to develop appropriate terminology and criteria for the conduct of surveys. There is no progress in the implementation of these recommendations.

Budget

There is no disability-specific budget in the DOF. The department's position is that disability activities are budgeted for within normal departmental programmes. No information was furnished on these programmes.

Research and Information

The department has not conducted any disability-related research, nor is it intending to conduct it in the near future.

Public Education and Awareness

There are no substantive public awareness activities undertaken by the department.
Mechanisms to Coordinate Disability Integration

There is no internal structure charged with the coordination of disability initiatives. External communication on disability is essentially to ensure networking with other departments as well as with OSDP.

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[78] Interview with Mr. R Jele, Department of Finance, 23 March 2000

Interaction with DPOs

The DOF does not have any established links with DPOs.

Employment of People with Disabilities

The DOF has employed only 1 disabled person, representing only 0.35% of the staff establishment, which is substantially lower than the stipulated target for the public service. This is an indication of lack of commitment to providing equal employment opportunities for disabled people.

Physical Access to Departmental Building

There are notable physical barriers for persons with disabilities at the DOF. For instance, toilets are situated next to emergency exits making it difficult for people with disabilities to gain access to them. The lack of progress in making the building accessible is unfortunate because the department undertook to ensure that its building would be universally accessible after its move to new premises[79].

DEPARTMENT OF STATE EXPENDITURE

Disability Policy

A draft disability policy has been developed for the Department of State Expenditure. This document was negotiated and approved by the Transformation Forum and Departmental Bargaining Council. It provides for amongst other things speeding up the appointment and development of people with disabilities[80].

Budget

There are no specific funds for disability related activities. Whenever funding is required for disability it is allocated from the normal budget vote.

Research and Information

The department has not undertaken any disability research. However, it has developed the Vulindlela System, which is a database of disabled persons in government.

Public Education and Awareness

According to the Affirmative Action Policy (1996) of the DSE sensitizing personnel about the need and importance of becoming more representative and managing diversity is a priority area. However, this sensitization has not occurred. According to the departmental representative, the only disability awareness

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[79] Department of Finance, *Annual Report 1998,* p. 63
[80] Interview with Mr. G Buthelezi, Department of State Expenditure, 12 April 2000

initiative was an initial policy making process which resulted in the Draft Disability Strategy.

Mechanisms to Coordinate Disability Integration

Communication on disability issues is virtually non-existent in the department. This is apparently due to the lack of commitment to dealing with disability issues.

External communication on disability is primarily with and through the OSDP. There is however a feeling among staff that OSDP is not visible enough. It was suggested that it should embark on a marketing drive since "a lot of people still do not know about OSDP"[81].

Interaction with DPOs

The DSE interacts with DPOs primarily to augment its database for recruitment purposes. In addition, DSE uses its contacts with DPOs to source new recruits, but these have obviously not yet yielded positive results.

Employment of People with Disabilities

Though the department had committed itself to employing more disabled people in 1998, this has not happened. Currently there is no disabled person employed by the department[82].

In 1996 the Department of State Expenditure had pioneering foresight of developing an *Affirmative Action* policy[83] amongst whose objectives is to ensure representation of people with disabilities in the workplace. The enactment of the Employment Equity Act in 1998 reaffirmed the representivity goal, which should have been attained by December 2000.

Capacity Building for Disability Integration

The DSE does not have an initiative for building the capacity of staff on the integration of disability issues. The only exposure to such training was through the INDS and Disability Awareness Workshop offered by OSDP. The DSE does not have any disability awareness initiatives.

Physical Access to Departmental Building

The DSE building is inaccessible to people with disabilities. However, the bulk of the DSE staff has moved to the building housing the DOF as the departments make preparations for the merger.

5.16.2 Recommendations

❑ **Develop an overarching disability integration strategy:** An overarching disability integration strategy for the amalgamated Department of Finance and

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[81] Interview with Mr. G Buthelezi, Department of State Expenditure, 12 April 2000
[82] Information furnished by Mr G Buthelezi, Department of State Expenditure
[83] Department of State Expenditure Affirmative Action Policy, 1996, p.1

State Expenditure should be developed. This implies that staff must be induced on disability integration.

