

JobACCESS 2006 - 2010

one strategy - different paths

Consultation document
Full participation and equality in social and economic development

Consultation document on the recruitment
and retention of persons with disabilities

A Strategy for the Public Sector

Date of issue: 9 October 2006
Action required: Response by 30 November 2006



**Strategy for
an inclusive
Public Service**



**Recruitment
and
Retention**

Employability



Accessibility



the dpsa

Department:
Public Service and Administration
REPUBLIC OF SOUTH AFRICA

in collaboration with

The Presidency
REPUBLIC OF SOUTH AFRICA

FOREWORD



One strategy - different paths

Government's framework for shared social and economic development

During the presentation of the Presidency's budget vote for 2006 the President's speech set the benchmark against which all policy interventions should be undertaken. That is: "Whether we have done and are doing enough to create the non-racial, non-sexist, equitable and prosperous society for which many sacrificed their lives," and that "all spheres of government and all organs of state within each sphere must ... secure the well-being of the people of the Republic."

The Department of Public Service and Administration (DPSA) is obliged to think about the effect of issues such as administrative reform on the population, broadly, and more specifically focus on the interest groups, namely children, women, youth, and people with disabilities. The constitutional obligations the President chose as the focus of his address, are by their very nature also guiding principles for public service transformation – ensuring human dignity, achieving equality and advancing human rights and freedoms; nonracialism and nonsexism; supremacy of the Constitution and the rule of law; and accountability, responsiveness and an open system of governance.

The President used the developmental state as his point of departure. He highlighted the fact that it is a balance between two aspects, i.e. fighting poverty AND expanding economic opportunity, by providing a social net AND stimulating growth. In the Accelerated and Shared Growth Initiative of South Africa (ASGISA) language, this translates into "shared growth" with equal emphasis on both parts of the equation. The developmental state is clearly

not only facilitative, but interventionist with (a) an adequate security and criminal justice capability to handle any lawlessness, thus protecting the Constitution and the rule of law; (b) the ability to take initiative by promoting certain programmes and the interests of certain groups, and (c) the capability to achieve coherence across the entire system by coordinating, integrating and achieving seamless administration right across the government machinery and the broader society.

(For Minister's advices, approval & signature)

Geraldine J. Fraser-Moleketi

Minister for the Public Service and Administration

FORMAT OF THIS DOCUMENT

- Title of Document:** Consultation document on the Recruitment and Retention of People with Disabilities – A Strategy for the Public Sector
- Audience:** All national departments, provincial administrations, disabled people’s organisations (DPO) and gender, disability, children’s and youth bodies, Public Sector Education and Training Sector Authority (PSETA), Public Service Bargaining Chamber and non-governmental organisations.
- Overview:** The review of the employment equity targets in the context of public sector reforms resulted in a new strategic direction being adopted by Cabinet in December 2005. The JobACCESS framework and action plan linked to the Minister for the Public Service and Administration’s strategic direction came into force in May 2006. This carried Cabinet’s support and a stronger message of commitment, clearer outcomes, and a specific section relating to employability and human resources development. Among the five commitments outlined within the Public Sector Action Plan was a commitment to produce a joint DPSA and Presidency strategy for an inclusive society for full participation and equality of people with disabilities. This Consultation Document will produce that strategy.
- Action Required:** Responses to this draft consultation should be sent by 30 November 2006 to Heather Engelbrecht at the address given below or e-mailed electronically to:
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Related Documents: Macro Social Report

July Lekgotla: 2006

DPSA Medium Term Framework 2006–2011

Acronyms

ASGISA	Accelerated Shared Growth Initiative of South Africa
AU	African Union
CDW	Community Development Worker
DPO	Disabled Persons Organization
DPISA	Department of Public Service and Administration
ETQA	Education and Training Qualifications Authority
GEMS	Government Employees Medical Scheme
ILO	International Labour Organization
M&E	Monitoring and Evaluation
MPCC	Multi-Purpose Community Centre
OSDP	Office on the Status of Disabled Persons
PSETA	Public Sector Education and Training Authority
SA	South Africa
SETA	Sector Education and Training Authority
SMME	Small and micro enterprises
SAQA	South African Qualifications Authority
UN	United Nations

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1. The key aim of this document

The key aim of this document is to set out a clear plan for the Public Sector recognising the full range of sectoral settings and to identify specific work to be undertaken by a variety of role-players that will move us from our position.

We have become increasingly aware of the urgent need to take care of the inclusion of people with disabilities as an integral part of policy-making from the start rather than dealing with the consequences of neglect down the line. We need to promote and protect the full participation and equality of people with disabilities as a major public service (like health or education), which benefits the person with disabilities and ourselves. Looked at in this way, it is clear why policies to include and promote better service delivery and quality of work and life environments for people with disabilities also have the capacity to have long-term social and economic benefits. Often people with disabilities who are most economically and socially disadvantaged also live in degraded environments with fewer jobs, unsafe and ugly streets. Our goals are for a strong economy and a cohesive society, where people with disabilities are able to lead healthy, independent lives and enjoy the environment around them. Thus our JobACCESS strategy contains not only a commitment to create an inclusive society but a commitment to give a new focus to tackling barriers and inequalities in the Public Sector as well.

The responses to the consultation for this framework so far clarified that what was needed in this strategy was a move into action. Therefore, the strategy includes clear actions to promote and protect the rights and interests of people with disabilities by involving people with disabilities and employees, leading by example and by demonstrating our commitment to deliver by 2010.

- Our community development workers (CDW) and partnership programme with DPOs will give the Public Sector the opportunity in every community, nationally, to make a difference locally – or in Africa and globally. We have seen what some community-based organisations for people with disabilities have done; we want to see that energy through the Public Sector and the country, coming up with local, relevant solutions and actions
- on disability friendly transport, learnerships, and recruitment and on creating accessible departments and communities where people with disabilities want to work and stay.

- Government will lead by example. We want to ensure that we spend voted funds on accessibility for people with disabilities, starting with a commitment to reasonable accommodation and accessible buildings. In this document we show how every government department will contribute to this strategy. We would want every government department to produce its own action plan by the end of December 2006 so we can ensure delivery.
- To show we are serious about delivery by 2010, we will stop reporting our own progress and hand that task over to a mandated disabled persons' organisation commission, which will act as the independent "watchdog" of Public Sector progress.
- This is a truly challenging agenda. It will involve working across departmental boundaries and through all spheres of government – from communities to the United Nations (UN). It involves channeling the power of business by stimulating the labour market to innovate and create sustainable employment and entrepreneurial options for all people with disabilities. It needs the commitment of disabled peoples' organisations and voluntary groups, and it involves influencing the individual everyday choices we all make as public officials.
- Most of all, it means focusing on long-term solutions not short-term fixes. Targeting the exclusionary practices and policies now rather than later. We would want this strategy to be a catalyst for action to secure, at least, an inclusive Public Sector and society by 2010.

2. Strategic background to the JobACCESS framework

In 2001, the Minister for the Public Service and Administration devolved powers to departments. Since then, as departments and provinces we have been creating our own solutions to the shared challenge of equality for all and social justice in sustainable development. As geographical parts of Southern Africa, our ability to set our own priorities and find our own answers has become an important part of achieving relevant sustainability.

The model for the Public Sector's strategic approach to the inclusion of people with disabilities in the workplace and society reflects a somewhat different structure of decision-making. Instead of one policy, strategy and planning document, we will each have our own. But there are still common challenges and goals. This framework document sets out what those are, and is an affirmation that, although we have devolved government, we will work towards common goals without compromising the strengths that our diversity of approach offers. The framework demonstrates our commitment to work together – whether we are a local, provincial or national department – to meet our shared goals.

In the review and consultation on the JobACCESS 2006 – 2010 Framework, we committed ourselves to produce a strategic framework to 2010, agreed to by the Cabinet, to provide a consistent approach and focus across the Public Sector.

This framework, launched in conjunction with the Public Service health, wellness and quality of work life strategy, comprises:

- a shared understanding of JobACCESS;
- a common purpose outlining what we are trying to achieve and the guiding principles we all need to follow to achieve it;
- our governance and sustainable development priorities for the Public Sector, at home, in Africa and internationally; and
- indicators to monitor the key issues on a national government basis.

