

NATIONAL OFFICE ON THE STATUS OF DISABLED PERSONS (OSDP)

DISABILITY INPUTS: TEN-YEAR RESEARCH-

IMPACT OF GOVERNMENT POLICIES TOWARDS
PEOPLE WITH DISABILITIES

FINAL REPORT

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List of Abbreviation

OSDP	Office on the status of Disabled Persons
ANC	African National Congress
INDS	Integrated National Disability Strategy
CRC	Convention on Right of the Child
NPA	National Plan of Action
DICAG	Disabled Children's Action Group
SAPS	South African Police Service
EEA	Employment Equity Act
EEP	Employment Equity Plans
GCIS	Government Communications and Information Services
GETC	General Education and Training Certificate
NCCIE	National Co-ordinating Committee for Inclusive Education
ECD	Early Childhood Development
SANAC	South African National Aids Council
SCG	Child Support Grant
CDG	Care Dependency Grant
FG	Foster Care Grant
LSEN	Learners with special Education Needs
NDoT	National Department of Transport
MSA	Moving South Africa
MTEF	Medium Term Expenditure Framework
PSI	Policy Strategy and Implementation
NLTSF	National Land Transport Strategic Framework
SAFCD	South African Federal Council on Disability
IDCC:D	Inter-Departmental Collaboration Committee on Disability
SMME	Small Micro and Medium Enterprises
NEMISA	National Electronic Media Institute of South Africa
EOCD	Equal Opportunities Chief Directorate
DEOMI	Defence Equal Opportunities Management Institute
SAMDI	South African Management Development Institute
EAP	Employment Assistance Programme
DFID	Department for International Development
SGB	Standards Generating Body
TTT	Transformation Task Team
LRAD	Land Redistribution for Agricultural Development
DPLOG	Department of Provincial and Local Government
MODE	Medunsa Organisation of Disabled Entrepreneurs
OPSC	Office of the Public Service Commission
CBPWP	Community Based Public Works Programme
Y4EA	Youth for Environmental Accessibility Programme
DISSA	Disability Sport South Africa
RTMC	Regional Transformation Monitoring Committees
OHS	Occupational Health and Safety Committee
RAF	Road Accident Fund
COIDA	Compensation for Injuries and Diseases Act
UIF	Unemployment Insurance Fund
CRSS	Committee for Restructuring of Social Security
MQA	Mining Qualifications Authority

(Replace Northern Province with Limpopo Province)

TEN-YEAR RESEARCH-SOCIAL SECTOR

IMPACT OF GOVERNMENT POLICIES TOWARDS PEOPLE WITH DISABILITIES (1994-2003)

A. EXECUTIVE SUMMARY AND INTRODUCTION

A.1 EXECUTIVE SUMMARY

The Policy Unit in the Presidency is commissioned a ten-year review of government business. The main aim of the review or is to assess the outcome and the impact of policies, programmes and end projects as implemented by the government since 1994.

a. Scope of the Study

The main purpose of the research is to identify and analyse key features of Government's efforts to provide better access to government services for persons with disabilities.

In addition, the research will seek to investigate the extent to which government programmes post 1994 have provided greater access for people with disabilities.

b. Methodology

Samaita Associates was contracted by the Presidency to implement the research. The research questionnaires were prepared and interviews were carried out in order to determine the extent to which government departments have implemented disability strategies.

Extensive desk research and literate literature of was conducted in order to identify key information that relates to the delivery of services to people with disabilities.

c. Summary of Findings

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 represents a paradigm shift in the conceptualisation of disability from the medical or welfare model of disability, which views persons with disabilities as ill, different from their non-disabled peers, unable to be productive and in need of care. The INDS provides government and society as a whole with guidelines that will promote non-discriminatory development planning, programme implementation, and service delivery.

Other essential policies with disability components include:

- The Employment Equity Act
- The Labour Relations Act
- Amendments to the Social Security Act
- White Paper on Special Needs Education

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.

Estimates on the number of persons with disabilities in South Africa vary from 6% to 12%. The North West Province (3.1%), Western Cape (3.8%) and Mpumalanga (4.5%) have disability prevalence rates which are significantly lower than the national average, while the Eastern Cape (8.9%) and Kwa-Zulu Natal (6.7%) have significantly higher disability prevalence rates. (Case Disability Survey Report)

According to the survey carried out by CASE in 1997, about 5.9% of the population that participated in their national survey constituted people with disabilities.

The census estimated that about 1 463 364 (or 55.06%) of the total disabled population were women. 1 194 350 (or 44.94%) are men. Statistics indicate that the highest number of disabled people is located in KwaZulu/Natal, followed by Gauteng, Eastern Cape, Limpopo Province, and North West respectively.

An important point to note is the relationship that exists between high incidences of disability and poverty.

d. Impact of the Employment Equity Act on national departments

Based on information submitted by national departments and provincial administrations for 797 750 employees in the public service, it was found that there are 2007 persons with disabilities. This represents an average of 0.25%, which is nowhere near the 2% that needs to be achieved by 2005.

This is not the complete figure for all public servants, and as such for all people with disabilities within the public service. It is taken for those national departments that have responded. In the case of the provincial administrations, where there were less than 50% of the departments that responded, the data for that provincial administration was not included.

The assessment for the national departments is depicted on Table 4 statistics below were not available for 4 of the national departments, i.e. Correctional Services, Justice and Constitutional Development, Land Affairs and SAPS. There was however, sufficient information for the other national departments to make inferences.

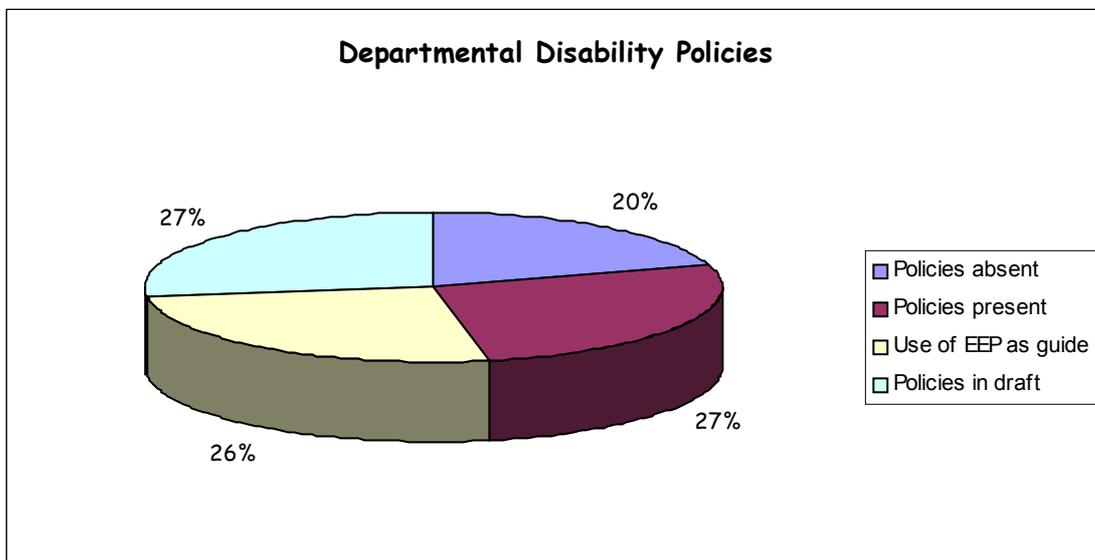
At the national level, it would seem that all departments make use of the provisions within the EEA. Some have used this to initiate interventions such as diversity management workshops and others have started processes of drafting departmental specific policies. Few are in the process of undertaking advocacy activities such as informing and conscientising their staff.

However, it is clear that the impact of the EEA has been minimal, except in cases where the department only employed 1 employee with a disability and increased this by employing another employee with a disability. This would reflect a 100% increase, though it represents only one additional employee.

The increases in Defence, Environmental Affairs and Tourism, Foreign Affairs and Health have all been in the region of between 25% and 48%.

It needs to be noted that in 3 of the national departments, Minerals and Energy, Social Development and Water Affairs, the figure has dropped, albeit marginally.

The data above would seem to suggest that the EEA has had some impact on increasing disability equity in certain national departments.



(Source: Report on Disability Equity in the South African Public Service by Professor Stan S. Sangweni, Public Service Commission)

It can be seen that a fifth (20%) of national government departments stated that they have no policy guidelines, a quarter (26%) use the EEP as a guide, whilst 27% have policies in draft form. Only 27% have completed policies at present.

To date none of the provincial administrations has reached the set target of 2% employment of people with disabilities.

In fact all the Provincial Administrations under considerations attained less than 0.5% employment of people with disabilities. In respect of the 6 provincial administrations that responded, the employment of people with disabilities averages 0.16%. This represents 945 employees out of a total of 572 856.

The levels at which various categories of people are employed, especially in the South African context, demonstrate the need for commitment to implement transformation.

Across the public service it was found that over 50% of people with disabilities are employed between levels, 1 – 5, with 40% employed between levels 6-9. From the

management level the representation drops sharply, with 5,9% found at levels 10-12, 1,3% at levels 13 – 14, and 0.08% for senior management, levels 15 – 16. Black women with disabilities were the least represented in the public service, and then confined to the lower levels of employment. **(Source: Report on Disability Equity in the South African Public Service by Professor Stan S. Sangweni, Public Service Commission)**

e. Sectoral Analysis

1. DEPARTMENT OF EDUCATION

Available research indicates there is still a long way to go in terms of creating an environment that is suitable for the education of children with disabilities. The Department of Education has a comprehensive policy that effectively integrates the principles and implementation of the *INDS*. This is *White Paper 6 on Special Needs Education: Building an Inclusive Education and Training System*. It is a comprehensive strategy and policy document aimed at transforming the department, and education, throughout South Africa. The *White Paper 6* was gazetted as national policy in 2001.

Currently, the department of Education provides for ECD programmes through their ECD conditional Grant. The total contribution to formal ECD centres constitutes 10% of the total cost to manage the centre. The rest of the budget is dependent upon school fees and private sponsors or grants. ***The take up rate of children between the ages of 0-7 years vary in accordance with the economic status of the province. During the year 2000, IDASA indicated that only 16%, of which 4% were children with disabilities, accessed ECD services for this period.***

The Department established the *National Coordinating Committee for Inclusive Education* in July 2001. The committee includes representation from all provinces, teacher unions, and the *Office on the Status of Disable Persons (OSDP)*. The department has also established district and institutional level support teams for disability issues.

Progress has been made and there has been a number of achievements.

- Guidelines have been developed through consultation for the implementation of *White Paper 6*.
- The department has also developed guidelines for the *Further Education and Training* phase.
- Pilot projects of inclusive education have been implemented.
- The transformation of *Special Schools as Resource Centres* is located within a new framework of thinking. Identification of appropriate schools for this purpose has been completed.
- An audit of Special Schools was conducted to prepare them for their new role.

- *Full-Service Schools* will be mainstream schools and will be equipped to address a full range of barriers to learning.
- A national advocacy campaign was conducted to ensure that fundamental changes to the education system and to the way marginalized and excluded learners are understood.
- A *National Co-coordinating Committee for Inclusive Education (NCCIE)* was established in July 2001.

2. DEPARTMENT OF HEALTH

Since the development of the White Paper for the Transformation of Health Services in South Africa 1997 and the National Rehabilitation Policy 2000, a shift in the provision of health services towards persons with disabilities has occurred at policy level. At programme level, the department according the research outcomes of Research Dynamics South Africa in 2000 has integrated disability within all the department programmes. Some of these programmes that have specific bearing on persons with disabilities include:

- 1) Provision of assistive devices to people with disabilities
- 2) Accessibility of Health Facilities programme
- 3) Re-orientation of rehabilitation professionals to primary health care
- 4) Sign language development
- 5) Immunization campaign.

A Disability Policy is being developed by the department's *Employment Equity Section*.

The Department of health's directorate on HIV/AIDS has made available resources to engage the disability sector in HIV/AIDS awareness through its South African National Aids Council (SANAC) structure in 2001. Whilst these resources were not specifically targeted at children with disabilities, it included youth with disabilities in the implementation of the capacity building programme on HIV/AIDS.

The Department has an Employment Equity section housed outside of the human resource section that has been tasked with developing a Disability Policy. The document is still in draft form.

The Department also has a disability forum that is composed of all the disabled employees of the department.

Departmental Programs

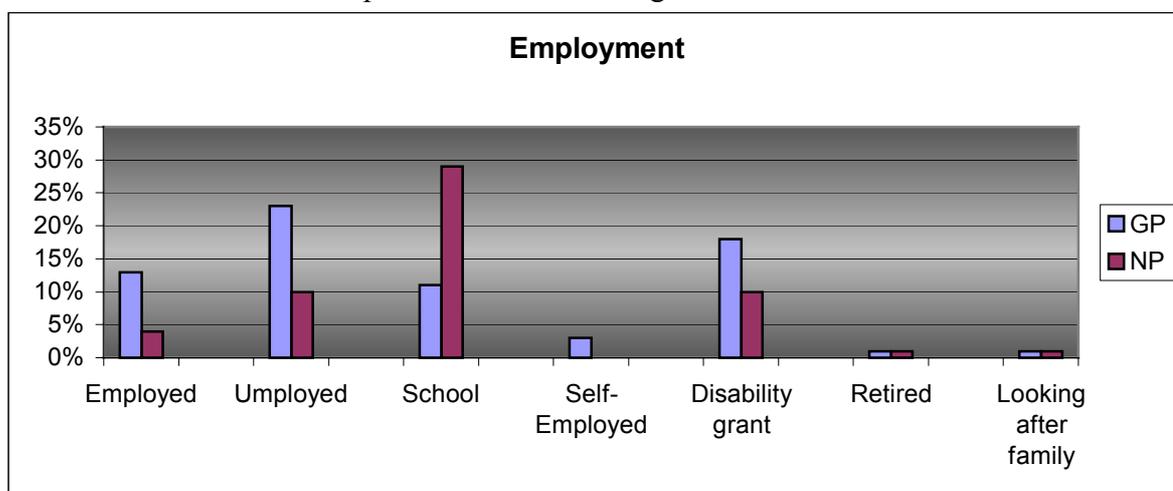
i. Assistive Device Project

This is a project whereby the Department assists provinces in reducing the backlog of assistive devices. The purchase of assistive devices was based on requirements

supplied by the provinces and includes, but not limited to, wheelchairs and hearing aids. Funds allocated for this project amounts to R277 000.

In support of the Integrated National Disability Strategy, the department carried out a wheelchair survey and the primary objectives of the survey were to:

- Determine the life span of the different available wheelchairs products for urban and rural settings.
- Identify the common mechanical strengths and weakness of wheelchairs for different terrains.
- Determine the extent and nature of usage of wheelchairs, and user benefits, for rural and urban settings.
- Evaluate the need for a special wheelchair design for rural areas.



The graph shows the employment status of the users. In Gauteng, 16% of the users indicated that they are either employed or self employed. The percentage of users in the Limpopo Province is substantially lower, at 4%. A contributing factor, is the large percentage of wheelchair users that are attending school in the Limpopo Province. The percentage of users that indicated the benefit of a disability grant is also substantially higher for Gauteng, than the Limpopo Province.

More than 85% of the people in both provinces have an income between R0 and R500 per month. The income of the people in Gauteng and Limpopo Province do not differ very much, but a slight shift to higher income exists in Gauteng due to the higher rate of employed wheelchair user employment in that province. The percentages of the users that have a higher income than R500, decreases rapidly.

ii. Functional Sign Language Course

This is a project that aims to improve the access to health care facilities for the deaf by training primary health care workers in functional sign language.

iii. Workshop on the Health Needs of Youth with Disabilities.

The Department identified youth with disabilities as an important and often overlooked segment of the disability sector. In order to establish the health needs of youth

with disabilities it was decided to convene a workshop. The workshop was attended by youth with disabilities and government officials from the department of Health, Education, Labour and Social Development. The youth participants were members of DICAG, DYSA, SAYBO, NCPPDSA, DEAFSA, and South African Mental Health Federation.

iv. Accessibility Project

This is an ongoing project where provinces are encouraged to assess their health care facilities according to an agreement on assessment tool.

v. Development of Norms and Standards.

The rationale behind this project is to support the development of rehabilitation services to improve and make them more accessible. Secondly it is meant to compliment the Primary Health Care Package and the norms contained therein.

vi. Eye care project

The main focus is the prevention of blindness. This is being run in conjunction with the Bureau for the Prevention of Blindness.

vii. HIV / AIDS

Over the past two years the Department of Health has distributed 20 000 audiotapes with HIV / AIDS messages for use by the blind and visually impaired persons.

3. THE DEPARTMENT OF SOCIAL DEVELOPMENT

The core functions of the Department

The Mission of the Department is to enable the vulnerable and the excluded within South African society to secure a better life for themselves, in partnership with them and with all those who are committed to building a caring society.

The **core function** of the Department is to support the Minister of Social Development in the execution of his political responsibilities.

Priority areas of the Department

- Social Security
- HIV/AIDS
- Poverty eradication and integrated development
- Social integration
- Sector reform
- Transformation of the Department

Status of the Departmental Disability Policy

The Department of Social Development has neither a comprehensive disability policy nor standalone strategy on disability.

There is a draft on Minimum Standards for service delivery to persons with disabilities. This draft was a product of consultation between the Department, Office on the Status of Disabled Persons (OSDP), the disability sector, and the provincial Departments of Social Development.

The Department has a policy on employment of people with disabilities.

Status of Project Plans to incrementally achieve INDS recommendations and policy objectives. Status of strategy to implement policy¹

In its report for the year 2002, the Department of Social Development stated the following:

“There has never been any project plans available. The minimum standards were an attempt to partly meet INDS recommendations. The official of the Department also formed part of the following Clusters established to implement recommendations of INDS:

- Community and economic development;
- Health;
- Transformation of Protective Workshops;
- The management of the Thabo Mbeki Development Trust.

The building of the Department is not accessible to people with disabilities. The Department of Transport does not fund Non Governmental Organizations (NGOs) for transporting people with disabilities. Information dissemination has not been made accessible to people with disabilities.

Assistive devices are made available to recipients of grants. Provincial Departments of Social Development fund some NGOs for assistive devices. There is an urgent need for different role players such as, Department of Education, Labour, etc to prioritize assistive devices for school going children, workers, etc. The importance of a comprehensive holistic service cannot be overemphasized.”

Social Security Grants

The grants available under the Department of Social Development’s social assistance programme are the **disability grant, dependency grant, and grant-in-aid**. The disability grant is for adults from the age of 18 years who are unlikely to find employment because of their disability and have no or limited sources of income. The care dependency grant is for disabled children and the grant-in-aid is for disabled adults, who might or might not be receiving a disability grant. In addition the Department of Social Development gives a grant for social relief distress.

¹ Report For Office On The Status Of Disabled Persons In The Presidency (OSDP)

Disability grant

A person qualifies for a disability grant if

“he or she is a disabled person who has attained the age of 18 years and whose disability is confirmed by a medical report of a medical officer...; the degree of his or her disability makes him or her incapable of entering a labour market and he or she does not refuse to accept employment which is within his or her capabilities and from which he or she can generate income to provide fully or partially for his or her maintenance; he or she does not without good reason refuse to undergo the necessary medical or other treatment recommended by a medical officer, a medical pensions officer, medical practitioner, or psychiatrist...; he or she does not already receive a social grant.”

In addition, the person must pass the means test, be resident in South Africa at the time of application, and be a South African citizen.

The total estimated number of disabled people eligible for a disability grant with the current system amounts to 809,550, or 2.1% of the total population (up from 1.9%).

The disability grant could cost an additional R469 million, if better targeted. Any programme aimed at shifting disabled people into the labour market is unlikely to markedly impact on current levels of beneficiaries, due to the low socio-economic status of the group. This scenario can be referred to as the ‘low-risk’ scenario. Because of the absence of reliable figures, an equally probable scenario would be one based on a much higher disability prevalence figure.

Description of the Care-dependency grant (CDG)

“...Parents...or foster parents shall be eligible for a care-dependency grant in respect of a care-dependent child...provided that the medical report from a medical officer...shall confirm that the child in question is a care-dependent child...and the combined annual income of the family...shall not exceed R48 000.”

Grant-in-aid

Severely disabled adults also require full or part-time assistance, which places constraints on their families. “If a person to whom a social grant was awarded requires full-time attendance by another person owing to his or her physical or mental condition,” that person is eligible for a grant-in-aid.

Administration of the grant

According to the Committee for Restructuring of Social Security (CRSS), the current system of administration of the grant is not based on sound business processes and the necessary information systems. Some operations are computerised, and some are carried out manually. The present system involves too many steps in the processing of applications, which has the effect of unnecessarily increasing the workload.

There is presently no integrated approach between social security, social welfare services, and the human resource development of people with disabilities.

If all components of the social security system are to work effectively together to provide for the needs of people with disabilities, then criteria for establishing eligibility must look beyond a medical diagnosis to understanding the impact of disability on the person's life situation. This assessment must be coupled with an understanding of the purposes and objectives of the social security mechanism within the context of other support mechanisms and opportunities. People with disabilities face extra costs because of their disability.

The department of Social Development has five programmes targeted at delivering social assistance and security to persons in need.

Targeting

- **Means-testing:** while means-testing enables targeting of the poorest quintiles, in practice it is rarely used correctly, is administratively demanding, and has been reported as demeaning.
- Sometimes the extra expenses incurred by tighter targeting mechanisms cannot be justified and make the programmes unsustainable. The costs of administration could be channelled into providing a universal grant to more recipients.

The legislative framework that guides eligibility of the CDG excludes children with deafness, blindness, albinism, epilepsy, autism and more especially those with progressively disabling life threatening genetically inherited diseases. The exclusion of these children from social security creates the impression that there are fewer children with disabilities in need of social assistance. Should these children be included within the system over the next 3-year period, it will have a significant impact on the overall national Social Development Budget.

The White Paper for Social Welfare

The primary social security policy document is the White Paper for Welfare which was released by the Ministry for Welfare and Population Development in 1997. Chapter 1 of the White Paper outlines the context for the document as being the presence of "extreme inequality in the distribution of income ...among racial groups and households. The poorest 40% of households in South Africa earn less than 6% of total national income whilst the richest 10% earn more than half of the national income".

Social Development Services

"Social welfare services should include a range of strategies designed to facilitate access by people with disabilities and parents of disabled children to mechanisms which enhance their ability to live independently."

Disability-related social welfare services include:

- Residential care services for people with severe disabilities who are in need of permanent care (which could also be a Health function);
- Personal assistance services (including home-based care-givers and Sign Language interpreters).
- Activity centres (workshops for the employment of people with disabilities who have no potential for or capacity to work in the open labour market);
- Community development programmes, including community-based rehabilitation programmes.

The **Community Agency for Social Enquiry (CASE)** co-ordinated the task team on social security for people with disabilities for the Directorate: Social Security of the Department of Social Development. The task team consisted of C A S E staff, representatives from the disability sector and the Black Sash, representatives from the Department of Social Development (Directorates: Special Needs and Social Security) and independent consultants.

Targeting

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- Sometimes the extra expenses incurred by tighter targeting mechanisms cannot be justified and make the programmes unsustainable. The costs of administration could be channelled into providing a universal grant to more recipients.

Assessment procedures

- Due to the unclear eligibility criteria, the assessment test can be highly subjective and open to the personal interpretation of the Medical Officer.
- There is lack of training and guidelines in the assessment procedure.

A comparison between the percentage distribution of disabled and non-disabled people by income and by level of education was made, which showed the impact a disability has on income earning ability. For instance, someone with a degree has only a 7% likelihood of being in the lower income category if they have no disability. However, this increases to 22% if there is a disability. A disabled person with no education has a 60% likelihood of being in the lowest income category, versus 44% if one has no disability.

Programme and Sub Programme Plans for 2003/04 to 2005/6

Measurable Objective:					
To develop policy and strategies for social assistance to children, families, people with disabilities and older people and to advice on the social, economic, and fiscal implications of social security and assistance policy.					
SUB PROGRAMME	OUTPUTS	PERFORMANCE INDICATORS	TARGET 2003/04	TARGET 2004/05	TARGET 2005/06
E					

Disability and Retirement Benefits	Policy on social benefits for people with disabilities, older persons and implementation support	Assessment tool for disability grants and implementation framework finalised.	Interim Tool in place by November 2003	Communication strategy on Disability and Care Dependency Grants Implementation of assessment tool	Reviewing the tool based on the new Social Assistance Act.
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Measurable Objective: Transform and restructure the Department to ensure effective and efficient service delivery to all clients.					
SUB PROGRAMME	OUTPUTS	PERFORMANCE INDICATORS	TARGET 2003/04	TARGET 2004/05	TARGET 2005/06
Service to People with Disabilities.	Policy and programmes to support people with disabilities	National Plan of Action developed and approved	March 2004	Training provided by Dec 2004	
		Transformation of workshops for disabled people facilitated	30% of workshops transformed by March 2004	70% of workshops transformed by March 2004.	100% of workshops transformed by March 2004
		Strategy for delivery of social welfare services to the disabled	March 2004		
		50% of officials, non-governmental staff and volunteers trained in new policies related to disabled people.	50% of officials trained by March 2004	100% by March 2005	

4. DEPARTMENT OF JUSTICE

The Department of Justice and protection services plays an important role in the affirmation and protection of the rights of persons with disabilities, particularly children. Due to the vulnerability of persons with disabilities, the department plays a vital role in terms of providing for and protection of basic human rights.

Within the area of childcare and protection, the department has developed specific policies. The only policy that makes reference to children with disabilities is the Sexual Offences Amendment Bill in the scope of judicial protection of vulnerable persons.

5. THE DEPARTMENT OF TRANSPORT

The most significant achievement of the Department of Transport was the formulation of a disability strategy to address the needs of disabled passengers.

This strategy provides an approach aimed at exploring options for addressing the needs of disabled passengers in the public transport system. The strategy also highlights the user impacts, benefits, and cost-effectiveness of this service. It attempts to raise problems encountered and lessons learnt from pilot projects.

The strategy, therefore, looks at aspects of infrastructure such as access to streets and pathways, shelter, bus stops etc. It looks at aspects of funding, without which the process cannot be pursued for the creation of an enabling environment. The strategy also raises the importance of marketing and information sharing on the process as well as the participation of all stakeholders.

The short-term strategy takes a leap of reforming the transport system, transport infrastructure and proposes a practical approach towards planning accessible improvements for meeting the needs of people with disability. The focus is on spatial development, technical designs, and convenience in a travel chain. This short-term strategy is informed by a number of processes and initiatives, which started in 1997. In 1996 the Department held a high level consultative process, which led to the development of Moving South Africa (MSA) – Action Agenda of 1998, wherein strategic actions in relation to accessible transport were recommended.

Key Priority Projects of the Department of Transport

Public Transport

Public Transport Subsidies

The current practice of paying subsidies to buses and commuter rail in exclusion of the taxi industry will be redesigned towards a public transport subsidy scheme that is driven by socio-economic factors for targeted commuters (including special needs/disability) Only about 35% of the commuting public is currently subsidized and there are increasing pressures to expand the subsidised services to new areas.

Taxi Recapitalisation

The implementation of the taxi recapitalisation process is one of the key priorities of the Department. Ongoing interdepartmental processes are currently taking place to ensure that the programme is affordable and sustainable in the long run. The new taxi vehicles will be built with the objective of making it accessible.

Rail

The Department has embarked on a comprehensive recapitalisation programme in order to improve rail safety and revive rail transport as a viable public transport alternative.

Safety in Transport

Increased emphasis will be placed on safety issues in all transport modes. The Road to Safety Strategy, transportation of dangerous goods by road, the establishment of a Maritime Rescue Centre, the setting up of the Rail Safety Regulator and the Road Traffic Management Corporation are examples thereof.

The Road to Safety Strategy

While transport remains one of the focal points of the Department's objectives, road safety has even become more important due to high loss of life and costs related to road accidents. The Department has embarked upon a Road to Safety Strategy: 2001-2005 in order to address road safety related factors. Amongst the key focus areas is the Arrive Alive programme, which is now operational throughout the year. In addition, the establishment of the Road Traffic Management Corporation is a key priority.

Key policy initiatives

It is envisaged that a number of new policies will be developed over the medium term:

- The development of an integrated public transport subsidy policy
- The development of a public transport policy framework with the aim of promoting an integrated transport service accessible to especially rural communities and people with special needs
- Finalisation of the National Land Transport Strategic Framework which will outline broad land transport plans to facilitate, over the medium to long term, platforms for high and low density corridors and an environment conducive to inter-modal feeder systems
- Finalisation of the rail policy

6. DEPARTMENT OF ARTS AND CULTURE

Policy and Strategy Status at Departmental Level

The Department of Arts and Culture does not have a finalised *Disability Policy* or a comprehensive *Departmental Disability Integration Strategy*.

A draft departmental disability policy for internal use exists. It still needs ratification and broader consultation with the disability sector. The department reports that a *Disability Consultative Conference* was planned to facilitate this and to inform policy, but was postponed. An amount of R358,000 was budgeted for this purpose, but to live up to the department's expectation of a world class conference, the department needs and is trying to source a further R200,000. The intention was to have worked closely with the *South African Federal Council on Disability (SAFCD)* to ensure a quality outcome.

7. DEPARTMENT OF COMMUNICATIONS

Policy and Strategy Status at Departmental Level

The first phase of the *Departmental Disability Integration Strategy* has been tabled with findings and recommendations. At the time of writing of the departmental report the presentation of the second phase, which is the final set of recommendations, was planned for the end of September 2002. This strategy will set up a framework within which policies will be enforced and regulated, and disability specific services and facilities will be established. An amount of R200,000 was budgeted for the first phase, and R100,000 for the second phase.

The Department of Communications does not have a finalised *Disability Policy*, or a complete *Departmental Disability Integration Strategy*.

This department has instituted clear criteria, which are fully compatible with *OSDP* guidelines and the principles of working with civil society organisations in the disability sector, for all its tenders for disability inclusive programmes.

Other important achievements include the following (among others):

- The *Disability Committee* has been established to influence other departmental committees and projects on disability integration issues. The committee also sets up one-on-one meetings with portfolio organisations to ensure project delivery.
- Disability issues are on the agendas of most departmental projects, meetings and workshops. It is reported that management in the department are beginning to think and act within the framework of the *INDS*.
- The department has established disability specific as well as disability inclusive programmes within the department.

The department has been involved in a policy process on “Intensive Benchmarking Study on Policy and Regulatory Disability Issues in South African Communications”. A report was tabled to the department with findings and recommendations.

The community radio programme production process has been designed to empower and develop people with disabilities particularly in production and implementation. The *National Electronic Media Institute of South Africa (NEMISA)* facilitated training and a number of trainees are actively involved in producing and presenting programmes with community radio stations.

A budget of R5.4 million has been allocated for the production and facilitation programme. It is envisaged that through this project the following will be achieved:

- The development of a human resource pool of skilled people with disabilities graduating from *NEMISA*, *ISSA* and E-learning programmes.
- ICT sector representation of people with disabilities
- Ownership and control of ICT business by people with disabilities.

Programmes currently implemented include:

- Community radio stations produced disability inclusive programmes incorporating disability, human rights, and labour issues. Programme content has been developed in conjunction with *Persons with disabilities Organisations (DPO's)*
- All major departmental functions distributed pamphlets dealing with disability related projects.

- A project has been initiated to ensure that all public awareness and education information is Braille, recorded on tapes and CD's and captured on video signage.
- Recent departmental conferences have ensured that access barriers do not prevent attendance and active participation.

8. DEPARTMENT OF DEFENCE

Policy and Strategy Status at Departmental Level

The department's *Policy Guidelines on the Prevention and Elimination of Unfair Discrimination towards People with Disabilities* was approved on 20 May 2002. The policy guidelines are supplementary to the department's policy on *Equal Opportunities and Affirmative Action*.

Comprehensive disability equality and equity planning and programming service is provided by the *Equal Opportunities Chief Directorate* which has established a post for a person with a disability to provide this to the department.

- The department has spent R345 000 in the process of promoting employment equity. This was in addition to the R1 596 551 previously reported.
- The department spent R72,000 on a Beginners and Intermediate Sign Language course at the Wits Language School for eleven employees. The aim of the course was to equip department employees to communicate with deaf people with whom they come into contact regarding the fundamental issues in their vocation.

The department has set up a Departmental Forum for People with Disabilities that plays an active role in advising the department on disability issues and the implementation of the *INDS* principles.

9. DEPARTMENT OF ENVIRONMENTAL AFFAIRS AND TOURISM

Policy and Strategy Status at Departmental Level

The department has developed a draft *Disability Integration Policy*, which was subject to internal consultation during 2001 and 2002. The draft is currently under review in the department. The *Subdirectorate: Skills Development & Equity Facilitation* utilises its operational budget to fund its activities pertaining to the implementation of the *INDS*.

The *Departmental Disability Policy* is facilitated by the *Equity Facilitation Section of the Human Resources Management Directorate*.

10. DEPARTMENT OF FOREIGN AFFAIRS

Policy and Strategy Status at Departmental Level

The draft policy on disability and the implementation plan have been developed, and are in the process of consultation and implementation. Disability issues have been included in the department's strategies to establish employment equity. However, budget allocation for the current financial year is problematic as money from the 2002/2003 budget of the *Directorate: Organisational Development* was shifted.

A draft policy document and plan for implementation has been compiled for management's approval. Disability has been included in the Department's strategies to establish employment equity. The *Employment Equity Plan* expresses the department's intention to take special measures to offer opportunities to people with disabilities. The department aims to achieve a target of at least 2% of the staff complement being people with disabilities by 2005.

11. DEPARTMENT OF HOUSING

The housing vision is "a nation housed in sustained human settlements".

Policy and Strategy Status at Departmental Level

A draft strategy has been developed. The department recognises that a *Disability Integration Strategy* would be instrumental in facilitating the integration and inclusion of disability issues into all departmental initiatives, and had earlier stated that such a strategy will be developed by January 2003. Consultation with the *Office on the Status of Disabled Persons (OSDP)* and civil society has not yet taken place.

END OF EXECUTICE SUMMARY

IMPACT OF GOVERNMENT POLICIES TOWARDS PEOPLE WITH DISABILITIES (1994-2003)

A.2 INTRODUCTION

In 1994 South Africa underwent the most radical and far-reaching political and constitutional transformation since the racially divisive South Africa Act provided the legal basis for the Union of South Africa in 1910. The latest sweeping transformation officially began with the April 26-29, 1994, national and provincial elections, and with the triumph of the previously banned African National Congress (ANC).

The Preamble to our Constitution records our commitment to the attainment of social justice and the improvement of the quality of life for everyone. The Constitution declares the founding values of our society to be "human dignity, the achievement of equality and the advancement of human rights and freedoms".

The government of South Africa during the post-apartheid period (i.e. post-1994) has developed a number of useful policies. Initially, the majority of these policies were disability exclusive, indicating a slow pace of commitment by all government departments to integrate people with disabilities into mainstream society.

However, with the political and internal administrative capacity in place, attention has now turned to the process of policy formulation and advocacy for disability programmes. **The government has responded by adopting key legislation and policies that will open up significant opportunities for persons with disabilities. Other essential policies with disability components include:**

- The Employment Equity Act
- The Labour Relations Act
- Amendments to the Social Security Act
- White Paper on Special Needs Education
- The Disability Action Plan for Business and Jobs, and
- The Economic Empowerment Programme as a whole.

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 represents a paradigm shift in the conceptualisation of disability from the medical or welfare model of disability, which views persons with disabilities as ill, different from their non-disabled peers, unable to be productive and in need of care. The INDS provides government and society as a whole with guidelines that will promote non-discriminatory development planning, programme implementation, and service delivery.