❑ **Hire disabled people:** In order to meet the 2% target DOF/DSE needs to identify employment equity positions for disabled people and create a strategy for the development of the disabled people.

❑ **Prioritize disability in budgeting:** Human and non-human resources must be allocated for initiatives aimed at integrating disability issues.

❑ **Assess disability inclusiveness of the tender process:** The DOF/DSE should conduct an assessment of the extent to which disabled people are included in the tender award process and identify barriers that they face in the procurement process.

5.17 DEPARTMENT OF PUBLIC ENTERPRISES

5.17.1 Findings

Policy Intervention

The Department of Public Enterprises[84] does not have initiatives that integrate disabled people. Its contribution to the alleviation of the disadvantages of disability is realized indirectly via contributions and initiatives by some of its major State Owned Enterprises (SOEs) over which it has oversight[85].

Disability Policy

The department does not have a disability policy. It also does not have a disability integration strategy whose existence would provide a framework for disability integration. The strategy would also ensure that SOEs, whose current interventions are in line with the medical model of disability, offer assistance to disabled people that will promote self-reliance and independence.

At the time of conducting research in the department the development of a new vision and mission was still underway. It is expected that the new vision and mission would clarify the department's attitude towards disability in general and how it proposes to deal with disability in its units. It is also anticipated that from the vision and mission will flow disability inclusive policies and programmes. If such programmes were initiated they would not only benefit the department's staff but would also find their way to the SOEs and thus benefit people with disabilities who work in those enterprises.

Budget

The department does not allocate any funds towards disability issues. It was

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[84] For purposes of ease of reference, the Office for Public Enterprises is referred to as the Department of Public Enterprises in this report.

[85] The key SOEs are ESKOM, AVENTURA, SAFCOL, DENEL, TRANSNET and ALEXKOR.

pointed out that in the absence of focused vision and mission statements it was not possible to know the extent to which the department was committed to enhancing opportunities for people with disabilities. Nonetheless, it can be assumed that the department is positively disposed towards funding disability initiatives since it has not halted efforts by the Public Enterprises Community Development Coordinating Committee (PECDCC) set up by the public enterprises to donate funds to organizations dealing with disability. The funded projects are to the tune of about R1.2 million in recent years. These projects mainly entailed the purchase of educational materials, IT equipment and electric wheelchairs.

Research and Information

There was no evidence that the department has carried out any disability-related research. The only reference to information gathering, which could have any bearing on disability, is a suggested human resources audit unit. It would appear, however, that the main focus of this audit is undertaking research in the SOEs and not necessarily within the department.

Public Education and Awareness about Disability

There are no internal disability awareness raising activities in the department. The department would certainly need to develop and run such activities for all staff and where possible for its portfolio organizations.

Mechanisms to Coordinate Disability Integration

The Department of Public Enterprises has not been directly involved in coordinating matters related to disability nor has it regarded such involvement as a priority. As indicated before, the department's main focus in the recent past has been and continues to be the restructuring and transformation of the SOE's. However, there is an expectation within the department that this will change and that it will become more involved with disability issues in the future in order to comply with the Employment Equity Act and because of exposure to disability issues through the OSDP training[86].

There has been minimal if non-existent communication and collaboration with other government departments or the OSDP. Participation in the Interdepartmental Collaboration Committee is viewed as a mechanism for facilitating networking with other departments.

The department has not had direct interaction with disabled people organizations in the past. Where such interaction has occurred it has been indirect and has been as a consequence of the SOE's involvement in disability as mentioned above.

Employment of People with Disabilities

The department has no disabled people in its employ[87] and has made no concerted effort to recruit people with disabilities. Failure to recruit disabled people has been attributed to lack of commitment to disability by the top management of the department.

Capacity Building for Disability Integration

There is no mention of any form of capacity building among departmental staff to facilitate disability integration. Only one officer has been exposed to training on

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[86] Interview with Ms B Mthethwa, Department of Public Enterprises, 23 March 2000
[87] Interview with Ms B Mthethwa, Department of Public Enterprises, 23 March 2000.

disability within the department in the recent past, the training having been offered by OSDP. There is a need to expose more people to such training if the INDS recommendations are to be effectively implemented.