The strategic framework will be supported by separate strategies by each administration. These will build on existing work and translate this framework's aims into action, based on our different responsibilities, needs and views. These strategies will include further priorities and will be supported by additional measures and indicators.

3. The JobACCESS strategic framework

In reviewing the employment equity targets, we committed to produce a JobACCESS Strategic Framework for the recruitment and retention of persons with disabilities to 2010.

JobACCESS 2006 - 2010 Strategic Framework			
SA Gov Strategy	JobACCESS Strategic Framework	Department Policy, Strategy & Planning	National Co-ordination Strategy

Our objective is simple – to transform the Public Sector to be inclusive of people with disabilities.

To begin with, we promote **social justice**. Social Justice is about every one of us having the chances and opportunities to make the most of our lives and use our talents to the full. The DPSA is working to deliver longer-term solutions to deep-rooted social status, exclusion, and discrimination problems. There are no quick fixes to the problems that exist. It will take a long time, increased investment, and a new approach to solve them successfully.

With a firm commitment to social justice at the heart of policy-making, all our policies and programmes, across sectors of social, economic, infrastructure, transport, housing and the environment, are focused on making South Africa an economically stable, healthier and better skilled and educated country.

From government’s programme of action you can find out more about how social justice is built into the strategies, sector policies and programmes.

A Common Purpose

To set the Public Sector on a more sustainable track, we must know what we are aiming for. The benchmark against which all policy interventions should be undertaken is: “Whether we have done and are doing enough to create the non-racial, non-sexist, equitable and prosperous society for which many sacrificed their lives,” and that “all spheres of government and all organs of state within each sphere must ... secure the well-being of the people of the Republic.” We are obliged to think about the effect of issues such as administrative reform on the population, broadly, and more specifically on the focus interest groups such as women and the youth. The constitutional obligations are by their very nature our guiding principles for public service transformation – this includes: ensuring

human dignity, achieving equality and advancing human rights and freedoms; nonracialism and nonsexism; supremacy of the Constitution and the rule of law; and accountability, responsiveness and an open system of governance.

The developmental state is a point of departure that must balance between fighting poverty AND expanding economic opportunity, i.e. providing a social net AND stimulating growth. In ASGISA language this translates to “shared growth” with equal emphasis on both parts of the equation.

The 2001 strategy set out clearly that sustainable development means “a better life for all” and used the widely used international definition of “development which meets the needs of the present without compromising the ability of future generations to meet their own needs”.¹

The five aims developed for Public Sector Action are:

- Social progress that recognises the needs of all with focus on vulnerable groups;
- Equality of opportunity;
- Social justice and the right to development;
- Access and redress; and
- Partnerships.

These aims effectively capture the simple idea at the heart of sustainable, shared growth for all. However, although the 2001 strategy stressed that these objectives had to be pursued at the same time, in practice, different departmental strategies focused on those one or two most relevant to them or excluded them. So a new purpose is needed to show how the Public Sector will integrate these national, African and international aims and evolve a JobACCESS policy – to develop the earlier White Paper on the Integrated Strategy for Disabled Persons, not depart from it. It needs to paint a picture of what things should look like if we are to achieve a strong, healthy and just workplace, while maintaining continuity with the aims of shared growth, health and social justice for all.

The following “purpose”, which has been agreed to by Cabinet, has now been adopted as the JobACCESS framework and goals for inclusive macro social and economic growth.

¹ From Report of the World Summit on Sustainable Development, 2001

A Shared Goal - Africa and Internationally

For the vision to be achieved it will be necessary for disability issues to be incorporated as an integral component of the way in which the Public Service goes about its activity. The Constitution/international agreements informs the public sector obligation (Box 1) and is intended to promote this process within the public sector. Increasing the employment rate among persons with disabilities will help promote social inclusion and should also reduce negative attitudes from others. For those who cannot realistically participate in the labour market, resources should be directed to enabling their inclusion in their local communities. The long-term aim is that persons with disabilities participate in society on the same terms as non-persons with disabilities. Provision for persons with disabilities will therefore be reviewed and a new mix of mainstream, specialist, and integrated provision derived from the JobACCESS and ASGI strategies, so that employment and service delivery policies are re-adapted, and implemented to take account of the needs of persons with disabilities, alongside all other employees. This will require immediate commitment to the benefits of reasonable accommodation as set out in the INDS.

Box 1.1 Public Service Duty

International Day of Disabled Persons, 3 December 2005 South Africa's government recommitted to the **United Nations (UN) Convention on the Rights of Persons with Disabilities** and our obligations to continue minimizing obstacles to the development opportunities for people with disabilities.

On 3 December 2005, the South African government endorsed the **UN Standard Rules for the Equalisation of Opportunities for Persons with Disabilities** and the **World Program of Action Concerning Persons with Disabilities**, which calls for extensive changes to accommodate the diverse needs of persons with disabilities.

These priorities for action within the South African Public Service are shared by the African Union and administrations on the African continent and internationally. The DPSA and national administrations will identify issues where it would make sense for the African continent to act jointly rather than separately to deliver the shared priorities for an inclusive society by 2010.

The norms and standards for the South African Public Service must be viewed in the context of our government's priorities and major commitments made at the global level.



The commitment / targets are interdependent. Many were agreed upon at one summit but were reinforced and built upon at subsequent events.

KEY INTERNATIONAL STIMULUS

MDG 1	Eradicate extreme poverty and hunger	Combating HIV/AIDS and TB	Women and poverty	Full and equal participation
MDG 2	Universal primary education	The role of women in peace building	Women and education	Accessibility
MDG 3	Gender equality	Gender parity principle	Women and health	Education
MDG 4	Reduce child mortality	Campaign against gender based violence	Women and violence	Employment
MDG 5	Improve maternal health	Protection of human rights for women and girls	Women's human rights	Income and social security
MDG 6	Combats AIDS, TB, malaria	Women's access to property and inheritance	Women in armed conflict	Family life; personal integrity
MDG 7	Environmental sustainability	Education for girls and women	Women and the economy	Culture
MDG 8	Global partnership for development	Capacity building	Institutional mechanisms	Religion
		Monitoring and reporting	Women and decision-making	Recreation and Sport
			Women and media	
			Women and the environment	
			The girl-child	

KEY TOOLS

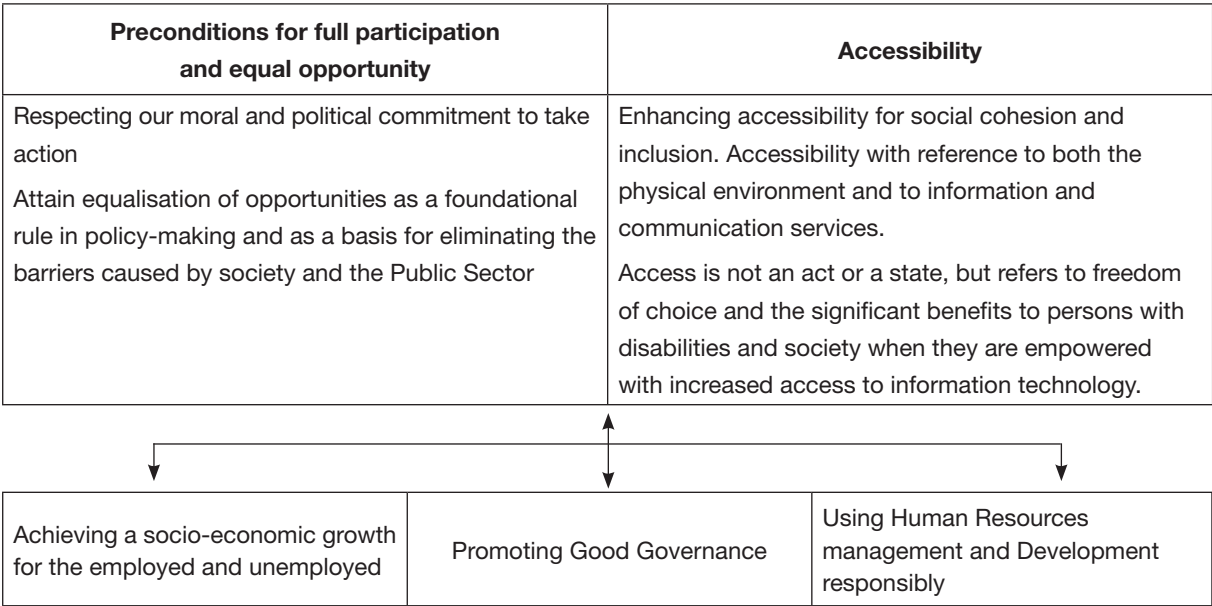


Guiding Principles

The framework is premised on the general principles UN draft convention on the rights of persons to achieve our purpose. These principle reinforce our Constitution and they bring together and build on the various national and international standards and norms to set out an overarching approach, which the five separate strategies can share.