The focus of the medical model is on limitations of persons with disabilities 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. Consequently, persons with disabilities 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.

The *Integrated National Disability Strategy (INDS)* is the overarching strategic tool to guide all departments to break with the discrimination of the past. Departmental implementation of the *INDS* is not yet sufficiently measured which can result in a loss of focus, impact, and synergy of all departmental interventions.

There is a serious lack of reliable information on the nature and prevalence of disability in South Africa. This is because, in the past, disability issues were viewed chiefly within a health and welfare framework. This led naturally to a failure to integrate disability into mainstream government statistical processes.

However, available statistical data on the prevalence of disability in South Africa is not comprehensive and accurate. This report provides a brief analysis of two sets of statistical findings from Statistics South Africa-1996 (Stats SA) and the CASE Study (1997).

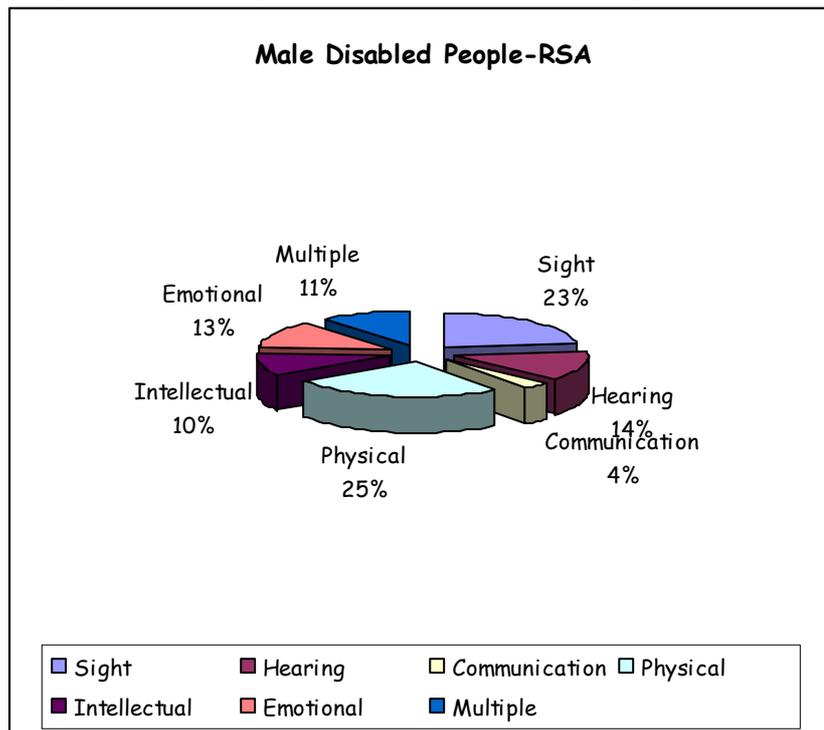
Statistics from the 2001 census reflect the following distribution of persons with disabilities by category:

Table 1(a): Statistical Information on Disability. Source: Stats SA Census Report 2001

		Totals
Male		
	Sight	245681
	Hearing	147603
	Communication	40067
	Physical	281099
	Intellectual	107521
	Emotional	142951
	Multiple	117119
Subtotal	All	1082041

The largest percentage of male disabled persons is physically disabled followed by visually impaired persons. Statistics also reflect the fact a substantial number of male disabled persons with more than one disability.

The pie chart below presents the data in Table 1 (a).



Disabled women constitute a majority in terms of numbers.

Table 1 (b): Distribution of female persons with disability (Stats SA 2001)

Female

Sight	331412
Hearing	165980
Communication	35385
Physical	276415
Intellectual	98928
Emotional	125762
Multiple	140050
Subtotal All	1173932

The majority of women with disabilities are visually impaired followed by women with physical disabilities. By comparison, there are more women with multiple disabilities, sight, and hearing impairments than men.

An interesting outcome is the fact that the total number of persons with disabled decreased between 1996 and 2001. Stats SA had 2 657 713 in 1996 compared to 2 255 973 in 2001. Table 1(c) below shows the distribution of persons with disabilities as per the 1996 census.

Table 1 (c): Number of Disabled People in 1996

DISABILITY	Easter n	Free State	Gau teng	KwaZ ulu/ Natal	Mpu mala nga	Nort hern	Limp ono	Nort h	West ern	Total: RSA
Sight	16189	13361	2117	183758	9832	1852	1130	1294	4060	10910
Hearing	68531	33045	5986	76034	3189	6083	5141	3757	1896	38340
Physical	11571	41960	6993	129894	4138	9052	6005	5470	3505	55777
Mental	41432	13947	2403	42646	1221	3791	2257	1776	1414	19255
More Than One	35997	16461	2603	24895	9019	2403	1601	1991	6499	15423
Unspecified	38604	18127	6390	44863	1908	7137	3369	2313	3017	27872
TOTAL	46217	25715	4555	502090	2119	4699	2968	2825	1454	26577
TOTAL GENERAL	63025	26335	7348	841702	2800	8403	4929	3354	3956	40583

The 1996 census estimated that about 1 463 364 (or 55.06%) of the total disabled population were women. 1 194 350 (or 44.94%) are men. Statistics indicate that the highest number of disabled people is located in KwaZulu/Natal, followed by Gauteng, Eastern Cape, Limpopo Province, and North West respectively. An important point to note is the relationship that exists between high incidences of disability and poverty.

Estimates on the number of persons with disabilities in South Africa vary from 6% to 12%.

According to the survey carried out by CASE in 1997, about 5.9% of the population that participated in their national survey constituted people with disabilities.

Prevalence of disability

1. Prevalence by Province and other Factors

The North West Province (3.1%), Western Cape (3.8%) and Mpumalanga (4.5%) have disability prevalence rates which are significantly lower than the national average, while the Eastern Cape (8.9%) and Kwa-Zulu Natal (6.7%) have significantly higher disability prevalence rates.

Table 1: Prevalence Rate by Province

Province	Prevalence Rate %	Total "N"
Western Cape	3.8	4081
Eastern Cape	8.9	6743

Northern Cape	4.5	888
Free State	5.8	2814
KwaZulu/Natal	6.7	8900
North West	3.1	3596
Gauteng	5.2	7753
Mpumalanga	4.5	2963
Limpopo Province	6.3	5198
Total (Average %)	5.9	42 936
The total 'N' in this case refers to the number of people on whom information was collected through the screening questionnaire for each province. The percentage in the middle column indicates the proportion of the 'N' that was identified as disabled.		

CASE also reported that:

- ◆ In the Limpopo Province, Eastern Cape and North West Province, the Whites had a higher prevalence rate than the other races.
- ◆ Africans (6.1%) have a significantly higher prevalence rate than other races. **African respondents who live in urban areas are more likely to be disabled than their rural counterparts.**
- ◆ The disability rate varies significantly across age groups. There is a steady increase in the prevalence rate between the ages of 0 and 10 (from 1.6% to 3.3%) and between the ages of 35 and 60 (from 5.1% to 14%). The disability rate rises sharply after the age of 70 (13% for the category 71-75 to 24% for the 80+ category). There is a slight, but significant, fall in the disability rate between the ages of 61 and 70.
- ◆ White children between the ages of 6 and 10 are more likely to be disabled than children from other races.⁶ The higher prevalence for White children could be explained by the better access to services. The White children are, therefore, surviving medical conditions or traumas more often than children of other races but remain disabled. African respondents between the ages of 16 and 25, and above the age of 56 are more likely to be disabled than similarly aged respondents from other races.
- ◆ The majority (58%) of disabled respondents had more than one disability and almost a third of our respondents had more than three disabilities. Rural respondents between the ages of 0 and 10 (59%) were more than twice as likely to have three or more disabilities than their urban counterparts (24%). This suggests that people in rural areas do not have access to services that could prevent a relatively minor disability, or impairment to develop into a major one.

2. Distribution of disabled people across the provinces

The highest proportion of disabled people live in the Eastern Cape, KwaZulu-Natal and Gauteng. The smallest proportion of disabled people live in the Northern Cape. The distribution of the different types of disabilities does not differ much across the nine disability types.

Table 2: Distribution of total sample of disabled people across Provinces

Province	% of the total population of disabled people sampled
East Cape	23.7
KwaZulu/Natal	23.5
Gauteng	15.9
Limpopo Province	12.9
Free State	6.5
Western Cape	6.2
Mpumalanga	5.3
North West	4.4
Northern Cape	1.6

(Source: CASE report)

c. Causes of Disability

In the CASE Survey, respondents gave illness as the most common cause of disability. Surprisingly, about one in every five respondents did not know the cause of their disability. Almost one fifth of respondents said that their disability was caused by an event prior to, or during, birth.

The other most frequently mentioned causes of disability were accidents (15%), violence (5%) and witchcraft (3%). The high number of people who did not know the cause of their disability could be linked to the lack of services to diagnose the impairment and/or the lack of information provided to people by medical personnel. This is particularly the case in rural and African areas.

The most common illnesses given as causes of disability were high blood pressure (14% of all illnesses); unspecified illness (8%); epilepsy (8%); ear infection (7%); psychiatric illness (7%); hereditary illness (7%); diabetes (6%); arthritis (6%); and polio (4%). All percentages given in this point are relative to the total number of people who gave illness as a cause of their disability. Indian males are most likely to mention the aging process.

Cause	%
Illness	26
Don't Know	21
Before or during birth	19
Accidents	15
Other	9

Violence	5
Witchcraft	3
Ageing Process	2

Departments within the Social services spectrum play an important role in the development of persons with disabilities, and their programmes therefore are an essential requirement, more specifically for children with disabilities. The physico-psycho-socio and economical development of persons with disabilities is largely dependant on the services and programmes provided within these departments.

B. SCOPE OF THE STUDY

The main purpose of the research is to identify and analyse key features of Government's efforts to provide better access to government services for persons with disabilities.

In addition, the research will seek to investigate the extent to which government programmes post 1994 have provided greater access for people with disabilities in the following fields:

- ❖ Inclusive education and public health policy and medical services
- ❖ Accessible transport
- ❖ Arts and culture
- ❖ Provision of electricity and telecommunications
- ❖ Participation in elections
- ❖ Accessible literature
- ❖ Sign-language services
- ❖ Accessible government buildings
- ❖ Government's communications strategy

This research covers the work of national government departments for the period in 1994 to 2004.

C. METHODOLOGY

Samaita Associates was contracted by the Presidency to implement the research. The research questionnaires were prepared and interviews were carried out in order to determine the extent to which government departments have implemented disability strategies.

Extensive desk research and literate literature of was conducted in order to identify key information that relates to the delivery of services to people with disabilities.

The consultants initiated ongoing contact and communication with all national government departments and institutions in order to ensure that all the relevant information and data was collected and analysed.

D. DETAILED FINDINGS

D.1 Overview of the Policy Formulation Process

Apart from the INDS, the government has passed legislation that is aimed at enforcing the rights of persons with disabilities.

The commitment towards the advancement of people with disabilities in the labour market by the Department of Labour was shown with the development of the following policies:

➤ **Skills Development Act**

One of the purposes of this Act is to improve the employment prospects of persons previously disadvantaged by unfair discrimination and to redress those disadvantages through training and education. In this regard, persons with disabilities in particular, amongst other disadvantaged groups, will be targeted. The Act offers persons with disabilities various forms of assistance, namely:

- i. A more efficient and effective departmental employment service, capable of informing disabled persons of the various support measures that are available. Expansion of the quality and reach of these services is planned.
- ii. An expanded number and range of learnership geared to meet the needs of community development as well as industries are planned. Special measures will be in place to ensure that the most vulnerable have access to these opportunities. Some of these learnerships will be designed to help persons with disabilities find work in the formal sector. Others will aim to empower persons with disabilities to become self-employed and self-sufficient. A network of support measures will be established to address the needs of persons with disabilities after they have qualified, to give them a better chance to attain employment.
- iii. By bringing learning and working opportunities closer to social and economic development needs, the divide between those with work and those without work will diminish. Everyone will have their skills recognised via the National Qualifications Framework and hence will be able to sell their skills and services in the same market place. People who are able to earn their own income will enjoy the self-respect that such independence brings as well as the sense of achievement that signifies true empowerment.

➤ **The Employment Equity Act, 1998**

The Employment Equity Act has two principle purposes, namely:

- To implement positive measures to eliminate discrimination in employment;
- and
- To provide guidelines for companies to promote occupational equity by encouraging the equitable representation of employees in terms of race, gender as well as of disabled persons.

Achieving these objectives means confronting a legacy of unequal education, job reservation, racism, and discrimination in the workplace. The Act estimates that only **1 % of persons with disabilities are employed** in the formal sector of the economy. The Act recommends that **at least 2% of all employees** in companies with more than 50 workers should be persons with disabilities.

Progress against targets across the public service²

Based on information submitted by national departments and provincial administrations for 797 750 employees in the public service, it was found that there are 2007 persons with disabilities. This represents an average of 0.25%, which is nowhere near the 2% that needs to be achieved by 2005.

This is not the complete figure for all public servants, and as such for all people with disabilities within the public service. It is taken for those national departments that have responded. In the case of the provincial administrations, where there were less than 50% of the departments that responded, the data for that provincial administration was not included.

Specific information for the national departments and provincial administrations is examined below.

PROGRESS AGAINST TARGETS NATIONAL DEPARTMENTS-EMPLOYMENT OF PERSONS WITH DISABILITIES

Table 2 below depicts the number of people with disabilities who are in employment against the total establishment figures in each national department.

From the table of all the 30 national departments investigated, only 3 have to date reached the target 2% of people with disabilities. They are departments of Sport and Recreation, Education and SAMDI. It should be noted that in relatively small departments such as Sport and Recreation and SAMDI, with 52 and 86 employees respectively, the attainment of the percentage target has been easier. Both these departments each have 2 people with disabilities. The Department of Education with 403 employees, and 12 people with disabilities, has attained a percentage target of 2,98%. Collectively this group of departments has 541 employees, of which 16 are people with disabilities.

Table 2 Employment Figures for the national departments

National Department	Total Employed	Disabled employed	% Disabled
Agriculture	2700	14	0.52

² Public Service Commission Report

Arts and Culture	443	6	1.3
Correctional Services	32794	123	0.37
Defence	16875	98	0.58
Education	403	12	2.98
Environmental Affairs and Tourism	825	14	1.69
Foreign Affairs	1716	21	1.22
GCIS	311	3	0.96
Health	1309	15	1.14
Home Affairs	5816	41	0.71
Housing	179	1	0.55
Independent Complaints Directorate	129	1	0.77
Justice and Constitutional Development	9271	85	0.92
Land Affairs	2722	51	1.87
Minerals and Energy	761	7	0.92
National Treasury	476	2	0.42
The Presidency	349	5	1.43
Public Enterprises	97	0	0
Public Service and Administration	217	2	0.92
Public Service Commission	123	2	1.62
Public Works	4198	30	0.71
Provincial and Local Government	186	3	1.61
SAPS	118529	436	0.36
SAMDI	86	2	2.35
Statistics South Africa	915	12	1.31
Social Development	257	5	1.94
Sport and Recreation	52	2	3.84
Trade and Industry	962	7	0.72
Transport	242	1	0.41
Water Affairs	21951	61	0.27
Total employed in the national departments where figures are provided	224894	1062	0.47

➤ **The Labour Relations Act, 1998**

The Labour Relations Act, 1998, provides for the regulation of unfair treatment in the workplace via a provision on unfair labour practices. The provision in the previous act was very broadly defined; consequently courts had a wide discretion to decide which treatment constituted an unfair labour practice. The new Act has moved away from the broad definition of an unfair labour practice and, instead, specifically lists the kind of treatment that will be regarded as unfair. The Act defines four kinds of treatment, which amount to an unfair labour practice. Most applicable to persons with disabilities are stipulations on unfair discrimination.

Other policies that have been designed include the following:

➤ **White Paper on Special Needs Education**

The White Paper outlines what an inclusive education and training system is, and provides the framework for establishing such an education and training system, details a funding strategy, and lists the key steps to be taken in establishing an inclusive education and training system for South Africa.

The White Paper outlines the Ministry of Education's commitment to the provision of educational opportunities in particular for those learners who experience or have experienced barriers to learning and development or who have dropped out of learning because of the inability of the education and training system to accommodate their learning needs.

The vision of an inclusive education and training system can only be developed over the long term and that the actions to be taken in the short to medium term must provide models for later system-wide application. The short-term to medium-term actions will also provide further clarity on the capital, material and human resource development, and consequently the funding requirements, of building an inclusive education and training system.

➤ **Convention on the Rights of the Child**

The Convention on Right of the Child (CRC) was ratified by the South African Government on 1995, and pertains to all children including children with disabilities. The National Plan of Action (NPA) for children was drawn up to co – ordinate and implement the CRC.

The CRC has introduced and underlined the concept of children as people with rights, which in turn has begun transformation of public policy from one based on needs, to one based on rights. However it has had the little effect on children, particularly children with disabilities. DICAG ensures that disabled children are also involved in NPA. The government has drawn up a National & Provincial Plans of Action, using the world goals as guidelines. The NPA has been launched under the Department of Health involving other Departments.

Section 28(1) of the Constitution creates the right of children to basic nutrition, shelter, basic health care services, and social services. Section 28 (2) goes further: "A child's best interests are of paramount importance in every matter concerning the child."

Section 28 requires the state to take steps to ensure that children's rights are observed. Legislation and the common law impose obligations upon parents to care for their children.

Other essential policies with components with disability components include:

- Rehabilitation White Paper
- White Paper on Social Services

- Social Security and other welfare policies
- Other national and provincial policies

This positive policy framework presents unique opportunities for persons with disabilities to address issues such as:

- Poverty alleviation
- High levels of unemployment
- Education of children and youth with disabilities
- Improved Access to Social Security, Assistive Devices
- Access to Housing, Public Health Services, Transport

Several tentative planning processes are presently being pursued in all these sectors by government and the civil society organisations.

E. AN OVERVIEW OF THE TARGETS ACHIEVED BY NATIONAL DEPARTMENTS

Employment of Persons with Disabilities

Table 3 reflects those national departments that have reached 50% of the employment target.

Table 3 National department that have attained 50% of the target (1% and above)

National Department	Total Employed	Disabled employed	% Disabled
Social Development	257	5	1.94
Land Affairs	2722	51	1.87
Environmental Affairs & Tourism	825	14	1.69
Public Service Commission	123	2	1.62
Provincial and Local Government	186	3	1.61
The Presidency	349	5	1.43
Statistics South Africa	915	12	1.31
Arts and Culture	443	6	1.3
Foreign Affairs	1716	21	1.22
Health	1309	15	1.14
TOTAL	8845	134	

The 10 national departments that have reached 50% of the target at 2002 are likely to reach the other 50% in the next 3 years. Their progress at current rates indicates that if these rates are maintained or increased, the 2005 target can be attained.

Collectively these departments comprise 8845 employees, of which 134 are people with disabilities. It is of concern, however, that 17 (or 57%) of the 30 national departments have failed to reach even half of the target or 2% to-date.

Table 4 National departments that have reached less than 25% of the target (0.5% and below) to-date

National Department	Total Employed	Disabled employed	% Disabled
Public Enterprises	97	0	0
Water Affairs	21951	61	0.27
SAPS	118529	436	0.36
Correctional Services	32794	123	0.37
Transport	242	1	0.41
National Treasury	476	2	0.42
TOTAL	174089	623	

The above category collectively comprises 174 089 employees, of which 623 are people with disabilities. This is the category in which the largest of the national departments are found (SAPS, Correctional Services and Water Affairs). Whilst it may be argued that in such large departments the attainment of the percentages may be more difficult, it should also be noted that due to the sheer numbers in these departments there is likely to be more staff turnover, and more opportunity to use these vacancies to employ people with disabilities. A concerted effort for improving the situation in these departments is required.

Gender disparities are also evident in the employment of people with disabilities at national level. The findings show that of the total number of people with disabilities employed, 67% are males whereas only 33% are females. This clearly depicts the double marginalization of women with disabilities.

Impact of the Employment Equity Act on national departments

The assessment for the national departments is depicted on Table 4 statistics were not available for 4 of the national departments, i.e. Correctional Services, Justice and Constitutional Development, Land Affairs and SAPS. There was however, sufficient information for the other national departments to make inferences.

At the national level, it would seem that all departments make use of the provisions within the EEA. Some have used this to initiate interventions such as diversity management workshops and others have started processes of drafting departmental specific policies. Few are in the process of undertaking advocacy activities such as informing and conscientising their staff. However, it is clear that the impact of the EEA has been minimal, except in cases where the department only employed 1 employee with a disability and increased this by employing another employee with a

disability. This would reflect a 100% increase, though it represents only one additional employee.

Table 5: Impact of Employment Equity Act in national departments

National Department	Employment Figures before EEA	Employment Figures after EEA	Percentage Increase
Agriculture	15	15	0
Arts and Culture	3	3	0
Correctional Services	No stats	No stats	Not assessed
Defence	68	101	48
Education	16	17	6
Environmental Affairs and Tourism	11	15	36
Foreign Affairs	17	21	24
GCIS	3	3	0
Health	12	15	25
Home Affairs	54	No stats	Not assessed
Housing	1	1	0
Independent Complaints Directorate	0	1	1
Justice and Constitutional Development	No stats		Not assessed
Land Affairs	No stats before EEA	25	Not assessed
Minerals and Energy	8	7	Figures have decreased
National Treasury	1	2	100
The Presidency	5	5	0
Public Enterprises	0	0	0
Public Service and Administration	2	2	0
Public Service Commission	2	2	0
Public Works	30	30	0
Provincial and Local Government	3	3	0
SAPS	No stats	No stats	Figures have decreased
SAMDI	1	2	100
Statistics South Africa	10	12	20
Social Development	6	5	
Sport and Recreation	1	2	100
Trade and Industry	7	7	0
Transport	1	1	0
Water Affairs	62	61	Figures have decreased
TOTAL	339	358	

The increases in Defence, Environmental Affairs and Tourism, Foreign Affairs and Health have all been in the region of between 25% and 48%.

It needs to be noted that in 3 of the national departments, Minerals and Energy, Social Development and Water Affairs, the figure has dropped, albeit marginally.

The data above would seem to suggest that the EEA has had some impact on increasing disability equity in certain national departments.

Provincial Analysis

Table 6 and figure 1 below depict the employment figures for the six provincial administrations that responded. The provincial administrations of North West, the Free State and Mpumalanga, in which less than 50% of departments submitted information, are excluded from this analysis.

Table 6: Employment figures for the provincial administrations

National Department	Total Employed	Disabled employed	% Disabled
Eastern Cape	123974	114	0.09
Gauteng	113712	119	0.1
KwaZulu - Natal	143691	170	0.11
Northern Cape	11617	15	0.12
Limpopo Province	114147	338	0.3
Western Cape	65715	189	0.28
Total employed by Provincial Administration where figures are provided	572856	945	0.16

To date none of the provincial administrations has reached the set target of 2% employment of people with disabilities.

In fact all the Provincial Administrations under considerations attained less than 0.5% employment of people with disabilities. In respect of the 6 provincial administrations that have responded, the employment of people with disabilities averages 0.16%. This represents 945 employees out of a total of 572 856.

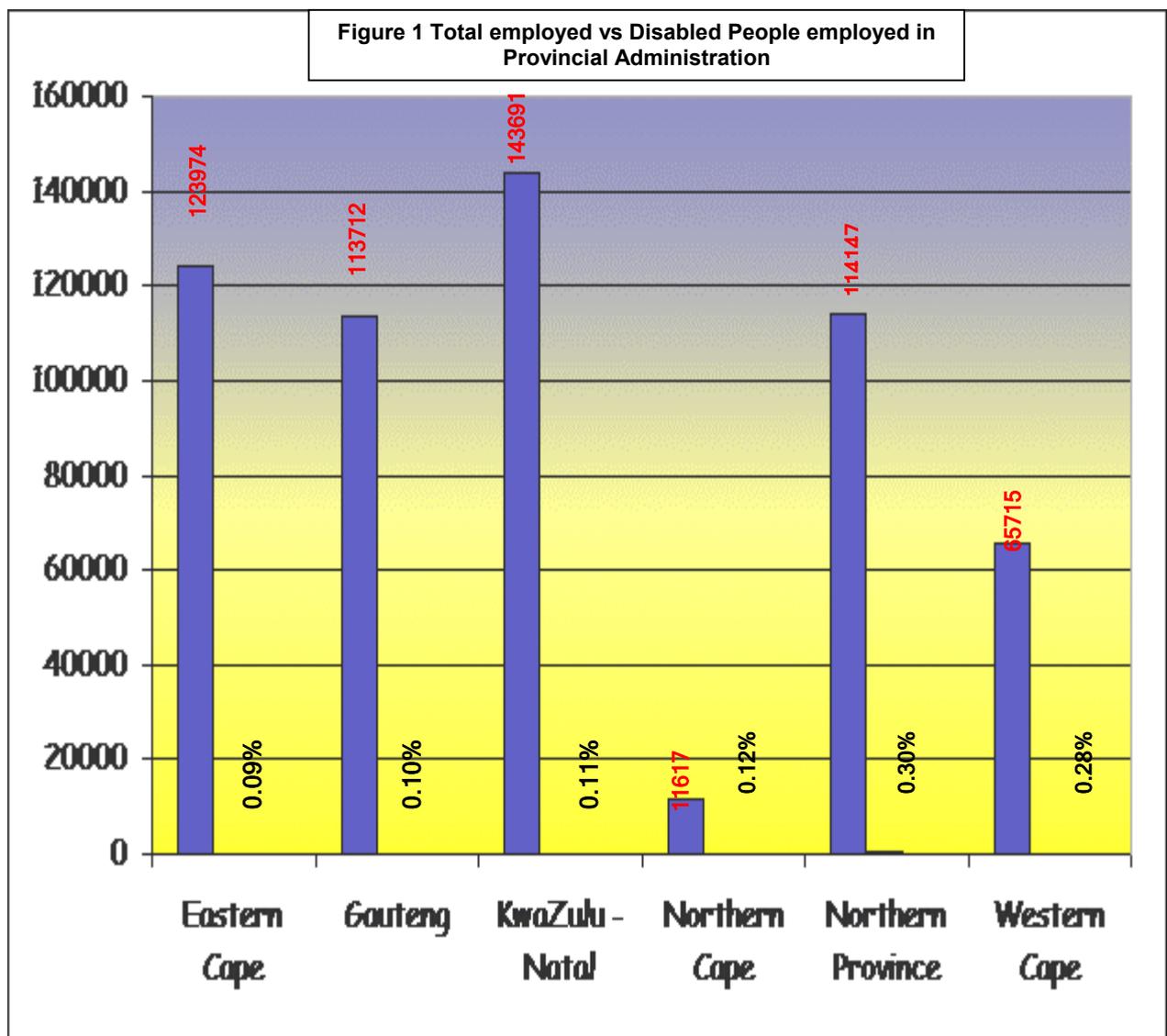
This compares unfavourably with 0.47% or 1062 out of 224 894 employees at the national level. This is especially of concern in that 70% of the employees in the public service are located at the provincial level, and poor progress here impacts adversely on the national targets being met.

While the responses from the six provinces have skewed the figures, it is still abundantly clear that if the current practices continue, the public service will not meet its targets of 2005. Greater effort and more creative and innovative strategies need to be employed in order to accelerate progress on numeric targets. While the White Papers have been used as a methodological yardstick to track progress on targets, they

point to the stated intention of government, enforceable through the Employment Equity Act (EEA). Non-compliance with government policies must be viewed as an indictment of public service leadership, as leaders remain the direct proponents to the implementation of such policy.

Whilst comparisons between the national departments and provincial administrations may seem unfair, it is clear that progress in attaining disability equity in the provinces is important, but remains unsatisfactory. The poor performance may be ascribed to various factors, **one of which is that with the varied nature of different departments being found within a provincial administration, it is difficult to administer a coherent programme.**

Figure 1 below provides a comparison of progress in employing people in provincial administrations.



■ Total employed ■ % disabled

When the statistics were disaggregated by gender, women with disabilities are even worse off than their male counterparts, with disabled African women being the worst off. The African women with disabilities thus have to contend with a double disadvantage, race, and gender discrimination.

Impact of the employment equity act on provincial administrations

The table below reflects the probable impact of the Employment Equity Act on provincial administrations, by examining figures pre- and post- EEA. Figure 2 presents a graphical representation of these changes.

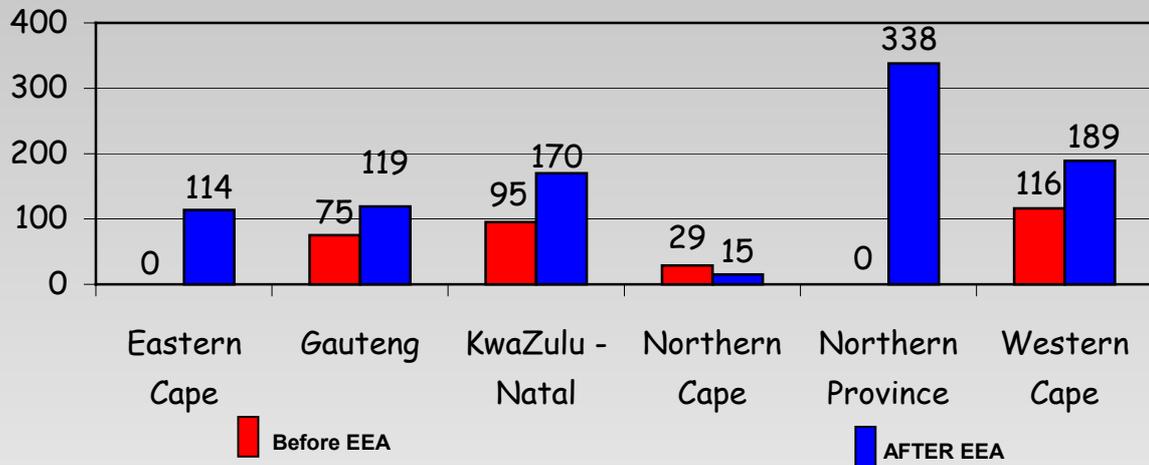
Table 6 Impact of Employment Equity Act in provincial administrations

National Department	Employment Figures before EEA	Employment Figures after EEA	Percentage Increase/ decrease
Eastern Cape	Figures not provided	114	Not Calculated
Gauteng	75	119	58%
KwaZulu - Natal	95	170	78%
Northern Cape	29	15	(-52%)
Limpopo Province	Figures not provided	338	Not Calculated
Western Cape	116	189	63%
	315	945	

(Source: Report on Disability Equity in the South African Public Service by Professor Stan S. Sangweni, Public Service Commission)

Figure 2: Impact of Employment Equity Act in Provincial Administrations

Impact of Employment Equity Act in Provincial Administrations



(Source: Report on Disability Equity in the South African Public Service by Professor Stan S. Sangweni, Public Service Commission)

In the case of the provincial administrations it would appear that there has been a more significant increase in the number of people with disabilities employed after the Employment Equity Act. Of the 6 provincial administrations surveyed, 3 of them showed a significant increase (over 50%) in their figures post-EEA. These are:

KwaZulu-Natal	78%
Western Cape	63%
Gauteng	58%

The EEA programmes within these provinces appear to be working well. It was not possible to perform such comparisons for the Eastern Cape, and Limpopo Province, in that pre-EEA figures were not kept. In the case of the Northern Cape, the number has dropped by 52%.

When comparing the employment figures of people with disabilities before the enactment of the Employment Equity Act with figures after the enactment of Employment Equity Act, within the provinces, it would seem that the enactment of the Act in October 1998, has contributed to an increase. Although it is not possible to provide a definitive answer to the question, one can reasonably assume that the EEA has contributed to heightened awareness of employment equity, and at least brought the disability agenda to the fore.

F. EMPLOYMENT DISTRIBUTION OF PERSONS WITH DISABILITIES

The general outcome is that people with disabilities tend to be employed in the lower employment levels, with very few employees with disabilities at the management levels.

The employment distribution of people with disabilities is reflective of various factors within society at large and organisations in particular. The levels at which various categories of people are employed, especially in the South African context, demonstrates the need for commitment to implement transformation. Within organisations themselves it reflects the power relations, and as such impacts on the nature and course of future recruitment within such an organisation. As much as the placement of certain categories of people intimates confidence in them, the converse is also true.

Across the public service it was found that over 50% of people with disabilities are employed between levels, 1 – 5, with 40% employed between levels 6-9. From the management level the representation drops sharply, with 5,9% found at levels 10-12, 1,3% at levels 13 – 14, and 0.08% for senior management, levels 15 – 16. Black women with disabilities were the least represented in the public service, and then confined to the lower levels of employment. **(Source: Report on Disability Equity in the South African Public Service by Professor Stan S. Sangweni, Public Service Commission)**

This study found that the employment of people with disabilities, apart from being confined to low levels, involving little decision-making and authority, tended to be male biased thus further marginalizing women.

From the analysis above, it is evident that people with disabilities remain at the lowest level of organisations, for both national departments and provincial administrations. For this situation to change it is necessary that there is careful monitoring and a genuine empowerment strategy, to ensure that people with disabilities are able to move through the ranks into more senior positions.

The Office on the Status of People with Disabilities (OSDP) is critical in ensuring that guidelines provided to departments give expression to changing the apparent trend. The role of the Dept of Labour and SAMDI becomes important in supporting this transformation.

The current situation allows management to easily justify the practice of placing people with disabilities at low levels, on the basis that finding skilled people with disabilities is difficult. Meaningful disability equity must thus be expressed in all levels of an organisation.

G. SPECIFIC POLICIES, STRATEGIES AND PLANS ON DISABILITY

Specific policies, strategies and plans are useful to operationalise the recruitment and retention of people with disabilities within organisations. The process of designing these have the effect of helping departments and administrations focus on what they need to do, in very practical terms, as well as be committed to its implementation.

It was found that most departments at the national and provincial levels do not have a specific policy on disability, with only a limited number of national departments indicating that they had departmental specific policies in place. A number of departments and provincial administrations, however, indicated that specific policies

on disability were either in the process of being developed, or in draft form. The time frames for the completion of these were not mentioned.

Progress at the level of national departments

All national departments indicated that they have been exposed to or are aware of the EEA and its provisions. Some have used it to initiate interventions such as diversity management workshops, the drafting of departmental specific policies and undertaking advocacy initiatives.

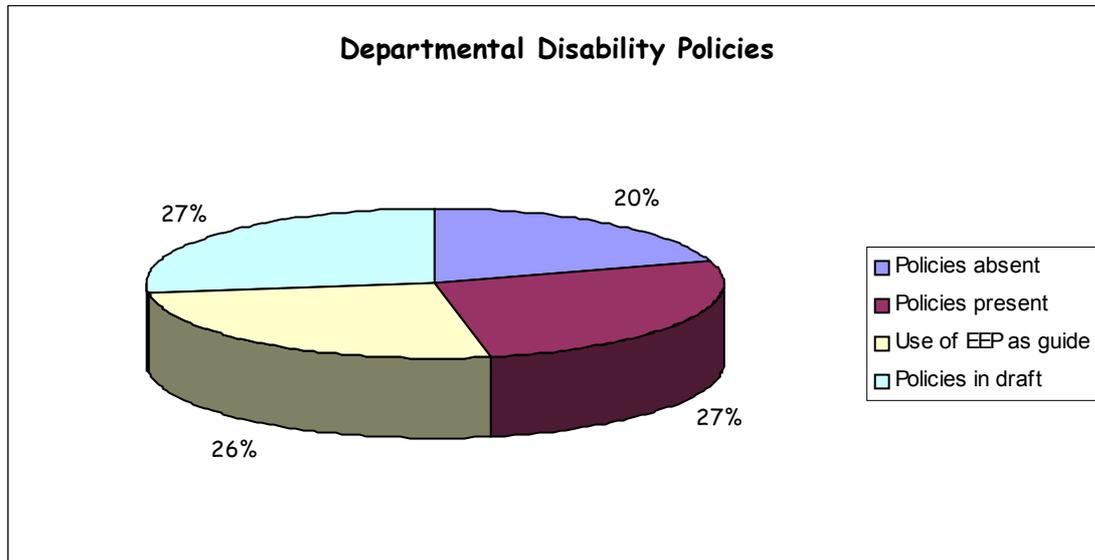
Of the national departments under study, only 20% mentioned that they have a specific policy on Disability. These are:

- Department of Art and Culture
- Correctional Services
- Education
- Environmental Affairs and Tourism
- Independent Complaints Directorate
- Land Affairs
- Provincial Affairs and Local Government
- Water Affairs and Forestry

Other departments either make use of Employment Equity Plans (EEP) or Affirmative Action Plans as a policy framework to guide disability equity in the workplace.