Physical Access to Departmental Building

Access to the department's building has been enhanced by the installation of ramps. However, there is a need to modify certain facilities to ensure full accommodation of the needs of people with disabilities, especially those who use wheel chairs and those who require Braille facilities.

It is expected that the implementation of employment equity policies in the department would enhance awareness and sensitize people towards disability issues. The Employment Equity Act 1998 makes it mandatory for organizations to make reasonable accommodation for the designated groups in their employment policies, procedures and practices. If implemented in the department this should reduce physical and other barriers likely to be encountered by people with disabilities.

5.17.2 Recommendations

- **Expose staff to disability training:** Staff in the department needs to be exposed to disability training and sensitization workshops, particularly the top management of the department. This would ensure that as senior staff can develop policies that take into account disability issues. Such exposure and awareness should be cascaded to key personnel in the SOE's.
- **Develop disability-friendly policies:** The department has a unique opportunity to develop progressive policies and procedures towards disability. If the staff are exposed and sensitized about disability, chances are that when developing new policies, they will ensure that these policies are informed and can enhance the department's key objectives internally as well as within the enterprises.
- **Coordinate disability activities and programmes:** As a first step the department needs to work closely with other government departments to learn what they are doing in the area of disability. It can then coordinate its own activities as well as those of the PECDCC, other government departments and disabled people organizations.
- **Conduct on-going research:** Attitudes and perceptions towards disability will not disappear in a short space of time hence progress needs to be monitored and evaluated over time. This means that internal monitoring and evaluation research has to be carried out among departmental staff and can also be extended to the enterprises. Research can also be carried out to compare with best practice in the area of disability management in employment.
- **Communicate policy and procedures:** Once policies and procedures are developed, there needs to be adequate communication to those who are expected to adhere to these policies. Senior management within the department can demonstrate their commitment to creating a disability-friendly environment by "walking the talk" and by ensuring that policies are implemented at all levels of the department by all employees.

Chapter 6

CONCLUSION AND RECOMMENDATIONS

This concluding chapter highlights the major challenges in pursuing full integration of disabled people into the mainstream both in the workplace and society. It also offers recommendations, which if acted upon, will help facilitate and speed up the integration and inclusion of disability issues in initiatives that government departments implement. This chapter further prioritizes an essential disability integration research agenda.

6.1 Challenges to Disability Integration

Cooperative Governance

Ensuring the implementation of national policies at provincial and local government levels is one of government's major challenges, as national government departments are generally responsible for setting national policy framework to give guidance to other tiers of government and monitoring the implementation of the policies. Provincial and local government structures, on the other hand, are responsible for the implementation of policies developed at national level. Successful integration of disability issues is thus dependent on the commitment to integrate disability issues at the lower tiers of government

In terms of the cooperative governance principle embedded in the constitution the lower tiers of government have a choice of implementing or not implementing national policies. It is at these levels where departments interface with the general public, and therefore where successful integration of disability issues should occur. This implies that the extent to which disability integration can occur is determined by the commitment to disability integration at the lower tiers of government. At this juncture it is crucial to create sufficient awareness about disability issues at both lower and higher levels of government so as to build a critical mass of officials who are pro-disability integration. It is vital that there is synergy between strategy or policy formulation, policy interpretation and execution.

If there is no commitment and buy-in at execution levels all the noble policies developed at higher levels may end up collecting dust. For this reason, it is imperative that a study to investigate possible mechanisms for the promotion and implementation of national disability integration strategies is carried out at both national and provincial levels.

Also, government departments have not strategically and effectively used DPOs. There is a need to streamline the manner in which DPOs are brought into government processes.