The principles of the present Convention are:

- Respect for inherent dignity, individual autonomy, including the freedom to make one’s own choices and independence of persons;
- Non-discrimination;
- Full and effective participation and inclusion in society;
- Respect for difference and acceptance of disability as part of human diversity and humanity;
- Equality of opportunity;
- Accessibility;
- Equality between men and women; and
- Respect for the evolving capacities of children with disabilities and respect for the right of children with disabilities to preserve their identities.



These strategies will inform policy, sector specific strategies and planning in the Public Sector. For a strategy to be inclusive and sustainable it must respect all five of these principles, though we recognise that some policies while underpinned by all five, will place more emphasis on certain principles than others. Any trade-offs should be made in an explicit and transparent way. We want to at least meet our goals for an inclusive Public Service for an inclusive and just society, and we will do it by means of good governance and sound administration.

Shared priorities for Public Sector action

There are strong grounds for government action to improve the life chances of persons with disabilities. Supporting and empowering persons with disabilities to help themselves will improve their participation and inclusion in the community, in the labour market and in society. This will deliver social and economic benefits for all of society – and all of society needs to be involved.

This strategy combines key elements that are required for the overall success of this initiative, which is required for the short and long-term success of this initiative:

- Employability; helping more people with disabilities into jobs;
- Equality of opportunity in the workplace;
- Improving health and well-being;
- Retention by creating better jobs, accessibility and developing skills; and
- Partnerships and capacity-building of disabled people's organisations.

Employability: helping more people with disabilities into jobs

IMPROVING EMPLOYABILITY:

The Ministry for the Public Service and Administration's policy intends to deliver some significant improvements in the employment prospects of people with disabilities – with further action to support people with disabilities in the labour market. Research evidence showed a strong case for more focused action, so that any person with a disability who wants a job, and needs support to get a job, should be able to do so wherever feasible. Consequently, activities of departments, in this critical area will focus on:

- Providing effective early support and guidance to those who need it to overcome barriers to work;
- Improving the skills and access to in-work support needed to enhance employability of people with disabilities;
- Connecting people with disabilities with work by making transition to employment less risky and complicated;
- Engaging departments to improve their attitudes towards people with disabilities and their understanding of what it means to employ a disabled person; and
- Building information networks to bring together and disseminate important information to people with disabilities, departments, our partners, and communities.

Examples of interventions

- Work in partnerships with people with disabilities organisations and specialist providers (providers d-base on DPSA website) departments are encouraged to formalise partnerships with service providers and DPOs and specialist providers, as customers of their recruitment
- Set a PSETA learnerships target, based on the [number of learners with disabilities for 2007 – 08 projections for completion by 2008.

- Develop line-function learnership interventions that are aimed specifically at the unemployed and that targets unemployed persons with disabilities for having the potential to dramatically increase the numbers of people with disabilities in work and employment in the Public Service. As part of the implementation of this strategy, the objective of the Ministry for Public Service and Administration is to join the employment and training systems and providers, with particular measures to improve the situation of people with disabilities, ensuring they have the skills needed to succeed in the Public Service and the modern labour market.
- Budget for the costs of innovative staffing strategies and solutions for employees with disabilities, for example, recommendations to ring-fence vacancies for people with disabilities on PSETA and line-function Sector Education and Training Authorities (SETAs).
- Ensure the provision of good quality advice and guidance to people with disabilities is very important, particularly as some may not be aware of social grants and learnership funding and the assistance available to them for training.
- Departments are encouraged to ensure that there is accessible, structured communications and information dissemination on learnerships, work and employment-related information, advice and guidance, to persons with disabilities.
- Working in partnership with DPOs, departments will provide (free) services for all people over 19 years to assist them in accessing or progressing in skills development and work opportunities.

Equality of opportunity in the workplace

Examples of interventions

- Identify disabling barriers. Through the leadership and work of the designated Transformation Manager, the Human Resources Executive Manager, and the disability focal person team, departments must act to identify the disabling environments, attitudes, and disproportionate social barriers.
- Engage all staff in the department on identifying and agreeing on the barriers – in attitudes, policy, physical environment, and communication – and tangible commitment for shared ownership of solutions.
- Budget to provide financial and service-based support to meet additional individual needs where

appropriate; assessment of need, identification of available resources, and personalised responses to need, which enable choice and control.

Statistics SA states that between 5% and 12% of people in South Africa are people with disabilities². Their families, friends and associates account for 25% of the population. Inevitably some of these people will work for you; many of them will be consumers of your services.

Understanding how disability affects everyone brings unique benefits to those organisations that wish to gain the most from their staff and offer the most to their consumers. The numbers of people with disabilities are increasing – increased life expectancy as a result of improved standards of living and medical care, but as the workforce becomes older, many people may become disabled. In the South African context, the prevalence of HIV/AIDS is creating disability in the young working force and resulting in high medical costs for employers which can be effectively reduced through a disability management approach.

Each year a substantial percentage of employees leave due to ill health and injury, which could be managed, by disability management strategies, reducing employer costs and retaining skills and knowledge, as well as saving costs on recruiting and training replacements.

People with disabilities, and their families and associates, represent a large part of consumer power in South Africa. They are demanding greater opportunities for people with disabilities and greater accountability from business and government.

Government has many hard-to-fill posts, while disabled employees are underskilled and people with disabilities are generally not considered for high-level or specialised skills.

The nature of work is changing as technology develops and increases individual potential, while decreasing employers' costs. There are a number of benefits to becoming a disability-competent organisation³:

A disability competent department:

- Understands how disability affects every aspect of their operations – people, communities, stakeholders, consumers;
- Creates a culture of inclusion and removes barriers for groups of disabled people; and
- Makes adjustments that enable specific employees to contribute – as employees, consumers of services and partners.

² Statistics SA, 2005

Accessibility

Building accessible information networks to disseminate knowledge, information and services to people with disabilities, our partners, and communities: Empowerment of persons with disabilities will provide a DPO opportunity to voice concerns and critical challenges. People with disabilities need accessible, high-quality information and advice services, as well as supported, independent advocacy. The most common services provided by organisations owned by people with disabilities are information, advice and advocacy. Accessibility to up-to-date government information is cited as a crucial service by most sections of the disability sector. It will require individual empowerment, raised expectations, voice, meaningful choice and dignity – so that persons with disabilities are able to take up opportunities to improve their life chances, and all departments are expected to facilitate this outcome.

Helping people to gain and keep employment is viewed as a process of many parts where the individual is seen as moving along a continuum of training, work placements, voluntary work or flexible employment. To provide support more effectively and satisfy the needs of a diverse population a “menu of meaningful work” must be explored. The Ministry for Public Service and Administration will explore in collaboration with other Ministries the policy mechanisms for choices in the Public Sector that may include:

Examples of interventions

- Job search assistance and support;
- Work-focused skills training;
- Well-being (or condition) management programmes;
- Work trials;
- Internships;
- Transitional employment placements;
- Structured voluntary employment;
- In-work support; and
- Flexible reasonable accommodation.

People with disabilities who may require support to enter the labour market would be able to choose, in consultation with the CDW or Department, a range of elements from the above menu irrespective of the type of social benefit they receive.

³ *Realising Potential*, Employer’s Forum on Disability 2005

The idea is that individuals would move along the continuum receiving progressively less support, as they become ready for each stage, ending in open employment. This continuum of support would be dynamic, person-centred and aimed at delivering services effectively and promptly to people with disabilities in and on the route to employment. The main advantage of this approach is that support would be tailored to individuals' needs. Personalisation and flexibility of service would enable the individual to get the right support at the right time. Services would be provided both by voluntary, public and private sectors to enhance the element of contestability and to improve value for money.

This includes getting the right support from employers, health and social services, Multi-Purpose Community Centres (MPCCs) and CDWs, and from all other relevant agencies and individuals.