Figure 3, indicates the progress with policy development for disability equity for the national departments. It can be seen that a fifth (20%) stated that they have no policy guidelines, a quarter (26%) use the EEP as a guide, whilst 27% have policies in draft form. Only 27% have completed policies at present.

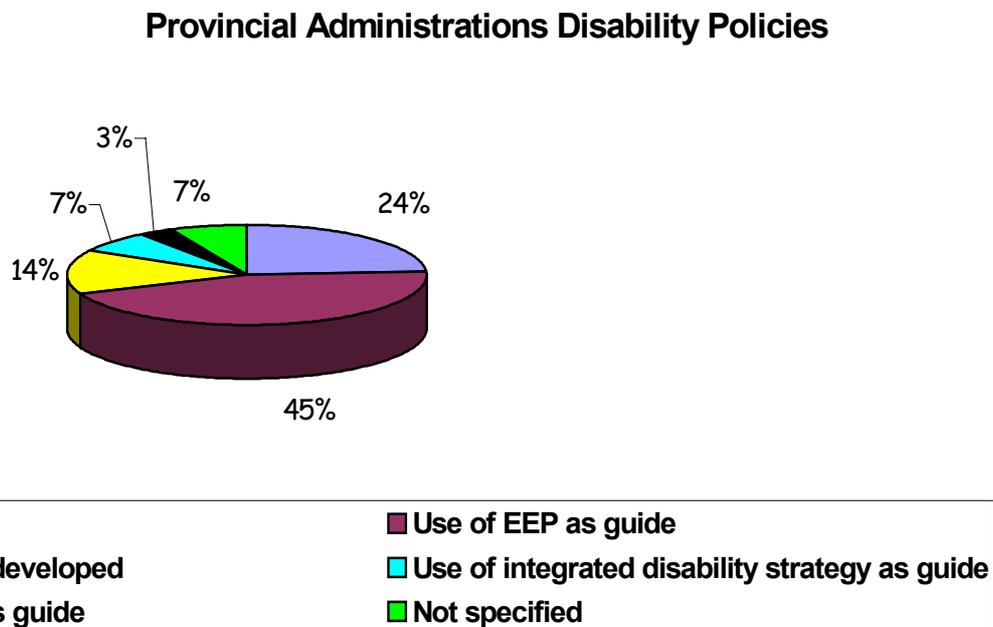
Figure 3: Departmental Disability Policies



Progress at the level of provincial administrations

A different picture regarding policy development emerges at the level of provincial administrations.

Figure 4: Provincial Administrations Disabilities Policies



It was found that none of the provincial administrations had any specific policy on disability, against 27% of the departments at the national level. Whilst this is the case, a greater percentage (45%) makes reference to Employment Equity Plans as a

guideline for ensuring disability equity in the workplace. The mainstream view of the Provinces is that a separate policy on disability is unnecessary and that the extent and the scope of the EEA are sufficient to address disability.

However, a few departments (14%) in the different provincial administrations state that they are in the process of drafting department specific disability policies. These include the Departments of Agriculture, Economic Affairs and Tourism, Sports Arts and Culture in the Limpopo Province, and the Department of Housing in KwaZulu-Natal. A small percentage of departments (3%), states that the Provincial OSDP's provide guidelines for disability equity, while 7% state that they make use of the National Integrated Disability Strategy as a guide.

Approximately 85% of the provincial administrations state that they have a focal person who specifically deals with disability. In most cases the Special Programs Managers are used to fulfill the role of focal point for disability. However, the responsibilities of these individuals are not confined to issues of disability and often include gender, among other responsibilities. In a limited number of cases, disability was said to fall within the Human Resource Management Component.

Of those provincial administrations which are in the process of developing policies on disability equity as well as those that have strategies and plans to implement employment equity, about 60% do so in broad consultation with employees who are disabled, trade unions and workplace forums. Only a small percentage makes reference to consultations with the OSDP and civil society organisations.

Policies and procedures are important management tools that provide guidance by operationalising government intentions. However, in the absence of strategic plans and leadership, they are sterile in transforming attitudes and organisational culture. Strategies and plans are effective tools for driving disability equity.

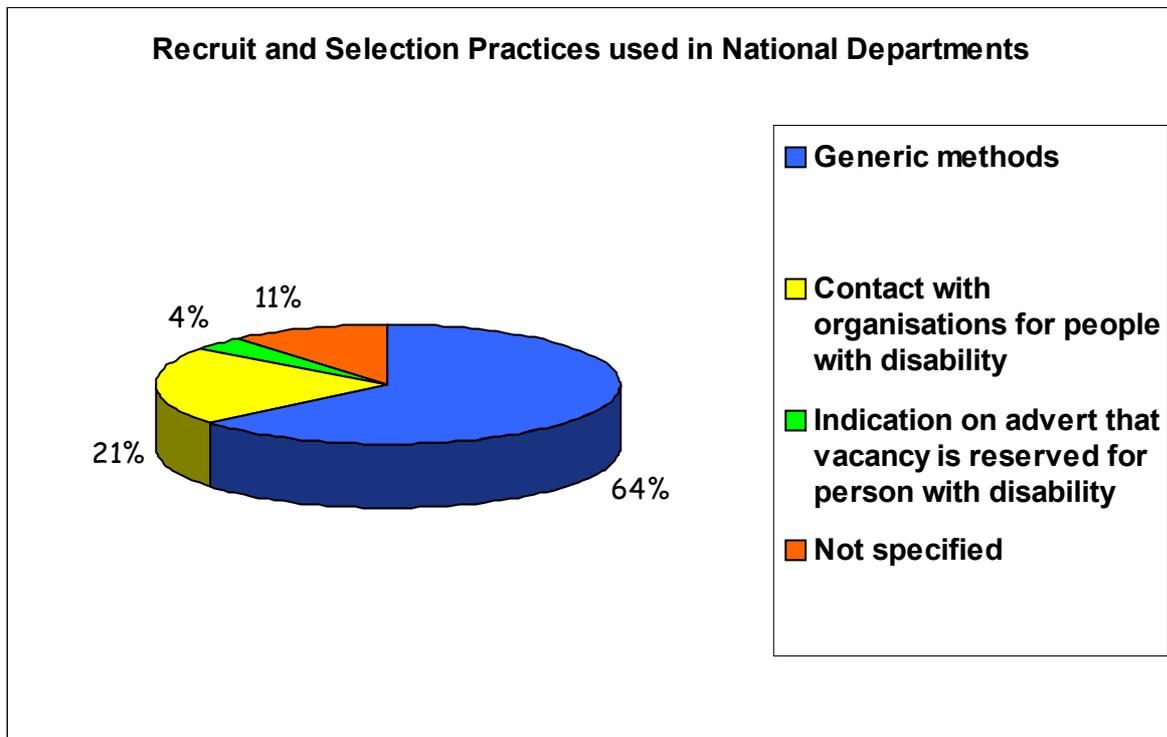
H. RECRUITMENT AND SELECTION PRACTICES

Recruitment and selection practices within the public service are generally not specifically focused on attracting people with disabilities. Generic methods of recruitment are used.

Recruitment and selection practices in national departments

Figure 4 illustrates generic methods of recruitment and selection are used in most departments (64%). Only 21% made contact with organisations for people with disabilities. In a few cases (4%) there was an indication on the advert that the vacancy was reserved for people with disabilities, whilst 11% of the adverts did not specify anything at all.

Figure 5: Recruitment and selection Practices used in National Departments



It is clear from these figures little innovation or effort is made to proactively recruit people with disabilities. In recruiting people with disabilities, some organisations simply place a symbol or insert a clause stating that ‘previously disadvantaged groups, including disabled, are encouraged to apply’ in their ads for vacancies. Another clause that is frequently used is the one that states that ‘the employer is an equal opportunity affirmative action employer’, and is often assumed to suffice. These practices can hardly be seen as a genuine effort to recruit people with disabilities. It is more administrative compliance. Only one Department, the Independent Complaints Directorate, stated that its advertisement stated that the vacancy is reserved for a person with a disability.

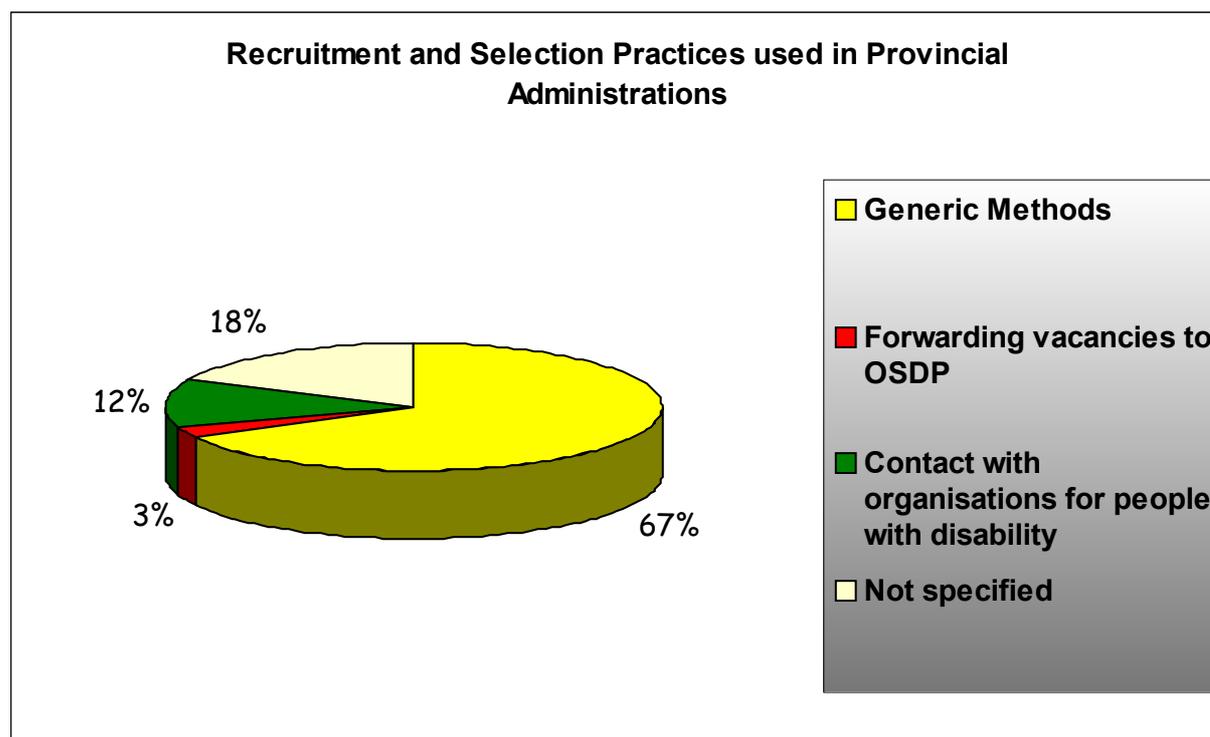
A few departments approached Civil Society organisations to distribute their vacancy list viz. Departments of Education, Justice and Constitutional Development, Land Affairs, SAMDI, Statistics South Africa and Social Development and must be commended.

(Source: Report on Disability Equity in the South African Public Service by Professor Stan S. Sangweni, Chairperson Public Service Commission)

Recruitment and selection practices in provincial administrations

As Figure 5 indicates, in most cases (67%) generic methods of recruitment and selection are used. The exceptions are the Department of Health (Western Cape), the Departments of Housing and Treasury (KwaZulu-Natal) the Office of the Premier, and Agriculture, Land Reform, Conservation and Environment (Northern Cape).

Figure 6: Recruitment and selection Practices used in Provincial Administrations



(Source: Report on Disability Equity in the South African Public Service by Professor Stan S. Sangweni, Chairperson Public Service Commission)

A few exceptions mentioned also forward their advertisements for vacancies to organisations working with people with disabilities, and in some cases to the Office on the Status of Disabled Persons (OSDP) in an attempt to access people with disabilities.

It is not surprising therefore that the representation of people with disabilities is so low at the level of the provincial administration. The persistent use of generic methods for recruitment and selection, coupled with the low levels of outreach to relevant organisations by those departments that are recruiting, makes the low figures understandable.

Like issues of gender, there remains a tension between mainstreaming versus the specific targeting of disability. While the generic approach used by most departments suggests a leaning towards mainstreaming, there remains a danger that this is a convenient excuse to dilute the focus on disability as a measure of equity. Engagements with people in this field clearly indicate a need for creative approaches around recruitment and selection practices.

Capacity building initiatives are important for all employees in the public service. This is necessary to align the new policy initiatives of government with the current skills base, which may not necessarily possess the requisite skills for meeting new political and service delivery imperatives.

People with disabilities were particularly discriminated against due to past educational policies and employment practices, both of which made it more difficult for them to secure employment in the public service. In cases where they have been recruited it has generally been at low levels, and in order to address the negative stereotypes that such placements may have resulted in, it is important that specific programmes be put into place so that employees can attain their true potential.

Skills development in the national departments

In the national departments, there is a fair range of skills training being provided across the departments researched. These range from the provision of high levels of skills to more basic forms of workplace skills. It should be noted, however, that the provision of training tends to be generic in nature, rather than training specifically designed to enhance the career paths of people with disabilities. The training that is provided tends to focus on basic secretarial, telecommunications and computer skills rather than more sought after specialized training that would enable people with disabilities to enter an open labour market.

Skills development in the provincial administrations

The picture in Provincial Department is similar to the national departments. Training is also seen as a general departmental activity and does not target employees who were previously disadvantaged, the category in which people with disability would fit into. Thus, employees with disabilities are afforded the same opportunities as able-bodied employees, with scant regard to their special needs. This results in training and skills development opportunities sometimes being inaccessible and thus excluding many employees with disabilities.

As in the case of the national departments, where training is conducted, it is often in general switchboard operation, computer skills, etc, rather than for equipment with special features that is accessible to people with disabilities. It is also noted that limited training is undertaken with clear objectives geared at career pathing.

The level at which persons are employed also seems to impact on their training and skills development. Generally more career advancing training and development takes place amongst senior employees. Since most people with disabilities are employed in the lower income and benefit groups, they are less likely to receive training linked to career pathing.

Considering the fact that the majority of people disabilities have been marginalised as a result of educational and training opportunities, the opportunities, the public service should commit to providing training opportunities and link this to career pathing.

I. WORK ENVIRONMENT AND COLLEGIAL SUPPORT

People with disabilities require a conducive and supportive and work-environment in order to perform effectively. This section assesses some of the endeavors made in enhancing the work environment for people with disabilities.

Progress recorded in national departments

In assessing the progress at this level, the question of budgets to support disability equity, integration and inclusion was examined. Almost half of the national departments stated that they have a budget allocated for this purpose. Most of these budgets reside within directorates focusing on equity or a transformation programme.

The Department of Land Affairs clearly depicted how budgets were used and how the environment provided support. For example, persons with disabilities can access the budget for specific training, vehicles for the disabled are adapted and service agreements are reached with the car rental companies to provide for special needs. Forms used in departments have also been customised for people with disabilities, buildings made more accessible, Braille signage and voice prompts are used in lifts. Wheelchairs are also provided for visitors.

There were a few other departments who mentioned special seating arrangements, accessible lifts and toilets, exclusive parking bays, Braille in lifts, ramps throughout buildings, specially adapted computers and transport to and from work.

Progress recorded in the provincial administrations

In the provinces, there is limited evidence of a supportive work environment to cater for the needs of employees with disabilities. The environment also does not encourage collegial support among employees nor does it promote the appreciation of diversity and difference. There are only a few examples of direct budgetary support for improving or creating a supportive work environment for people with disabilities. Reference was made to travel assistance when undertaking an official business trip, accessibility of buildings and toilets, and parking bays.

Only two departments in two provinces mentioned a specific budget that is set-aside for improving the work environment for employees with disabilities. These departments include the Department of Finance in the Northern Cape (R50 000) and Traditional and Local Government in KwaZulu-Natal (R25 000).

J. AWARENESS AND SENSITISATION TO DISABILITY

Raising the general awareness of all employees on disability is one of the most fundamental prerequisites for creating an empowering and supportive work environment for employees with disability. Most departments have awareness programs and activities in support of International and National Days for Persons with disabilities.

Process in the national departments

Many national departments sensitize through diversity management workshops, posters, seminars, newsletters and experiential workshops. Creative activities such as drama and poetry are also sometimes used. There are various reasons proffered by some departments as to why they do not have awareness campaigns around disability.

In some departments, such as Home Affairs, it is felt that these campaigns are unnecessary, as attitudinal problems towards people with disabilities do not exist in the department. In other cases there is no activity due to the absence of a budget for this purpose, e.g. Government Communications and Information Services (GCIS). However, still a great many departments view having posters and newsletters on disability as a significant and sufficient method of creating and addressing awareness on disability.

Progress in the provincial administration

The results show that raising awareness and increasing sensitization to disability is currently not regarded as a priority by many departments within the provinces. At least 36% of the departments under study have conducted no awareness raising programs and have no plans in this regard. Twenty-two (22%) state that they make use of general commemorative days such as international day for persons with disabilities and other such days to raise awareness. Only 28% state that awareness raising and sensitization is part and parcel of employment equity strategies and plans.

Raising awareness and increasing sensitisation need to be conducted strategically as part of the general policies and plans for employment equity and diversity management within departments. Conducted it in an ad hoc fashion where it is left to special days of the year is insufficient in ensuring that this aspect receives the attention it deserves.

As with gender and race, a higher profile needs to be created around the issue of disability. Processes for demystifying disability need to become standard features of staff development programs. Closer links with NGOs and other advocacy agencies need to be fostered.

(Source: Report on Disability Equity in the South African Public Service by Professor Stan S. Sangweni, Chairperson Public Service Commission)

K. FINAL ASSESSMENT OF THE IMPACT OF THE EMPLOYMENT EQUITY ACT

It would seem that the enactment of the Employment Equity Act **contributed to an increase in the employment of people with disabilities in general**, though there are examples where this has not been the case.

L. SECTORAL ANALYSIS

1. DEPARTMENT OF EDUCATION

Available research (Case 1997) indicates there is still a long way to go in terms of creating an environment that is suitable for the education of children with disabilities. The figures on school attendance indicate that primary school is the most accessible education level with 79% of respondents attending mainstream primary school and 12% special school, and only 5% not attending school at this level.

Preschool and high school are generally not accessed well, with 40% and 44% of respondents attending mainstream schools at these levels respectively. A similar number of disabled children attend special schools for preschool and high school as for primary school (10% and 9% respectively).

This does not in any way mean that, just because many disabled children attend primary school in the mainstream system, that inclusive education has been achieved or that disabled children have been catered for.

As pointed out by the National Commission on Special Needs in Education and Training and the National Committee on Educational Support Services (NCSNET/NCESS), this inclusion is an ad hoc solution which does not deal with the issues of special educational need nor disability.

There just are no other services and so disabled children are on the whole 'dumped' onto the mainstream schools whether by their parents or the education system.

The lack of ECD and early diagnosis and intervention services is reflected in the lack of attendance at preschool level (48%). Since this level of education has not been mandatory children are not sent to preschool especially where these services are scarce.

In relation to attendance at high school, the lack of attention to disabled children's special educational needs in primary school means that they do not often reach high school, and hence the rise in the 'not at school' figure for high school (47%).

Similarly, the lack of special schools at the high school level adds to the number of disabled children who are out of school at high school level. Vocational training is generally lacking as an available educational resource with 88% of respondents not attending this type of education.

While the Department of Education has not reported on each recommendation of the 2002 Situation Analysis Report specifically, it is clear that they have entered into the spirit of inclusively transforming education in South Africa through *White Paper 6*. The *White Paper* ensures that all policies, processes, and strategies are disability inclusive.

The Department of Education has a comprehensive policy that effectively integrates the principles and implementation of the *INDS*. This is *White Paper 6 on Special*

Needs Education: Building an Inclusive Education and Training System. It is a comprehensive strategy and policy document aimed at transforming the department, and education, throughout South Africa. The *White Paper 6* was gazetted as national policy in 2001.

- The Department established the *National Coordinating Committee for Inclusive Education* in July 2001. The committee includes representation from all provinces, teacher unions, and the *Office on the Status of Disable Persons (OSDP)*.
- The department has established district and institutional level support teams for disability issues.

Systems Development: Mechanisms

- White Paper 6, ensures inclusive education.
- There are guidelines for the implementation of *White Paper 6*.
- The department has created a mechanism for early identification of severe learning difficulties at community level.
- Two pilot projects called *SCOPE* are being conducted to ensure that Full Service Schools adequately include learners with disabilities who require moderate/high levels of support - these are funded by the Government of Finland and DANIDA (Danish International Development Assistance).
- The identification of and response to learning barriers are ensured by the Common Task for Assessment (CTA), the Educator Manual, the General Education and Training Certificate (GETC) and the Further Education and Training Curriculum.
- The framework of Curriculum 2005 includes learners who experience barriers in learning in both curriculum and assessment. "Inclusive Education" questionnaires have been developed and reproduced and samples have been sent to provinces. (Source: The State of Delivery Report: Fifth Year

Special Education as it existed within the disability exclusive *Special Education* model will cease to exist relating to the major theoretical framework, assumptions, practices and tools. Thinking and practices related to *Special Schools, Full-Service Schools, District Support Teams, Further Education and Training, Early Childhood Education, Adult Basic Education and Training, General Education and Training, Higher Education, Curriculum and Assessment* as well as general provision will be influenced by the *White Paper 6 on Special Needs Education*.

Progress has been made and there has been a number of achievements.

- The Launch and Gazetting of *White Paper 6 on Special Needs Education* in July 2001.
- Guidelines have been developed through consultation for the implementation of *White Paper 6*. The Department of Education developed the *Guidelines Document* to assist educators in addressing the learning and assessment needs of learners who experience barriers to learning within the framework of Curriculum 2005.

- The department has also developed guidelines for the *Further Education and Training* phase. These practical guidelines ensure that the procedures and processes for the provision of services to learners who experience barriers to learning, in the *Further Education and Training* band, will be significantly improved. They will assist educators and education managers to translate the guiding principles contained in *White Paper 6* into action.
- Pilot projects of inclusive education have been implemented.
- The transformation of *Special Schools as Resource Centres* is located within a new framework of thinking. Identification of appropriate schools for this purpose has been completed.
- An audit of Special Schools was conducted to prepare them for their new role.
- *Full-Service Schools* will be mainstream schools and will be equipped to address a full range of barriers to learning. Two pilot projects are being conducted - (*SCOPE* funded by the *Government of Finland* and *DANIDA* funded by *Danish International Development Assistance*). The process of identifying 30 primary schools that will become the full service schools has been completed. Thus the policy framework on curriculum and assessment focuses on the full range of diverse learning needs within all bands of the education and training system.
- The department is participating in the development of the *Common Task for Assessment (CTA)*, the development of the *Educator Manual*, assessment and the process of *General Education and Training Certificate (GETC)*, as well as the *Further Education and Training curriculum process*. These initiatives ensure that the transformation to an inclusive education system is successful.
- Samples of questionnaires on *Inclusive Education* have been sent to provinces.
- A national advocacy campaign was conducted to ensure that fundamental changes to the education system and to the way marginalized and excluded learners are understood.
- A *National Co-coordinating Committee for Inclusive Education (NCCIE)* was established in July 2001. This committee includes representation from all provinces, teacher unions and the *Office on the Status of the Disabled Persons (OSDP)*.

The department has a number of future implementation objectives.

- A systematic move away from using segregation according to categories of disabilities as an organising principle for institutions.
- Providing for the education of learners with disabilities on the intensity of support needed to overcome the debilitating impact of those disabilities.
- Placing an emphasis on supporting learners through *Full Service Schools*.

- Directing how the initial facilities will be set up and how the additional resources required would be accessed.
- Introducing strategies and interventions that will assist teachers to cope with a diversity of learning and teaching needs.
- Directing for the *Education Support System* is needed
- Providing clear signals about how current special schools will serve identified disabled learners on site and also serve as a resource to teachers and schools in the area.

It is pointed out in various sections of the *Guidelines Document* that the primary demands of an inclusive system will necessitate a major focus, at least initially, on the training, re-training, and re-orientation of all personnel. Training will be provided at various levels and by various providers and will involve both *in-service training (INSET)* and *pre-service training*.

A significant part of the training will focus on paradigmatic shifts and practices that are consistent with the shift towards inclusive education. A critical dimension of this training would relate to the relationship between education and society. In other words training would attempt to take seriously the pedagogic and social skills and knowledge that are required to participate within mainstream economic and social life.

Finally, training will be conducted in relation to the time-line and focus of the short, medium, and long-term steps of *White Paper 6 on Special Needs Education: Building an Inclusive Education and Training System*.

Provincial budgets, as the source for provincial estimates of expenditure for 2002 indicate, programme expenditure for the five main programmes indicates estimated expenditure in the table below:

Table 7: Programmes as a percentage of provincial education budgets, 2002/03

	Admin	Public schools	Independent schools	Special education	Technical colleges	ABET	Auxiliary and associated services
Eastern Cape	5.0%	78.7%	0.2%	1.8%	1.6%	2.2%	4.8%
Free State	8.6%	81.0%	0.4%	2.5%	2.5%	0.2%	3.1%
Gauteng	7.6%	76.0%	1.5%	5.1%	3.4%	0.0%	2.8%
KZN	1.6%	89.8%	0.2%	2.0%	1.7%	0.5%	3.7%
Mpumalanga	7.3%	86.2%	0.2%	1.8%	1.8%	1.0%	1.1%
NCape	4.8%	81.1%	0.3%	3.2%	2.1%	0.8%	6.7%
NProv	11.9%	82.1%	0.2%	1.2%	1.1%	0.6%	0.0%
NWest	6.1%	82.3%	0.1%	1.6%	1.4%	1.2%	1.0%
WCape	2.2%	76.1%	0.5%	6.4%	2.8%	0.3%	0.0%
Total	6.0%	81.7%	0.4%	2.8%	2.0%	0.8%	1.7%

Education programmes specifically related to children in the age spectrum of 0-17 years are: Early Childhood Development (ECD), special schools and public ordinary schools.

The White Paper on ECD – May 2001 is geared towards ensuring that all children have access to early childhood development. This provision is geared towards children in the age category of 4 years and the education department will make available a subsidy for this purpose. The Grade R programme which is a programme that prepares the child for entrance into formal education, is expected to be implemented and provided for within three levels, mainly:

- Public Primary School
- Community based programmes
- Independent Provision

The estimated expenditure for ECD in terms of the share of the budget is tabled as:

Table 8: Early childhood development³, 2001-02 to 2004-05

R '000	2001/02 estimated actual expenditure	2002/03	2003/04	2004/05	Real change from 2001/02 to 2002/03	Real change from 2002/03 to 2004/05
Free State	9445	9891	10410	10909	-1.67%	0.04%
KZN	35850	30224	31142	32648	-20.84%	-2.02%
NCape	8050	5713	7621	7823	-33.36%	24.20%
NProv	N/A	15249	17702	17753	N/A	5.60%
NWest	128130	125160	127540	131147	-8.28%	-4.96%
WCape	44790	52071	53328	54101	9.16%	-5.76%
Total	226265	238308	247743	254381	-1.11%	-3.18%

Source: Provincial estimates of expenditure 2002

Currently, the department of Education provides for ECD programmes through their ECD conditional Grant. The total contribution to formal ECD centres constitutes 10% of the total cost to manage the centre. The rest of the budget is dependent upon school fees and private sponsors or grants. The *take up rate of children between the ages of 0-7 years vary in accordance with the economic status of the province*. During the year 2000, IDASA indicated that only **16%, of which 4% were children with disabilities, accessed ECD services for this period**.

³ Budget entries for ECD are not standardised across education departments. We strove to only include ECD allocations made from provincial education departments' own budgets, but some of these estimates may well include the ECD conditional grant. Nonetheless, tentative conclusions are possible.

The table below from the October 1999 household survey gives an indication of the opportunities for able-bodied children to access ECD programmesⁱ:

	Children <3 Population	% in ECD	children 3-5 Population	%in ECD	children 5-7 Population	% in ECD
Eastern Cape	405474	4%	339566	13%	372110	14%
Free State	141458	7%	106961	18%	121721	28%
Gauteng	380778	7%	252842	28%	260100	35%
Kwazulu-Natal	532090	4%	429639	12%	450116	24%
Mpumalanga	186492	3%	139934	10%	153093	17%
Northern Cape	53819	2%	36346	15%	38842	26%
Limpopo Province	367637	3%	280434	10%	315799	1% ¹
North West	222316	2%	149970	10%	165447	16%
Western Cape	222314	10%	162274	25%	176828	33%
Total	2512378	5%	1897965	15%	2054056	21%

Source: 1999 October Household Survey Population Statistics and Williams, Samuels et al in Biersteker

The opportunities to formal ECD programmes for children with disabilities differ, in that the take up rate of children with disabilities in these programmes are far less. Children with disabilities are still denied access to mainstream ECD for various reasons.

Where parents of disabled children have initiated ECD programmes, most departments view these as care centres despite the fact that early intervention and stimulation programmes is provided as a basis to increase the child's ability and opportunities to access formal ECD and schooling.

One example of the level of lack of ECD services for children with disabilities is demonstrated within Mpumalanga. Research of 2001 revealed that **80% of children with disabilities in the province are not in any ECD programmeⁱⁱ**. The table below clearly demonstrates the poor uptake of children with disabilities in formal ECDⁱⁱⁱ:

	Total enrolment	% of learners with disabilities in ECD sites
Eastern Cape	2000	1.71
Free State	932	1.4
Gauteng	2280	1.18
Kwazulu-Natal	1803	0.99
Mpumalanga	294	0.62
Northern Cape	195	1.16
Limpopo Province	1163	1.58
North West	781	1.7
Western Cape	2331	1.9
TOTAL	11779	1.36

Source: Williams, Samuels et al in Biersteker (2001)

Opportunities for access to special schools is somewhat better for children with disabilities, again depending in which province the child is residing and the economic status of that province, as well as that of the child's family.

Within the provincial estimated expenditure for 2002 concerning public ordinary schools, the following table indicates the percentage of the provincial education budget as:

Within the stream of special education, a total of 280 000 learners with special needs are currently unaccounted for^{iv}. The table below indicates the total provincial education budget expenditure for learners that are currently accessing services in special schools.

Table 11: Special education schools, 2001-02 to 2004-05

R'000	2001/02 estimated actual expenditure	2002/03	2003/04	2004/05	Real change 2001/02- 2002/03	Real change 2002/03- 2004/05
Eastern Cape	11257	154225	157842	165258	1186.4%	-2.8%
Free State	80366	87745	94184	100809	2.5%	4.2%
Gauteng	394341	400712	418517	437173	-4.6%	-1.0%
KZN	190904	197431	208475	219149	-2.9%	0.7%
Mpumalanga	60809	64457	68324	72423	-0.5%	1.9%
NCape	31263	36626	38842	40621	10.0%	0.6%
NProv	90863	90992	94669	112094	-6.0%	11.7%
NWest	65956	68048	68853	69300	-3.1%	-7.6%
WCape	282976	302694	317814	334340	0.4%	0.2%
Total	1208735	1402930	1467520	1551167	9.0%	0.3%

Source: Provincial estimates of expenditure 2002

For the period 2002/3 MTEF a percentage of 81.7% of the total provincial education budget was estimated as expenditure for public ordinary schools. In relation to special education for the same period, *the provincial education budget expenditure was estimated at 2.8% of the total provincial education budget*. This discrepancy could be attributed to various reasons, including the fact that many children with disabilities do not have access to basic education as is stated above.

The department has however put in place strategic and programmatic interventions aimed at facilitating the integration of learners with special education needs into mainstream schools. The following interventions as reported within the 2000-research project of Research Dynamics South Africa as commissioned by the OSDP in 2000 states:

- Inclusive Education Strategy, which will be comprehensive in nature to respond effectively to the needs of the special, needs learner and educator.
- National conduct of examinations strategy, which will aim to provide guidelines and procedures on the management of examinations for learners with various types of disabilities.

- Advocacy Campaign, aimed at creating more public awareness about inclusive education.
- Sign language development as part of an adapted curriculum for deaf learners.
- In-service training for Educators as part of support to educators in the implementation of inclusive education.

Whilst the programme implementation is in progress, the situation for children with disabilities remains daunting in terms of educational development.

2.

DEPARTMENT OF HEALTH

Department of Health Programs

1. Assistive Device Project

This is a project whereby the Department assists provinces in reducing the backlog of assistive devices. The purchase of assistive devices was based on requirements supplied by the provinces and includes, but not limited to, wheelchairs and hearing aids. Funds allocated for this project amounts to R277 000.

In support of the Integrated National Disability Strategy, the department carried out a wheelchair survey and the primary objectives of the survey were to:

- Determine the life span of the different available wheelchairs products for urban and rural settings.
- Identify the common mechanical strengths and weakness of wheelchairs for different terrains.
- Determine the extent and nature of usage of wheelchairs, and user benefits, for rural and urban settings.
- Evaluate the need for a special wheelchair design for rural areas.

Wheelchair user data sources

The source of user data was from the interviews with wheelchair users in both urban and rural areas. For this reason the Limpopo Province and Gauteng province was chosen, as the Limpopo Province represented mainly rural conditions, and Gauteng mainly urban conditions. Both provinces were divided into regions (health districts) and user inputs were obtained from all the regions.