Lack of Commitment to Disability Integration

Whilst government departments generate impressive policy documents, delivery on these remains highly suspect. This study has clearly shown that disability integration is seriously threatened by the general lack of commitment by senior managers in government departments to address disability issues. Senior managers generally place disability issues at the bottom of their list of priorities. They also wittingly or unwittingly sabotage disability initiatives being carried by their officials. For instance, they fail to approve budgets or release funds, which are crucial for implementing initiatives. In some cases this is despite the existence of policies that seek to integrate and include disability issues in general departmental operations. At other times there appears to be antagonism and negative attitudes toward disability. For example in one government department a senior manager referred to disabled people as incapacitated. Obviously this does not bode well for successful integration of disability issues.

The lack of commitment is for the most part due to ignorance about disability issues in general and disability integration specifically. This points to the need to create awareness and sensitivity toward disability issues among departmental staff, including senior managers. Attitudinal change will be key to accomplishing employment equity and affirmative action objectives and attaining the 2% disability quota. This will facilitate the provision of a customer-friendly and sensitive service to people with disabilities.

Poor Collaboration

Insufficient collaboration on disability issues is likely to jeopardize any gains made to move away from the medical model of disability to the social model. Poor collaboration is primarily due to the silo mentality prevalent in some departments. This sometimes results in conflicting aims and objectives instead of re-enforcing and supporting each other. Of course, this sends mixed and conflicting messages to the intended beneficiaries of services provided by the various departments. In the end the marginalisation of people who are supposed to benefit from the services is exacerbated. A similar situation occurs within government departments, with one arm of the department not knowing what the other arm is doing. For instance the CSIR (2000) found that fragmentation and lack of coordination and cooperation characterize current approaches toward disability issues across government departments and structures. This reality can be expected to militate against attempts by the department to integrate its initiatives horizontally.

Interdepartmental collaboration should, however be accompanied by a clear delineation of roles and responsibilities, as departments tend to shirk responsibility when there is fuzziness in roles.

6.2   Key Recommendations

Listed below are key recommendations, which need to be considered by departments for implementation. When these recommendations are implemented the chances for departments to fulfill their mandate whilst making sure that the needs of people with disabilities are firmly entrenched in their programs are increased. It is recommended that:

❑ **Departments should create strategies for employing more disabled people:** Very few departments satisfy the 2% quota set for the public service for the employment of disabled people, these being the Departments of Communications, Environmental Affairs and Tourism, Sport and Recreation and Welfare[88].

❑ **Strategically involve DPOs:** In order to develop policies and programmes that cater for the needs of people with disabilities, their participation is essential, not only in policy development but also in the implementation process. DPOs must of necessity be involved in monitoring and evaluation of the policies and programmes.

❑ **Increase the staff establishment at OSDP:** In order to enable and augment its capacity to effectively and adequately cater for the diverse needs of government departments the OSDP should increase its staff establishment. This can be done by either having part-time staff secondments or new appointees.

❑ **Develop the capacity of government officials for disability integration:** Integration of disability issues into all departmental initiatives can only be attained by creating a critical mass of people who are equipped to integrate disability issues. Departments, therefore, need to put in place strategies for attaining this critical mass at both the national and lower tiers of government. A starting point would be nominating officials to attend future training activities offered by OSDP.

❑ **Establish Intra-Departmental Disability Forums:** In line with the recommendations of the IDCC, departments need to establish Intra-Departmental Disability Forums to facilitate the coordination of disability-related activities, as well as to kick-start the empowerment of staff to integrate disability in their line function initiatives.

❑ **Ensure that departmental buildings are accessible to disabled people:** National government departments should engage the Department of Public Works with the view to making departmental buildings universally accessible.

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[88] Since there is currently no standard definition of disability in the country, the statistics furnished by departments are likely to vary depending on the interpretation of the relevant government official.

The current state of affairs is highly unsatisfactory. The number of buildings that are generally inaccessible to people with disabilities, particularly those who use wheelchairs and those who are blind, is unacceptable. All floors in departmental buildings should have toilet facilities that can be accessed by people with disabilities. In addition, Braille signage should be installed, and ramps built to enable equal access by all people.