The Batho Pele gateway has a vision to provide access to local information and all government public services. This includes people with disabilities. There are also currently plans in place by the e-government Chief Government Information Officers, and the Council for Scientific and Industrial Research, to place online directories available for integration with MPCCs infrastructure. The DPISA's extranet will provide links, via the Batho Pele gateway, to online directories on work and employment opportunities in the Public Sector. This would be a separate initiative to complement the departments' and provincial governments' gateways.

The DPISA directory will be complemented with a national helpline, as joint initiative between the Department of Health, the Department of Welfare and Social Development and the Department of Labour, to provide information to people with disabilities. More generally, the JobACCESS information programme must specify:

- The existence of a clear and visible framework for support, publicised to people with disabilities and which enables them to understand the menu of options available to them and to make informed choices;
- How clients will get access to services which are tailored to their particular personal needs;
- Applications for opportunities for employment or rehabilitation from a menu of options depending on their circumstances;
- Disability Employment Advisor support to link to training courses, work placement, health intervention, etc., and choices fit to individual needs and employment path; and
- How alterations will be managed to the individuals' plan as their needs change.

Empowerment of persons with disabilities will be an important part of the new Public Sector obligation through the process and outcomes of the JobACCESS strategy.

Improving health and well-being

The key aim of the Health and Wellness Programme is to promote government's policies and programmes to reduce inequality in health and well-being. Medical services and good health should be accessible to all, and by strategically linking JobACCESS-ability to the Health and Wellness we are starting to make this happen. Quality of work life and wellbeing, providing better policy and advice allow persons with disabilities who require benefits advice and social care services to expert advisors from the Health and Wellness management team.

The bigger picture of health

At government department level, health, wellness and quality of work life and social care strategies was the basis for the Indaba VI of 2006 for government - wide initiatives to equal opportunities to accommodate and improve health and wellness for our employees and persons with disabilities.

Examples for DPSA interventions

- Providing sources of service and funding for equipment and financial resources. The JobACCESS programme will establish memoranda of understanding with providers (for example, the Thabo Bheki Development Trust) of financial assistance and arrangements for extra costs (not covered by the Government Employees Medical Scheme (GEMS) or Accommodation Policy) to accommodate, rehabilitate) an employee with a disability. It is available to unemployed, employed and self-employed people and can apply to any paid job: full-time, part-time, permanent or temporary.
- The programme is open to individuals with long-term health problems or impairment who need extra practical support to take up work or do their job. The aim of the programme is to reduce inequalities in the workplace by removing the practical barriers to work.

Types of support include:

- An **interpreter at a job interview** for people who are deaf or have a hearing impairment;
- A **reader at work** for someone who is blind or has a visual impairment;

- A **support worker** if someone needs practical help because of their disability either at work or getting to work;
- **Travel to work** element will pay up to 100% of the approved cost of a vehicle, or adaptations to a vehicle, or help towards taxi fares or other transport costs if someone cannot use public transport to get to work because of their impairment.
- **Equipment or alterations to equipment** necessary because of individual disability; and
- **Alterations to premises** or the working environment necessary because of persons' impairment or the barriers they face.

Examples of interventions:

- Establishing links between DPOs and Departments. The DPSA will engage service providers as a customer of their recruitment and support services. This includes providers of specialist advice on diversity issues including disability. To achieve maximum job placements in the Public Service, this is targeted, as a first step, on larger Public Service departments and provincial governments.
- Building the capacity of DPOs. The DPSA will develop partnerships with SMMEs to build capacity of DPOs. This would enable JobACCESS to provide small businesses with practical advice regarding legal obligations and risks, and to market the assistance that the DPOs can provide with recruiting persons with disabilities.
- Provide e-communication on service providers for employment support, work-related training and independent employment advocacy with departments.

DPSA's database of disabled persons organisations to be based on signed memoranda of understanding to:

- Provide, a proactive job search and job-to-skill matching service. These DPOs are able to build a picture of the individual's skills and interests, past experience, aspirations, likes and dislikes, and preferred areas and hours of work (personal life and work profiling) so that people could make informed choices.
- Receive referrals from Social Services, CDWs, other agencies or self-referrals;

- Conduct an initial employment interview and put together a personal profile (including skills) and developing tailor-made training programmes);
- Develop clients' job skills (update/develop C.V., complete application forms, write covering letters, conduct mock interviews and improve personal presentation);
- Identify suitable vacancies (using existing employer contacts and current local labour market information or speculative approaches to companies);
- Market client to employers (focusing on their strengths and support and through the recruitment process);
- Provide planned follow-up support to both client and employer; and
- "Sign off" client as appropriate, but remain available.

Link the resources of our Community Development Workers

CDWs have agreed to provide an enhanced service, that of a Disability Employment Advisor. Key roles for the CDW as Disability Employment Advisor will include:

- Conduct an assessment of need for services, providing support after the initial contact and conducting further interviews;
- Use the "screening tool" designed to identify those who want to move into employment;
- Maintaining a long-term relationship with the client, building trust and paying attention to individual needs; and
- Manage a personalised action plan, drawn up in partnership with the client and tailored to the client's needs, irrespective of circumstance.
- Communicate to the JobACCESS steering committee/project leader the assessment of need for work and employment, skills training by and for persons with disabilities in the community.
- Improve referral arrangements between DPOs, departments, and registered recruiters, both via self-referral and CDW case managers.
- Continue to work to coordinate and evolve the role of the disability focal points to include a set of core activities.

- To evolve the role of the DPSA gateway for proactive job search and to enhance retention; and
- Improving the DPSA's job posting and applicant links between and across departments, while ensuring that the applicant leads.

Creating better jobs and developing skills

Examples of interventions

- Assist departments establishing learnership projects, partnerships with service providers, and disabled people's organisations, SETAs for pre-learnerships training
- Engage the Department of Labour on funding requirements for meeting the target by 2010.
- Develop a mandatory competence on disability for induction, the Senior Management Service and Middle Management Service competence frameworks and through South African Qualifications Authority (SAQA) Unit Standards for HR practitioners and professionals.
- Source e-learning modules for socio-economic development and Human Resources Planning (socio-economic and labour market analysis modules available with the Development Bank of Southern Africa, University of Kwa-Zulu Natal, etc.).

In order to achieve this aim, the PSETA will ensure that disability issues are mainstreamed not only within the PSETA learnerships, but also within its training providers. The PSETA already has a responsibility to raise awareness of the policy-decision among its training providers, who are covered by the National Skills Development legislation and therefore have a duty to make "reasonable adjustments" for any learners with a disability. The PSETA will raise awareness of these duties through training courses and awareness campaigns.

Examples for further DPSA interventions

- Coordinating assistance for departments in the preparation to employ, recruit and support the well-being of persons with disabilities.
- Conduct social audits and/or disability audits.
- Acting as intermediary and resource centre for sources of disabled people's organisations, and specialist providers to assist with the recruitment, workplace sensitisation and disability expertise on job placements and requirements of the learners.

- Approving a database on Batho Pele gateway website and departments are encouraged to formalise partnerships with service providers and DPOs and specialist providers.

As a strategy for achieving inclusive employment and workplaces in the Public Sector, it does involve a process of incremental change in policies, strategies and activities. The long-term objective is that attention to people with disabilities will pervade all policies, strategies and activities so that women and men influence, participate in, and benefit equitably from all interventions. Documenting good practice in mainstreaming gender equality entails recording positive steps made towards achieving this goal. Although the policy, project or activity may not yet be perfect from a gender equality perspective, it is still possible, and important, to record positive steps in the right direction.

Partnerships and capacity building of DPOs

DPOs and their local supporters (Branches and Communities) as well as their wide range of actions and competencies are considerable assets for implementing a comprehensive national programme of action. However, their efforts have historically, not been uncoordinated. Moreover, the shortage of human and financial resources, as well as a lack of objective data on the situation of disabled persons, makes it difficult for DPOs to develop effective and sustainable programmes. To optimise both existing resources of DPOs and of the Public Service and inter-service and HR process complementarities, with the aim of being efficient and effective in meeting the proposed objectives for social justice and inclusiveness, a new approach to disability in the Public Service employment strategy is imperative.