Analysis Methodology

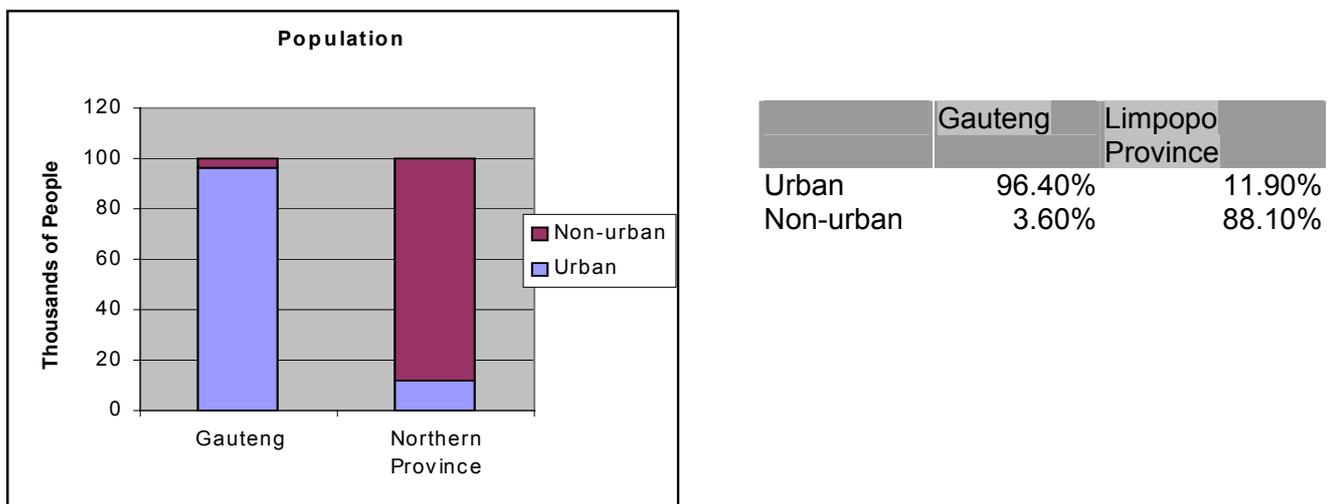
All the obtained data of the wheelchair products, suppliers, and users was accumulated in a database, in order to allow ease of storage and access to data for analysis. The steps taken during the analysis process are described individually at the stated results. The typical steps in the analysis approach may be expressed as follows:

- Identify the major parameters driving the result in the output and a suitable representation of the output.
- Access the parameter data of all the relevant questions from the questionnaire and product data that are related to the output.
- Determine the dependence of the aforementioned data sets to other factors, such as bias of different interviewers, demographically characteristics of the sample relative to the population, different sizes of samples, etc.
- Edit and code the raw data in order to eliminate erroneous and biased data

- Choose suitable descriptive methods for representing the data in graphical or table format.
- Implement probability theory tools for data evaluation and comparison purposes, such as normalisation and/or weighting of data.
- Perform statistical inference qualitatively, or quantitatively where possible, in order to answer questions and reach conclusions.
- Establish other possible parameters that may be used to support the findings in the output.
- Repeat the analysis of the aforementioned and compare to the previous findings.
- Investigate and identify reasons for differences, and improve the analysis criteria, if necessary.

In order to compare the wheelchair hardware aspects for both rural and urban settings, the survey data is compared between two samples: one for the Limpopo Province (Limpopo) and one for the Gauteng Province.

Figure 1



Source: Wheelchair Survey – User Report – National Department of Health

Figure 1 shows the ratios of people that are living under rural conditions and under urban conditions, respectively for the Limpopo Province and Gauteng Province. 96% of the people in Gauteng live under urban conditions, and 88% of the people live under rural conditions in the Limpopo Province (Limpopo).

From the assumption that the aforementioned rural/urban distribution also applies to physically disabled persons in the two provinces, wheelchair users in Gauteng is treated as urban users, and users in the Limpopo Province as rural wheelchair users.

User Profile Assessment

This section discusses the findings from the survey, related to the following aspects of the wheelchair users:

- Demographically information of the users, in terms of gender, education, employment and period in a wheelchair.
- Abilities of the wheelchair users in terms of general health, disability and physical capabilities.
- Financial status of the wheelchair users.
- User needs, in terms of mobility requirements.

Where possible, the results for urban and rural conditions are compared in order to establish the differences in requirements from wheelchairs between the two categories.

Demographics of the sample

Figure 2 shows the ratio between the male and female people interviewed. The total number of male respondents in Gauteng and Limpopo Province is larger than the number of females for the two provinces. This may be attributed to physically disabled males that were more available for interviews than females, or possibly that fewer physically disabled women have access to wheelchairs in these regions.

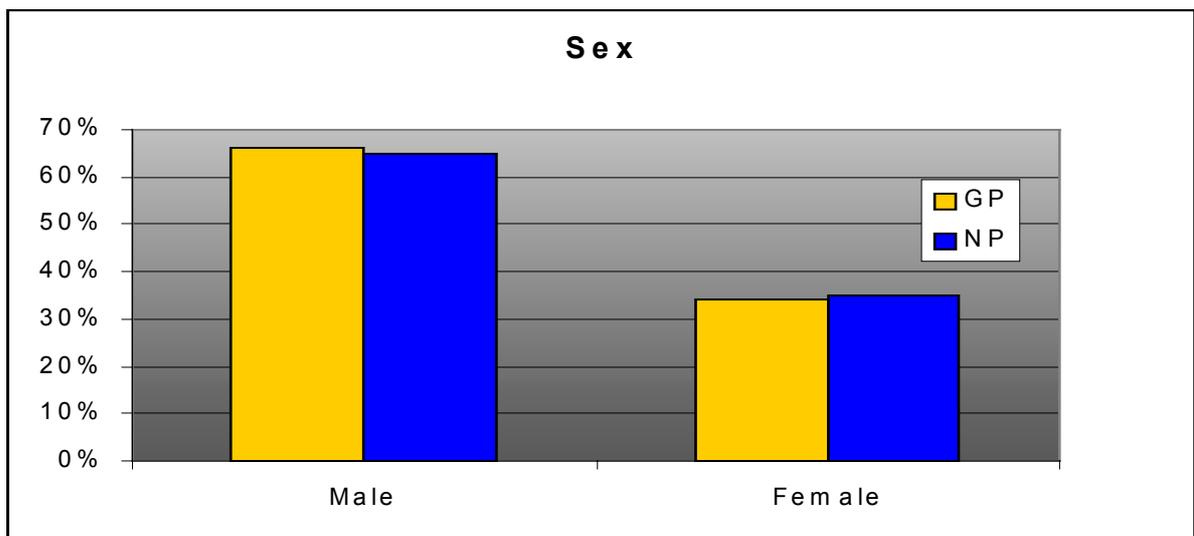
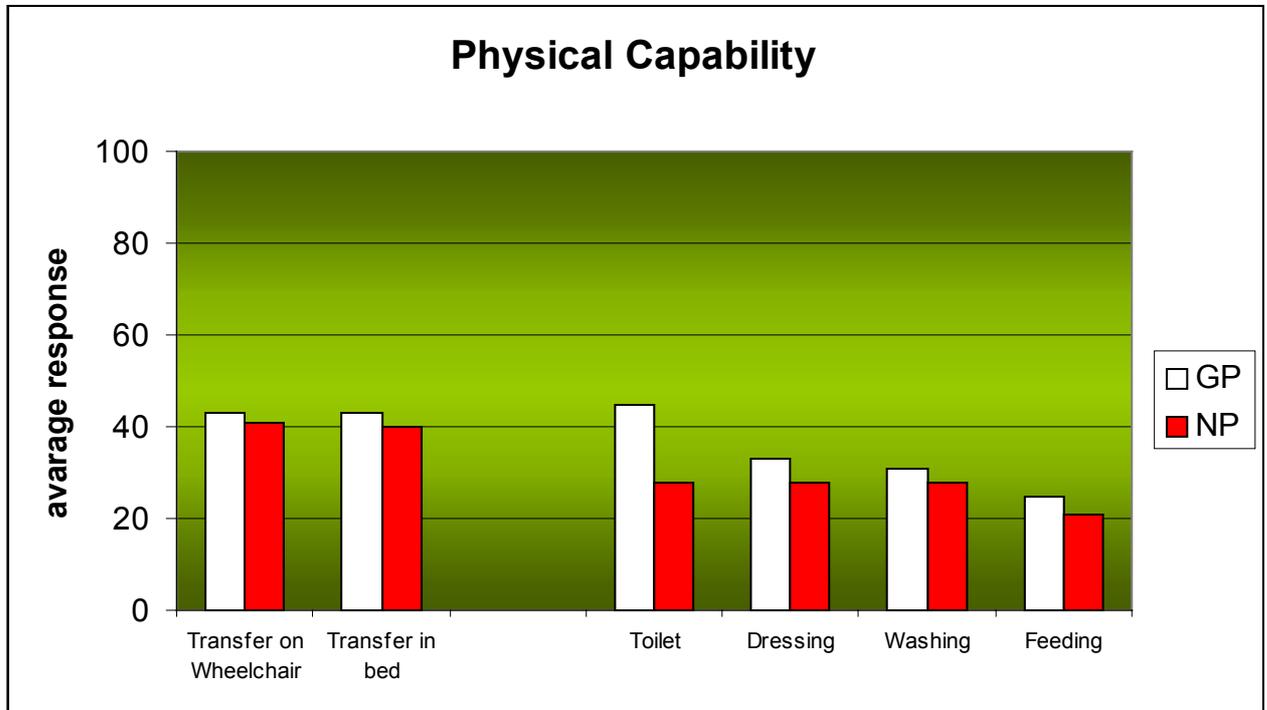


Figure 2

Source: Wheelchair Survey – User Report – National Department of Health

Physical Capability

Figure 3



Source: Wheelchair Survey – User Report – National Department of Health

Figure 3 shows the degree of ease with which the users are able to transfer from and to their wheelchairs and beds. It also shows their ability to use the toilet, dress, wash and feed themselves. The ordinal responses from the questionnaire were linearly ranked and averaged for the respective provinces. In Gauteng all the actions are perceived to be completed with slightly more difficulty in comparison to those in Limpopo Province.

User Needs

The importance of the wheelchair factors for users, were evaluated from the questionnaires by ranking the ordinal data linearly and averaging the results for two provinces, for each individual factor.

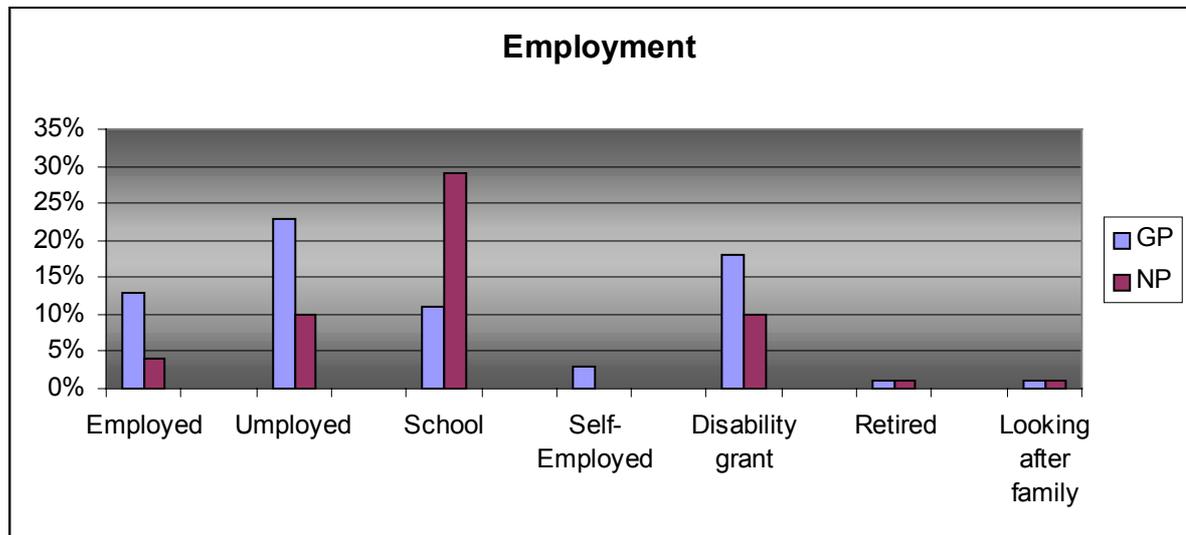
The results that were obtained for necessity, may be evaluated as follows:

- Both users from the Limpopo Province and Gauteng prefer thick wheels and casters over thin wheels and casters. The size of the difference in preference is however greatly less for the Limpopo Province. This is significant, as thicker wheels are thought to be more suitable for rough terrain.
- Users in the Limpopo Province indicated a much greater requirement for puncture proof wheels than the Gauteng users. As affordable puncture proof, or solid

wheels, is normally thin wheels, this may have an influence on the aforementioned smaller preference of thick wheels in the Limpopo Province.

Financial Status

Figure 4: Employment



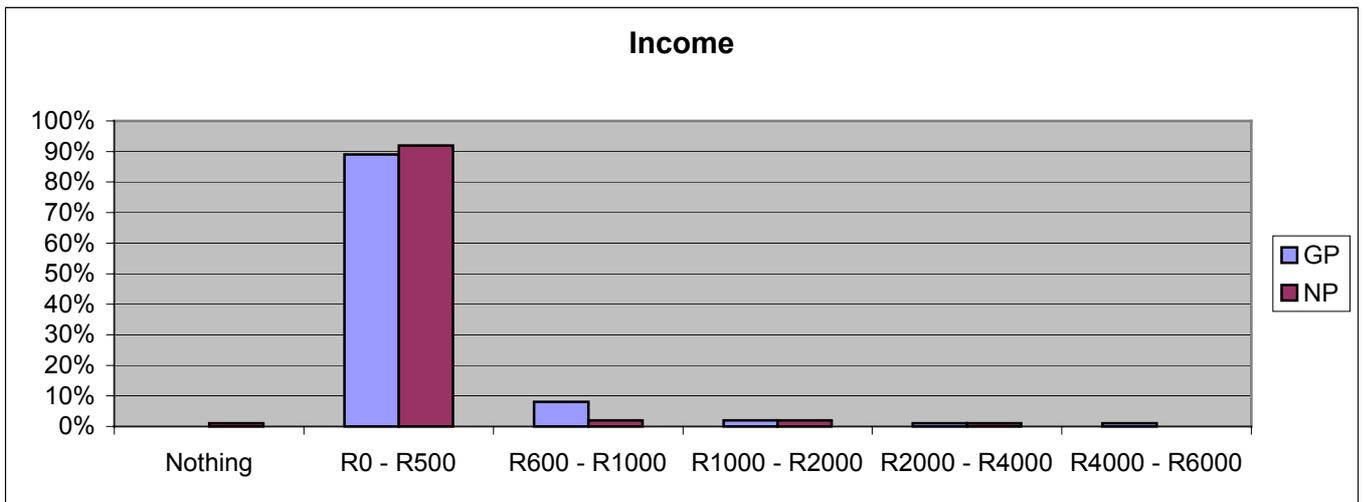
Source: Wheelchair Survey – User Report – National Department of Health

The graph shows the employment status of the users. In Gauteng, 16% of the users indicated that they are either employed or self employed. The percentage of users in the Limpopo Province is substantially lower, at 4%. A contributing factor, is the large percentage of wheelchair users that are attending school in the Limpopo Province. The percentage of users that indicated the benefit of a disability grant is also substantially higher for Gauteng, than the Limpopo Province.

Income

Figure 5 shows the typical wheelchair user income per month. More than 85% of the people in both provinces have an income between R0 and R500 per month. The income of the people in Gauteng and Limpopo Province do not differ very much, but a slight shift to higher income exists in Gauteng due to the higher rate of employed wheelchair user employment in that province. The percentages of the users that have a higher income than R500, decreases rapidly.

Figure 5: Income

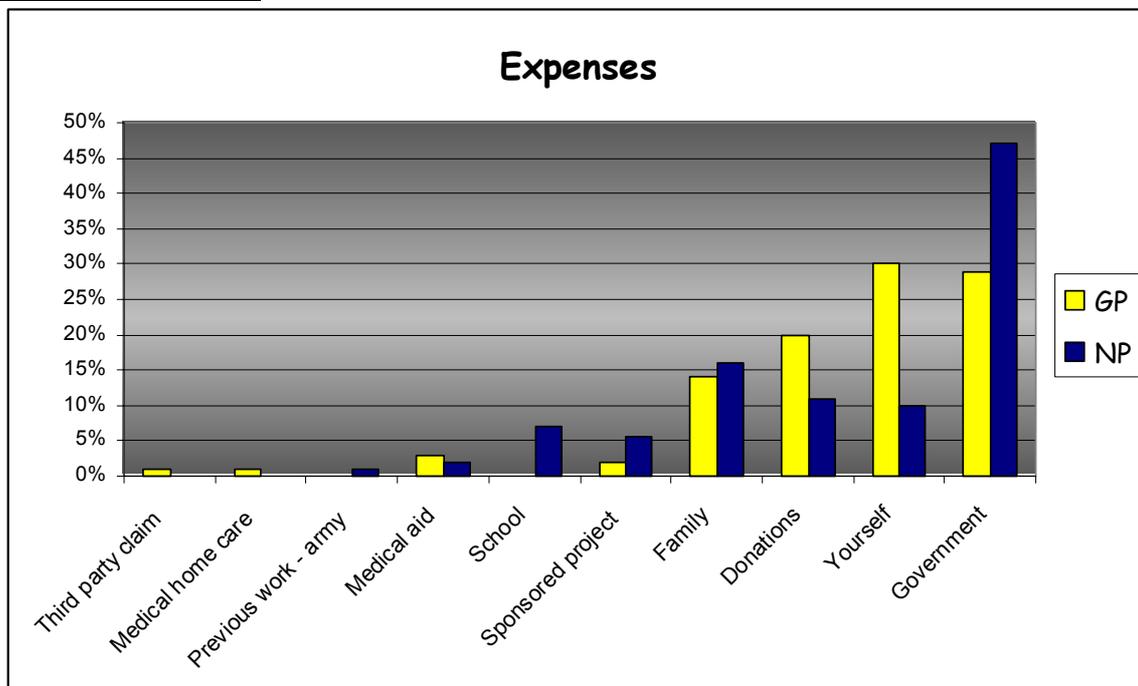


Source: Wheelchair Survey – User Report – National Department of Health

Wheelchair Expenses

The ten common ways of payment for wheelchairs and maintenance is shown in figure 6. the government plays a prominent role in the procurement and maintenance of the wheelchairs in Gauteng and Limpopo Province (Limpopo). Gauteng users tend to be more self reliant in dealing with wheelchair expenses.

Figure 6: Expenses



Source: Wheelchair Survey – User Report – National Department of Health

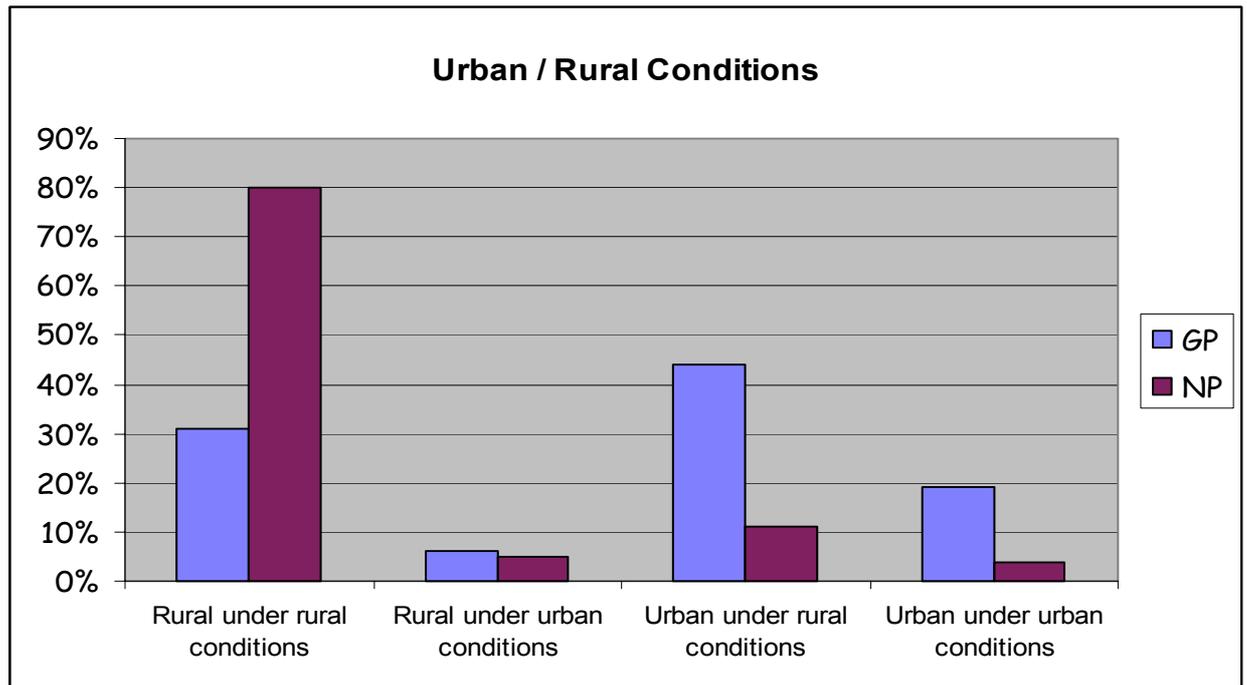
Wheelchair Usage

This section shows the results that were obtained, for the usage of wheelchairs in the Gauteng and Limpopo Provinces. As the extent of usage and level of utilisation depends greatly on the environment of the user, this shall be covered first.

Usage Environment

The usage environments are evaluated by comparing the surfaces, terrains, and barriers that users experience in the rural and urban areas.

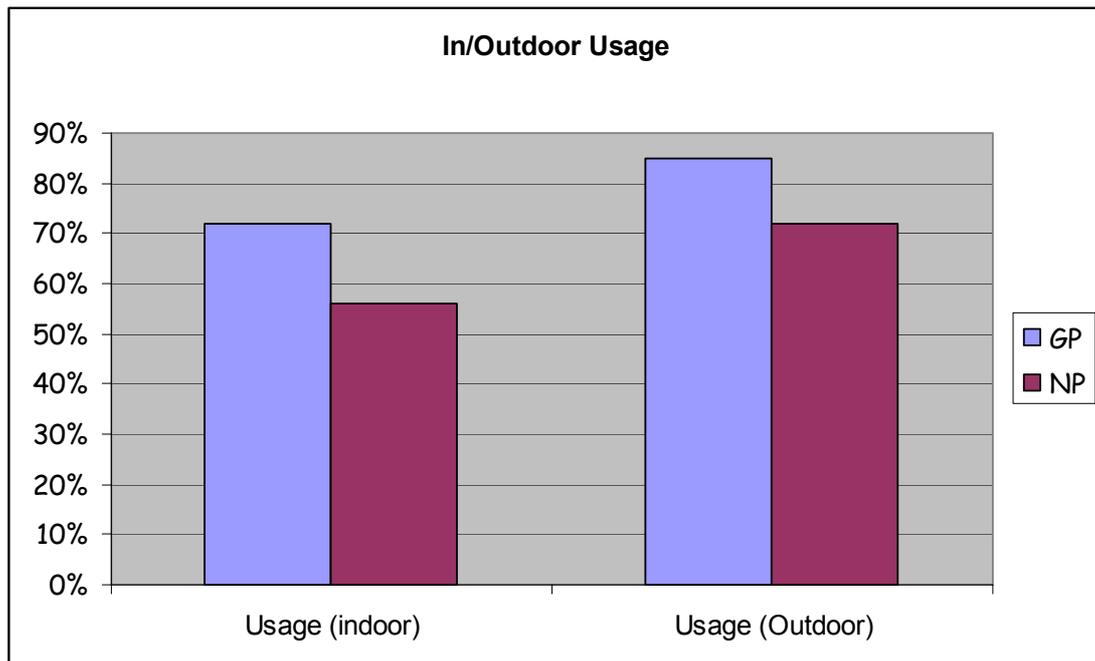
Figure 7: Urban/Rural Conditions



Source: Wheelchair Survey – User Report – National Department of Health

Figure 7 provides a comparison of the ratios of respondents that experience either urban or rural conditions in a rural area, or in an urban area, respectively. 85% of the respondents from the Limpopo Province indicated that they experience rural conditions in both urban and rural areas in the province. 63% of respondents from the Gauteng Province indicated that they indicated that they experience urban conditions in both urban and rural areas in the province.

Figure 8: In / Outdoor Usage

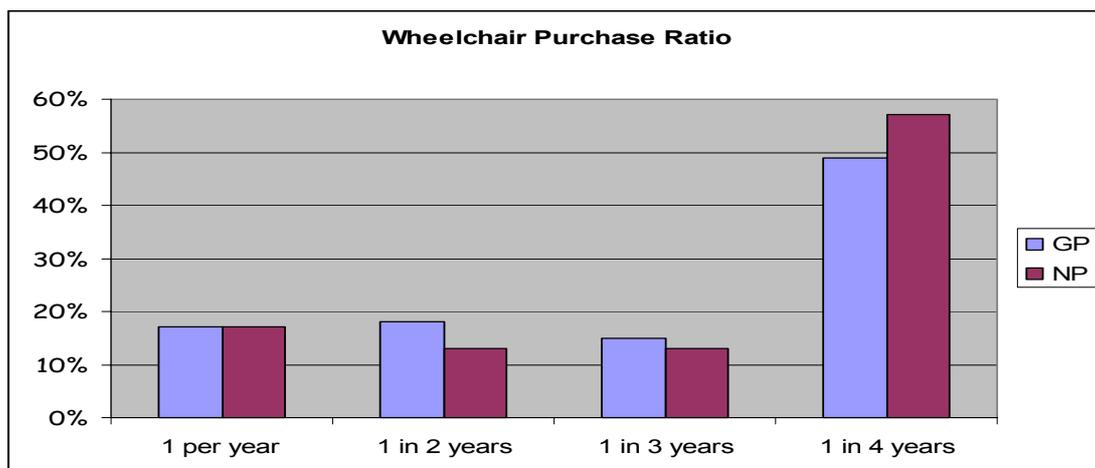


Source: Wheelchair Survey – User Report – National Department of Health

In the two separate questions, users responded as shown in figure 8, on where they mostly use wheelchairs (indoors and/or outdoors). In both provinces, wheelchairs are used both indoors and outdoors.

The ratio indoor versus outdoor usage for Gauteng is 1:1.2, and for the Limpopo Province it is 1:1.3. This indicates that rural users (Limpopo Province) tend to be more exposed to outdoor conditions than for urban users.

Figure 9: Wheelchair Purchase Ratio



Source: Wheelchair Survey – User Report – National Department of Health

The graph above shows an average of the frequency of wheelchair procurements. Overall, wheelchairs are replaced less often in the Limpopo Province. The average

life expectancy of a wheelchair in the Limpopo Province was found to be approximately 20% longer than for the Gauteng Province (refer to wheelchair life in the Hardware Report).

2. Functional Sign Language Course

This is a project that aims to improve the access to health care facilities for the deaf by training primary health care workers in functional sign language. This project has been running since 1998 and thus far 93 primary health care workers have been trained in functional sign language. For 2002, permission was obtained to train a further 30 primary health care workers and R17 000 was allocated to that project.

3. Workshop on the Health Needs of Youth with Disabilities.

The Department identified youth with disabilities as an important and often overlooked segment of the disability sector. In order to establish the health needs of youth with disabilities it was decided to convene a workshop. The workshop was attended by youth with disabilities and government officials from the department of Health, Education, Labour and Social Development. The youth participants were members of DICAG, DYSA, SAYBO, NCPPDSA, DEAFSA, and South African Mental Health Federation. Also present were representatives from the provincial Departments of Health, Human Rights Commission, and the Youth Commission. Funding for this workshop totalled R69 179,00.

4. Recommended Minimum Criteria: To improve access to Health Care Facilities for Disabled People

The department realises that accessibility involves more than the removal of physical barriers and that the greatest obstacles faced by disabled people are often linked to attitude. While acknowledging the above the department felt it is of utmost importance that health care facilities should be accessible to the wider community of people with disabilities. This is why this document was developed. R14 000 was allocated to this document.

5. Accessibility Project

This is an ongoing project where provinces are encouraged to assess their health care facilities according to an agreement on assessment tool. Based on their scores these facilities are then rewarded with a certificate at a ceremony attended by the senior management of the department.

6. Development of Norms and Standards.

The rationale behind this project is to support the development of rehabilitation services to improve and make them more accessible. Secondly it is meant to compliment the Primary Health Care Package and the norms contained therein.

7. Eye care project

The main focus is the prevention of blindness. This is being run in conjunction with the Bureau for the Prevention of Blindness. Both financial and organisational support is being offered. In terms of financial support the directorate transferred an amount of R400 000 to the Bureau. The Directorate has also facilitated the placement of Tunisian ophthalmic surgeons at various hospitals in the country resulting in the cataract programs of the provinces being augmented considerably.

The Directorate has also produced the following booklets:

i. Prevention of Disability – Booklet One

This booklet introduces the concept of disability prevention and also serves as a basis/foundation for future topics.

The Three Levels of Disability Prevention

There are essentially three levels of disability prevention, namely **primary** prevention, **secondary** prevention and **tertiary** prevention.

- a **Primarily Prevention** consists of measures to prevent diseases, injuries, or conditions that can result in impairment or disability/activity limitation. Such measures include health education, immunisation, maternal and child health services, and safety promotion. Together they comprise a major component of primary health care.

This is also the level where communities and individuals can play a major role. The success of immunisation campaigns for instance, depends largely on the cooperation of communities. The same applies to making use of maternal and child health services, which depends on the compliance of service users. It is everyone's duty to ensure that people around us also comply with immunisation requirements and antenatal clinics.

In this level it is important to also address primordial prevention, which is the avoidance of the emergence and establishment of social, economic and cultural patterns of living that are known to contribute to an elevated risk of disease. In some developing countries, coronary heart disease is becoming increasingly common, particularly in urban populations, which have already acquired high-risk behaviours.

- b **Secondary prevention** consists of early intervention in the treatment of diseases, injuries, or conditions to prevent the development of disability/activity limitation. Treatment of diseases (such as tuberculosis and diabetes) and injuries (such as burns or fractures) may prevent the occurrence of disability/activity limitation.
- c **Tertiary prevention** includes all measures to limit or reduce impairments or disabilities. It includes, for example, surgery to correct joint deformities and the provision of glasses for visual impairments or hearing aids for hearing impairments. In many instances, the treatment will reduce the impairment, as in

the surgical correction of deformities. It may also reduce or even get rid of the disabilities that can result from impairments.

Tertiary prevention also includes the treatment of disabilities or *rehabilitation*. Rehabilitation is the process whereby disability is minimised or eliminated. The rehabilitation process may include training in self-care, communication, or mobility. It may also include training to develop work skills.

The success of any disability prevention strategy depends largely on the involvement of communities, but more importantly the involvement of individuals.

ii. **Prevention of Disability due to Spinal Cord Injury – Booklet 2**

The booklet discusses what spinal cord injury is, its causes as well as prevention measures. The focus is on what a person can do at an individual level.

iii. **Prevention of Disability due to Stroke – Booklet 3**

The booklet discusses what stroke is, its causes as well as prevention measures. The focus is on what a person can do at an individual level.

8. HIV / AIDS

Over the past two years the Department of Health has distributed 20 000 audiotapes with HIV / AIDS messages for use by the blind and visually impaired persons. These audiotapes have reached all corners of the country, including remote rural areas of Limpopo and KwaZulu Natal.

There are other Directorates within the Department that also play a role in terms of providing programs that will support the inclusion of disability issues in the main stream of the departmental line function. Amongst these directorates are:

- Directorate Mental Health and Substance Abuse
- Directorate Child and Youth Health
- Directorate Women's Health and Genetics

Since the development of the White Paper for the Transformation of Health Services in South Africa 1997 and the National Rehabilitation Policy 2000, a shift in the provision of health services towards persons with disabilities has occurred at policy level. At programme level, the department according to the research outcomes of Research Dynamics South Africa in 2000 has integrated disability within all the department programmes. Some of these programmes that have specific bearing on persons with disabilities include:

- ◆ Provision of assistive devices to people with disabilities
- ◆ Accessibility of Health Facilities programme
- ◆ Re-orientation of rehabilitation professionals to primary health care
- ◆ Sign language development

◆ Immunization campaign.

A Disability Policy is being developed by the department's *Employment Equity Section*. This document is currently in draft form and is intended to address issues of recruitment, retention, reasonable accommodation, and integration of disability into departmental policies. The policy is currently being circulated internally amongst all stakeholders for comment.

With regard to other policy developments that reflect a commitment to children in general, the Budget Information Services (BIS) at IDASA in their 2000 report on Child Poverty and the Budget, pointed out the following programmes:

- The Free Health Care Policy to all pregnant women and children under 6 years.
- The Integrated Management of Childhood Illnesses Programme for children under 6 years.
- The expanded Programme for Immunisation
- The Integrated Nutrition Programme targeted at children in school
- Draft Vitamin A supplementation Policy targeted at young children.

The National Department of Health is responsible for determining policy guidelines and legislation as well as monitoring implementation and the evaluation of the policy impact. A total of 19% of the national budget is allocated to Health.

Within the horizontal division of revenue, which determines the allocation per province, the number of people within a province without medical aid (weighted four times higher than) against the province's population share determines the size of the budget.

From this allocation, provinces determine the allocation to health services at provincial level. However, BIS also noted that Child specific data on health spending is not available from government, as special weighting to children, the elderly and women are not done. The following table for Provincial Health Expenditure per person without access to medical aid in the year 2000/01 clearly demonstrates this^v:

Gauteng	R915
Western Cape	R738
Free State	R663
Kwazulu-Natal	R618
Northern Cape	R543
Eastern Cape	R509
North West	R492
Limpopo Province	R470
Mpumalanga	R432

The health care programmes dedicated to persons with disabilities are not clearly defined within National Health Policies and provincial programmes. The decrease in non-personnel expenditure for the period 1994 to 1999 by 83% has impacted negatively on services targeted at disabled persons. Persons with disabilities cannot

afford private health care and in most instances the Care Dependency/Disability Grant are used for the survival of entire households.

Whilst there is a national rehabilitation policy in place, services are currently still centralised at specialist hospital level. The policy does not speak to the rehabilitation needs of children with disabilities. The Primary Health Care Services is virtually non-existent for disabled persons as they are not catered for at district level. Within the rural communities, lack of accessible transport and access to transport services in general makes it difficult for disabled persons to access basic health services.

Most persons with disabilities do not have the necessary assistive devices as they are either not available, inappropriate or not affordable. The dependency on the health system, and the poor level of service to persons with disabilities and more specifically children with disabilities, creates the environment for the development of secondary disabilities, which increases the economic liabilities of the state.

To be eligible for free assistive devices, disabled children, and adults need to receive a Care Dependency Grant or Disability Grant, and the total family income is means tested as well. Should parents receive an income above the stipulated means tested total, then they have to contribute 50% of the total cost towards the expenses of the assistive device^{vi}.

Health spending on Nutrition through the Integrated Nutrition Programme (INP) aimed at ensuring that all South African enjoy the right to sound nutrition has been considerably poor during the period 1998/99 and 1999/2000. The total amount budgeted for expenditure of the INP in 2001/2002 periods was R21 million less than what was budgeted in 1999 according to BIS. The following table for the period 1994 to 1999 of the beneficiaries of the Primary school nutrition programme clearly reflects the decline of beneficiaries^{vii}:

Financial Year	Number of Schools		Number of learners	
	Targeted	Reached	Targeted	Reached
1994/95	15 911	13 167	6 293 626	5 628 320
1995/96	20 110	15 894	6 877 175	5 567 644
1996/97	17 025	13 061	6 075 356	4 880 266
1997/98	17 954	14 549	6 024 773	5 021 575
1998/99	17 500	15 776	5 574 305	4 830 098

Source: Provincial departments of health, cited in Kloka, 2000

These figures do not indicate whether children with disabilities have benefited from the Integrated Nutrition Programme. **More importantly is the fact that the programme in itself does not cover children with disabilities, as they are not within the formal schooling system. Informal community based care facilities for children with disabilities, do not receive or participate within the Nutrition Programme.**

Children with disabilities are excluded from Poverty Alleviation Programmes on the assumption that all children with disabilities receive a Care Dependency Grant, and therefore cannot receive social security assistance grants twice and this exclusion has dire impact

Learners within the special education stream have previously been allocated with a separate food budget

over and above the overall budget allocation of the special school. Since 2000, the budget for food has been revoked and the overall school budget has been marginally increased to accommodate the feeding of special needs learners within the system.