❑ **Make adequate budgetary provisions for disability related initiatives:** Departments need to make adequate budgetary allocations for initiatives that benefit people with disabilities. When planning initiatives that benefit the general population departments must make sure that the initiatives also benefit people with disabilities. There should be less focus on disability specific initiatives because they do not promote the integration of disabled people.

Accomplishments of these recommendations will be dependent on departments collaborating with OSDP in the first instance. Secondly departments will need to ensure that there is intra and inter-departmental collaboration.

6.3   Research Agenda

❑ **Develop departmental disability integration strategies:** Save for the Departments of Education and Transport, none of the departments have developed disability integration strategies. Such strategies are critical for tying together initiatives to advance the integration of disability issues. Development of strategies should be informed by relevant disability related research.

❑ **Revise disability exclusive policies and programmes:** It is essential to revise all policies that currently either exclude people with disabilities or pose barriers to people with disabilities.

❑ **Ascertain the extent of disability integration at the provincial level:** A follow-up study should be conducted, focusing on examining the extent to which provincial departments integrate disability issues. This information is crucial because it will inform OSDP whether or not their policies are implemented at this level.

❑ **Conduct baseline research prior to implementing initiatives:** It is important for departments to conduct baseline research prior to the implementation of any initiative that benefits people with disabilities. The baseline information will facilitate the assessment of the impact of the initiatives on the quality of lives of people with disabilities. In addition, follow-up studies will facilitate monitoring and evaluation of the implementation of the INDS.

❑ **Put in place mechanisms for monitoring the implementation of the INDS:** In collaboration with government departments, OSDP should develop mechanisms for monitoring the implementation of the INDS by government departments.

❑ **Include disability-disaggregated information in departmental Annual Reports:** Government departments need to include disability disaggregated information in their annual reports. This will make it possible to determine whether or not departments are engaged in activities that benefit people with disabilities. Information could include the number of disabled people employed by the department and where possible the number benefiting from departmental programmes and projects.

❑ **Include disability questions in future censuses:** The census is the most comprehensive source of information for planning and development. The 1996 census provided information that facilitated determining the prevalence of disability and population groups that are most vulnerable to disability. Such information is critical for designing appropriate interventions. It is, therefore, advisable for disability information to be included in future censuses so as to monitor trends.

APPENDICES

APPENDIX 1

List of Government Departments Selected for the Study by OSDP

1. Department of Agriculture
2. Department of Arts, Culture, Science and Technology
3. Department of Communications
4. Department of Education
5. Department of Environmental Affairs and Tourism
6. Department of Finance
7. Department of Health
8. Department of Housing
9. Department of Justice
10. Department of Labour
11. Department of Public Enterprises
12. Department of Public Service and Administration
13. Department of Public Works
14. Department of Sport and Recreation
15. Department of State Expenditure
16. Department of Trade and Industry
17. Department of Transport
18. Department of Welfare

APPENDIX 2

List of Government Officials Interviewed

Department	People Interviewed
1. Agriculture	Mr Christo van Rooyen
2. Arts & Culture	Mr Philemon Sechabe Ms Ravini Pillay Ms Simmi Pillay (together with Mr Themba Wakashe, Ms Dawn Robertson, Mr Victor Julius)
3. Communications	Mr Marius van Niekerk Mr Mongezi Mngqibisa Mr Thembekile Ndlovu Mr Devan Naidoo Mr Mateli Mpuntsha Ms Mathapelo Lengosame
4. Education	Mr Msongelwa Gumede
5. Environmental Affairs	Mr Molefe 'Kid' Selokoma Ms Irene Mpolweni
6. Finance	Mr Reginald Jele Ms Grace Madilonga
7. Health	Mr Maluta Tshivhase
8. Housing	Mr Edwin Maseda Mr Lenox Nyanda (only furnished additional information)
9. Justice	Mr Zigie Thomas Mr N Masipa
10. Labour	Ms Lebogang Gwangwa
11. Public Enterprises	Ms Busisiwe Mthethwa
12. Public Service & Administration	Ms Brenda Hendricks (with Ms Voilet Temane)
13. Public Works	Ms Mmaselo Kabu Ms Mpho Litha Mr S'duduzo Simelane Mr German Mphahlele
14. Sport s Commission	Ms Lulama Mapule
15. State Expenditure	Mr Gift Buthelezi
16. Trade & Industry	Ms Agnes Tsele
17. Transport	Ms Queen Mahlangu Mr Union Tembo
18. Welfare	Ms Pat Naicker Ms Masebina Letele