The requirements for a partnership policy and its implications for the role of the Head of Department

An argument often used to justify the slow progress in attracting and retaining disabled persons is the lack of financial resources, data and specialised services. In the proposed policy directive the disability sector structures (accommodation funding, health services, pre-learnerships and learnerships) are already in place to assist disabled people as well as other beneficiaries. The required effort, specifically for the Public Service, would then be mainly directed toward the MPSA strengthening integration of DPOs (with the public and private sector) for access to education, training and employment (with the support of specialised services) and the Public Service management capacity to assist persons with disabilities.

It is therefore more a question of reorienting existing resources than of new investment. A decision must also be made in favour of reallocation of personnel expenditure budget.

The implications for such an integrated policy is premised on a partnership with DPOs that will give rise to new integration functions for the Ministry of Public Services and Administration that go beyond the current Employment Equity and Transformation frameworks and policies.

For persons with disabilities, everything revolves around the relative difficulty of access to essential services and opportunities. The integrated functions in question are intermediary functions. The sole purpose is to facilitate access and not to replace the DPO roles. Without the intermediary function, the Public Service and the sectoral activities will remain inaccessible to most disabled people.

- Firstly, the coordination function requires a precise knowledge of the sectoral programmes targeted by the Ministry of Public Service and Administration's integrated policy: Extended Public Works Programme (Transport), Social Services, Health, Education. (The Special Measures Programme for Year 1 will focus on the key sectors.)
- Management of a statistical information system: the ability (in terms of skills and logistics) to collect, update, analyse and circulate data on disabilities. The lack of such a disability information system for the Public Service policy department is currently reflected in:
 - An imperfect knowledge of the true extent of the disability phenomenon.
 - An almost total ignorance of the structural characteristics and comparative data (job searching, job adaptation, re-adaptation, health, education, employment, underemployment, situation of disabled persons in the Public Service and the beneficiaries of public sector policy and reforms;
 - A limited awareness of the competitive employment of disabled people in the private sector.

Assistance provided to departments and disabled people sourcing assistance for employment, training, internships and other matters in the Public Service. This function implies the existence of a structure, such as an information and documentation centre, covering all the services and facilities that might be useful for the integration of disabled people (sectoral programmes, specific government services, support structures, multi- and bilateral technical cooperation, legislation, etc.)

Assisting departments and provincial governments with the integration of disabled persons into Public Service and community development efforts, and where necessary referral to local government services and placing information and specialised technical skills at the disposal of the disability sector partners and departments.

Various organisational options are available for the allocation of intermediary tasks, but one that in particular deserves to be explored is that of gradually entrusting this function, at a pace that suits the provincial governments, to the OSDP manager in the respective Office of the Premiers. The Office on the Status of Disabled Persons' (OSDP) programme manager will therefore assume a dual function: the oversight role, which it currently performs, and the sector support role defined by the functions listed above.

4. Government department policy, strategy, and planning

Government departments are to have information of the status of employed and unemployed persons with disabilities to more readily address our macro national policy concerning persons with disabilities. Government departments are to ensure that the shared goals are included in all policy-making and planning. Government departments are to initiate and plan adequate policies for persons with disabilities at all spheres of government; nevertheless, action at regional and local levels are to be stimulated and supported by the Office on the Status of Disabled Persons, The Presidency. The needs and concerns of persons with disabilities should be incorporated into general development plans and not be treated separately. National long-term programmes on achieving the objectives of presidential priorities for the next decade, we are to ensure an integral.

Government departments should involve organizations of persons with disabilities in all decision-making relating to plans and programmes concerning persons with disabilities or affecting in any way their economic and social status. Government departments should recognise the right of the organizations of persons with disabilities to represent persons with disabilities at national, regional and local levels.

The priorities in the for the financial year 2007-08 period are as follows.

- **Strategic planning**

Support the department and its functional branches in setting measurable goals the HR planning to ensure that mainstreaming of persons with disabilities is integrated in all aspects of HR functions. Tools and support with self-assessments audit of barriers and workforce analysis; establishing partnerships with disabled persons organisations.

- **Awareness and capacity development**

Build awareness with recruiters, HR professionals and Community Development Workers in understanding that the placement and recruitment is imperative; and taking the responsibility for making progress in hiring persons with disabilities and making them aware of the flexibility and barriers that exist. Build capacity with recruiters and HR professionals and ownership of the JobACCESS programme in the province and/or department

- **Employment systems and policy**

Review of employment systems, support services, job adaptation and job accommodation policies, refining approaches and recruitment strategies to meet the department needs and the individual's needs. Partnerships with DPOs, Persons with disabilities Placement programs, support services, job adaptation and job accommodation policies, inter-sectoral approach and recruitment strategies are tailored to meet targeted needs.

- **Workplace of choice**

To ensure accessibility is central to all strategies and initiatives and are aligned to support both the JobACCESS programme and behavioural change implied in the Batho Pele values.

Strategic Planning

Set Measurable Goals

Having determined the questions you need to ask to understand the full complexity of your workforce, you are in a position to decide what human resources data you need to generate and track. Include important trends such as people with a disability representation at all levels, as well as recruitment, turnover, allocation to the right development and work opportunities, and promotion rates.

Once you have collected the data, compare and contrast a variety of metrics to understand where people with disabilities stand, as a whole or by ethnic group, in relation to other employees in your department. This kind of gap analysis pinpoints areas and levels within your department that may not be as diverse as others, and gives direction on where to focus efforts to increase the number of people with disabilities. Moving into the national context, you can use external data to compare the number of people with disabilities in your department to the number of people with disabilities (with the relevant skills, education and experience). Workforce availability estimates are calculated based on Labour Force Survey information from Statistics South Africa. (See Table 1 for an example of how internal and external data can be used to identify gaps.)

The use of the workforce analysis to direct the human resource management and development programmes and identify internal barriers to advancement of people with a disability. It produces a detailed internal workforce analysis by occupational group for people with a disability, comparing the number of self-identified people with disabilities (in 13 salary levels or by occupational group) to their number in the labour market. The analysis

highlights gaps in each of the occupational groups. The department then work to fill the gaps through management development programs, recruitment campaigns and staffing actions. A workforce analysis also helps to identify where changes in policies, practices and systems are needed to remove barriers to the development and advancement of people with disabilities.

Proposed actions and common areas for discussion
Assessment of persons with a disability to participate on learnerships or pre-learnerships. HR to develop learnership sub-strategy as part of the overall HR strategy for the department.
Build capacity of DPO's on PSETA learnerships
PSETA and HR staffing to discuss the learnerships strategy. HR to supplement the WSP data by indicating the number of persons with disabilities on PSETA and line function learnerships.
Develop mechanism for tracking /learners/ job applications of persons with disabilities candidates as well as their performance on selection processes. Monitor whether recruitment strategies are yielding results and whether employment barriers have been eliminated.
Job-ACCESS Event in each province. This will allow managers to meet qualified candidates in the regions, work with DPOs and promote their strategies. Each province to conduct a Job-ACCESS event/campaign.
Develop a Support Service policy. One of the key elements to success of recruitment of individuals is largely based on there past experience in the Government. By designing policy in which recruitment has to incorporate Support Services into scope of choosing the right individual. Source DPOs and establish MOU setting out, co-ordination of specialised services and monitoring.
Assess whether job requirements/job adaptation and specifications match the job function.
Ensure strategies and policy statements to accommodate the rights and interests of persons with disability learners.
Transition to work strategy
Develop data packages for provincial HR and OSDP co-ordinators that will assist managers in better understanding their workforce representation for persons with disabilities. Workforce data will be broken down by occupational group. In addition, data will be provided on labour market availability by occupational group, within the context of the provincial labour force survey data. The data will demonstrate where the gap in representation exists and to what numeric extent. Training sessions will be provided for provincial co-ordinators (HR and OSDP co-ordinators) to better enable them to interpret the data and develop recruitment strategies.
Provincial OSDP co-ordinator to meet with managers and HR staffing in their region to discuss the representation gaps which exist between persons with a disability representation and labour market availability. HR can supplement this data by indicating the number of recruitment requests they received since the beginning of this project.

AWARENESS AND CAPACITY DEVELOPMENT

Build awareness and capacity with managers and HR in understanding that the recruitment and retention of persons with disabilities is a government imperative; and taking the responsibility for making progress in recruiting persons with disabilities and making them aware of the flexibility and barriers which exist.

Proposed actions and common areas for discussion

Develop a corporate presentation with the regions outlining why diversity makes good business sense, the urgent need to make progress and the flexibility and tools that are available to managers to help them improve their representation.