This means that only learners who are boarders at the school are provided with food, whilst those who are day scholars no longer receive a meal during school lunch breaks^{viii}. This means that the problems relating to stunting and wasting in children under five, and in particular in children with disabilities are prevalent, as they are vulnerable beyond the age of five.

One of the most important aspects in terms of early intervention of children with disabilities is ensuring appropriate health care services, if the incidence and severity of childhood disability and developmental delay is to be reduced. Some of the elements to be considered within the provisioning of appropriate health services at district level aimed at persons with disabilities could include^{ix}:

- Home-based care and support using community rehabilitation workers;
- Community based support groups;
- Clinic-based developmental screening;
- Population-based screening for visual and auditory deficits;
- Improvements of emergency obstetrical services at health facilities in the district;
- Improvement of transport services and referral systems for pregnant women in labour;
- Development of special pre-school and primary school programmes for children with disability or developmental delay;
- Improved access to social security benefits to families with disabled persons;
- Community-based education programmes to increase public awareness of the difficulties encountered by persons with disabilities and their families in the district.

The National Department of Health is the custodian of health care in that it is tasked with the regulation, provision, and standardisation of healthcare in the country. It is responsible for providing healthcare to the majority of the South African population, which includes the poorest of the poor and the most rural sections of the population.

The delivery of services is the responsibility of the provincial health departments and local government. The national department, in the main, plays a facilitating and enabling role through the development of policies and legislation, the design of national programmes of intervention and the setting of national norms.

This confronts the Department of Health with a unique challenge when it comes to integrating disability issues into its line function. This division of roles and competencies brings about a situation where the National Department cannot be too prescriptive when dealing with the Provincial departments with regards to the integration of disability issues in its line function but can only set down national norms and standards that the provinces need to adhere to.

Human Resource Policies

The Department has an Employment Equity section housed outside of the human resource section that has been tasked with developing a Disability Policy. The document is still in draft form.

The Department also has a disability forum that is composed of all the disabled employees of the department. The forum is used to discuss issues that directly affect these employees. Presently the department has 16 members of staff that belong to the forum and they represent a wide variety of disabilities. Participation in this forum is voluntary and open to all disabled employees. Significantly one of the members of the forum is an employee in the Employment Equity and is at the level of Deputy-Director.

There is not a single member of this forum that is employed at a level higher than that of Deputy-Director, which is a level-12 post. This will be addressed in the department's disability strategy in terms of recruiting candidates qualified and skilled enough to be employed at a higher level, or empowering present employees to be able to be promoted into those posts.

In terms of reasonable accommodation the blind employees have been provided with the technological aids needed to make them as productive as possible. The issue of improving sign language interpreters for the deaf employees is being addressed in the departmental disability policy. Steps have been taken to address this situation by organising for the employees of the department to undergo sensitisation programs. This has been successful previously but due to the turnover of staff it is an area that should receive on going attention. The Directorate Chronic Diseases, Disabilities and Geriatrics is in the process of negotiating with the appropriate service providers to facilitate this process.

3.

DEPARTMENT OF SOCIAL DEVELOPMENT

3.1 Brief Introduction

The core functions of the Department

The Mission of the Department is to enable the vulnerable and the excluded within South African society to secure a better life for themselves, in partnership with them and with all those who are committed to building a caring society.

The **core function** of the Department is to support the Minister of Social Development in the execution of his political responsibilities.

Priority areas of the Department

- Social Security
- HIV/AIDS
- Poverty eradication and integrated development
- Social integration
- Sector reform
- Transformation of the Department

The Provincial Departments of Social Development and Non-Governmental Organisations deliver many of the social development services. Some of the direct services provided by the National Department include:

- Payment of relief to victims of declared disasters
- Registration of Non-profit Organisations
- Payment of subsidies to National Councils
- Poverty relief projects
- Home-Based/Community - Based HIV/AIDS projects
- National Call Centre for social grant enquiries.

INDS Recommendations and Guidelines, Targets for the Department of Social Development

The INDS has set the following objectives for **social welfare and community development**

- To develop social welfare services that aim to integrate people with disabilities within all activities in their communities;
- Develop social welfare services which recognize the differing specific needs of people with disabilities as one component of range of disability-related services;
- Facilitate the reorientation and training of social welfare workers.

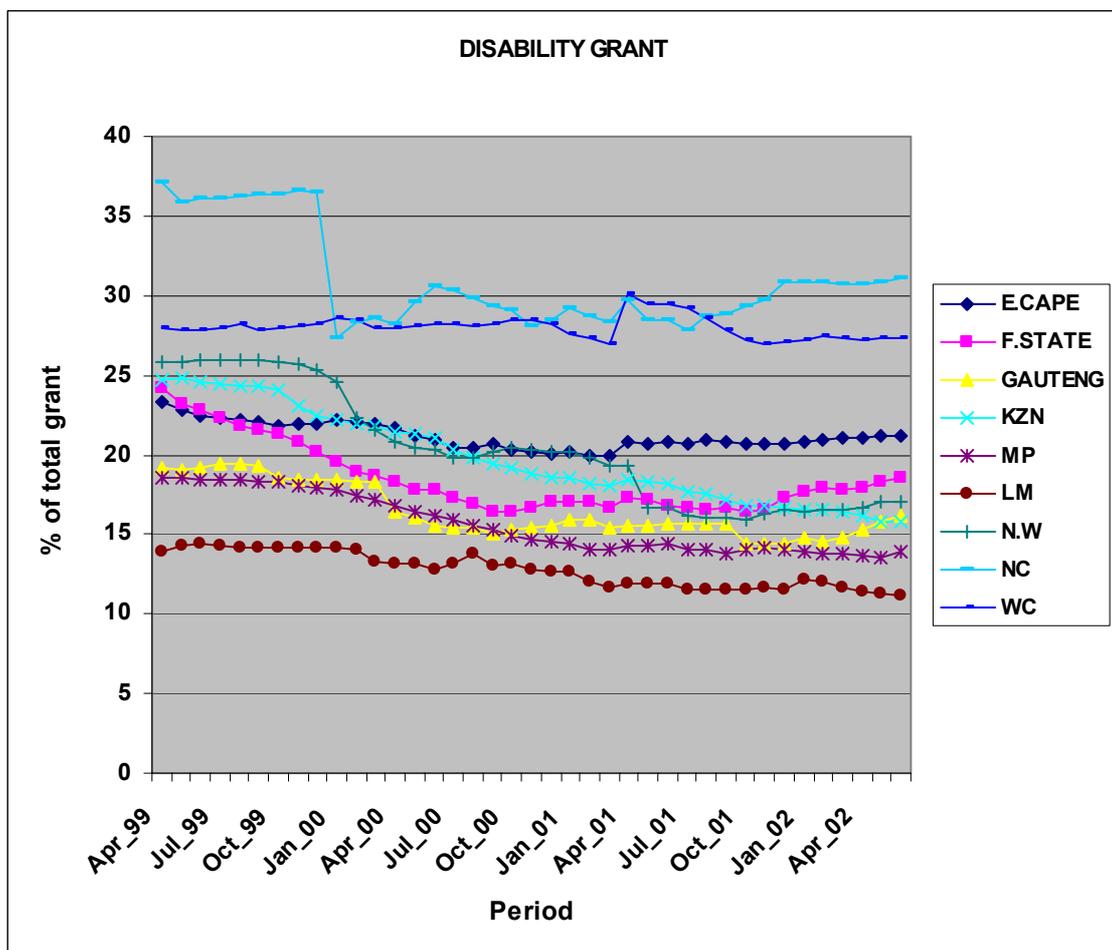
For **Social Security** the following objectives have been set:

- To provide for a co-ordinated and equitable system of social security to meet basic needs and develop capacity for independent living, self-sufficiency and integration of people with disabilities into the mainstream of society.

- To increase the supply of accessible information to consumers on how to access benefits, criteria for qualification and the availability of mechanisms to assist with problems which may arise.

The Social Assistance Act is in the process of being redrafted. The amendments to the Regulations of the Social Assistance Act No.59 of 1992 were implemented in 1 December 2001 and make provision for the establishment of assessment panels to evaluate information and determine eligibility for disability and care dependency grants. Some components of these Regulations are underdeveloped, for example, there is no assessment tool.

Figure 10: Distribution of Disability Grants by Province

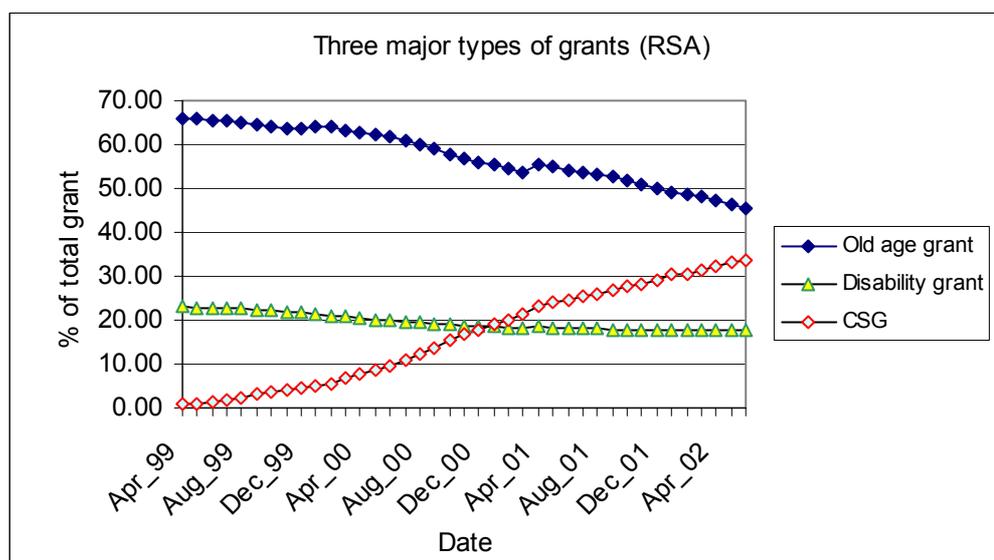


The department has achieved the following targets in terms of access to disability grants (between April 1999 and June 2002):

The table above shows disability grants as a percentage of allocated grants in each province. Declining disability grants percentages were encountered in all provinces except Western Cape. The lowest percentages were in the Limpopo, Mpumalanga and Gauteng.

Double click on the graph below to review all the statistical data per province and national totals.

Figure 11: Relationship between the Three Major Types of Grants



The above table indicates that in real terms, both the old age and disability grants declined between the period April 1999 and April 2002. On the other hand, the Child Support Grant increased substantially by more than 30%.

Status of the Departmental Disability Policy

The Department of Social Development has neither a comprehensive disability policy nor standalone strategy on disability.

There is a draft on Minimum Standards for service delivery to persons with disabilities. This draft was a product of consultation between the Department, Office on the Status of Disabled Persons (OSDP), the disability sector, and the provincial Departments of Social Development.

The Department has a policy on employment of people with disabilities.

Status of Project Plans to incrementally achieve INDS recommendations and policy objectives. Status of strategy to implement policy⁴

⁴ Report For Office On The Status Of Disabled Persons In The Presidency (OSDP)

In its report for the year 2002, the Department of Social Development stated the following:

“There has never been any project plans available. The minimum standards were an attempt to partly meet INDS recommendations. The official of the Department also formed part of the following Clusters established to implement recommendations of INDS:

- Community and economic development;
- Health;
- Transformation of Protective Workshops;
- The management of the Thabo Mbeki Development Trust.

The building of the Department is not accessible to people with disabilities. The Department of Transport does not fund Non Governmental Organizations (NGOs) for transporting people with disabilities. Information dissemination has not been made accessible to people with disabilities.

Assistive devices are made available to recipients of grants. Provincial Departments of Social Development fund some NGOs for assistive devices. There is an urgent need for different role players such as, Department of Education, Labour, etc to prioritize assistive devices for school going children, workers, etc. The importance of a comprehensive holistic service cannot be overemphasized.”

The current activities of the Directorate: Disability and Retirement Benefits, which are disability specific, include the following:

1. Developing a uniform Assessment Tool for use to determine the eligibility of people with disabilities for disability and care dependency grants.
2. Developing a training manual on the Assessment Tool.
3. Assisting the Directorate: Monitoring and Evaluation on the evaluation of Assessment Panels. Panels are used in rural and remote areas where medical doctors are not available to determine eligibility of grants for people with disabilities.
4. Drafting a discussion document on needs of people with disabilities.
5. Assist with the redrafting of the Social Assistance Act, once the process is initiated.

Staff Development in relation to Disability

Ms Gopal (Assistant Director: Disability Benefits) attended training on the INDS. The Masters in Public Health (Disability Management) offered by the University of Pretoria has been marketed in the Department.

Systems Development in relation to disability

A Departmental Committee on Disability comprising of nine provincial co-ordinators was established by the Deputy Director (programmes) and functioned until April 2002. This Committee had the following aims: -

- Providing a discussion forum on disability policy matters
- Information sharing and addressing problems experienced

Public education and awareness-raising

The following pamphlets were printed and distributed from Social Security:

- Customer Charter;
- You and your grants;
- Protocol on Assessment Panels.

Social Welfare and Community Development: Subsidization of persons with disabilities' organizations

The Department drafted a Financing policy for financing organizations that include persons with disabilities' organizations. Its implementation was stopped because it was considered to be complex for grassroots organizations.

The Department is funding five national councils that include the Deaf Federation of South Africa.

An amount of R20m for the Thabo Mbeki Trust was made available during 1998/1999 in order to kickstart disability programmes. Due to lack of funding (from lottery), the long-term sustainability of these programmes has been compromised.

Social Welfare and community development: Residential facilities

Residential facilities are subsidized at provincial level. There is a zero draft on Minimum Standards for service delivery to persons with disabilities.

Social Security: Benefits

- a. The Department will develop and pilot an assessment tool by September 2003. The Department has prioritized the establishment of a fraud unit to fight corruption.
- b. There is provision for an appeal process for applicants whose applications have been rejected.
- c. There are minimum norms and standards that are being phased in for payment of social benefits to persons with disabilities.
- d. Moving people with disabilities receiving social benefits into self- or open labour market by linking them with training opportunities is dependant on the transformation of the protective workshops. The sustainability of projects that were funded from Thabo Mbeki Development Trust were dependent on the ability of the Trust to access funding from the lottery.

Social Security: Workmen's Compensation

The reviewing of the national guidelines and minimum norms and standards for provision of assistive devices and other assistance will be dependent on the implementation of the Report of the Committee of Inquiry into a Comprehensive System of Social Security for South Africa. The implementation thereof is still awaiting Cabinet's decision.

Analysis on Impact on Children with disability

The department of Social Development has five programmes targeted at delivering social assistance and security to persons in need. Within these five programmes, three are dedicated specifically to children. The Child Support Grant (CSG) is targeted at the poorest of children age 0-6 years, and the Care Dependency Grant (CDG) targeted at children who are severely physically and mentally disabled and in need of 24-hour care, targeted at children between the ages of 0-17 years. The Foster Care Grant (FG) is targeted at children who are without biological parents and placed in foster care through the courts permission.

The national budget 2002 allocation for Social development is R28b and shows an increase of 17.25% in nominal terms. The value of Social Grants has also been increased. Old age pensions and disability grants have increased to R570 and R620 respectively. This has caused an increase in provincial Social Development allocations of 10.09% in real terms in 2002/2003^x. This increase could be in anticipation of an increase in the uptake of the CSG and the CDG, as well as the devastating impact the current HIV/AIDS pandemic has on South Africa, which calls for increased social assistance. The table below indicates this increase clearly:

Table 12: Provincial Social Development allocations 2001/02-2004/05

Provinces	2001/02	2002/03	2003/04	2004/05	Total	Total	MTEF
R'000	Estimated				nominal	real	2002/03-
	Actual				2001/02-	2001/02-	2004/05
					2002/031	2002/03	
Eastern Cape	4851315	5581929	6325394	6838921	15.06%	8.03%	20.06%
Free State	1518700	1670292	1880008	2104750	9.98%	3.26%	14.29%
Gauteng	2943377	3331707	3647032	3866785	13.19%	6.28%	5.27%
Kwa-Zulu Natal	4902273	5879089	6487867	7105436	19.92%	12.60%	9.62%
Mpumalanga	1575655	1970807	2078833	2236157	25.07%	17.44%	20.87%
North West	2048396	2455856	2806680	2986473	19.89%	12.57%	10.30%
Northern Cape	698417	744174	785608	831870	6.55%	0.04%	1.39%
Limpopo Province	2986213	3698667	4284390	4535668	23.85%	16.29%	11.23%
Western Cape	2401622	2722215	2955069	3186602	13.34%	6.43%	6.17%
Total	23925968	28054736	31250881	33692662	17.25%	10.09%	8.93%

Source: Provincial Budget Statements 2002

The report on Budgeting for Child Socio-Economic Rights, reports that amongst the 18 million children of South Africa, it is estimated that 10.5 million children are poor, and that within this figure a total of 3.8 million children are under the age of 7 years.

However, it is not clear how many of these children within this bracket, or the total count of South Africa's children is children with disabilities.

The table below provides an insightful illustration of where South Africa's children are located across the country^{xi}:

Table 13: Number and provincial shares of all children and young children in South Africa.				
Province	Children age (0-17)		Young children (0-6)	
	Total	Share %	Total	Share %
Western Cape	1 465 675	8	561 416	9
Eastern Cape	3 220 196	18	1 127 150	17
Northern Cape	358 943	2	132 007	2
Free State	1 080 931	6	369 968	6
Kwazulu-Natal	3 937 165	23	1 411 845	22
North West	1 470 176	8	546 742	8
Gauteng	2 355 558	13	901 719	14
Mpumalanga	1 300 462	7	479 519	7
Limpopo Province	2 702 049	15	963 870	15
Total	17 891 155	100	6 494 236	100

Source: October household survey 1999.

The report also indicates that recent estimates of beneficiaries of child social security amounts to 1 317 745 million in 2001, which is only about 12% of the total poor children in South Africa. Further breakdown of these figures within the programmes of CSG and CDG, it is estimated that 1 281 691 thus far receive the CSG, whilst the number of disabled children who are beneficiaries of the CDG totalled only 36 054 thus far for that same period. The disparities between social security for able-bodied children and children with disabilities are demonstrated within the table below:

Table 14: Number of CSG and CDG payments, September 1998, 1999, 2000 and 2001 and payment growth rates between 1998 and 2001					
Grant Types	Number of Payments				Growth rate in payments Sept 1998 – Sept 2001
	Sept 98 2001	Sept 99	Sept 2000	Sept	
CSG	2 159	87 007	440 191	979 285	45 258%
CDG	12 413	20 125	25 755	36 054	190%

Source: National Department of Social Development (SOCPEN database)

The poor performance of the uptake rate within the CDG can be attributed to many factors. Firstly there are legislative limitations that are also contradictory in nature. Then there is the purpose of the CDG, which is not consistent with the real needs of children with disabilities. Theresa Guthrie of the Child Health Policy Institutes states the problems with the CDG as follows:

Purpose of the CDG

- The current purpose of the CDG to enable permanent home care, only for permanently disabled children, is limiting and inadequate, and open to different interpretations.
- The purpose of the CDG should not be poverty alleviation, but rather to meet the extra needs of the child due to the illness or disability. It should promote their survival, development, protection and participation.
- Eligibility criteria should be determined by the need resultant from the particular disability or illness, and not dependent on the nature or severity of the disability or illness.
- Attention should be paid to the family context of the child, to improving their environment.

Definitions

- There is a lack of clear definitions (disability, severe/moderate, permanent home care) in the current legislation. This has serious implications for inclusion/exclusion criteria and makes targeting extremely difficult.
- There is lack of clear definition between non-disabling or intermittent chronic illnesses and those that lead to disablement.
- The current definition is purely a medical definition of disability. Economic and social aspects are not considered, nor the 'cost', or burden on the family.

Eligibility Criteria

- Currently the CDG benefits only severely disabled children permanently at home, and do not cater for the many others with milder disabilities or those in day care facilities.
- There is no provisioning at all for children with chronic illnesses, including HIV/AIDS. These children have many additional needs and expenses and caring for them constitutes a large burden on the family's resources.
- It is extremely difficult for care-givers (non-parents and 'non-formal' foster parents) to access the grant. Access should be granted to this group of carers, and should include child-headed households, which will be more common in the future.
- There is a lack of clarity regarding the eligibility of children in day care centres or Learners with special Education Needs (LSEN) schools for the CDG, and there exists differing practices among different provinces. Uniformity in definition and eligibility criteria is essential.
- There are many children who are not in receipt of the CDG and who attend state subsidized special schools, yet require special home care after school hours and during the school vacation. There are no policy guidelines for special after care.
- There is a lack of clarity with regard to foster parents receiving a foster grant as well as receiving the CDG. Some provinces do allow receipt of both grants. Again, clarification and uniformity in practice are necessary.

It should be noted that the grants are for different purposes, and therefore these parents should be entitled to both. It would encourage people to foster children with disabilities and HIV/AIDS.

Targeting

- **Means-testing:** while means-testing enables targeting of the poorest quintiles, in practice it is rarely used correctly, is administratively demanding, and has been reported as demeaning.
- Sometimes the extra expenses incurred by tighter targeting mechanisms cannot be justified and make the programmes unsustainable. The costs of administration could be channelled into providing a universal grant to more recipients.
- It is therefore suggested that eligibility criteria for a Needs Test, which considers the extra needs and costs should determine social assistance incurred by the child due to his/her illness or disability. There could be a scale of benefits depending on the need.
- It is difficult to target expenditure within households, and thus to ensure that the child benefits from the social assistance. Provisioning to the primary caregiver is based on the assumption that if the household benefits, and then the child within the household should also benefit. Other forms of social assistance such as vouchers and subsidies would target the child more directly.

Assessment procedures

- Due to the unclear eligibility criteria, the assessment test can be highly subjective and open to the personal interpretation of the Medical Officer.
- There is lack of training and guidelines in the assessment procedure.
- A child can only be assessed and qualify once one year old. This delay can cause suffering to newborn babies requiring extra care due to their disability or health condition.
- Currently the assessment is on purely medical grounds. It should also take into account the costs of the required medical treatment, the level of care required (hours & intensity), the costs of assistive devices, specialised clothing and nutritional needs, transport costs and the need for special schooling.
- There are problems identifying what constitutes 'permanent home care'. Perhaps this clause should be removed entirely, and eligibility determined by need.
- Reviewing of cases must also be examined.

Administrative Problems common to all the grants

- Delays, inconsistencies and confusion in assessments, demeaning attitudes of officials etc.
- Lack of awareness of the grants available.
- Current systems, delays and frustrations are degrading and embarrassing for carers. Any new system must be streamlined for efficiency and must have due consideration and respect for human dignity.
- Attitudes of welfare officials contribute to the process being humiliating for the applicants. They remain disrespectful and inconsiderate towards recipients of grants.
- Delay and 3-month limitation on back pay: given that applications invariably take at least 4-5 months to be processed.
- Problems with incorrect documentation.
- Lack of awareness of processing requirements and eligibility by welfare officials. This may be due to inadequate training of officials and there needs to be standard and comprehensive training to facilitate a smooth processing procedure.

- There is need for uniform standards, assessment guidelines and procedures, with the possibility of one means test for eligibility to all the grants.
- Provincial budget allocation and administration must correlate to National standards and norms.
- Efforts must be made to educate the public on their rights, on the grants available and the procedures for accessing these.
- Lack of Inter-sectoral collaboration. This is essential to the development of a holistic approach to the provision of social security. There must be the involvement of all the relevant departments, with perhaps one department to guide and co-ordinate the process.

The legislative framework that guides eligibility of the CDG excludes children with deafness, blindness, albinism, epilepsy, autism and more especially those with progressively disabling life threatening genetically inherited diseases. The exclusion of these children from social security creates the impression that there are fewer children with disabilities in need of social assistance. Should these children be included within the system over the next 3-year period, it will have a significant impact on the overall national Social Development Budget.

The Community Agency for Social Enquiry (CASE) co-ordinated the task team on social security for people with disabilities for the Directorate: Social Security of the Department of Social Development. The task team consisted of C A S E staff, representatives from the disability sector and the Black Sash, representatives from the Department of Social Development (Directorates: Special Needs and Social Security) and independent consultants.

It is often said that people with disabilities are among the poorest of the poor. This poverty is caused not only by a lack of sustainable and sufficient financial income, but also from educational, social, political and economic exclusion in the communities in which they live. In order to overcome this exclusion a comprehensive strategy on social security must be implemented nationally. This strategy includes:

- Social assistance, in the form of cash grants, provided by the Department of Social Development;
- Adequate and effective compensation mechanisms through the Road Accident Fund (RAF), Compensation for Injuries and Diseases Act (COIDA) and Unemployment Insurance Fund (UIF);
- Private sector insurance including a national health insurance system;
- Education, health care, training, employment opportunities, general poverty alleviation, transport and housing are all functions of the relevant government line ministries and departments. Although these services do not strictly form part of a social security mechanism, they are crucial if people are to become and remain economically independent and empowered. This is particularly important in relation to people with disabilities and, hence, this report includes these services in a comprehensive social security strategy.

If all components of the social security system are to work effectively together to provide for the needs of people with disabilities, then criteria for establishing eligibility must look beyond a medical diagnosis to understanding the impact of disability on the person's life situation. This assessment must be coupled with an

understanding of the purposes and objectives of the social security mechanism within the context of other support mechanisms and opportunities.

People with disabilities face extra costs because of their disability. These take the form of additional transport, housing, medical, educational and other such costs. These extra costs of disability are important to consider if equal opportunities are to be realised.

The proportion of disabled people who are in the lowest income category is higher than the proportion of the non-disabled population in the same income category. The purpose of social assistance (and more particularly the disability grant) is to assist those people with severe disabilities living in situations of high poverty, not just the person with a mild disability who is always at the end of the job queue.

The grants available under the Department of Social Development's social assistance programme are the disability grant, dependency grant, and grant-in-aid. The disability grant is for adults from the age of 18 years who are unlikely to find employment because of their disability and have no or limited sources of income. The care dependency grant is for disabled children and the grant-in-aid is for disabled adults, who might or might not be receiving a disability grant. In addition the Department of Social Development gives a grant for social relief distress.

BRIEF ANALYSIS: SOCIAL SECURITY IN SOUTH AFRICA

One of the mechanisms that enable people to escape and prevent destitution is social security. It meets people's basic needs when their income stream has stopped, been disrupted or has never adequately developed. Social insurance usually protects the income-earning capacity, for example, pregnancy, illness, old age, and so on.

The four major components of the social security system in South Africa are:

- Private insurance;
- Social insurance (joint contribution by employers and/or employees to UIF, provident funds, COIDA, etc.);
- Social assistance (non-contributory, means tested payments);
- Social relief of distress;

Although the social security system in South Africa is fragmented, discriminatory, and fraught with delivery problems, it is an important form of poverty alleviation.

The history of the Social security system in South Africa (Source:)

The construction of a basic social security system

From 1937 a basic social security was constructed through the introduction of means-tested state pension and disability schemes. The history of racial discrimination in welfare provision dates from the very origins of social assistance in South Africa soon after the formation of the Union in 1910. The Children's Protection Act of 1913 provided maintenance grants for children. In terms of the Old Age Pensions Act of 1928 all coloured and white men over 65 years, and women over 60 years were

entitled to draw old-age pensions. White pensions were a maximum of R5 a month and coloured R3. Africans and Indians were excluded. This social pensions legislation was mainly established as a safety net for poor whites. The rationale for excluding rural Africans was that they could rely on rural kinship ties and custom to assist them in their old age, and urban Africans were excluded as they could not be easily distinguished from rural Africans. The Unemployment Benefit Act of 1937 covered 88 000 workers, but excluded all black agricultural, domestic and mining workers.

In 1944 blind and old age pensions were extended to Africans and Indians. The Disability Grants Act of 1947 extended disability grants to all racial groups. Although pensions were paid to all races, the payment of discriminatory benefits was the norm. In 1947 the maximum pension for whites was five times that for Africans. Coloured and Indian pensioners were paid half as much as whites. In 1941 the War Veterans Pension Act was passed, excluding Africans who had served in the Native Military Corps in the First World War. The Workman's Compensation Act had provided benefits since 1914, and was revised in 1941.

The United Party had made rudimentary, imperfect attempts at extending social security provision to all races. However, this trend came to an end with the Nationalist Party victory in 1948. The Nationalists sought to use the law to protect white workers from the rapidly urbanising African workforce.

The impact of apartheid on the social security system

From 1948 to 1956, the gap between white and African means-tested old age pensions widened steadily. Finance for black pensions was assigned to the Native Trust for disbursement which only disbursed half of its pensions revenue. Payments were also geographically differentiated with eleven different pension rates up to 1960 and eight afterwards. The application of the means test also became increasingly discriminatory: "Administrative delays, corruption and inefficiency, particularly in rural areas, were a form of covert discrimination for disenfranchised communities."

In the field of social insurance, a form of indirect racial discrimination took place. In the 1920's occupational retirement insurance has expanded rapidly to many skilled, mainly white, employees. The 1956 Pensions Fund Act was introduced to regulate pension funds, but lower skilled workers were generally excluded from coverage. In the context of apartheid this had the effect of excluding most Black workers. Occupational insurance only widened to include less skilled workers in the 1960's and early 1970's when industrialisation increasingly drew Black workers into industry.

Reducing racial inequalities in the social security system

The 1970s heralded a period of economic stagnation with a greater acceptance of the need to integrate the black labour force in the economy in order to sustain economic progress. A slow, sporadic process of reducing inequality in welfare provisioning took place.

African old age pensions as a reducing inequality in welfare provisioning took place. African old age pensions as a percentage of white pensions increased from 16% in

1972 to 85% in 1993. However, the administration of maintenance and foster-parent grants remained discriminatory. In 1987 African grants were 17% of white grants.

According to the Lund Committee on Child and Family Support:

“In the former welfare administrations serving African people there was little consistency in what happened to the State Maintenance Grant. Some administrations did not award them at all; some had them in the regulations but in fact did not apply them; some awarded only the child part of the grant, and not the parent part.”

Although welfare budgetary allocations to the bantustans increased from 1989 to 1991, the separate departments and channels of administration continued to provide inefficient, inequitable delivery of services to the African poor. Servaas van der Berg points out that a major impetus for increased welfare funds flowing to the homelands came from attempts to give the homeland system and the tri-cameral Parliament political legitimacy.

The principle of moving to parity in social spending levels which was reluctantly accepted in the 1970's created a major fiscal challenge. From this time onwards, fiscal expenditure on social assistance rose rapidly. Fiscal constraints did not allow for increasing benefits paid to black persons to white levels. De-racialisation was achieved most easily in areas where there was the least resistance to reducing white benefit levels, for example, in the area of social pensions and grants, where the small numbers of elderly and disabled poor whites, who qualified under the means test, were “politically marginal”. Thus pension equalisation occurred through increasing Black pension benefits, and seriously eroding real white pensions. The maximum real value of the pension for a White recipient decreased from R430 in 1980 to R234 in 1996, while an African recipient received a real increase from R132 to R234.

Equity in the system of child support was achieved through the phased abolition of the old system of state maintenance grants, and its replacement by a new system of child support grants with effect from 1 April 1998. The new system affected a drastic reduction in the level of the grant and the age group of children qualifying for the grant, whilst attempting to reach children who had been historically excluded from the grant.

In a similar way, the 1998/99 Welfare budget demonstrates a process of ‘equalising-down’. With regard to the medium-term expenditure framework, the increase from the 1998/1999 overall welfare budget of R19 billion to the 2000/1 budget of R21 billion only keeps pace with predicted inflation rates. It is difficult to see how this budget will accommodate the additional expenditure on the child support grant if the promised 3 million children are to be reached.

The right to social security: Relevant legislation
South African policy and legislation on social security

The White Paper for Social Welfare

The primary social security policy document is the White Paper for Welfare which was released by the Ministry for Welfare and Population Development in 1997. Chapter 1 of the White Paper outlines the context for the document as being the presence of “extreme inequality in the distribution of income ...among racial groups and households. The poorest 40% of households in South Africa earn less than 6% of total national income whilst the richest 10% earn more than half of the national income”.

In the White Paper, a national developmental social welfare strategy is set out. It includes a vision of a “welfare system which facilitates the development of human capacity and self-reliance within a caring and enabling social economic environment”. The basic principles of developmental social welfare policies are stated as: securing basic welfare rights, equity, non-discrimination, democracy, improved quality of life, human rights, people-centred policies, investment in human capital, sustainability, partnership, inter-sectoral collaboration, decentralisation of service delivery, quality services, transparency and accountability, accessibility, appropriateness and *ubuntu*.

In Chapter 7 of the White Paper, which deals specifically with social security, government commits itself to the building of a “comprehensive national social security system” [para. 26(a)]. According to the White Paper, this system will require comprehensive social assistance to those without other means of support, “such as a general means tested social assistance scheme” [para 6 (b)]. Secondly, it will require the restructuring of social insurance including the retirement industry, the unemployment insurance and health insurance. The ultimate goal of the system is to ensure that:

“There will be universal access to an integrated and sustainable social Security system. Every South African should have a minimum income, sufficient to meet basic subsistence needs, and should not have to live below minimum acceptable standards. The social security will also work inter-sectorally to alleviate poverty.”

The White Paper recognises the responsibility of the Department of Social Development, but at the same time acknowledges that social security is an inter-sectoral responsibility, particularly in the context of extreme levels of poverty.

The concept of developmental social welfare should not be interpreted to mean that poverty-alleviation, in the short term, should be neglected in favour of long-term developmental programmes.

The danger is that the concept of developmental social welfare can be used as a justification to cut back on social security spending. In addition, poverty alleviation measures such as grants should not be stigmatised as ‘hand-outs’, particularly in the context of the deep poverty and inequality which is the legacy of apartheid.

Social security should be seen as an integral and vitally important part of developmental social welfare. Although developmental social welfare should allow for a reduction in the number of people requiring social security, this is a long-term prospect. Furthermore, there will always be some people who, even in an ideal world, would still require social assistance.

The White Paper is supported by the Social Welfare Action Plan which has set a period of five years to implement the policies contained in the White Paper.

Department of Social Services responsibilities

Extra costs and disincentives

There is presently no integrated approach between social security, social welfare services, and the human resource development of people with disabilities. Children and adults applying for grants are not linked up with education and training opportunities, and the data bases kept by the Department of Social Development's Social Security Division, training institutions, the Department of Labour, NGOs, etc. are not integrated or linked in any way. The application form for grants provides information on little more than the medical condition of the applicant, making it almost useless for developmental purposes apart from providing a biased and discriminatory basis for assessment.

Integrated information and referral systems between the social security system and HRD provides will facilitate development and independence from social grants. This would imply, among other things, that

- Integrated and accessible information systems be developed;
- Integrated and accessible referral mechanisms be developed.

Social Development Services

“Social welfare services should include a range of strategies designed to facilitate access by people with disabilities and parents of disabled children to mechanisms which enhance their ability to live independently.”

Disability-related social welfare services include:

- Residential care services for people with severe disabilities who are in need of permanent care (which could also be a Health function);
- Personal assistance services (including home-based care-givers and Sign Language interpreters).
- Activity centres (workshops for the employment of people with disabilities who have no potential for or capacity to work in the open labour market);
- Community development programmes, including community-based rehabilitation programmes.

The separation between social welfare services and social security in the delivery system of a large percentage of provincial departments has led to further fragmentation in terms of inter-sectoral collaboration in service-delivery. People with disabilities and/or their families now often do not even access the services of social workers, but instead access the pension office directly. This limits their ability to access other, necessary, social welfare services. Also, social welfare services are not easily replicable in deep rural areas, and are therefore limited in their impact.