	Ms Makie Pooe
	Ms Yvonne Merafe

APPENDIX 3

Semi-Structured Interview Guide

Office on the Status of Disabled People
President's Office

Situation Analysis of Government Departments on Disability Inclusiveness

Aim: To facilitate conducting research aimed at developing disability inclusive policies, strategies and programmes in South African government departments.

SEMI-STRUCTURED INTERVIEW GUIDE

_____

Name of Department: ....

Date of Interview: ....

Name of Interviewer:...

Name of Person Interviewed: ....

Position of Person
Interviewed in the Department: ....

Section of Department in which
Person Interviewed Works: ....

Responsibilities of Person
Interviewed: ....

                          ....

……………………………………………………………..

_____

GENERAL QUESTIONS

1. What is the vision/mission of your department?

2. Are you aware of the *White Paper on the Integrated National Disability Strategy (INDS)?*

   2.1 Are you aware of its recommendations? Explain.

Training

3. Recently the Office on the Status of Disabled People conducted training to enable departments to develop their disability policies.

   3.1 Did your department participate in this training?

   3.2 How did members of your department benefit from this training?

   3.3 Did the training empower your department to develop its policy? Explain.

   IF NOT*, in what way could your department be supported?*

Initiatives

4. What policies, programmes or strategies (i.e., initiatives) do you have in your department (i.e., instruments that facilitate the running of your department)?
   (Obtain copies of the documents)
   (Use the list of documents in departments to prompt)

   ❑ *Policies*

   ❑ *Strategies*

   ❑ *Programmes*

5. Which of these initiatives make reference to people with disabilities? Explain.

6. Which of these initiatives would you classify as causing barriers for people with disabilities? Explain.

7. Which of these initiatives are targeted at the general population but also benefit people with disabilities (i.e., disability inclusive initiatives)? Explain.

   7.1 Which priority disability inclusive initiatives (i.e., policies, strategies and programmes) would you like to embark on in your department? Explain.

8. Which of these initiatives have a potential of being inclusive? In what way could they be made inclusive?

9. Does your department have a disability policy? If so, when was it developed? *(Obtain a copy of the document if it exists)*

Public Awareness

10. What disability public education and awareness initiatives has your department embarked upon?

Access

11. What are the **barriers to physical access** into your buildings for people with disabilities (e.g., in offices, toilets)?

Rehabilitation

12. What **rehabilitation services or programmes** does your department offer?

Information and Research

13. What disability relevant or specific research has been conducted in your department?

14. What disability relevant or specific research is your department planning to undertake? Explain.

15. What (additional) disability related or specific research would you recommend that your department to undertake?

Communication Mechanisms

16. How do different sections of your department communicate on disability issues?

17. How does the department communicate with other departments on disability issues?

18. How does the department communicate with OSDP on disability issues?

19. Does your department interact with organizations that deal with disability issues or work with people with disabilities? What is the nature of the interaction?

Budget   (These questions should preferably be posed someone who works in the Financial Section of the department)

20. What disability related or specific programmes are budgeted for in your department?

    20.1   How much is allocated to these programmes

21. Does your department fund services provided by disabled people's organizations? Explain.

Employment   (These questions should preferably posed to someone who works in the Human Resource Development Section of the department)

22. Are you aware of a survey that was conducted by OSDP in 1999 to determine the status of employment of people with disabilities in your department?

  IF YES, ask Questions 22.1 and 22.2

  22.1   Have there been changes in the department with regard to employment of people with disabilities or in the information provided to OSDP?

  22.2   What were the changes?

    (Go to department specific questions or end interview if none)

  IF NO*, ask Questions 23-27*

23. Are there any persons with disabilities employed in your department?

  IF YES,
What percentage do they constitute?