Develop a presentation with the provincial government transversal HR, which will focus on the need for HR Planning that can be presented to managers in various departmental settings and events.

Develop recruitment information for recruitment and managers;
Produce a Q and A pamphlet for use of answering particular questions.

Conduct learning events and round tables as well as implementing sessions on the JobACCESS Action Plan.

Develop workshops, lunchtime learning sessions, submissions for departmental newsletters and other communications devices to raise awareness of disability issues in the public service workplace.

Develop accommodation workshop for managers to increase their understanding of the range of types of accommodation, supports that exist to assist them in identifying appropriate equipment etc., and the need for timelines and confidentiality in making accommodation.

Develop Tools for managers and HR professionals.

Examples:

1. Accommodation and Support Services Network
2. Diversity Resource Centre and Website
3. Data warehouse of related initiatives in other departments. I.e. EPW, CWDs, Health and Social Services, etc.

Work with SITA and e-government to ensure that 1) new technology initiatives include NAP functionality and consultation with employees whose adaptive equipment may be affected by changes; 2) new systems that are implemented are accessible; and 3) accessible website design guidelines are complied with on all Public Service internet and intranet pages.

EMPLOYMENT SYSTEMS AND POLICY

Persons with disabilities recruitment programs, policies, approaches and strategies are tailored to meet targeted needs.

Note that most of these diversity management strategies in this section will be facilitated by the Department for Public Service and Administration and key role players.

Proposed actions and common areas for discussion
Develop the criteria for when a Person With a Disability inventory should be created, with the aim that inventories for high, on-going demand areas will be maintained with minimum pre-qualification or regions will have access to similar inventories.
Develop a provincial inventory of selection panel members from the DPO community. A database accessible on the DPSA website, to be created to incorporate the names of employees and non-employees from the disability community who are willing to sit on selection panels and to make this system accessible to recruitment personnel. Selection panel members will be provided with a training session on selection and ethics behind diversity issues. In the interim, regions to begin identifying Person With a Disability selection panel members and maintain in house manual system.
Create a Public Service Employment Equity portal. This database and resource repository must allow DPSA, provincial DGs, HR and individuals to communicate with DPOs by mail, e-mail or fax in an efficient manner.
Review employment systems and recruitment strategies in place for mainstreaming persons with disability.
Implement corrective measures as result of the employment system review on HR strategy mainstreaming for persons with disabilities
Accommodation Policy This policy would be used for expected and unexpected requirements to make workplace facilities accessible (Exempt architecture structural barriers) to persons with disabilities, or to provide special work-related job aids.
Review and Monitoring of the progress towards removal of the physical barriers. As an employer of choice for persons with disabilities, facilities need to be physically accessible for persons with mobility disabilities and have workstations adaptable for accommodating common types of disabilities. Departments will undertake a review of departmental facilities and ensure that multi-year plans are in place to make facilities more accessible for Persons with disabilities. Priority will be given to upgrading communications facilities, and general office facilities (bathrooms, etc.).
Disability Management Program –Policy Review and Development Provide input into current policy to ensure harmonisation with the objectives of the strategy for Persons with disabilities Work with departments to develop a database of employees who acquired a disability and require a deployment and encourage HR to consider these employees for all available positions (i.e. contract or temporary).
Pre-Learnerships, Learnerships and & Career Development Planning Ensure through direct or indirect participation with a DPO and SAMDI career development and learning initiatives are sensitive to the special needs of Persons with disabilities. Promote volunteer and internship programs to help employees develop skills. Educate managers about the special need to inform persons with disabilities of career development and training opportunities and to ensure their participation in them Monitor whether Persons with disabilities receive proportional shares of acting assignments, promotions, training opportunities, ETC. Regional OSDP Co-ordinator’s attending Career Counselling Course offered by the x and encourages managers and HR Advisors to attend as well.

Performance Feedback

PS Regulations states that an assessment of an individual with a disability can only begin after the accommodations that are required are in place. Only at this time can a manager begin the probation or performance assessment period.

Design a program to monitor the assessment process of each new Person With a Disability recruit. Determine if the assessment process is equitable for both parties. This will require a form for each party to sign as an acknowledgement of requirements has been met.

Entrance and Exit Interviews

Coordinators interview each new recruit within six months of entering the workplace environment.

OSDP Coordinators interview each individual two weeks prior to leaving the public service.

The purpose is to determine what actions will be required to develop an atmosphere that would be conducive to promoting functional capabilities of Persons with disabilities.

Develop (or work with DPO and EAP/Quality of Work Life initiatives in developing) a peer counselling program that would meet the needs of Persons with disabilities in addition to all other employees.

It would provide a network of colleagues to whom employees could turn when they encounter an interpersonal conflict in the workplace. The counsellor could act as a sounding board and assist the employee in developing strategies to resolve the conflict on their own or facilitate a constructive meeting between the two parties involved in the conflict.

Review the current Conflict Resolution policy to integrate issues pertaining to Persons with disabilities.

Mentoring(ships) Programs

Ensure that existing mentoring programs allow for the needs of Persons with disabilities to be met.

In some cases a separate mentoring program might have to be developed for Persons with disabilities.

WORKPLACE OF CHOICE

To make sure that all HR communication strategies and initiatives are aligned to support the Constitution and the values of Batho Pele.

Proposed actions and common areas for discussion

Develop and disseminate promotional material to promote the Public Service as an Employer of Choice to Persons with disabilities: Elements of the communication strategy to include the NAP (CSIR) and Batho Pele gateway accessibility; information dissemination through the MPCCs.

DPSA to work with GCIS on a Communications strategy for this program.

Assess which DPO organizations are the best matches for our anticipated recruitment efforts and develop stronger relations or partnerships with them.

Disseminate information regularly and/or hold meetings with DPO communities/associations regarding employment opportunities in the DPSA through Employment Equity portal, ads, journals, newsletters and community newspapers as well as on community radio stations.

Enhancing our image as an employer by participating in events and conferences organized by or for DPOs. Some of the events planned for this FY include;

OSDP, the Presidency and the MPSA to create a calendar of events (built on the JobACCESS milestones, etc.)

As an employer of choice for persons with disabilities, facilities need to be physically accessible for persons with mobility disabilities and have workstations adaptable for accommodating common types of disabilities.

Propose that on a regional basis, a review of departmental facilities is undertaken to ensure that multi-year plans are in place to make facilities more accessible for persons with disabilities. Priority should be given to upgrading ICT and communications facilities, and general office facilities (restrooms, lifts, main entrances, etc.).

Ensure that a self-identification policy and process includes self-identification information for persons with a disabilities in potential contract or permanent employees processes.

Employment Equity Consultation Group/HR Forum.

DPSA will require a senior manager to take on the role of Champion for Persons with disabilities. This individual should chair this committee which will provide accountability and leadership for the role of this committee.

National Committee (IDC with the OSDP, the Presidency)

Provide direction and guidance to the implementation of the JobACCESS initiative.

Provincial OSDP and HR provide feedback on the implementation of the programme in the provinces. Also provide information on aspects of the strategy that is facing difficulties due to current policy or practices.

HR recruiters should work with OSDP coordinators and the DPO to address unique issues and problems in their respective departments.

A feasibility study to be conducted by the coordinator and relevant sectors personnel to determine occupations and occupational groups to be ring-fenced for persons with disabilities.

E-Accessibility

Websites should be utilized as the primary vehicle for the programme to give brief updates on the direction of the program and the current status.

The site will provide a conduit through which individuals with disabilities can access relevant information openly and without disclosure.

Managers and staff receive diversity training.

Participate and encourage all staff to attend awareness workshops that promote respect for diversity in the workplace.

Provide all staff with an orientation to the rationale and principles of the JobACCESS programme and diversity management principles.

5. National coordination strategy

Effective delivery will be essential to securing improved outcomes. This strategy needs to be converted into a sound delivery process that ensures that the vision is achieved through tangible and specific actions.

The overall implementation process will be coordinated by the Department for Public Service and Administration and the inter-departmental coordinating committee of the OSDP, Presidency, but will need all departments to take it forward at the same time.