Income and educational status of people with disabilities

The table below show the non-disabled and disabled populations distributed by income (per capita household income) and educational level. The results show that roughly 71.7% of the non-disabled population live in households where the average annual per capita income is below R10,000 and where the maximum educational level is below standard 10 (the shaded area). This compares to 79,4% in the same group of disabled people.

A possible conclusion from these results is that disability increases the chance of living in extreme poverty by approximately 10%.

Table 15: Distribution of non-disabled population and population with disabilities by income and highest level of education achieved

Annual income in Rands / Level of education	0 - 999	1,000 - 9,999	10,000 - 29,999	30,000 - 79,999	80,000	Total
No disability						
No Schooling	11.0%	11.3%	2.1%	0.4%	0.3%	25.1%
Grade 1 to Grade 11	21.6%	27.8%	6.6%	1.3%	0.3%	57.6%
Grade 12	1.8%	3.9%	3.4%	1.6%	0.4%	11.1%
Diploma/certificate with Std 9 or lower	0.1%	0.2%	0.1%	0.1%	0.0%	0.5%
Diploma/certificate with Std 10	0.3%	0.8%	1.3%	0.7%	0.2%	3.3%
Degree	0.1%	0.2%	0.5%	0.6%	0.3%	1.7%
Other	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Unspecified	0.3%	0.3%	0.1%	0.0%	0.0%	0.7%
Total	35.2%	44.5%	14.1%	4.7%	1.5%	100.0%
With disability						
No Schooling	15.8%	9.1%	1.1%	0.1%	0.2%	26.3%
Sub A to Std 9	29.7%	24.8%	5.8%	1.0%	0.1%	61.4%
Std 10	1.9%	2.7%	1.7%	0.9%	0.3%	7.5%
Diploma/certificate with Std 9 or lower	0.1%	0.2%	0.1%	0.0%	0.0%	0.4%
Diploma/certificate with Std 10	0.4%	0.6%	0.5%	0.5%	0.1%	2.1%
Degree	0.3%	0.3%	0.2%	0.3%	0.1%	1.2%
Other	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Unspecified	0.4%	0.5%	0.0%	0.1%	0.0%	1.0%
Total	48.6%	38.2%	9.4%	3.0%	0.8%	100.0%

Source: Central Statistical Services, 1995 October Household Survey

Table 15 provides a comparison between the percentage distribution of disabled and non-disabled people by income and by level of education. It shows the impact a disability has on income earning ability. For instance, someone with a degree has only

a 7% likelihood of being in the lower income category if they have no disability. However, this increases to 22% if they is a disability. A disabled person with no education has a 60% likelihood of being in the lowest income category, versus 44% if one has no disability.

Table 16: Non-disabled population and population with disabilities by level of income and education expressed as a percentage of total by educational level

Annual income in Rands / Level of education	0 - 999	1,000 - 9,999	10,000 - 29,999	30,000 - 79,999	80,000 Total	Total
No disability						
No Schooling	43.9%	45.1%	8.3%	1.5%	1.2%	100.0%
Sub A to Std 9	37.4%	48.3%	11.5%	2.3%	0.5%	100.0%
Std 10	16.1%	35.1%	30.7%	14.1%	3.9%	100.0%
Diploma/certificate with Std 9 or lower	16.2%	35.0%	33.2%	12.2%	3.4%	100.0%
Diploma/certificate with Std 10	8.9%	24.6%	38.8%	20.6%	7.1%	100.0%
Degree	7.1%	10.7%	31.4%	34.6%	16.2%	100.0%
Other	3.0%	0.0%	63.1%	11.7%	22.1%	100.0%
Unspecified	36.8%	45.6%	10.2%	2.4%	5.0%	100.0%
Total	35.1%	44.5%	14.2%	4.6%	1.6%	100.0%
With disability						
No Schooling	60.2%	34.5%	4.1%	0.5%	0.7%	100.0%
Sub A to Std 9	48.3%	40.3%	9.5%	1.7%	0.2%	100.0%
Std 10	26.1%	36.1%	22.2%	11.8%	3.9%	100.0%
Diploma/certificate with Std 9 or lower	17.0%	59.3%	18.2%	5.6%	0.0%	100.0%
Diploma/certificate with Std 10	19.8%	28.3%	22.6%	24.2%	5.2%	100.0%
Degree	22.0%	22.5%	17.3%	26.0%	12.3%	100.0%
Other	0.0%	0.0%	53.5%	19.6%	26.9%	100.0%
Unspecified	44.5%	45.3%	3.0%	7.0%	0.3%	100.0%
Total	48.7%	38.1%	9.4%	3.0%	0.9%	100.0%

Source: Central Statistical Services, *October Household Survey*

The largest concentrations of people with disabilities are in the lowest income-earning households with the lowest educational levels. This suggests that programmes which attempt to shift people off the disability grant, and into the labour market will have to address more than just disability.

The most significant part of social security in South Africa will, therefore, remain the social grant, at least for the foreseeable future. However, successful any inter-sectoral collaboration will be, other sectors are unlikely to be able to pick up a significant number of beneficiaries, as 70 – 79% of disabled people are in the poorest and least

educated groups. This proportion is unlikely to change significantly with exact numbers.

Disability grant

A person qualifies for a disability grant if

“he or she is a disabled person who has attained the age of 18 years and whose disability is confirmed by a medical report of a medical officer...; the degree of his or her disability makes him or her incapable of entering a labour market and he or she does not refuse to accept employment which is within his or her capabilities and from which he or she can generate income to provide fully or partially for his or her maintenance; he or she does not without good reason refuse to undergo the necessary medical or other treatment recommended by a medical officer, a medical pensions officer, medical practitioner, or psychiatrist...; he or she does not already receive a social grant.”

In addition, the person must pass the means test, be resident in South Africa at the time of application, and be a South African citizen.

Currently, the assessment for a disability grant is primary based on a medical assessment and a means test. Medical assessors do not take other socio-economic factors into account. The means test is lengthy, requiring forms to be completed.

Description of the Care-dependency grant (CDG)

“...Parents...or foster parents shall be eligible for a care-dependency grant in respect of a care-dependent child...provided that the medical report from a medical officer...shall confirm that the child in question is a care-dependent child...and the combined annual income of the family...shall not exceed R48 000.”

The care-dependency grant (CDG), formerly the single Care Grant and the Special Care Grant, is available to the carers of children whose intellectual and physical impairment is so profound that they require full time care. It tries to ensure that the child can be cared for in their own home. It applies to up to 18 years of age, and can be extended to 21 years if the child is still in secondary school.

Grant-in-aid

Severely disabled adults also require full or part-time assistance, which places constraints on their families. “If a person to whom a social grant was awarded requires full-time attendance by another person owing to his or her physical or mental condition,” that person is eligible for a grant-in-aid. The grant-in-aid, like the care-dependency grant, is for a person requiring full-time care, but is awarded to someone already receiving a grant of some kind. The grant-in-aid too, is poorly accessed. If the amount were to be increased, and all those eligible accessed it, the Welfare budget would need to be drastically increased.

Professional Assessors Group

This group included occupational therapists, speech and hearing therapists, and people involved in the private sector and state hospitals. All agreed that the current system of assessment is subjective and arbitrary and can result in confusion and inconsistency.

"I haven't come across anything that isn't a guess..."

Assessors, Gauteng

There was agreement that clearer guidelines are necessary for those involved in assessment, and also that definitions of disability must take the broader context into account, and not be confined to medical definitions. It is difficult, however, to know how much of the social context to take into account. A medical officer can make a medical diagnosis, but has no idea of the social context, which is where a social worker could help. Assessment cannot be done by an expert in just one field – a team is needed.

A problem highlighted by the assessors is that of people who have been doing manual labour all their lives, but who, at 55 years of age, cannot work anymore simply because they are getting old. The Department of Social Development's recommendation has been to put them on a temporary 10-year disability grant. This could be perceived as a way for the Department of Social Development to save money, because every year these people have to re-apply and waste six months while the forms are processed. It is problematic, however, because often people such as this do not have a 'disability' that can be diagnosed as the reason for no longer being able to work – they are simply getting old and can no longer dig trenches, and have no other skills.

Another problem is that if a person is living in Johannesburg, is injured in Johannesburg, but is originally from Pietersburg, they have to travel to Pietersburg to collect the disability grant. This is tremendously time-consuming and costly.

The means test is not only problematic because it can discourage people to seek employment, but it can also be a source of corruption. People may receive an increase in income, but they may not report this, and thus receive income from both sources. There is also much corruption among officials in the system – doctors who accept bribes to classify a person as totally disabled, officials who forge serial numbers, create false claims and collect the money themselves.

The review system currently being implemented is aimed at curbing fraud – even though there is such a backlog, all people receiving disability grants are supposed to undergo re-registration, not just those classified as temporarily disabled.

The assessors suggested that assessment needs to be the responsibility of a dedicated team, where all the necessary people are under one roof. Currently, assessment cases are given to doctors, occupational therapists and other officials, who have to deal with these in addition to their regular workload. A dedicated team would be able to devote the time and expertise necessary to each case; in addition, there would be more consistency, and they would know the entire process and, thus, be able to assist people in the various stages of application and assessment. Currently, officials do not know the stages in the process, people are sent from one official to the next, and no-

one knows which forms are necessary, and so on. The entire process needs to be simplified and made more user-friendly.

"We've joked in the past at our hospital that if you can actually get through the whole system, get to all the places and see all the people, you probably aren't disabled enough to qualify."
Assessors, Gauteng

There would be many advantages to getting more people with disabilities involved in the process of assessment and administration. They would create more of a link with the disability sector, and be more understanding.

Administration Issues

According to the Committee for Restructuring of Social Security (CRSS), the current system of administration of the grant is not based on sound business processes and the necessary information systems. Some operations are computerised, and some are carried out manually. The present system involves too many steps in the processing of applications, which has the effect of unnecessarily increasing the workload.

The report lists the following steps in the present process:

- Application: the processing of applications made for social grants;
- Registry: capturing the applicant's identifying details and checking their validity;
- Processing: capturing and validating the grant details and specifying other entitlements;
- Verifying: confirming captured data and awarding or rejecting the application;
- Reconciliation: a comprehensive bookkeeping system which also provides for the recovery of overpayments;
- Reviews: amendments in which grant details may be modified and the grant status changed.

However, the necessary control measures to ensure that the above processes are followed are lacking. There is also a shortage of staff who understands computers and the administrative and financial system. This creates a lack of national and provincial control, problems with management, human resources, payment systems, technology, as well as fraud and corruption. The new registration of an application passes through an excessive number of manual processes, and often results in unnecessary work, delays, and increased risk of fraud. New registrations are made manually, because the computerised system is still seen as merely an addition or support to the manual system, instead of an integral part.

Customer service is lacking, and procedures are not user friendly. Pay points are badly designed, people have to stand in queues for long periods of time, and there is inadequate security at pay points. There is no customer service training for staff, or any public statement or commitment on customer service standards.

Issues Related to Disability Grants

The total estimated number of disabled people eligible for a disability grant with the current system amounts to 809,550, or 2.1% of the total population (up from 1.9%).

This would involve an increase of 80,540 beneficiaries over the current system. According to these estimates, five provinces (KwaZulu Natal, Free State, North West, Mpumalanga, and Limpopo Province (Limpopo)) would increase their number of beneficiaries. If these results are an indication of the qualifying population for the current grant, both Western Cape and Northern Cape have too many beneficiaries, while Gauteng is very close to where they should be.

From the available data there appears to be no great risk of the current grant exploding. On the other hand, however, the data also suggest that there is very little room to reduce expenditure. The population collecting the grant is very poor and poorly educated.

Table 17: Estimated disability grant beneficiaries by province (1998 population estimates)

Province	Disabled total (OHS)	% of total pop	Current beneficiaries	% of total pop	eligible based on age and income	% of total pop (aged 18 - 65yrs)	diff.
Western Cape	191,208	4.5%	93,113	2.2%	57,399	1.3%	-35,714
Eastern Cape	276,365	4.6%	155,672	2.6%	145,847	2.4%	-9,825
Northern Cape	46,277	6.2%	32,410	4.3%	21,340	2.8%	-11,070
KwaZulu - Natal	419,850	5.3%	174,722	2.2%	196,637	2.5%	-21,915
Free State	203,447	8.0%	47,476	1.9%	103,453	4.0%	55,977
North West	154,013	4.8%	49,902	1.6%	73,106	2.3%	23,204
Gauteng	307,511	4.1%	72,809	1.0%	67,797	0.9%	-5,012
Mpumalanga	89,419	3.2%	31,737	1.1%	44,283	1.6%	12,546
Limpopo Province (Limpopo)	176,191	4.1%	71,169	1.7%	99,691	2.3%	28,522
Total population	1,866,820	4.7%	729,010	1.9%	809,550	2.1%	80,540

As table 17 below shows, the disability grant could cost an additional R469 million, if better targeted. Any programme aimed at shifting disabled people into the labour market is unlikely to markedly impact on current levels of beneficiaries, due to the low socio-economic status of the group. This scenario can be referred to as the 'low-risk' scenario. Because of the absence of reliable figures, an equally probable scenario would be one based on a much higher disability prevalence figure. International estimates of disability figures range from 4% to 22%, and even using a relatively modest 6,5%, for example, the figures become very different.

Table 18: Estimated disability expenditure of all eligible groups based on age and income (R'000)

Province	Current 1998 estimate	Estimate of quality group	Difference
Western Cape	542,195	334,231	-207,965
Eastern Cape	906,475	849,263	-57,213

Northern Cape	188,723	124,260	-64,463
KwaZulu - Natal	1,017,403	1,145,012	127,609
Free State	276,452	602,402	325,950
North West	290,579	425,693	135,114
Gauteng	423,966	394,779	-29,186
Mpumalanga	184,804	257,858	73,054
Limpopo Province (Limpopo)	414,416	580,497	166,081
Total	4,245,013	4,713,995	468,981

There are a number of factors that could increase the uptake of grants, and other factors that could decrease the number of beneficiaries. For example, if a more efficient system is implemented, it is quite possible that the numbers of beneficiaries could increase, since more people will hear of the grants, applications will be processed more quickly, officials will be re-trained, computerisation will ensure that people do not get “lost”, and so on. At the same time, increased efficiency could also have the effect of shifting ‘ghost’ beneficiaries, corrupt officials, fraud, and beneficiaries who have been receiving grants who were not actually ‘disabled enough’. This could mean some decrease in the number of illegitimate grants.

There may also be some savings by moving from the temporary disability grant to social relief. This is because it is easier to control the amount of time a person receives social relief than it is to monitor a temporary disability grant. It would also be easier to put into place mechanisms to ensure the recipient makes the effort to get well and access inter-sectoral assistance, rather than remaining on the disability grant.

The care dependency grant and grant-in-aid need to be made much more accessible. Currently, the numbers of people accessing these grants is so low that it is clear that accessing them is a problem, and, if the system was improved, strong growth could be expected. Again, however, the potential number of claimants is not known, and so accurate predictions cannot be made. However, if more people access these grants, the budget will be stretched to cope with the increased numbers, and could even lead to the amount of the grant being decreased.

A more long-term need is for the grant-in-aid to be increased, possibly to the level of the disability grant. While this is a dramatic increase, if the grant-in-aid is intended to pay for full-time care, it will have to be in line with Labour Relations Act regulations, which prescribe the maximum hours of work. In the future, this could add a significant amount on to the budget.

Inter-sectoral collaboration could also potentially be a source of savings for the Department of Social Development. If, for example, education begins to provide sites of learning for disabled children, parents would be freed to seek employment, and possibly no longer require assistance for the Department of Social Development. Some of the extra costs of disability could be shifted to other departments – not necessarily requiring specific disability budgets, but just a paradigm shift towards working for the full integration of disabled people. For example, home-based care could fall under the Department of Health if the needs of the person were Health-related; if a person is receiving treatment and directly observable treatment for TB

through Health services, they would only need to access social relief if they needed money for transport to get to the clinic.

Table 19: Programme and Sub Programme Plans for 2003/04 to 2005/6

Measurable Objective: To develop policy and strategies for social assistance to children, families, people with disabilities and older people and to advice on the social, economic, and fiscal implications of social security and assistance policy.					
SUB PROGRAMME	OUTPUTS	PERFORMANCE INDICATORS	TARGET 2003/04	TARGET 2004/05	TARGET 2005/06
Disability and Retirement Benefits	Policy on social benefits for people with disabilities, older persons and implementation support	Assessment tool for disability grants and implementation framework finalised.	Interim Tool in place by November 2003	Communication strategy on Disability and Care Dependency Grants Implementation of assessment tool	Reviewing the tool based on the new Social Assistance Act.
Measurable Objective: Transform and restructure the Department to ensure effective and efficient service delivery to all clients.					
SUB PROGRAMME	OUTPUTS	PERFORMANCE INDICATORS	TARGET 2003/04	TARGET 2004/05	TARGET 2005/06
Service to People with Disabilities.	Policy and programmes to support people with disabilities	National Plan of Action developed and approved	March 2004	Training provided by Dec 2004	
		Transformation of workshops for disabled people facilitated	30% of workshops transformed by March 2004	70% of workshops transformed by March 2004.	100% of workshops transformed by March 2004
		Strategy for delivery of social welfare services to the disabled	March 2004		
		50% of officials, non-governmental staff and volunteers trained in new policies related to disabled people.	50% of officials trained by March 2004	100% by March 2005	

4. Department of Justice

The Department of Justice and protection services plays an important role in the affirmation and protection of the rights of persons with disabilities, particularly children. Due to the vulnerability of persons with disabilities, the department plays a vital role in terms of providing for and protection of basic human rights.

Within the report of IDASA: Child Poverty and the Budget 2000, the report indicated that the programmes relevant to children within the Justice System were:

Justice Programme Relevant to Children		
Programme	Structure	R'000
Administration of lower courts	Lower Courts	1 373 819
	Specialised Courts	18 370
State legal Services	Legal Service: Family Advocate	8 926
	Legislative Services	7 729
National Prosecution Authority	Public Prosecutions	150 390
Auxiliary and Associated Services	Human Rights Commission	16 763
	Legal Aid Board	245 573
	National Crime Prevention Strategy	96 000
	Commission on Gender Equality	12 262
	TOTAL	
Source: Government of South Africa, National Estimates of Expenditure 2000		

The allocation in 2000 for the Department of Justice has not clearly indicated which components within these allocations are earmarked for persons with disabilities and more specifically for children with disabilities, as the department is not de-aggregated to child-specific spending.

Within the area of childcare and protection, the department has developed specific policies. The only policy that makes reference to children with disabilities is the Sexual Offences Amendment Bill in the scope of judicial protection of vulnerable persons.

However, the main focus of children within the justice system is primarily on able-bodied children and children in conflict with the law.

In reality, at grassroots levels, provinces do not have the knowledge or the means to provide protection specifically aimed at persons with disabilities. Parents on the other hand, are not informed on the programmes available within the system that can assist their need for justice if their disabled children have fallen victim to crime, abuse and neglect. Deaf persons particularly suffer the most within the system, since most often when abuse is reported the court systems, they do not have the sign language translation mechanisms in place.

6. The Department of Transport:

The Department of Transport has developed a national policy on National Land Transport Transition Bill (2000), which aims to provide an appropriate and efficient transport system to special needs customers that are inclusive of persons with disabilities.

However transport still remain very problematic for persons with disabilities at provincial level, and more specifically it impacts on the disabled child's access to developmental services. Most services relating to schools and rehabilitation are not community based and requires transportation.

Within Gauteng and Western Cape the department of Social Development assisted Persons with Disabilities' Organisations and corporate business with subsidies in the implementation of specialised transportation in the form of Dial- a-Ride services specifically dedicated to persons with disabilities. Whilst the service is assisting disabled persons and young children with transportation, they are very expensive to maintain and also found to be very isolated, as the policy to make use of the services does not allow for care attendants to use the services.⁵

The department has developed a pilot project on accessible transportation in KZN and Western Cape- in certain regions of the provinces only.

The most significant achievement of the Department of Transport was the formulation of a disability strategy to address the needs of disabled passengers.

This strategy provides an approach aimed at exploring options for addressing the needs of disabled passengers in the public transport system. The strategy also highlights the user impacts, benefits, and cost-effectiveness of this service. It attempts to raise problems encountered and lessons learnt from pilot projects.

The strategy, therefore, looks at aspects of infrastructure such as access to streets and pathways, shelter, bus stops etc. It looks at aspects of funding, without which the process cannot be pursued for the creation of an enabling environment. The strategy also raises the importance of marketing and information sharing on the process as well as the participation of all stakeholders.

It is therefore hoped that this strategy will later become policy of the Department or even enacted with the view of being especially helpful to persons with disabilities, where first steps must be taken on the long path to mobility for all.

In line with the National Department of Transport's (NDoT) mission of meeting basic transport needs of all South Africans, the strategy is geared towards the provision and upgrading of the transport system at targeted areas where the benefits of mobility and accessibility would be maximised.⁶

⁵ **Progress Reports on implementation of the Integrated National Disability Strategy (INDS) and**

⁶ **Short-Term Strategic Framework On Accessible Transport (Version 5)**

Transport is crucial to development – without access to jobs, health, education and other amenities, the quality of life suffers. In the same breath without access to resources and markets, growth stagnates and poverty reduction cannot be sustained. Inappropriately designed transport strategies and programmes can result in networks and services that aggravate the conditions of the poor, ignore the changing needs of the users and the needs of persons with disability being neglected and put in a stage of stagnation.

The short-term strategy takes a leap of reforming the transport system, transport infrastructure and proposes a practical approach towards planning accessible improvements for meeting the needs of people with disability. The focus is on spatial development, technical designs, and convenience in a travel chain. This short-term strategy is informed by a number of processes and initiatives, which started in 1997. In 1996 the Department held a high level consultative process, which led to the development of Moving South Africa (MSA) – Action Agenda of 1998, wherein strategic actions in relation to accessible transport were recommended.

The short-term strategy is informed by extensive studies, which were undertaken on the African continent and international experiences. The strategy addresses a number of issues ranging from infrastructure, vehicle safety, low-cost features and designs, accessible corridors and networks, public information including on board audio passenger information, etc. The strategy highlights practical solutions to a wider category of passengers with disability.

Key Priority Projects of the Department of Transport

Public Transport

Public Transport Subsidies

The current practice of paying subsidies to buses and commuter rail in exclusion of the taxi industry will be redesigned towards a public transport subsidy scheme that is driven by socio-economic factors for targeted commuters (including special needs/disability) Only about 35% of the commuting public is currently subsidized and there are increasing pressures to expand the subsidised services to new areas.

Taxi Recapitalisation

The implementation of the taxi recapitalisation process is one of the key priorities of the Department. Ongoing interdepartmental processes are currently taking place to ensure that the programme is affordable and sustainable in the long run. The new taxi vehicles will be built with the objective of making it accessible.

Rail

The Department has embarked on a comprehensive recapitalisation programme in order to improve rail safety and revive rail transport as a viable public transport alternative.

Safety in Transport

Increased emphasis will be placed on safety issues in all transport modes. The Road to Safety Strategy, transportation of dangerous goods by road, the establishment of a Maritime Rescue Centre, the setting up of the Rail Safety Regulator and the Road Traffic Management Corporation are examples thereof.

The Road to Safety Strategy

While transport remains one of the focal points of the Department's objectives, road safety has even become more important due to high loss of life and costs related to road accidents. The Department has embarked upon a Road to Safety Strategy: 2001-2005 in order to address road safety related factors. Amongst the key focus areas is the Arrive Alive programme, which is now operational throughout the year. In addition, the establishment of the Road Traffic Management Corporation is a key priority.

Key policy initiatives

It is envisaged that a number of new policies will be developed over the medium term:

- The development of an integrated public transport subsidy policy
- The development of a public transport policy framework with the aim of promoting an integrated transport service accessible to especially rural communities and people with special needs
- Finalisation of the National Land Transport Strategic Framework which will outline broad land transport plans to facilitate, over the medium to long term, platforms for high and low density corridors and an environment conducive to inter-modal feeder systems
- Finalisation of the rail policy

The Department of Transport has made progress in the following areas⁷ :

a. Budgeting

The Department makes budgetary allocation for disability specific issues. Direct budget allocations are for policy and strategy development and implementation, but mostly for demonstration projects at this stage. The department funds a number of initiatives that are aimed at disability prevention such as the Arrive Alive and Awareness Campaigns.

In terms of budget allocations, the Department has requested from the National Treasury the amounts of R155m and R235m as part of the next cycle of MTEF to accommodate disabled persons on the subsidized bus services. Approval of these amounts is awaited.

The following steps are being taken:

⁷ Progress Reports on implementation of the Integrated National Disability Strategy (INDS)

- The model tender document is being framed to include accessible transport;
- The short term strategy is to address Class 1 changes to vehicles which would address changes to vehicles but would not address wheelchair accessibility; and
- Wheelchair accessibility is part of the medium to long term strategy.

b. Programme Design

Within the Policy Strategy and Implementation (PSI) Branch, which is mainly responsible for policy formulation, monitoring, review and ensuring the implementation of national guidelines, policies and strategies, disability issues are dealt with in day-to-day work relating to policy formulation and implementation facilitation.

c. Employment Equity Targets

The Mission of the Employment Equity policy of the department is to provide a work environment for employees that foster fairness, equity, respect for social and cultural diversity, and that is free from unlawful discrimination and harassment as determined by legislation and the Constitution.

The policy states that special effort will be made to recruit people with disabilities. It continues to say that the special needs of people with disabilities shall be accommodated to promote accessibility and mobility in the workplace. The department also commits itself to providing special aids to people with disabilities (Department of Transport, 1999)

POSTS OCCUPIED BY DISABLED PERSONS		
Policy, Strategy & Implementation	Regulation and Safety	Corporate Support
Deputy Manager: Information		Assistant Manager: Human Resource Strategy

d) Status of the Departmental Disability Policy

Policy, Strategic and Legislative Framework

Moving South Africa Action Agenda, 1999

MSA as a guideline document spells out the following elements of a strategy for special-needs passengers:

- Meeting the needs of special-needs passengers within the mainstream transport system, and where appropriate, through dedicated systems
- Prioritisation of special-needs customers by transport authorities according to local circumstances
- Focusing investment in the public transport core strategic networks
- Ensuring full door-to-door accessibility along all elements of the travel chain

- Capturing opportunities available in the general recapitalisation programme to increase the accessibility of vehicles and infrastructure, or deploying appropriate modes to provide dedicated services
- Enabling demanding customers and innovation by transport service providers.

National Land Transport Transition Act, 2000

Section 4 of the National Land Transport Transition Act (NLTTA) states the following policy principles:

“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”.

“The participation of all interested and affected parties, including vulnerable and disadvantaged persons, in transport planning must be promoted, taking into account that people must have the opportunity to develop the understanding, skills and capacity necessary to achieve equitable and effective participation.”

Draft National Land Transport Strategic Framework (NLTSF), 2002

The National Land Transport Strategic Framework (NLTSF) is a legal requirement in terms of Clause 21 of the National Land Transport Transition Act (No. 22 of 2000) (NLTTA). It embodies the overarching, national five-year (2002 to 2007) land transport strategy, which gives guidance on transport planning and land transport delivery by national government, provinces and municipalities for this five-year period.

The NLTSF has a transport for persons with disabilities strategy covering five strategic actions.

e. Consultation with OSDP And Civil Society

The Department has had prior engagements with the Office on the Status of Disabled Persons (OSDP). In 2001, the Department came together with the CSIR (Transport) and the OSDP to produce a preliminary discussion document on an accessible strategy. This document presented a suggested action plan for achieving the wider aim of improving access to transport for disabled persons and integrating it into the mainstream public transport. It also served as a starting point for the development of a strategy built on consultation.

In addition, between March and June 2002 a number of bilateral meetings were undertaken between the Department and the relevant stakeholders from the disability as well as the transport sectors. The purpose of the consultations was to:

- (a) Take stock of progress achieved and challenges encountered by various stakeholders when undertaking activities aiming at promoting accessible transport, since the promulgation of the Integrated National Disability Strategy (INDS) in 1997. The inputs

- gathered were consolidated into the (existing) first draft strategy document as key strategic issues to guide the strategy action; and
- (b) Assist the Department in crafting a meaningful coordinative role for aligning and creating synergies of processes already in-progress.

The Taxi Recapitalisation project, which is currently being driven by the Department of Trade and Industry, is also addressing accessibility.

f. Staffing for INDS implementation

The Department's Policy, Strategy and Implementation Branch, is aware of the INDS strategy and has been involved during the inception of the INDS and some of the officials participated in the development of the strategy. Some of the representatives have also participated in the training that was offered by the OSDP and were working on integrating training objectives into their strategies.

Policy and strategy development within the department has also benefited from the training. The trained officials formed part of the reference group developing the strategy. The "Arrive Alive" campaign is now targeted as a special means of mitigating and reducing the contribution of road traffic accidents to the generation of disabilities.

As a direct result of the training, the department is also embarking on road use awareness among school children as a way of reducing road accidents.

STAFFING: POLICY, STRATEGY AND IMPLEMENTATION			
Post Level	% Of Time on Disability	Key Responsibilities	Present Incumbent
1.) Manager (1 post)	25%	<ul style="list-style-type: none"> • Manage and co-ordinate the process of developing a short term strategy on accessible transport; 	Ms Angeline Nchabeleng
2.) Deputy Director (1 post)	50%	<ul style="list-style-type: none"> • Undertake necessary research for strategy formulation; • Analyse, consolidate research findings in policy issues; • Liaise with stakeholders on policy and strategy development; • Monitor progress on policy and strategy implementation and provide feedback; • Assist in co-managing contracts. 	Ms Tshitshi Phewa
3.) Intern student (1 post)	50%	<ul style="list-style-type: none"> • Undertake necessary research for strategy formulation; • Analyse, consolidate research findings in policy issues; • Liaise with stakeholders on policy and strategy development; • Monitor progress on policy and strategy implementation and provide feedback; • Assist in co-managing contracts. 	Mr Melvis Pietersen
4.) Manager	10%		Mr Kuben Pillay
5.) Manager	20%		Mr Jan Dawid de Villiers

The Senior General Manager: PSI is the Senior Manager of the Policy, Strategy and Implementation Branch.

REGULATION AND SAFETY			
Post Level	% Of Time on Disability	Key Responsibilities	Present Incumbent
1.) Manager (1 post)			Mr Ntau Letebele
2.) Deputy Director (1 post)			

CORPORATE SUPPORT			
Post Level	% Of Time on Disability	Key Responsibilities	Present Incumbent
1.) Deputy Director			Ms Nthekei Nkhosana

g. Awareness Raising

The Department of Transport regularly conducts public awareness campaigns on road safety. They acknowledge that since road traffic accidents contribute significantly to physical disabilities they can prevent disabilities by reducing the number of road accidents. The aim of the Arrive Alive Campaign is to mitigate disability and prevent death on South African roads.

School children are targeted through the **Awareness Campaign**. This is a collaborative program with the Department of Education. School children are trained to use the road, and proper road crossing techniques. The programs aim to prevent disability by decreasing the contributory effect of road traffic accidents. It aims to mitigate road traffic accidents around schools, and hence prevent disabilities.

12. Department of Arts and Culture

Policy and Strategy Status at Departmental Level

The Department of Arts and Culture does not have a finalised *Disability Policy* or a comprehensive *Departmental Disability Integration Strategy*.

A draft departmental disability policy for internal use exists. It still needs ratification and broader consultation with the disability sector. The department reports that a *Disability Consultative Conference* was planned to facilitate this and to inform policy, but was postponed. An amount of R358,000 was budgeted for this purpose, but to live up to the department's expectation of a world class conference, the department needs and is trying to source a further R200,000. The intention was to have worked closely with the *South African Federal Council on Disability (SAFCD)* to ensure a quality outcome.

Capacity and Internal Efficiency of Departments

Staffing

- The *Director of Cultural Industries* is responsible for disability issues in the department.
- It is reported that there is no coordination of work done in the department with regard to disability issues, and a particular problem is the coordination of internal and external issues.

Staff Development

- A dedicated person is required to address disability issues within the department. The person who has been allocated this portfolio has a number of other responsibilities and when she is unavailable, there is no-one to delegate the task to.

13. Department of Communications

Policy and Strategy Status at Departmental Level

The Department of Communications does not have a finalised *Disability Policy*, or a complete *Departmental Disability Integration Strategy*.

This department has instituted clear criteria, which are fully compatible with *OSDP* guidelines and the principles of working with civil society organisations in the disability sector, for all its tenders for disability inclusive programmes.

The first phase of the *Departmental Disability Integration Strategy* has been tabled with findings and recommendations. At the time of writing of the departmental report the presentation of the second phase, which is the final set of recommendations, was planned for the end of September 2002. This strategy will set up a framework within which policies will be enforced and regulated, and disability specific services and facilities will be established. An amount of R200,000 was budgeted for the first phase, and R100,000 for the second phase.

The plan was that after the second phase had been presented and accepted, implementation of the *INDS* recommendations would begin and would be monitored by the *Disability Strategy Committee*.

Capacity and Internal Efficiency of Departments

Table 20: DoC: Staffing

Post	Level	Percentage of time on disability issues	Present incumbents
Senior Manager	13	0%	Ms Mikie Kutta
Manager	12	0%	Ms Mary Maphathane
Act Senior Manager	12	100%	Ms Nonhlanhla Nkosi
Control A O	9	0%	Ms Busi Mokoena
Chief A O	8	0%	Ms Jackie Hlongwane
Chief A O	8	75%	Mr Mxolisi Mvimbi
Admin Officer	7	30%	Mr Piet Nel
Control A O	7	50%	Ms Octavia Hlongwane
Manager	11	0%	Ms Zingisa Mei
Admin Officer	7	0%	Ms Nana Mabe

- A permanent sign-language interpreter was appointed in June 2000.
- The Human Resources Unit is in the process of promoting an official who deals with disability issues to a senior management position.

Staff Development

- An ICT training strategy workshop was held in January/February 2002.
- The department held an *INDS* staff workshop in May 2002.
- Skills transfer takes place through participation in the implementation and evaluation of projects and programmes.
- The *Disability Committee* has been established to influence other departmental committees and projects on disability integration issues. The committee also sets up one-on-one meetings with portfolio organisations to ensure project delivery.
- Disability issues are on the agendas of most departmental projects, meetings and workshops. It is reported that management in the department are beginning to think and act within the framework of the *INDS*.
- The department has collaborative internal partnerships, which specifically address the “ghetto-ising” of disability issues.
- The gender unit of the department is being restructured and disability issues will fall under the new structure.
- The department participates regularly in the *Inter-Departmental Collaboration Committee on Disability (IDCC: D)* through their *Disability Committee*. However, it is reported that the majority of committee members do not attend these meetings.

Systems Development: Mechanisms

- The department has established disability specific as well as disability inclusive programmes within the department.
- Information has been provided on Universal Access and Design approaches.
- The department reports regularly on progress with regard to the *INDS*.

Departmental Implementation of Previous Recommendations

The department has made a slow but committed move towards the implementation of the *INDS* recommendations. The *Office on the Status of Disabled Persons (OSDP)*, the national and provincial disability sector and other stakeholders have been consulted, shifting the initial broadcasting based focus of the projects and programmes. After consultation with these role-players, the department has increased its scope to fund and implement projects that ensure that the department’s mission and vision become inclusive of disability issues.

It is envisaged that all programmes and projects are designed and established in an integrated fashion. However, disability specific programmes are currently being implemented as a way of addressing existing gaps in all the services and facilities that have been established by the department. The ultimate goal will then be to move from the process of closing gaps towards integration and finally standardisation.