In what occupations do they generally engage in?

24. What is the level of involvement of people with disabilities employed in your department in decision-making? Explain.

25. What **accommodations** have been made for disabled people employed in your department (e.g., modifying workspace, renovating toilets, Braille, flexible working hours etc)?

26. Does your department have a human resource development strategy? *(Obtain copy)*

27. Does your department have an Affirmative Action or an Employment Equity Plan? *(Obtain copy)*

SPECIFIC DEPARTMENTAL QUESTIONS

HOW FAR HAS YOUR DEPARTMENT PROGRESSED IN THE FOLLOWING INITIATIVES?

A.   Department of Health

1. Development of the National Inter-sectoral **Disability Prevention Strategy**.
2. Inclusion of disability in the **National Health Plan** for Universal Access to Primary Health Care
3. Inclusion of disability in the **White Paper on Health**
4. Inclusion of disability in the **Health Act**
5. Development of national guidelines and minimum norms and standards for the **early detection of disabilities**.
6. Development of rehabilitation within health services, including re-orientation of personnel and community rehabilitation worker training
7. Development of norms and standards for provision of appropriate psychological rehabilitation services.
8. Development of a national strategy and programme of action for the integrated development of appropriate rehabilitation technology
9. Development of national guidelines and minimum norms and standards for the provision and maintenance of appropriate and affordable assistive devices.

B.   Department of Education

1. Development of norms and standards of **educational rehabilitation services**.
2. Integration of young children with disabilities within both the formal and informal **early childhood development** sector.
3. Development of an education policy to promote and protect education opportunities for children with **communication disabilities** and protect their language?
4. Development of norms and standards for the design and construction of **accessible** new education centres and renovation of existing **education centres**.
5. **Transformation** of the education system to accommodate effectively the special needs of learners within the school system.
6. Development of inclusive strategies that will **remove all discriminatory practices** and barriers in admission policies, examination procedures and decision-making processes.
7. Development of norms and standards for the inclusion of adult learners with disabilities in Adult Basic Education and Training (**ABET**).
8. Development of a national guidelines and minimum norms and standards for the **provision of education support services**.

C.   Department of Labour

1. **Ratification** of the ILO Convention on Vocational Rehabilitation
2. Development of norms and guidelines for the provision **of vocational education and training services** that will equip disabled job seekers to access employment opportunities. (*This should, among other, include the transformation of existing sheltered factories and workshops into vocational centres)*
3. Development and implementation of **enabling legislation on employment equity** *(legislation that will protect disabled job-seekers and workers against unfair discrimination and promote an inclusive work environment that accommodates diversity)*
4. Development of national guidelines for the **subsidization of adaptations (**barrier-free access, work area organization) in existing **vocational training centres** to make them more responsive to needs of people with disabilities
5. Development of national guidelines for the **support mechanisms** (trained instructors, Sign Language interpreters etc.) in existing **vocational training centres** to make them more responsive to needs of people with disabilities
6. Development of national norms and guidelines for the **subsidization** of **sheltered workshops/units** within the ordinary work environment
7. Development of national norms and guidelines for the **subsidization** of **disabled people's organizations** engaging in sheltered employment and/or vocational training
8. Ratification of **ILO Conventions** 142 and 159, including the development of a national programme of action for *vocational guidance, training and rehabilitation* of people with disabilities

D.   Department of Welfare

Social Welfare and Community Development

1. Development of national guidelines and minimum norms and standards for accessible social **rehabilitation services.**
2. Revision of existing national guidelines for the **subsidization of welfare services** and community development initiatives to facilitate subsidization of Disabled People's Organizations (DPOs) engaged in the provision of services.
3. Development of national guidelines for the development of **residential facilities for** people with disabilities who require permanent residential care
4. Initiation of pilot projects to investigate:
   - ❑ The feasibility of appropriate, equitable and affordable home-based **Personal Assistance Services**
   - ❑ How these should be linked to the present subsidization of **residential care** and the development of national guidelines and minimum norms and standards
5. Development of national guidelines and enabling mechanisms for effective inclusion of people with disabilities in **community development** initiatives.
6. Development of national guidelines and norms and standards for the establishment of community and/or residentially based **activity centres** for people who are unable to engage in economic activities due to severity of their disabilities.