- Well-developed local and national capacity is needed in people with disabilities organisations and formal links and agreements with key organisations including the Department for Provincial and Local Government and key national departments.
- National minimum standards to make sure people with disabilities are not financially strained or otherwise penalised for participating.
- People with disabilities organisations become part of the contracting culture involved in both monitoring and delivering key services.
- People with disabilities can choose the level at which they are comfortable to participate.
- “Nothing about us without us” adopted in the Public Service as a standard for policy and service delivery.
- People’s accessibility needs are addressed as a matter of routine.
- Independent advocacy is available to support people with disabilities participation.
- The public sector duty to promote equality of opportunity leads to a process of front-end assessment of policies that involves people with disabilities.

Employees and people with a disability are the key stakeholders and we will continue to consult with them and engage them in the evaluation of JobACCESS

The major stakeholders are:

- people with a disability, their families and carers;
- other departments with whom we share decisions and action; and
- our employees and disabled people’s organizations

Each of these groups must have a voice in the implementation and the evaluation of JobACCESS.

The HoD and HR manager will be responsible for delivering an evaluation on their business plan implementation. Evaluations will be provided within their business plan updates. Managers will have to supply documentation of their evaluation to the Director General, the Coordinator of the OSDP and to the DPSA. The DPSA and OSDP are empowered to notify managers of more frequent evaluation reporting procedures. Guidance and coordination from the provincial OSDP and the internal Steering Committee, as well as advice from the IDCC, will assist managers in fulfilling their responsibility.

The objective is both to let the managers manage and to provide for evaluation to be closely tied to the specific actions undertaken, making it more effective and efficient. This will also allow innovation and diversity in evaluation procedures and techniques, which will be a valuable learning process for the entire organisation. It also allows evaluation to involve local interests across the State, reflecting the diversity of stakeholder's needs and interests.

Measuring our progress

JobACCESS is not about quotas. However, it is important that you regard JobACCESS as a social and economic compact that supports the presidential priorities. Government's 8 priority areas for the second decade of democracy, which are as follows:

1. Transforming our country into a genuinely non-sexist society
2. Eradicating poverty and underdevelopment, within the context of a thriving and growing first economy and the successful transformation of the second economy
3. Securing the safety and security of our people
4. The further entrenchment of democracy in our country
5. Building a strong and efficient democratic state that truly serves the interests of the people
6. Transforming our country into a genuinely non-racial society
7. Opening the vistas towards the spiritual and material fulfillment of each and every South African
8. Contributing to the victory of the African renaissance and the achievement of the goal of a better life for the people of Africa and the rest of the world

These 8 priority areas provided a framework for the development of the Programme of Action for the next 10 years.

Indicators for the JobACCESS Framework for the rights of persons with disabilities

We are introducing a new set of high-level equity targets and human resources and skills utilization indicators - **the 'JobACCESS Framework Indicators'** – to give an overview of the rights to development and the priority areas in the Public Sector.

The government-wide monitoring and evaluation system for programme managers (2005) provides transversal indicators for government departments policy, strategy, planning and implementation strategy and the DPSA's plan for government-wide monitoring and evaluation of JobACCESS programme managers.

The **'JobACCESS Framework Indicators'** will monitor progress against policy, strategy and plans by MTEF and non-financial performance indicators.

Reporting on overall Public Sector performance will include progress and sources of the Department of Labour on employment equity targets and plans and the skills development indicators for 2005–2010.

Research and analysis information on impact of JobACCESS will be based on findings from periodic evaluations. The transversal systems include assessing effectiveness of human resources and skills utilization (DPSA), value-for-money (Treasury), service delivery standards at provincial and local levels (DPLG), compliance to and protection of Constitutional Rights (Justice), Early warning system identifying where prioritized interventions are required (The OSDP, the Presidency, Treasury and DPSA) and adherence to public administration principles (PSC).

TABLE : JobACCESS IMPACT INDICATORS

Performance area	Performance Indicator
Monitoring and evaluation (M & E) practices norms and standards as identified and prescribed are adhered to	<ul style="list-style-type: none"> • Comprehensive rigour, quality of standards and their dissemination • Extent of compliance to national M * E requirements by government entities
Information on implementation processes (outputs) and impact (outcomes) is gathered and reported on	<ul style="list-style-type: none"> • Frequency and quality of reports produced by government entities and transversal systems

Compliance to regulatory frameworks is measured	<ul style="list-style-type: none"> • Number and quality of compliance reports • Proportion of government departments on which compliance reporting is completed
Learning by doing leads to best practice promotion and collaborative problem-solving	<ul style="list-style-type: none"> • Number of practice improvements resulting from learning from the system (JobACCESS)
Interventions are designed and implemented	<ul style="list-style-type: none"> • Number and quality of support interventions and their results
Evidence-based decision-making supports policy adjustments	<ul style="list-style-type: none"> • Number of policy revisions resulting from system (JobACCESS) reports
Transparency and accountability is improved Service delivery is improved Improved governance Enhanced public service effectiveness	<ul style="list-style-type: none"> • Result and Objective level indicators to be developed through the national indicator consultation process

Source: Proposal and Implementation Plan for a Government-wide Monitoring and Evaluation System, A publication for programme managers, September 2005, pg. 16

Notice that government departments are to develop a comprehensive range of qualitative and quantitative strategies to carefully measure their progress. Quarterly, bi-annual or year-end reviews, from different departments or across the department, that are supplemented with employee surveys, self-assessments and surveys of clients and peers about the department's success. Information, by itself, will not change visible minority representation or advancement in your department. But when accurate information is used to create and monitor a plan for action, it becomes a very powerful tool for transformation and accountability.

Further developments on indicators

There is strong support for disaggregated indices and in particular monitoring and evaluation practices (norms and standards) be prescribed and that managers ensure the infrastructure (systems and capacity) to comply.

Ideally we should be able to produce aggregated indicators of our global impact - to ensure that progress in the local sectors is not at the expense of the global community.

However, establishing meaningful and reliable measures that encompass economic and social, as well as employment equity and affirmative action impacts, is a considerable challenge, owing to data constraints and other practicalities. Work will continue in this areas, in particular in collaboration with the disability sector, and the inter-departmental co-ordinating committee including the governance and administration cluster committee.

We are to build and decouple the current macro and transversal indicators of the government wide system and the already established indicators of measuring progress of the JobACCESS system and the success of the government department level.

Reporting and Accountability

The DPSSA, in conjunction with the OSDP will conduct annual evaluations of JobACCESS. Managers will report on their actions to implement annually in their Business Plan reporting process. The results of the annual review will be made available to the Director General. All annual reviews of implementation progress will be included in the Department's Annual Report.

Annual updates of JobACCESS and actions taken so far will be made available to this Committee and the Human Rights Commission and other relevant stakeholders.

Actions arising from the evaluations will be the responsibility of individual managers unless they require broader organisational endorsement. Performance assessment of managers will include assessment of their implementation of actions for which they are responsible, their actions on evaluation and their actions to follow up and give effect to the results of evaluations.

While everyone within the Department is accountable for implementing aspects of JobACCESS, ultimate accountability lies with the Director General. Performance agreements of the Director General and other members of the Senior Management Service must include explicit reference to the progress of the

The Interdepartmental committee of the OSDP, The Presidency

The OSDP has been a key player in guiding and evaluating JobACCESS and will continue to evaluate the effectiveness of our strategies and actions over the next five years. They will continue to provide advice and guide our evaluation process.

6. Recommendations for the wider issues that affect progress towards 2010

Achieving the vision, goals and objectives set out above, through the principles, strategy and delivery channels, will involve tough decisions. There may be trade-offs between certain benefits and costs, or decisions to be made about the sequencing of actions.

An effective relationship between social development and health services

Additional needs associated with impairments mean that many people with disabilities require support from either or both the health care system and the social care system. In developing an effective support system based around individual needs, whether these are predominantly 'health' or 'social' in nature, this divide will need to be managed. Importantly for life-long learners, the relationship between social care and health care also needs to interface successfully with education. The ASGI should aim to integrate health, social care and education services around the needs of children, youth and adults to improve outcomes.

Striking a balance between mainstreaming and specialist provision

As set out above, all policy delivery and design should take people with disabilities needs into consideration, so that they are better able to access mainstream services. There will also be circumstances in which people with disabilities require additional support in order to access mainstream services; and where specialist support will be required in order for person with a disability children and adults to be involved in their local communities and in society generally. Specialist support may sometimes better promote the well being of a person with a disability person. The aim of both mainstream policy and specialist provision should be that of social inclusion for people with disabilities of all working ages.