INDS Recommendations

No recommendations pertaining to the Department of Communications were made in the *INDS White Paper*. However the department has reported on some recommendations that are primarily owned by other departments. The department has used these as a guideline for their activities. The numbering used below is based on the INDS Report.

10b: Employment - Small Micro and Medium Enterprises (SMME's). The tender evaluation, criteria and award process has been developed to include requirements that companies owned and managed by people with disabilities must be subcontracted and that preference will be given to such companies for all disability inclusive projects. For disability specific projects, the preferred company will be owned and managed by people with disabilities.

Standard Evaluation Criteria on economic empowerment for the benefit of designated groups in all procurement procedures have been developed. These criteria include equity, control, management, technology and services. The awarded tender will require that a company must have 5% equity shareholding for people with disabilities and 3% management control by people with disabilities. A first draft of these *Standard Evaluation Criteria* has been submitted for approval. The *Empowerment Policy* will ensure empowerment of companies owned and managed by people with disabilities, women, people living in rural areas and previously disadvantaged people through a point / percentage system.

11c: Human Resources Development - Training. The community radio programme production process has been designed to empower and develop people with disabilities particularly in production and implementation. The *National Electronic Media Institute of South Africa (NEMISA)* facilitated training and a number of trainees are actively involved in producing and presenting programmes with community radio stations.

Training programmes, internships, and career-pathing opportunities exist specifically for persons with disabilities. These are aimed at establishing an integration strategy to achieve inclusion and standardisation of training services.

A budget of R5.4 million has been allocated for the production and facilitation programme. It is envisaged that through this project the following will be achieved:

- The development of a human resource pool of skilled people with disabilities graduating from *NEMISA*, *ISSA* and E-learning programmes.
- ICT sector representation of people with disabilities

- Ownership and control of ICT business by people with disabilities.

2b: Public Education and Awareness Raising. While a number of programmes have been implemented to foster public education and awareness, some still present as disability exclusive and not as integrated into the department's mainstream programmes. An *Integrated Disability Strategy* remains a core requirement for the department.

Programmes currently implemented include:

- Community radio stations produced disability inclusive programmes incorporating disability, human rights, and labour issues. Programme content has been developed in conjunction with *Persons with disabilities Organisations (DPO's)*
- All major departmental functions distributed pamphlets dealing with disability related projects.
- A project has been initiated to ensure that all public awareness and education information is Brailled, recorded on tapes and CD's and captured on video signage.
- Recent departmental conferences have ensured that access barriers do not prevent attendance and active participation.

7b communications: technology

The department is involved in a policy process that will ensure that the existing analogue infrastructure is digitized so that more and efficient electronic information services such as television and radio and other multimedia services are digitized making these services readily accessible to all. This strategy will also ensure that services such as the radio reading service for the blind is established, television and theatre audio services and visual description for the blind as well as Caption on television for Deaf people is available.

Some of the committee members use other opportunities, like in meetings, workshops and presentations to talk about integration, the INDS and networking or collaboration issues. This has been a successful approach in that more project coordinators and managers are coming to us for input and others are referred to the committee by other senior managers. In other cases people have taken it upon themselves to accommodate issues of disability in their implementation processes.

7d: Communications - Access to Information. A *Universal Access Strategy* has been initiated to ensure that service gaps are addressed through retrofitting and reconstruction, with a long-term goal of achieving standardisation through *Universal Design*. The tender process for this strategy implementation has begun and a budget of R3,5 million has been allocated for the retrofitting project. This initiative is

disability inclusive as it endeavours to include people with disabilities in mainstream communications.

18 Community Radio Station and 18 DoC Wils will be identified. The SANCB has been consulted in order to assist in identifying DoC Wils that will be effectively and mostly be utilized by people who are blind. The organization has send one of their members to Soshanguve so that he can get an understanding of what a DoC Wil is.

9g: Education - Support Services. Multimedia laboratories with specialised software have been established in 33 special schools as an education support service. This forms a part of the department's initiative to utilise these schools as feeder schools to the ICT training programmes run by *NEMISA*. It is a standard rule that all information should be available in Braille, in electronic format, and in video signage. This initiative remains disability exclusive as it is aimed only at schools catering for disabled learners.

16 legislation - The department has been involved in a policy process on "Intensive Benchmarking Study on Policy and Regulatory Disability Issues in South African Communications". A report was tabled to the department with findings and recommendations.

However, flowing from the first phase of this study, a second phase of the policy process has been implemented as a mechanism to firstly analyse these recommendations and come up with specific standards, guidelines, structures and services that need to be established by the department. Together with these issues, information must be provided regarding the impact of the implementation of these recommendations.

These issues will have to be prioritised in terms of implementation, but furthermore the industry must be made aware of these ventures and further be involved in the implementing process.

19b Inter-Governmental Collaboration: Functions of Coordinating Committee

The department is participating at this structure through workshop attendance, presenting and submitting reports on the monitoring, evaluation and implementing of the INDS.

A disability strategic committee has been established and a process is underway to legitimise and formalise a structure that will effectively address issues of disabilities.

14. Department of Defence

Policy and Strategy Status at Departmental Level

The department's *Policy Guidelines on the Prevention and Elimination of Unfair Discrimination towards People with Disabilities* was approved on 20 May 2002. This policy was compiled on the basis of the principles embraced by the *INDS*. The department consulted with various role-players, such as DPSA, Curamus Association, Labour Unions, and others, during the drafting of the policy.

The policy guidelines are supplementary to the department's policy on *Equal Opportunities and Affirmative Action*. This policy was based on constitutional imperatives. It states that equality and equal opportunities will be afforded to all persons or groups or categories of persons, thereby prohibiting unfair discrimination.

Comprehensive disability equality and equity planning and programming service is provided by the *Equal Opportunities Chief Directorate* which has established a post for a person with a disability to provide this to the department.

Capacity and Internal Efficiency of Departments

Staffing

- The *Equal Opportunities Chief Directorate* functions within the strategic context of the department to institutionalise equal opportunities and affirmative action.
- A *Disability Section* was established in January 2001 to provide comprehensive disability equality and equity planning and programming service to the department. There is currently only one incumbent (*Assistant Director*, Level 10) in the *Disability Section*. There are 432 people with disabilities within the department's 76,000 staff members, and this necessitates the upgrading and expansion of the section.

Staff Development

- Progress has been made regarding the training of internationally recognised Equal Opportunity Staff Advisors to assist all levels of management in the department on the implementation of the *Equal Opportunity and Affirmative Action Policy*. The department has spent R345,000 in the process of promoting employment equity. This was in addition to the R1,596,551 previously reported.
 - The *Equal Opportunities Chief Directorate (EOCD)* sent eight employees to the *Defence Equal Opportunities Management Institute (DEOMI)* in Florida, USA to be trained as Equal Opportunity Staff Advisors in the first quarter of 2002.
- Training is held on disability issues at the department's *Equal Opportunities Management Institute*.

- The department spent R72,000 on a Beginners and Intermediate Sign Language course at the Wits Language School for eleven employees. The aim of the course was to equip department employees to communicate with deaf people with whom they come into contact regarding the fundamental issues in their vocation.
- The department sent sixteen employees to attend the Disability Equity Management training course run by SAMDI, during April 2002.

Systems Development: Structures

- The department has set up a Departmental Forum for People with Disabilities that plays an active role in advising the department on disability issues and the implementation of the *INDS* principles. Substantial progress has been made on several aspects of capacity building and internal efficiency on equality matters by involving the Disability Forum in these matters.
- The Human Resources system and database are used to manage equity for persons with disabilities.

Systems Development: Mechanisms

- The Department ensures that the current departmental systems are disability inclusive (eg: Curamus Association).
- All Affirmative Action Plans submitted by Department of Defence Services, Divisions and Formations have been scrutinised and analysed in order to identify gaps and barriers to promoting the principle of equality regarding people with disabilities.
- An equal opportunities manual was compiled after the training received at the Defence Equal Opportunity Management Institute. It contains useful and easily accessible information about equal opportunities for people with disabilities.
- The department regularly prints articles for awareness raising and education on disability issues. A series of articles was compiled for departmental publications and disability related seminars.
- The *Equal Opportunities Chief Directorate (EOCD)* continues to expand its awareness and sensitising campaign regarding disability issues in the department.
- The department has planned a disability workshop, gala function and a fun Olympics on the 2/3 December 2002 including a wheelchair race with senior management against employees with disabilities, for which extensive media coverage is planned.

Departmental Implementation of Previous Recommendations

INDS Recommendations

No recommendations pertaining to the Department of Defence were made in the *INDS White Paper*. However the department has reported on some recommendations that are primarily owned by other departments. The department has used these as a guideline for their activities.

1: Prevention. The Department of Defence recognises a moral obligation and social responsibility to prevent injury that could result in permanent disability. Their commitment to this is implemented through the *Director: Occupational Health and Safety* to effectively manage personal and work-related problems, as well as the prevention of accidents and injuries by means of effective occupational health and safety conditions.

2b: Public Education and Awareness Raising. The Department of Defence has embarked on an aggressive awareness-raising programme to sensitise personnel to disability issues. The department believes that active steps have to be taken, and in this vein the *Equal Opportunities Chief Directorate* has begun to include various awareness raising articles in departmental publications and has run sensitising training programmes and seminars.

4b: Rehabilitation - Health. The Department of Defence views rehabilitation as a combination of processes providing a continuum of care to people with disabilities, through the utilisation of the *South African Military Health Services* which encompasses a broad range of health services.

5: Barrier-free Access. The Department of Defence recognises the necessity of a barrier-free environment. Discussions have begun with the logistics division within department to plan and implement the barrier-free access principle of the *INDS*.

7a: Communications - Sign Language. The Department of Defence recognises communication as integral to its core function and access to its services. It is therefore committed to ensuring that people with communication disabilities have equal opportunity to access information and services. The department has spent another R72,000 on a beginners and intermediate sign language courses at the *Wits Language School* for more employees to attend.

15: Sport. The Department of Defence regards sport and recreation as one of the vital components in the integration of people with disabilities into departmental activities. Sport and recreation are also seen as a vital component in the successful rehabilitation of people with disabilities. While the department recognises this, there is no specific action reported.

15. Department of Environmental Affairs and Tourism

Policy and Strategy Status at Departmental Level

The Department of Environmental Affairs and Tourism has not finalised its *Disability Integration Policy*. There is no *Departmental Disability Integration Strategy*.

The department has developed a draft *Disability Integration Policy*, which was subject to internal consultation during 2001 and 2002. The draft is currently under review in the department. The *Subdirectorate: Skills Development & Equity Facilitation* utilises its operational budget to fund its activities pertaining to the implementation of the *INDS*.

Capacity and Internal Efficiency of Departments

Staffing

The Equity Facilitation Section is responsible for disability issues in the department. The staff complement follows:

Post	Level	Present incumbent	Disability
Assistant Director	9	Ms Palesa Mokalapa	Part time
Human Resources Practitioner (vacant)	7	Ms Tebogo Modjadji (On temporary basis)	Part time

The key responsibility of the Equity Facilitation Section is to ensure that race, gender and disability inequalities are addressed in the department, in line with the Employment Equity Act. This section reports to the Chief *Director: Corporate Affairs*.

Staff Development

- Two staff members within the Equity Facilitation Section have undergone disability related training over the past year. The courses attended were the Disability Equity Management training course run by the South African Management Development Institute (SAMDI) and the *INDS* Training for IDCC Representatives.

Systems Development: Structures

- The *Departmental Disability Policy* is facilitated by the *Equity Facilitation Section of the Human Resources Management Directorate*. With regard to disability issues, the Equity Facilitation Section is responsible for ensuring employment equity, in line with the Employment Equity Act, ensuring that the department accommodates the needs of people with disabilities and facilitating the

implementation of the *INDS* by line function managers. This section executes its programme design function as part of the business plan of the *Sub-directorate: Skills Development & Equity Facilitation*. It utilises the operational budget of the sub-directorate for this purpose.

- The Departmental Transformation Committee will monitor the implementation of the *INDS* on a quarterly basis once the *Departmental Disability Integration Policy* is approved.

Systems Development: Mechanisms

- The *INDS* implementation will be included in the performance agreements of all *Chief Directors* in the Department.

The implementation of the *INDS* will be incorporated as part of the Departmental Transformation Strategy.

Departmental Implementation of Previous Recommendations

Overall, minimal progress has been made in the department towards the implementation of the *INDS*. The department still needs to develop strategies and project plans towards the implementation of the *INDS*. The responses provided below on implementation of departmental specific *INDS* recommendations are based on the outcomes of the consultation process of the draft disability policy document. The responses provided shall be enforced upon approval of the draft disability policy.

INDS Recommendations

1: Prevention. The *Environmental Planning Coordination* component of the *Environmental Management Branch*, through the *State of the Environment Reporting*, shall endeavour to establish a link between poor environmental conditions and possible disabilities. No actual progress is reported.

2b: Public Education and Awareness Raising. The department shall, within reasonable limit, ensure that its publications are made available in Braille and that its website is accessible to people with visual impairments. Mechanisms shall be developed to incorporate disability prevention in environmental education material for schools. No actual progress is reported.

5e: Barrier-free Access - Tourism. The *Tourism Quality Assurance* component, within the *Tourism Branch*, shall facilitate a process of ensuring accessibility within the hospitality industry, through the *South African Tourism Council*. No actual progress is reported

10b: Employment - Small Medium and Micro Enterprises (SMME's). The *Tourism Development* component within the *Tourism Branch*, shall investigate possible economic empowerment opportunities in the tourism industry for people with disabilities. In line with the *Preferential Procurement Policy Framework (PPPFA)*

the department gives preference to companies owned by historically disadvantaged individuals (i.e. previously disadvantaged people, women and people with disabilities) in the procurement of goods and services. Most tenders advertised by the department allocate preference points for tenderers who claim disability ownership. However, there is a lack of registered *SMME's* owned by people with disabilities and tenderers rarely claim preference points for disability equity. The department intends to put in place measures to address this matter.

The department's *Poverty Relief* has funded an indigenous plant nursery in Steinkopf in the Northern Cape, which is run by people from the *Immanuel Centre for the Disabled*. Of 900 permanent positions created, 11 positions went to people with disabilities. Of 5000 temporary positions created, 50 went to people with disabilities.

20a: Budgeting for Disability Programmes - Allocation of Funds by Government Departments. All line managers shall make provision for the funding of disability projects related to their functions. No actual progress is reported.

16. Department of Foreign Affairs

Policy and Strategy Status at Departmental Level

The draft policy on disability and the implementation plan have been developed, and are in the process of consultation and implementation. Disability issues have been included in the department's strategies to establish employment equity. However, budget allocation for the current financial year is problematic as money from the 2002/2003 budget of the *Directorate: Organisational Development* was shifted.

Capacity and Internal Efficiency of Departments

Staffing

- The *Chief Director: Human Resources* is responsible for the implementation of the Disability policy and plan.
- An Employee Assistance Programme (EAP) professional, in collaboration with the Departmental Disability Forum, manage the departmental processes on disability issues at an operational level. The EAP professional reports to the *Director: Organisational Development* and the *Chief Director: Human Resources*.

Staff Development

- No specific staff development activities pertaining to disability issues have been reported, but the departmental priority projects include awareness, training and development opportunities.

Systems Development: Structures

Structures within the department used to enhance implementation of the *INDS* are:

- the *Intra-Departmental Committee*
- the *Departmental Disability Forum*
- the *Departmental Consultative Working Group* and the
- *Multi-Lateral Desks on Disability Rights and Social Development*.

Systems Development: Mechanisms

- Materials on the rights of people living with disabilities have been distributed through the internal e-mail system.
- The department participated in Casual Day, by selling stickers in the different buildings and by hosting an event to create awareness around disability issues in the workplace.

Departmental Implementation of Previous Recommendations

Situational Analysis 2000: Recommendations

The Department of Foreign Affairs was not included in the Situational Analysis of August 2000. However the department has made progress towards the implementation of the *Integrated National Disability Strategy*.

The *INDS* recommendations applicable to the department's internal programme are:

- accessibility of facilities
- access to information
- access to centres of learning
- the provision of assistive devices
- awareness
- human resource development and
- employment equity

The key priority projects for the department's internal programme are:

- awareness
- accessibility of facilities (which include training and development opportunities and the provision of assistive devices) and
- employment equity

In this regard a draft policy document and plan for implementation has been compiled for management's approval. Disability has been included in the Department's strategies to establish employment equity. The *Employment Equity Plan* expresses the department's intention to take special measures to offer opportunities to people with disabilities. The department aims to achieve a target of at least 2% of the staff complement being people with disabilities by 2005.

Specific interventions have been implemented to facilitate the employment of people with disabilities. These include:

- addressing the accessibility of physical facilities for persons with disabilities in the department
- *Human Resources* will contact relevant *Persons with disabilities' Organisations* to notify them of vacant posts
- candidates with disabilities will be appointed where at least equal merit with another candidate, or equal potential to develop the required skills, is shown

A draft policy guideline for dealing with disability issues in the department has been developed and is in the process of consultation. A plan for implementing the policy was drafted.

It is reported that budget allocation for the current financial year is problematic. Money from the budget of the *Directorate: Organisational Development* was shifted for the year 2002/3, for awareness activities. A budget of R200,000 for assistive devices has been requested for the 2003/4 financial year. An *EAP Professional*, in collaboration with the *Departmental Disability Forum* serves as the *INDS* focal point. The *EAP Professional* reports to the *Director: Organisational Development* and the *Chief Director: Human Resources*.

The *Human Rights desk* in the *Multilateral Branch*, deals with human rights issues.

The line function's focus areas are:

- promotion of human rights of people with disabilities and social developmental aspects at the international, regional and sub-regional level and
- dealing with the *United Nations (UN)* and its specific institutions such as the *General assembly*, *ECOSOC*, the *Commission on Human Rights* and the *Commission for Social Development*

17. Department of Housing

The housing vision is “a nation housed in sustained human settlements”.

Policy and Strategy Status at Departmental Level

A draft strategy has been developed. The department recognises that a *Disability Integration Strategy* would be instrumental in facilitating the integration and inclusion of disability issues into all departmental initiatives, and had earlier stated that such a strategy will be developed by January 2003. Consultation with the *Office on the Status of Disabled Persons (OSDP)* and civil society has not yet taken place.

Capacity and Internal Efficiency of Departments

Staffing

Total number of employees as at 31st August 2002 was 202 permanent staff of which one is disabled.

Staff Development

- Three officials attended the *Disability Equity Management* training course run by the *South African Management Development Institute (SAMDI)*.
- Two officials attended the *Respect for Disability Rights and Implementation of the INDS* training course organised by the *Office on the Status of Disabled Persons (OSDP)*.

Systems Development: Structures

- The department is an active member of the *Inter-Departmental Collaboration Committee on Disability (IDCC: D)*.

Systems Development: Mechanisms

- The department uses the *Housing Subsidy System and Database* to monitor subsidy allocations to people with disabilities.
- The National and Provincial departments are reviewing and refining systems to ensure adequate monitoring of subsidies allocated to people with disabilities.
- The *Human Settlement Policy and Integration* is in the process of including housing needs of people with disabilities.
- The findings of the studies funded by *DFID (Department for International Development, UK)* are being integrated into this policy. These studies are called: 1) *Enabled environment: reducing barriers for low-income people with disabilities* and 2) *Enhanced accessibility for people with disabilities living in urban areas (transport)*.
- A target of 5-6% of housing subsidies has been set for people with disabilities.

- The *Housing Subsidy Implementation Manual* and *Housing Code* include disability variation on subsidy (a beneficiary's disability enables them to improve their dwelling units by installing special equipment in the units and effect design adjustments to enable independent living in normal housing taking into account the nature and severity of a person's disability).

Departmental Implementation of Previous Recommendations

The Department of Housing has reported progress on the *INDS* recommendations pertaining to it and acknowledges that further initiatives still need to be implemented to ensure that disability issues are addressed and integrated.

In implementing the *INDS* recommendations the department has identified two areas of focus. The first area of focus is an internal one, which is to promote the needs of the disabled persons within the department. The external area of focus consists primarily of policies and procedures that are being implemented by the department.

INDS Recommendations

14: Housing. The department has a number of programmes that emanate from its Acts and policies that address disability related issues. A disability variation on housing subsidies has been implemented.

Barrier Free Access. The Department has made considerable progress toward improving physical accessibility to its building.

Initiate public education and awareness on disability issues.

Awareness raising within the Office and access to disability variation subsidies has been undertaken with the various provincial departments.

Employment

A draft policy on the Employment of People with Disabilities has been designed.

Intergovernmental Collaboration

The Department of Housing is an active member of the IDCC.

Situational Analysis 2000: Recommendations

Build staff capacity for disability integration. Three officials of the *Sub-Directorate: Transformation* attended the *Disability and Equity Management* Course presented by the *South African Management Development Institute (SAMDI)*. Two officials, who are responsible for the formulation of government initiatives, attended a training course on the *INDS* organised by the *Office on the Status of Disabled Persons (OSDP)*.

18. Independent Complaints Directorate

Policy and Strategy Status at Departmental Level

The Independent Complaints Directorate is one of the only departments that has an approved *Disability Policy*.

The *Disability Policy* was approved on the 22 May 2001. There are three focus areas of the strategy to implement the *Disability Policy*, these being:

- to employ more people with disabilities
- to revamp the National Office to provide easy access for people with disabilities and
- to revise the current policy on disability.

The department has requested a consultative meeting with *the Office on the Status of Disabled Persons (OSDP)* for the revision of the departmental *Disability Policy*.

While no specific budget has been reported to facilitate policy and strategy development, an amount of R66,000 has been allocated to awareness programmes.

The department had its *Strategic Planning Workshop* from the 19 – 22 May 2002 for all levels of employees, and for the first time disability issues were included in this process.

Capacity and Internal Efficiency of Departments

Staffing

- The *Deputy Manager: Office of the Executive Director* is responsible for the policies, budget and implementation of the department's *Special Programmes*.
- The *Special Programmes Officer* is responsible for the implementation of the department's programmes.

Staff Development

- The *Special Programmes Officer* attended the *Respect for Disability Rights and Implementation of the INDS* training course organised by the *OSDP*.
- The *Gauteng Special Programmes Representative* attended the *Seminar on Discrimination Against Persons with disabilities* at Cherche Home in Aug 2002.
- The *Free State SPR* attended a consultative meeting with the *Free State OSDP* on 13 January 2003.

- The Free State SPR liaised with the Bartmea School for the Deaf and Blind to facilitate a workshop on sign language.
- The Special Programme Officer attended an informative meeting on the forthcoming Rehabilitation International Africa Regional Conference 2003 that was hosted by the OSDP on 12 February 2003.
- The Head of Department and members of the SMS attended the INDS Certified presentation that was hosted by the OSDP at the Sheraton Hotel on March 2003.

Systems Development: Structures

- The department has two internal standing committees dealing with disability – the *Special Programmes Committee* and the *Equity Committee* – which both meet quarterly.
- The *Special Programmes Officer* deals with disability matters and reports to management during *Senior Management Meetings* (bi-monthly) and *National Office Management Meetings* (bi-weekly).
- The *Special Programmes Officer* is a member of the *Inter-Departmental Collaboration Committee: Disability (IDCCD)*.
- Every provincial office has a *Special Programmes Representative* that reports to the department's *National Office* on a monthly and quarterly basis.
- The department's organogram is conducive to reporting on the *INDS*.

Systems Development: Mechanisms

- The department's *Special Programmes Committee* produces a quarterly newspaper that includes disability issues.
- All departmental disability policies are environmental on the department's database.

Departmental Implementation of Previous Recommendations

INDS Recommendations

No recommendations pertaining to the Independent Complaints Directorate were made in the *INDS White Paper*. However the department has progressed in the implementation of some of the *INDS* recommendations.

1: Prevention. The department promotes a healthy working environment to protect its employees against occupational hazards.

2a: Public Education and Awareness Raising. During calendar events the department distributes printed information internally as well as externally. The department has a *Disability Policy*, newsletter, information boards, information sessions and training and calendar events that address disability issues.

3: Health Care. The department will engage in an Employee Assistance Programme (EAP) during 2003 whereby the necessary referrals to health care will be provided.

4d: Rehabilitation. The *Employee Assistance Programme (EAP)* will provide the employees with the necessary care providers.

5d: Barrier-Free Access. The department is currently revamping the *National Office* building to ensure barrier-free access. Within the KwaZulu-Natal, Free State, and Gauteng provincial offices slight changes have been made to ensure barrier-free access, whereas the Eastern Cape and Limpopo Province have problems in this regard. Only the North West Province provides barrier-free access to people with disabilities. Most provinces are currently liaising with the necessary stakeholders to ensure barrier-free access.

6a: Transport. Government vehicles designated to the department do not cater for persons with disabilities.

7d: Communications. The department has not introduced any technology with regard to Braille or sign language.

9: Education. The department ensures equal opportunities to all employees to further education.

10: Employment. The department ensures equal opportunities depending on the physical requirements of the post.

11: Human Resource Development. The department ensures the development of disabled employees with regard to adjustments to the environment within the workplace.

12: Social Welfare and Community Development. The department participates in the *HP Planet Partner Programme* by donating all empty HP toner and ink cartridges to the programme. This programme teaches disabled and disadvantaged people various skills to produce candles, chimes, frames and other crafts to raise funds.

13b: Social Security - Workman's Compensation. The department is to ensure that an employee is re-integrated where possible or compensated as a result of an accident that resulted in a disability.

14: Housing. The department has equitable access to the housing subsidy scheme for all its employees.

16: Legislation. The department is required to operate in accordance with the following legislation: the *Public Service Act, 1994*, the *Employment Equity Act, 1998*, the *Labour Relations Act, 1995*, the *Basic Conditions of Employment Act* and the *Skills Development Act, 1998*. The department also ensures that all departmental *White Papers* aimed at transformation of the Public Service are applied internally such as the *White Paper on an Integrated National Disability Strategy (INDS)*. The department is also responsible for adhering to and implementing the *Code of Good Practice on the Employment of People with Disabilities*.

17: Monitoring. The *Office on the Status of Disabled Persons (OSDP)* monitors departments with regard to the implementation of the *INDS* on a quarterly basis.

20a: Budgeting for Disability Programmes. A total budget of R66,000 has been allocated for all *Special Programmes* during 2002/2003. Provincial departments are required to contribute 5% of their housing budget to persons with disabilities.

21: People with Acquired Immune Deficiency Syndrome. The *Employee Assistance Programme (EAP)* will provide the employee with the necessary care and support.

Data, information and Research: The *Special Programmes Newsletter* captures information derived from the internet, *OSDP*, training sessions, newspapers and magazines.

19. Department of Labour

LEGAL BACKGROUND AND POLICY INSTRUMENTS

The Department of Labour promulgated the Employment Equity Act in 1998. The Employment Equity Act defines designated groups in terms of race, gender and disability and prohibits any form of discrimination against any of these designated groups. Special provision is also made in the Act for advancing the employment of these designated groups as they were previously disadvantaged.

To cover the areas of disability and employment, the Code of Good Practice on the Employment of People with Disabilities was developed. To assist employers to unpack the Code, the Technical Assistance Guidelines on the Employment of People with Disabilities was developed.

All of the legal and policy instruments mentioned above are available on the Department of Labour website at www.labour.gov.za, except for the Technical Assistance Guidelines as this is only to be launched by the Minister of Labour in August 2003.

The Department of Labour has participated in the development of the Integrated National Disability Strategy and has subscribed to the ethos of the vision for people with disabilities in this important document, by setting a target of 4% for the training of people with disabilities in all its skills development programmes.

The Skills Development Act, 1998 and the Skills Development Levies Act, 1999 provides for raising levies from employers for the skills development of unemployed and employed people including people with disabilities as well as for a public employment service and other infrastructures to assist them in accessing the skills development programmes and in finding employment.

The National Skills Development Strategy sets performance indicators to reach the objectives of raising the skills levels and employment rates of the country's citizens.

2. EMPLOYMENT SUPPORT PROGRAMMES OF THE DEPARTMENT OF LABOUR FOR PEOPLE WITH DISABILITIES

The Department of Labour launched the National Skills Development Strategy in February 2001, which states that 4% of all people trained as part of the Strategy should be people with disabilities. The National Skills Development Strategy sets performance indicators for training in shorter-term skills development programmes in Social Development Projects under the National Skills Fund and also for training in learnerships.

The Skills Development Levies Act, 1999 provides for collecting a levy amounting to 1 per cent of pay roll from employers with more than 250 employees. Twenty per cent of this levy is placed in a National Skills Fund for utilization to alleviate unemployment by means of skills development in social development projects.

Eighty per cent of this levy is paid to Sector Education and Training Authorities who will disburse funds to employers for training of employed and unemployed learners in learnerships in all the different sectors of the economy. The year of 2003-2004 is the year of the Learnership Campaign in which special efforts will be made to place up to 72 000 unemployed learners in learnerships by May 2004, of which four per cent should be people with disabilities.

An employment support programme targeted especially at assisting people with disabilities to enter the labour market is also operational at the Department of Labour, inclusive of a Bursary Scheme for People with Disabilities, a Wage Subsidy Scheme for People with Disabilities and subsidy scheme to placement officials at national organizations for people with disabilities.

Skills Development Programmes in Social Development Projects under the National Skills Fund

Short-term skills development programmes such as baking, sewing, chicken-raising, coffin-making are funded in which people with disabilities will receive training and will also be assisted with placement.

Bigger social development projects such as the Working for Water project are also funded under this Scheme and People with Disabilities can also find training and placement opportunities in these projects.

These skills development programmes often play a valuable social upliftment role and provide much needed skills to the unemployed to start up their own small businesses upon completion of the training. During the period April 2002 to March 2003, 2 258 people with disabilities were trained under the National Skills Fund programmes, which is 4, 37% of the total unemployed trained.

2.2 Learnership training through Sector Education and Training Authorities

Learnerships are special type of training programmes that provide a qualification to the learner upon completion of training. Learnerships are made up of theoretical training and work experience and the trainee will have much better hands-on work experience when qualified, which will assist in the job-finding process. Very often unemployed learners also stay on with the employer at whom they did their work experience as the employer has experienced them as the learners have the opportunity to prove themselves as workers.

Learnerships will eventually be offered in all the different sectors of the economy. Learnership training is overseen by twenty-five Sector Education and Training Authorities. It is foreseen that learnerships will be a route to open up many previously inaccessible opportunities to people with disabilities.

A system is being developed to record learnership statistics.

2.3 The Bursary Scheme for People with Disabilities

PURPOSE AND HISTORY:

- The objective of the Bursary Scheme is to facilitate training and enhance the employment opportunities of persons with disabilities. Once an appropriate qualification is obtained, persons with disabilities are better equipped to compete for employment in the Labour Market or to be self-employed. The financial aid is meritorious and complies with the objective of the Department to assist designated groups to find employment/self employment
- The scheme originated in 1942 during the Second World War. Injured soldiers returning after the war were trained or retrained to enhance their work opportunities. The Scheme was later extended to civilians and the Bursary Scheme finally became the responsibility of the Department of Labour in.....

WHAT THE BURSARY COVERS:

- The bursary covers tuition fees, accommodation and meal fees and a book allowance. An allowance for assistive devices is awarded during the first year of study

CRITERIA FOR BURSARY ALLOCATION:

- Persons with disabilities whose chances of finding suitable employment will be enhanced by training and education.
- Persons with disabilities with insufficient funds to study
- The persons must be older than 16 years and not subjected to compulsory education
- He/She must be a citizen of the Republic of South Africa and reside in the RSA when applying for the bursary
- The study course must be in a field that is in demand in the labour market.
- Students may enroll at any official training institution, e.g colleges, technikons or universities. The most important requirement is that field of study is employment-orientated and that the applicant should be able to function effectively in the career after completion of the training

The Department of Labour is allocated a certain amount of money for training unemployed people. Two percent of this is assigned to training people with disabilities. In 1996, this amounted to R1 580 000, and was used to train 1358 people with disabilities, 464 of whom were placed in employment. This percentage of people who were placed (34%) is fairly consistent with the other groups of people who are trained in the formal sector, informal sector, building-related sector, and so on, where 25 – 35% of people are placed. The amount budgeted for training people with

disabilities in 1996 was less than in 1995 (by R100 000), but the number of people trained and placed increased. In addition to the people placed by the Department, the eleven placement officers placed 498 people with disabilities in employment in the various national councils for people with disabilities, whose salaries are subsidised by the Department.

Bursary scheme for people with disabilities

The bursary scheme promotes employment possibilities of people with disabilities by awarding bursaries for careers-oriented training. In 1996, 108 students received bursaries, and the number was expected to decrease in 1997 to 102. At the end of 1996, 11 students completed their studies.

NUMBER OF NEW BURSARIES AWARDED IN 2003:

- 157

NUMBER OF BURSARIES CONTINUED IN 2003:

- 143

TOTAL NUMBER OF BURARIES IN 2003:

- 300

2.3 Wage subsidy scheme:

PURPOSE OF WAGE SUBSIDY:

- The Wage Subsidy Scheme is intended to provide employers with an incentive to employ persons with disabilities by subsidizing the salaries of such employees for a limited period. The aim of this scheme is to place persons who find it difficult to obtain employment due to their disabilities and would probably require a longer training period, in suitable positions in the open Labour market. Currently the Wage Subsidy Scheme is under supervision by the Department of Labour to come up with a more helpful and accessible scheme for people with disabilities

The aim of the subsidy scheme is to provide a subsidy on the salary of workers with disabilities, paid to the employer, so that those who have found it difficult to obtain work in the open labour market can, through training, become sufficiently competent to be productive in the open labour market.

The Department has identified a few shortcomings with the current system, mainly because the scheme has not been reviewed since 1981. This means that the amount paid to employers is very little, and the scheme has mainly been utilised for unskilled and semi-skilled workers. In 1995 the scheme was reviewed and adjusted, and a pilot project launched in Gauteng. The pilot is an improvement on the old scheme, but it is still not representative according to race and gender. If the pilot is successful, it will be extended to the rest of the country. During 1996, 66 people with disabilities were placed under the pilot scheme, and 205 subsidised workers were still working under the original Wage Subsidy Scheme.

CONDITIONS FOR EMPLOYERS FOR OBTAINING A WAGE SUBSIDY:

- To qualify for a subsidy, the employer must pay the employee with a disability a fixed salary. All the conditions of employment as prescribed by applicable wage regulations or acts, must be adhered to in respect of subsidized employees. Care must be taken to ensure that persons with disabilities are not exploited by employers and receive a reasonable remuneration for their services

3. PLACEMENT OFFICIALS AT NATIONAL COUNCILS FOR DISABILITY:

PURPOSE OF PROGRAMME:

- Eleven [11] placement officers are being subsidized at national organizations for people with disabilities by the Department of Labour according to the starting salary of an administration clerk with matric. These placement officers are trained to deal with the specific needs and problems of visually impaired or hearing impaired persons, or persons with physical disabilities. They inform employers about the skills and needs of these people and assist in placing people with disabilities in employment.
- Five placement officers are in the services of the SA National Council for the Blind, two placement officers in the services of the DEAFSA [Deaf Federation of SA] and four placement officers in the service of the National Council for the Physically Disabled in SA.
- The Subsidising of all the posts for placement officers at the National Councils were approved by the Director-General: Labour.

Some people, due to the nature of their disabilities, cannot find employment in the open labour market, but are still capable of doing remunerative work under sheltered conditions. The Department of Labour has a number of work centres where people can produce articles in woodwork, textiles, metal, canvas, upholstery, leather, knitting and bookbinding.

In 1996, an average of 1 889 people with disabilities were employed by the 13 service products factories. The scheme is mainly dependent on funds generated by the various factories, and attempts to decrease the need subsidisation. Currently, the Department subsidises the scheme with R16,8 million per annum, and income from the sales of goods manufactured by the various sections amounted to 97,1 million.