7. Development of national guidelines and minimum norms and standards for the development of **personnel training packages** including:
❑ *Re-orientation of existing personnel*
❑ *Induction courses for new personnel*
❑ *Graduate training of social workers*

Social Security

8. Development of a coordinated and effective **social security legislative and administrative framework.**
9. Review of the present system of **social security benefits** to people with disabilities and children with disabilities to:

❑ *Remove barriers in the present social security system*
❑ *Remove punitive assessment mechanisms*
❑ *Develop appropriate administrative mechanisms and procedures*
❑ *Develop national guidelines for the payment of social benefits to disabled people, either employed in sheltered employment or self-employed*
❑ *Develop national guidelines to move people with disabilities receiving social benefits into self- or open labour market employment by linking them with training opportunities*

10. Review of national guidelines and minimum norms and standards for the **provision of assistive devices** and other assistance under the **Workmen's Compensation Act.**

E.   Department of Public Works

1. Development of national guidelines and minimum norms and standards with regard to barrier-free access.
2. Review of existing barrier-free access legislation.
3. Effective implementation and administration of existing and new legislation.
4. Development of appropriate and effective monitoring mechanisms facilitate process of development of **appropriate curricula** and **updating of handbooks** focusing on integrated and barrier-free design as part of the **professional training** of architects etc
5. Development of appropriate and effective monitoring mechanisms facilitate development of adequate supplementary training for professionals and workers

F.   Department of Environmental Affairs and Tourism

1. Development of norms and standards as well as monitoring mechanisms to ensure barrier-free access in the tourism industry.

G.   Department of Transport

1. Development of a national strategic plan for the promotion **of accessible public transportation** in SA
2. Facilitate review of **Road Accident Fund.**
3. Investigate possibility of **tax incentives** for the importation and local manufacturing of wheelchair lifts for buses

H.   Department of Arts, Culture, Science and Technology

1. Development of a national strategy and programme of action for the establishment of a central pool for Sign Language interpreters, Sign Language Training and Development Units.
2. Inclusion of special language systems and Sign Language interpreters in national guidelines and minimum norms and standards for language facilitation courses for interpreters and communication facilitators.
3. Development of national guidelines and minimum norms and standards for communication during elections.
4. Development of a national strategy and programme of action for the integrated development of appropriate rehabilitation technology.
5. Development of national guidelines and minimum norms and standards for the provision and maintenance of appropriate and affordable assistive devices

I.   Department of Finance and State Expenditure

STATS SA

1. Development of a **national data bank** on disability to include:
   - *Statistics on available services and programmes as well as different groups of people with disabilities*
   - *The terminology and criteria for the conduct of surveys*
2. To what extent do **departmental budgets** reflect expenditure on disability related or specific activities?

J.   Department of Trade and Industry

1. Development of strategies and guidelines for the *removal of barriers* and implementation of *enabling and inclusive mechanisms* within existing and proposed Small, Micro and Medium Enterprises (SMME) infrastructure.

K.   Department of Housing

1. Development of national guidelines and minimum norms and standards for additional subsidies to the **existing housing scheme**.
2. Development of national guidelines and minimum norms and standards for subsidies for **capital expenditure for residential group homes**.

3. Development of national guidelines and minimum norms and standards for funding for the **transformation of existing large institutions** into smaller group home units

L.   Department of Sport and Recreation

1. Development of national guidelines and minimum norms and standards **for public sport and recreation facilities**.
2. Development of national guidelines and criteria for the **inclusion of sport for disabled people** in national sport development programmes.
3. Development of specific programmes for sport for disabled people, both within and out of schools.

M.   Department of Justice

1. Facilitate a legislative task team to:
   - ❑ Develop and consider recommendations on anti-discriminatory legislation as it affects people with disabilities.
   - ❑ Review existing legislation with a view to eliminating discrimination on the statute books, as well as regulations that result in discriminatory practices.