Measuring progress, investments in skills and socio-economic impact

Cabinet have approved that the 2% target will remain to March 2009, to ensure a focus on a few clear national priorities and to increase flexibility for those at the front line to respond to local priorities and circumstances. Reducing unemployment and human rights are priorities of national importance. Hence, the 2% target is a minimum standard that was set for the Public Service, in view of poor performance. Focused application of the interventions of the JobACCESS strategy will help departments identify key areas for improvement.

Balancing between the national standard, the labour market and socio-economic demography

There is a decision to be made on the degree to which the national standard is set, the degree of freedom that devolved responsibility allows spheres of government, and a recognition of the socio-economic demography of provinces. In the context of disability, it is recommended, that once clusters agree the vision and overarching goals, and spheres of government, there will need to be decisions about the best way of achieving them. This may mean some combination between the enforceable 2% numeric target coupled with sectoral/cluster agreements outputs and outcomes, with the Minister.

The benefit is that departments can make strategy decisions that best reflect the socio-economic needs of the provinces, and the issues pertaining to the cluster, while working towards the same goals and vision.

Sectoral Agreements

In the context of persons with disabilities, the ratios of persons with disabilities vary across provinces. Therefore, the DPSA, the OSDP and DoL will guide sectoral clusters and government SETAs, in deciding the most appropriate targets and means of achieving those targets. So for example, in the Western Cape, through the JobACCESS and ASGI partnership, the provincial administration-private sector partnership could negotiate learnership agreements and incentives for employment of persons with disabilities with businesses in the growing Call Centre industry. These agreements must be formally noted and submitted to Cabinet.

Measuring the socio-economic costs and benefits of the JobACCESS initiative

Government intervention, in any area, can have a number of consequences that need to be anticipated through the baseline audit processes and thereafter, the annual regulatory impact process. Government needs to make sure that action it takes is beneficial and better than no intervention at all or leaving things as they are. The recommendation is for an initial assessment through the baseline audit process. As the JobACCESS recommendations are taken forward through the implementation process, full Regulatory Impact Assessments will be developed by the IDCC and DPSA. These will set out and assess the direct costs and benefits to different employee groups within the public service and indirect costs and benefits for society.

Sustainability and effectiveness

People with disabilities are not faring well in the labour market. Employment policy adaptations and enhancements should look to both sides of the continuum, for ways to improve both incentives and tangible assistance for people

to move off benefits and into work. This places the requirement on the state employer to ensure the employment of people with disabilities in the Public Service. However, the DPSA's stewardship extends to the right to development for all and in particular the obligation on the branches of the DPSA to lead innovation and improvements in service delivery.

The JobACCESS strategy was conceptualised as a socio-economic compact, based on the research evidence that focus is needed to improve the labour market status of people with disabilities in order to support recruitment of persons with disabilities. The scale of the challenge to improve the employment chances of people with disabilities is the most significant. Cabinet's decision for linking JobACCESS with the ASGI provides an early impetus for the socio-economic aims of the JobACCESS strategy, that is, to help people with disabilities to move into and stay in meaningful income generating work. Further below, some concepts are outlined for consideration:

Sustainable communities – Public Private Partnerships and public policy innovations

Through public private partnerships working partnership with India, the DPSA has the opportunity for creating a "sustainable communities" programme of Public and private sector social investments for socio-economic development innovations that address targeted policy issues (ref. Macro Social Report 2006, FOSAD). Further collaboration with DPLG and the CPSI may be to identify the priorities for innovations in the 2nd economy. The overall aim is to redress the poverty traps for children and women and those with disabilities in the rural communities (see: The Fortune at the Bottom of the Pyramid by Prahalad, CK) By leveraging the triple convergence of ICT's there is tremendous opportunity and means for bringing women and people with disabilities into work or entrepreneurship to increase GNP output and to close the unemployment gap.

- **Job retention**

The focus here is on people with disabilities who are out of work. It must be noted that this is not necessarily the same group of people as those claiming incapacity-related benefits. However, there is a significant overlap, and many people with disabilities can be most effectively supported through interventions targeted through elements of the Public Service GEMS and benefits system. The recommendation is to re-focus/expand the framework of support for people on in-capacity benefits to assist people back to work. This project may consider the Public Sector's focus for efforts toward assisting those people on Incapacity Benefit (IB) to return to work, and conduct social research to promote the value of job retention.

- **JobACCESS links to rehabilitation**

Long-term and permanent incapacity is not inevitable. This section focuses on those people who become disabled as adults. Early intervention can provide support and information to the individual to manage their condition and remain employed. Rehabilitation is an important component of the overall package of support. And an effective gateway onto incapacity benefits – based on a rigorous fair, prompt and efficient assessment process – can be used as a tool to identify the right support needed. Rehabilitation is an important component of the overall package of support that enables people with disabilities to overcome barriers to work.

It is recommended that the DPSA to consider collaborative research and publications on a “Framework for Vocational Rehabilitation”, which will provide information about best practice, research and available capacity, and will be developing a strategy for VR through a broadly representative steering group alongside groups on labour and Health and Social Services. If rehabilitation is going to form an effective part of an overall system for supporting people with disabilities into sustained employment, then current approaches will have to change. Such a system should aim to enable individuals to:

- Identify their specific circumstances (especially sickness versus impairment) and provide rehabilitation accordingly;
- Remain in work for longer when sick;
- Return to work easily and smoothly from Incapacity Benefit;
- Recover from injury and illness;
- Move from “cannot work” to “considering work”;
- Move into supported employment.

DPSA, Health and Social Services to consider to develop a set of arrangements for provision of vocational rehabilitation which assigns responsibilities and apportions responsibility for costs, is available and accessible to those in work at risk of losing their jobs, to those on Incapacity Benefit seeking to return to work, to those on Disability Grants; and to employers and social services agencies working in support of these people.

7. GLOSSARY OF TERMS

1. **Disability:**

is the loss or elimination of opportunities to take part in the life of the community equitably with others that is encountered by persons having physical, sensory, psychological, developmental, learning, neurological, or other impairments, which may be permanent, temporary, or episodic in nature, thereby causing activity limitations and participation restriction with the mainstream society. These barriers may be due to economic, physical, social, attitudinal and/or cultural factors.

At the 8 Adhoc Committee in 2006 it was determined that the definition of disability not define disability or persons with disabilities but rather to have a new address the evolving nature of disability and that it results from the interaction between persons with impairments and environmental and attitudinal barriers.

Persons with disabilities:

includes those who have long-term physical, mental, intellectual, or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others.

2. **Communication:**

includes spoken and signed languages, display of text, and Braille, and tactile communication, large print, written, audio, accessible multimedia, plain language, human reader and augmentative and alternative modes, means and formats of communication, including accessible information and communication technology.

3. **Discrimination:**

on the basis of disability, discrimination means any distinction, exclusion or restriction on the basis of disability which has the purpose or effect of impairing or nullifying the recognition, enjoyment or exercise, on an equal basis with others, of all human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field. It includes all forms of discrimination, including denial of reasonable accommodation.

4. Reasonable accommodation:

means necessary and appropriate modification and adjustments not imposing a disproportionate or undue burden, where needed in a particular case, to ensure to persons with disabilities the enjoyment or exercise on an equal basis with others of all human rights and fundamental freedoms

5. Universal design and inclusive design:

mean the design of products, environments, programmes and services to be usable by all people, to the greatest extent possible, without the need for adaptation or specialised design. Universal design and inclusive design shall not exclude assistive devices for particular groups of persons with disabilities where it is needed.

6. Full participation and Equality:

Equal participation would take place if equalisation of opportunities to participate is provided through measures to enhance accessibility. Emphasis is on care, protection and assisting persons with disabilities in adapting to “normal” social structures, to social models with their focus on empowerment, participation and modifications of environments to promote equalisation of opportunities for all. Technological advances in the physical environment are reflected in the expanded range of materials that promote accessibility for all in terms of ease of use, durability and ergonomic design, and accessible media.

7. Accessibility:

with reference to both the physical environment and to information and communications services. Access is not an act or a state, but refers to freedom of choice in entering, approaching, communicating with or making use of a situation. Accessibility is only one of the five characteristics of accessible environments identified.

Additional information can be obtained from the following contacts:

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