The racial composition of the workers in the work centres reflects the old apartheid system, with 1 432 whites, 449 coloureds, 23 Asians and 89 Africans being employed. The Department also subsidises seven workshops for the blind to the amount of R4 million.

The nature and management of these work centres are currently under revision.

Capacity and Internal Efficiency of Departments

Table 21: Staffing as at February 2002

Posts	Levels	% time spent on disability issues	Key responsibilities	Present incumbents
1	Executive Manager	15%	Management of the <i>Directorate: Employment Services</i> and services to all target groups	Mr. I Akahalwaya
1	Manager	25%	Management of recruitment, selection, training and placement of learners of all target groups (including persons with disabilities) and disability specific projects.	Vacant
1	Assistant Manager	25%	Management of recruitment, selection, training and placement of learners of all target groups (including persons with disabilities) and disability specific projects.	Ms E Crafford
1	Principal Vocational Counsellor	10%	Recruitment, selection, training and placement of all target groups (including persons with disabilities).	Ms R Mentz
1	Principal Vocational Counsellor	100%	Administration of disability specific schemes to alleviate unemployment.	Ms L Steyn
1	Employment Services Practitioner	25%	Recruitment, selection, training and placement of all target groups (including persons with disabilities). Administration of disability specific schemes to alleviate unemployment.	Ms E Chauke
1	Senior Administrative Clerk	50%	Administration of disability specific schemes to alleviate unemployment and offer general support.	Ms M Kabinde

Note: The department also has 10 *Provincial Executive Managers*, 10 *Business Unit Managers: Employment and Skills Development Services* and 149 *Employment Services Practitioners* countrywide to assist with the functions specified above. The *Directorate: Employment Services* deals specifically with recruitment, selection, training and placement although disability inclusion is addressed throughout the department.

Staff Development

- All *Provincial, Labour Centre* and *Head Office* staff will be trained in the delivery of services to persons with disabilities. *Basic Career Guidance* will form part of this training which will be funded by the *European Union*.
- Master trainers are currently training the balance of the staff.

Systems Development: Structures

- The *Directorate: Employment Services* reports on its activities quarterly to higher levels of management.
- The *Directorate: Employment Services* has dedicated personnel dealing with disability issues.

Systems Development: Mechanisms

- The *Integrated Registration and Inspection System* has been developed to allow the *Directorate: Employment Services* to record all people with disabilities who register as unemployed or who utilise the services of the department. The system also tracks the services delivered to them by the department until placement and employment. The system will be piloted in 2003.
- A further monitoring system will be developed to verify placement in training and employment through the assistance of consultants sponsored by *USAID*.

An *Operation Manual* is being drafted for use in the *Labour Centres* of the department. It covers both the inclusive services of people with disabilities and the specific services to people with disabilities. This is part of the restructuring of the *Directorate: Employment Services*.

Departmental Implementation of Previous INDS Recommendations

A target group for disability inclusive projects for persons with disabilities are: the recruitment, selection, training, and placement of 1) learners under the *National Skills Fund: Service*, 2) unemployed persons with disabilities in learning programmes and in formal employment and of 3) learners in learnerships.

- Recruitment, selection, training, and placement of **learners under the *National Skills Fund: Service*** in learning programmes and formal employment and learners in learnerships rendered on an ongoing basis to people with disabilities as one of the target groups. Progress is reported as follows:
 - Service prioritised
 - Operations Manual completed
 - Training of staff being rolled-out

- Disability targets set
- Placement targets set
- *Standards Generating Body* for Life Skills established and standards being developed for *FET* and *ABET*. Life skills training will be included into skills development programmes funded under the *NSF* as from 2003.

Challenges:

- More staff required at Labour Centre level,
 - Strategy to be set to reach targets,
 - More liaison needed with disability sector,
 - Specific projects to be run for the disability sector.
 - Training and capacity building required regarding negotiations with employers to include people with disabilities,
 - More marketing and awareness-raising.
 - awareness raising to include people with disabilities into learnerships,
 - Meetings need to be held by *Branch of Employment and Skills Development Services* with Disability Sector.
 - Life skills training needs to be included into learnerships.
- Life skills and careers guidance. A *Standards Generating Body (SGB)* for Life Skills was established under the SAQA Act, 1995. Standards are being developed for all target groups inclusive of people with disabilities. Life skills training will be outsourced and included under all National Skills Fund skills development programmes. Research is being done into the establishment of a careers guidance service that will provide service to all target groups, inclusive of people with disabilities.

20. Department of Land Affairs

Policy and Strategy Status at Departmental Level

In October 2000 the Minister of Agriculture and Land Affairs adopted the *Disability Policy* of the department, which primarily focuses on employment equity and removing unfair discrimination. Prior to the adoption of this policy, *the Directorate: Human Resource Management* had led an extensive policy development consultative process with a number of stakeholders including staff with disabilities, managers, supervisors, unions and the *Office on the Status of Disabled Persons (OSDP)*.

The Transformation Programme Office is mandated to head all corporate special programmes. The Disability Project is one of the departmental projects listed as an outcome in the Strategic and Operational Plan of the Department. The budget of the *Directorate: Transformation* is used to support many of the activities listed in the *Disability Project Plan*.

Capacity and Internal Efficiency of Departments

Staffing

- The *Disability Manager* reports to the *Senior Management Committee* on the implementation of the *INDS*.
- The *Chief Director: Corporate Services* reports on the *Disability Project*.

Staff Development

- 4 members of the *Departmental Disability Forum* attended the five modules of the *INDS* training with the *Office on the Status of Disabled Persons* in May and July 2002 (three of the four were people with disabilities).
- 4 members of staff also attended a workshop on the *Code of Good Practice on Disability* organised by *IIR Resources* (two of four were people with disabilities).
- Members of the *Departmental Disability Forum* have attended five modules of training on corporate communication and project management skills (about 80% of attendees were people with disabilities).
- 42 people have attended a two-day course on introductory sign language.

Systems Development: Structures

- The *Transformation Programme Office* has been mandated to implement the *Disability Project*.

- The *Project Intervention Manager* from the *Transformation Office* attends all meetings of the *Inter-Departmental Collaboration Committee on Disability (IDCC: D)* convened by the *Office on the Status of Disabled Persons (OSDP)*.
- The *Disability Project* mainstreams disability in the workplace.
- A *Departmental Disability Forum* has been established and meets quarterly. It is chaired by a senior manager (who is disabled) who is appointed by the *Director General*. The forum is comprised of *Support Service Managers* and nominated staff with disabilities from eight of the nine provinces. The *Transformation Programme Office* funds this forum.
- *Provincial Equity Committees* have been established in five provinces (Free State, Gauteng, Western Cape, Eastern Cape and KwaZulu-Natal). The chairperson of the *Provincial Disability Forum* is a member of the *Provincial Equity Committee*
- *Transformation Task Teams (TTTs)* have been created. Their key responsibility is to make recommendations and proposals to the head of the *Office on Removing Employment Barriers and Eliminating Practices, Policies and Acts of Unfair Discrimination*.

Systems Development: Mechanisms

- An internal road show was run by the *Departmental Disability Forum* and the *Transformation Programme Office* to promote the activities of the forum and to raise awareness on the legislative framework governing disability issues.
- The forum has developed an *Operational Plan* to drive and facilitate organisational change including five outcomes for the financial year: 1) disability awareness campaign, 2) training and development, 3) sound employer/employee relationships, 4) provision of access and reasonable accommodation and 5) project management.
- The electronic newsletter of the forum is being made more accessible (in the past it was only available to staff with computers).
- The *Director General* requested all 70 directorates to plan and organise some event or activity to mark *International Disability Day*.
- The department provided a myriad promotional material including posters, T-shirts, caps and bags for *International Disability Day*.
- An audit of all access barriers to all department buildings was completed in October 2002.

- The *White Paper on South African Land Policy of 1977* includes people with disabilities (as part of marginalized groups) so that they stand to benefit from genuine transformation.

The performance contracts of all senior managers in the department have a general clause requiring them to implement transformation programmes to ensure performance equity and remove unfair discrimination.

Departmental Implementation of Previous Recommendations

The Department of Land Affairs has developed a *Multi-Year Strategic and Operational Plan* to cover all aspects of its mandate and functions. The priority areas covered by the plan for reform include the disposal of state land, tenure reform, the increasing pace of delivery of the *Land Redistribution for Agricultural Development (LRAD)* sub-programme and continued focus on vulnerable groups such as labour tenants, farm workers, women, people with disabilities and youth.

The six strategic objectives of the department are:

- provision of access to land
- provision of rights in land
- improvement and alignment of systems and processes
- improvement of stakeholder relations
- promotion of intra-departmental excellence
- effective co-ordination of integrated spatial planning and information.

INDS Recommendations

No recommendations pertaining to the Department of Land Affairs were made in the *INDS White Paper*. However, the department has identified five recommendations that could have implications for implementation by the department and government in general.

- Recommendation 2b: Public Education and Awareness Raising.
- Recommendation 5a: Barrier-free Access: Guidelines.
- Recommendation 7d: Communication - Access to Information.
- Recommendation 11: Human Resource Development.
- Recommendation 19a and 19b: *Inter-Departmental Collaboration Committee: Disability (IDCC: D)*.

The process of facilitating achievement in these five areas has to be accomplished through the overarching strategic objectives of the department. Expenditure and

utilisation of resources in realising the mandate and mission of the department will significantly enhance the quality of human settlement, reduce poverty levels and create more economically viable uses of land.

People with disabilities stand to benefit by genuine transformation in land reform because 'marginalised groups', as defined in the *White Paper on South African Land Policy, April 1997*, includes the poor, the landless, previously disadvantaged communities and individuals, farm workers, labour tenants, women, people with disabilities and youth.

The thrust of the strategic and operational plan of the department is to create an effective and integrated management system that will carry forward the principles contained in the Constitution and the commitments contained in the legislative framework governing the department.

The challenge still remains for the department to measure, as accurately as possible, the impact that programmes, strategies and projects are having in delivering land to marginalised groups, such as persons with disabilities, and how these have protected and promoted their human rights.

To this end, the department will utilise the planning processes in 2003 to improve the alignment of systems and processes to specifically target the needs of disabled persons who are users of the department's services.

Every line function component should develop monitoring and evaluation systems in order to indicate unambiguously the number of disabled persons assessing and benefiting from the department's services and products.

21. The National Treasury

Policy and Strategy Status at Departmental Level

The National Treasury does not have a *Disability Policy*, or a *Departmental Disability Integration Strategy*.

While the department has not finalised a policy, progress has been reported in this regard. No budget is reported for this exercise.

Capacity and Internal Efficiency of Departments

Staffing

- The *Chief Director: Human Resources Management* (level 14) takes responsibility for disability issues.
- Disability inclusion is being addressed by the *Directorate: Strategic Support and Transformation* through the *Director* (level 13) who is inter alia responsible for developing appropriate programmes in line with government policy on social responsibility (such as gender, disability, Employee Assistance Programmes and HIV/AIDS).
- The post of *Assistant Director: Social Responsibility* (level 9) was created specifically for dealing with social responsibility of organisations including disability issues.

Staff Development

- Members of the *Disability Task Team* attended the *Disability Equity Management* training course run by the *South African Management Development Institute (SAMDI)*.
- Training workshops are being developed for management, recruitment staff and employees on the employment and integration of persons with disabilities. These interventions have not yet been implemented.

Systems Development: Structures

Two structures have been established:

- a *Disability Task Team* and
- a *Disability Committee*.

Systems Development: Mechanisms

No specific mechanisms to deal with disability issues have been reported.

Departmental Implementation of Previous Recommendations

While progress has been made in certain respects, it is acknowledged that many of the recommendations have not been implemented.

This is largely due to the department being engaged in the process of restructuring which is nearing completion. Provision has been made in the new structure for a dedicated component that will deal with social responsibility issues.

INDS Recommendations

No recommendations pertaining to the National Treasury were made in the *INDS White Paper*.

Situational Analysis 2000: Recommendations

Develop a disability integration strategy. No draft policy is available yet.

Employ more people with disabilities. Due to the scarcity of certain core skills in the labour market, the department was unable to recruit disabled employees to fill available positions e.g. Economists and Financial administrators. To this extent, the department established contacts with institutions responsible for the training of disabled persons (e.g. Access College) in order to access suitable candidates for specific positions. Despite these limitations, the department is continuously placing its advertisements for vacancies with the intention of targeting disabled candidates.

Prioritise disability issues in budgeting process. The National Treasury is responsible for amongst others, the preparation of a sound and sustainable *National Budget* and equitable division of resources between the three spheres of Government. In this regard, the Treasury allocates funds to departments on the basis of their conformity to legislation pertaining to inter alia, disability issues.

Assess disability inclusiveness in the tender process. The department has already made interventions with regard to accommodation issues in order to cater for people with disabilities within its buildings. During July 2001, the department commissioned the services of a company offering guidance in improving accessibility to the built environment. The purpose of the assignment was to comment on the National Treasury's buildings with regard to the following:

- the *National Building Regulations* and the accompanying *Code of Practice*
- specific, practical and cost effective recommendations that will enable the National Treasury to provide reasonable accommodation to persons with disabilities.

The following changes to the department's buildings have been made:

- lifts at the two buildings have been installed with Braille
- toilets have been adapted to suit disabled employees

- entrances and passages are wide enough to enable access for wheelchairs.

16. Department of Provincial and Local Government

Policy and Strategy Status at Departmental Level

All stakeholders, including labour unions, adopted the *Departmental Policy on Disabilities* in 2001. The department does not have an integrated disability strategy and no budget is reported for this exercise. The department has an *Employment Equity Plan* and other internal/external programmes that address the needs of persons with disabilities.

Capacity and Internal Efficiency of Departments

Table 22: DPLG Staffing

Focal Person: Post Level	% time on disability	Key responsibilities	Disability inclusion within organisational structure	Senior Manager
Deputy Director: Labour Relations	10%	Employment Equity/Labour Relations Health Promotion: Wellness Programmes HIV/AIDS Counselling Gender Issues Disability Issues Youth Issues Change Management Social Programmes	Directorate: Labour Relations/ Special Programmes Chief Directorate: Development and Planning Chief Directorate: Institutional Reform and Support	Director: Labour Relations <u>Job description:</u> Management of Labour Relations And Special Programmes.

- *Deputy Director: Quality of Worklife* is the “focal person” in dealing with disability issues.
- The report states that a dedicated person has been employed to deal with disability issues.

Staff Development

- Members of the department attended the *Respect for Disability Rights and Implementation of the INDS* training course organised by the *Office of the Status of Persons with disabilities (OSDP)*.
- Staff have been sensitised to disability issues.

Systems Development: Structures

Members of the department attend and participate in meetings organised by the *Office on the Status of Disabled Persons (OSDP)* meetings. Disability inclusion is addressed in the following branches:

- *Support Services Directorate: Quality of Worklife*
- *Institutional Reform and Support Chief Directorate: Institutional Capacity Building and Support*
- *Governance and Development Chief Directorate: Development and Planning.*

Systems Development: Mechanisms

- The department has developed a database of councillors with disabilities and their special needs.
- The department produces progress reports.
- Information is shared through internal newsletters and circulars.

Departmental Implementation of Previous Recommendations

The *Department of Provincial and Local Government (DPLG)* is responsible for its internal staff and their activities. It is also responsible for local government (councillors and officials) and their activities in social and economic development and delivery of services.

The department quotes the *White Paper on Local Government: “Developmental Local Government* must play a central role in representing our communities, protecting our human rights and meeting our basic needs. It must focus its efforts and resources on improving the quality of life of our communities, especially those groups that are most often marginalised or excluded, such as women, people with disabilities and poor people.”

INDS Recommendations

No recommendations pertaining to the Department of Provincial and Local Government were made in the *INDS White Paper*. However the department has both an internal programme and an external programme to address disability related issues.

The internal programme of the department consists of:

- Signs indicating easily accessible entrances and exits for people with disabilities and signs at the parking bays (completed in 2001)

- Accessibility of the department's buildings, and accessibility to the use of computers by people with disabilities (from April 2002)
- Policy on disability was adopted by all stakeholders, including labour unions (in 2001)
- Co-ordination and implementation of policy
- The *Employment Equity Plan* which includes 1) updating of *Departmental Race, Gender and Disability Profile*, 2) setting numerical targets and 3) reporting to the *Executive Committee*, was adopted by all stakeholders, including labour unions (April 2002)
- Information sharing and increased knowledge base on disability rights
- Awareness raising campaign
- Integration of disability initiatives into departmental activities
- Training in sign language
- Co-ordination of activities on disabilities issues and
- Attendance and participation on the *Inter-Departmental Collaboration Committee on Disability (IDCCD)*.

The external programme consists of the following:

- establishing and strengthening relationship with external stakeholders such as *South African Federal Council on Disabilities, Disabled Persons of South Africa, Office on Status of People with Disabilities (OSPD)* and schools for people with disabilities
- networking with clients to ensure involvement of people with disabilities in the departmental programmes of transformation
- arranged planning meetings with external stakeholders such including the *South African Federal Council on Disabilities* and colleges for people with disabilities.

17. Department of Public Enterprises

Policy and Strategy Status at Departmental Level

A draft *Disability Policy* is presently being consulted with staff. It has been circulated to the *Office on the Status of Disabled Persons (OSDP)* and Civil Society. There is budget allocated for the implementation of disability programmes within the department and the *Chief Director: Corporate Services* approved this programme of action.

Capacity and Internal Efficiency of Departments

Staffing

- The *Chief Director: Corporate Services* is responsible for all disability issues.
- The *Deputy Director: Organisational Development and Special Programmes* is responsible for implementation of special programmes, including disability issues.
- The *Special Programmes Officer* is also responsible for implementation of special programmes including disability and joined the unit in October 2002 after the resignation of the previous incumbent in July 2002.

Staff Development

- No training has been received by any departmental staff. However there has been a high level of networking with officials from other departments on the *INDS*.

Systems Development: Structures

- The departmental *Employment Equity Forum* addresses issues of disability.
- The forum submits reports monthly to the *Chief Director: Corporate Services* and these are discussed at management meetings.

Situational Analysis 2000: Recommendations

Build staff capacity for disability integration. Present incumbents have received no training. There has been a high level of networking with other officials of other departments as well as referral to the *INDS*. It should be noted that the *Special Programmes Officer* joined the unit in October 2002 after the resignation of the incumbent of the post in July 2002.

Develop disability inclusive policies. Priority areas in the department have been to develop policies that enable *SOE's* to pay special attention to people with disabilities

with special focus on *BEE* and procurement procedures. The department developed a departmental policy that addresses disability issues in the department as well as reviewing recruitment procedures to attract people with disabilities.

Coordinate activities and programmes on disability issues. Disability issues are addressed through internal awareness campaigns as well as in restructuring projects. This has been addressed in a comprehensive approach that advocates service delivery options as a means of restructuring and transforming SOEs. This refers to the *BEE Commission's* report that necessitated the urgent implementation of a comprehensive operational framework. The policy was informed by the principles contained in the *National Strategy Report of the BEE Commission*:

- direct preference for small scale contractors
- participation goals for medium and large-scale contracts
- primary targets to be defined by race, gender and disability.

Conduct ongoing research. No specific research was reported on.

Communicate policies and procedures: Progress has been made in facilitating awareness programmes within the department. Problems that exist are that the disability focal person has other responsibilities, which creates a problem in terms of efficient service delivery.

18. Department of Public Service and Administration

Policy and Strategy Status at Departmental Level

The Department of Public Service and Administration does not have a finalised *Disability Policy*, or a *Departmental Disability Integration Strategy*.

A draft disability policy has been drawn up in consultation with people with disabilities in the department, the *Office on the Status of Disabled Persons (OSDP)*, and some IDC members. No budget for this process is mentioned. No specific budget has been allocated for this purpose but budgetary needs are met within the department as allowed by the National Treasury.

Capacity and Internal Efficiency of Departments

Table 23: Staffing

The incumbents of the posts indicated below are all appointed on a full-time basis.

Post	Level of Post	Key Responsibilities
Corporate Manager (vacant)	14	The Corporate Manager is also the Chief Financial Officer and ensures efficient administration of human, financial and physical resources. In the addition the incumbent ensures the implementation of sound human resource practices.
Manager	13	Responsible for People Management & Development: Labour Relations Recruitment & Selection Conditions of Service Job Evaluation Employee Assistance: HIV/AIDS Employment Equity: Gender and Disability Occupational Health & Safety Skills Development
Senior Personnel Officer	8	Disability and HIV/AIDS (shared) Internships (shared) Gender (shared) Job evaluation (shared)

In terms of the budget, managers budget for the accommodation of staff requirements at component level, e.g. equipment. Any other needs identified are met within the budget of the department as allowed by National Treasury.

Staff Development

- Three employees of the *People Management and Development Unit*, who are responsible for disability issues, attended the *Disability and Equity Management Course* presented by the *South African Management Development Institute (SAMDI)*.
- One employee attended the *Respect for Disability Rights and Implementation of the INDS* training course organised by the *Office on the Status of Disabled Persons (OSDP)* but left the department before imparting the skills attained.

Systems Development: Structures

- Reports on disability issues are considered at regular departmental management meetings.

Systems Development: Mechanisms

- PERSAL (the personnel information system) is used to track personal profiles of staff. The department recommends that this system could be used effectively to track employment equity throughout government departments if they took responsibility to be vigilant in updating the system regularly.
- Employment equity is tracked through this system and is reported annually in terms of the *Public Service Regulations on the Status of People with Disability*.
- Quarterly reports are provided to various stakeholders.
- *Personal Development Plans* are used for all employees including people with disabilities where special needs are noted.
- *Department Induction Programmes* are disability inclusive and feedback is requested from participants.
- *Employment Equity Issues* in the department are monitored regularly.

Departmental Implementation of Previous Recommendations

The mandate of the department informs the mission which is to render professional support to the Minister in:

- leading the transformation process by developing appropriate policies and facilitating their implementation through strategic interventions and partnerships and

- maintaining a functioning Public Service.

Situational Analysis 2000: Recommendations

Develop a disability integration policy. The department has drawn up a draft *Disability Integration Policy* in consultation with people with disabilities in the department, the *Office on the Status of Disabled Persons (OSDP)* and some *IDC* members.

Fast track recruitment of people with disabilities. The department has set itself the objective of developing and implementing a plan of action aimed at accelerating the advancement of people with disabilities. The plan that will be implemented in 2003/2004 will focus on recruitment, retention and development as well as conditions of service. The Presidency and other stakeholders will be consulted on the key steps to be taken and how the department, given its particular mandate, can promote this matter. Managers have also been approached to recruit people with disabilities.

Address physical access barriers. The reasonable accommodation of people with disabilities in terms of the physical structures and barriers of the building is dealt with in terms of occupational health and safety in the department.

Research into public sector transformation. No progress is reported on this recommendation.

19. Office of Public Service Commission

Policy and Strategy Status at Departmental Level

The Office of Public Service Policy has a draft policy on the *Employment of People with Disabilities* but, a comprehensive policy on Disability does not exist. The first internal consultative meeting took place in October 2002 but consultation with the *Office on the Status of Disabled Persons (OSDP)* and civil society has not yet taken place. A budget of R52,000 has been allocated for the 2002/03 financial year for programmes, but it should be noted that this amount is the total budget allocated for all Special Programmes within the Office and not specifically for policy or strategy development.

Capacity and Internal Efficiency of Departments

Staffing

- The *Special Programmes Officer* was appointed in September 2001.
- As at 31 October 2002, the OPSC's staff complement was 187 permanent employees of which one employee is disabled.
- The *Director: Corporate Services* is accountable and responsible for the implementation of the *Office's Disability Programme and Policy*.

Staff Development

The *Special Programmes Officer* has attended the following courses on disability since September 2001:

- the *Disability Equity Management* training course run by the *South African Management Development Institute (SAMDI)* in January 2002 and
- the *Respect for Disability Rights and Implementation of the INDS* training course organised by the *Office on the Status of Disabled Persons (OSDP)* in May to July 2002.
- The launch of the Code of Good practice on the employment of people with disabilities on 19 August 2002.

Systems Development: Structures

- The department is in the process of constituting a *Task Team* to deal with disability issues.
- The *Special Programmes Officer* is a member of the *Interdepartmental Collaboration Committee on Disability (IDCC: D)*.

Systems Development: Mechanisms

- The *Code of Good Practice* on the employment of people with disabilities was launched in August 2002.
- A meeting was conducted with representatives of the *Medunsa Organisation of Disabled Entrepreneurs (MODE)* to assist the office with the recruitment of people with disabilities. Approval has been obtained from the *Director General* to make use of the services of *MODE* in its recruitment campaign.

Departmental Implementation of Previous Recommendations

The *Office of the Public Service Commission (OPSC)* enhances and promotes its commitment to the *White Paper on an Integrated National Disability Strategy (INDS)* to ensure that people with disabilities are treated equally.

The office's vision is to enhance excellence in governance within the public service by promotion of a professional and ethical environment and adding value to a public administration that is accountable, equitable, efficient, effective, corruption-free and responsive to needs of the people of South Africa.

The office's mission is to promote the constitutionally enshrined democratic principles and values in the public service by investigating, monitoring, evaluating, communicating and reporting on the public administration; through research processes it will ensure the promoting of excellence in governance and the delivery of affordable and sustainable quality services.

INDS Recommendations

No recommendations pertaining to the *Office of the Public Service Commission* were made in the *INDS White Paper*. However the department has reported progress in the following recommendations.

2b: Public Education and Awareness Raising. Awareness raising only occurs within the office through training, courses and the activities of the *Special Programmes Officer*.

5d: Barrier-Free Access. Commission House is accessible to people with disabilities. Regional offices will be visited to determine the accessibility of the buildings.

11a: Employment. A draft policy on the *Employment of People with Disabilities* has been developed.

19c: Inter-Governmental Collaboration. The *Special Programmes Officer* is an active member of the *Inter Departmental Collaboration Committee: Disability (IDCC: D)*.

20a: Budgeting for Disability Programmes. A total budget of R 52,000 has been allocated for all *Special Programmes* within the *Office of the Public Service Commission*.

20. Department of Public Works

Policy and Strategy: Status at Departmental Level

A report was not received from the National Department of Public Works as such. The report that was received was from the Community Based Public Works Programme, and it did not report whether the National Department of Public Works has a Disability Policy, or a *Departmental Disability Integration Strategy*. There is no budget reported for the facilitation of the Policy or Strategy.

Capacity and Internal Efficiency of Departments

Staffing

Staff Development

Systems Development: Structures

Systems Development: Mechanisms

- *The Community Based Public Works Programme* have set a target of employment of persons with disabilities at 1-3% of their staff complement.

Departmental Implementation of Previous Recommendations

The only report received from the Department of Public Works relates to the *Community Based Public Works Programme (CBPWP)*. This is of special concern because the department carries a responsibility for government buildings and in this regard they have developed the disability inclusive *Guidelines for Environmental Accessibility in South Africa, 1999*, as well as the *White Paper on Creating an Enabling Environment for Reconstruction, Growth and Development in the Reconstruction Industry, 1999*. Because there is no report from the Department of Public Works there is no feedback on progress on these critical programmes.

The objectives of the *Community Based Public Works Programme (CBPWP)* include the following:

- creating short term employment opportunities for community members by means of construction of public assets
- creating useful community infrastructure
- creating sustainable employment opportunities by facilitating micro business opportunities associated with community assets
- Local labour: 30% of the project budgets are to be spent on employment opportunities for local people

The target of the department is that 1-3% of the staff complement will be people with disabilities.

The recommendations listed below pertain to the Department of Public Works, but as no report is available from the national department and this section is based on the report from the *Community Based Public Works Programme (CBPWP)*, it is the progress of the *CBPWP* that is reported below.

Situational Analysis 2000: Recommendations

Collaborate with educational institutions and the construction industry.

The *Community Based Public Works Programme (CBPWP)* targets have been structured to accommodate people with disabilities. Therefore the programme has adopted projects specially tailored as partnerships with specific stakeholders in order to make a maximum impact on the lives of persons with disabilities. One such partnership with the *National Youth Commission*, the *Office on the Status of Disabled Persons (OSDP)* and the *South African Council of the Disabled* has resulted in a programme known as *Youth for Environmental Accessibility Programme (Y4EA)*.

The key deliverables and milestones for the *Youth for Environmental Accessibility Programme (Y4EA)* are listed below:

- identification of targeted buildings from the *National Asset Register* in conjunction with the *Office on the Status of the Disabled Persons (OSDP)*.
- complete audit of each facility
- conceptual and detailed design of building
- recruitment and selection of youth
- youth orientation and life skills training
- youth technical training
- on-site construction.

With a budget of R50 million in 2000-2001, the *Youth for Environmental Accessibility Programme (Y4EA)* ensured that the following public assets were to be user-friendly to people with disabilities.

TYPE	TOTAL	EC	KZN	LIMP
Colleges	20	3	2	15
Courts/Magistrate	36	13	8	15
Hospital/Clinic	25	9	5	11
Other Government	47	12	3	32
Police Station	47	28	18	1

School	92	30	12	50
TOTAL	267	95	48	124

In addition, training has been offered in various trades and life skills including the following:

- bricklaying
- carpentry
- plastering and tiling
- painting
- plumbing
- roadwork, construction and paving
- carport construction
- concrete
- goal setting
- youth service
- work ethics
- HIV/AIDS
- gender
- disability.

The current programme has a budget of R5 million which has been used in projects in Limpopo Province and KwaZulu-Natal. The barrier-free conversions of the following types of buildings have been completed.

Limpopo:

- a Circuit office
- a College
- a Magistrate Office
- a Government complex
- 3 schools
- Old Pretoria Technikon and
- Voorwaarts Building.

KwaZulu-Natal:

- 2 Police Stations are nearly completion and
- 4 Primary Schools are nearing completion.

In response to the outbreak of cholera in KwaZulu-Natal, a group of 40 persons with disabilities were identified, trained and employed to construct toilet seats. This project was in partnership with the *KwaZulu-Natal Department of Health*. This group has since been named the *Thuthukani Disabled Club* and they have built 1265 toilet seats.

Resolve the implications of participation of Persons with disabilities receiving social grants. This is an important recommendation that has a key influence on the lives of people with disabilities who participate in the *Community Based Public Works Programme (CBPWP)*. It has been recommended that the Department of Public Works should engage in negotiations with the Department of Social Development on the issue of persons with disabilities forfeiting their disability grants once they participate in the *Community Based Public Works Programme (CBPWP)*. However, no progress has been reported on this essential recommendation.

21. South African Management Development Institute

Policy and Strategy Status at Departmental Level

The South African Management Development Institute does not have a finalised *Disability Policy*, or a *Departmental Disability Integration Strategy*.

The Institute is in the process of developing a draft departmental disability policy, with a budget of R368,000. Consultation with the *Office on the Status of Disabled Persons (OSDP)* and civil society has not taken place yet.

Capacity and Internal Efficiency of Departments

Staffing

The *Executive Manager: Human Resource Management and Development* has appointed a person dedicated to dealing with disability issues, whose key performance areas include:

- to develop and implement a *Human Resources Strategy* for the *South African Management Development Institute (SAMDI)*
- to facilitate capacity building, change management & transformation initiatives within *SAMDI*
- to facilitate training and development initiatives in *SAMDI*
- to render effective and efficient *Human Resource Maintenance, Human Resource Management Information Systems, and Business Analysis Services and Consulting*
- to promote sound employment relations and *Human Resource Policies*.

Staff Development

- The department seeks to promote effective and efficient service delivery through building capacity in the department to deliver government priorities.
- One employee attended disability awareness training.

Systems Development: Structures

- A departmental *Occupational Health Committee* has been established.
- An *Intra-Departmental Committee* which includes disability issues has been established.
- Reporting and recording systems are in place.
- Financial and *Human Resources Systems* are inclusive.

Systems Development: Mechanisms

- Employment Management Policy.
- Employment Equity Plan.
- Employee Wellness Programme.
- Occupational Health and Safety of Employees .
- The purchase of hearing / reading aids for disabled employees.
- Circulars.
- Capacity building through training courses on the *INDS*.
- Standing items on disability issues in all decision-making meetings.

Departmental Implementation of Previous Recommendations

The *South African Management Development Institute (SAMDI)* is charged with the responsibility of facilitating human resources development within the public sector; through the framework of the skills development legislation and other related acts and policies.

INDS Recommendations

No recommendations pertaining to the South African Management Development Institute were made in the *INDS White Paper*. However the department has contributed significantly towards:

11c: human resource development - training: *The South African Management Development Institute (SAMDI) has developed and implemented the Disability Equity Management Course to respond to the INDS recommendation to render training and education on disability and disability management. To date 377 people have been trained, from 9 provincial departments and 5 national departments.*

The course provides Human Resource Management practitioners and managers with the skills and competencies required to objectively view their current scenario and identify managerial techniques of staffing and managing people with disabilities. Participants are given the opportunity to develop their own “departmental policies” or analyse the ones they have using the *Logical Framework Analysis* as a guideline.

It is not clear if the correct departmental staff are being sent on the course, as many do not have the mandate or authority to implement the course outcomes.

South African Management Development Institute (SAMDI) experiences major financial constraints, which negatively affects the number of training programmes intended for rollout. However a target to train 500 people in 2003 has been set.

22. Sports and Recreation South Africa

Policy and Strategy Status at Departmental Level

The department states that a *Sport and Recreation Policy for People with Disabilities* has been developed. The department does not have a *Departmental Disability Integration Strategy* and no budget has been reported to facilitate this process.

Capacity and Internal Efficiency of Departments

Systems Development: Structures

- *Disability Sport South Africa (DISSA)* was launched in June 2002 and has been structured into three units to assist in the development of the *High Performance Programme, Talent Identification and Development and Administration*.
- The *Paralympic Development Trust* was created and funded by *Transnet* (initial grant of R1 million for three years followed by an extra R500,000 in 2002).

Systems Development: Mechanisms

- Business cards written in Braille have been produced for *Sport and Recreation South Africa*.

Departmental Implementation of Previous Recommendations

INDS Recommendations

15a: Sport.

The revised *White Paper on sport and recreation* is disability inclusive.

A *Sport and Recreation Policy* for people with disabilities has been developed.

An organisation called *Disability Sport South Africa (DISSA)* has been formed, and was formally launched in June 2002. *Disability Sport South Africa (DISSA)* has been structured into three units to assist in the *Development High Performance Programme, Talent Identification and Development and Administration*.

Disability Sport South Africa (DISSA) is sponsored by *Sport and Recreation South Africa* with R1 million for:

- administration - R 400,000
- development - R 300,000
- international - R 300,000.

The *Lottery Distribution Agency: For sport and recreation* has allocated one passenger vehicle per province to be used for the benefit of all people with disabilities.

The *Paralympic Development Trust* received a grant of R1 million from *Transnet*, for three years for the benefit of all disability groups in 1999. In 2002 *Transnet* extended this grant by an extra R 500,000.

In July 2002, South Africa sent a team to the *Deaflympic Games* for the first time. These athletes were fully funded by *Sport and Recreation South Africa* and *Disability Sport South Africa (DISSA)*.

The *South African Sports Commission (SASC)* pays R250,000 per annum to the *High Performance Programme* in support of *Sport Science and Medicine*.

Sport and Recreation South Africa have assisted *Disability Sport South Africa (DISSA)* in making presentations about NEPAD and the AU to the heads of government departments on sport in Zone VI.

Training qualifications generated by the sports sector have been updated to include targets to ensure disability inclusiveness. An example of this is that a qualification in *Sport, Recreation and Fitness Management*. Includes a requirement that learners will have to spend at least 20% of their learning on how to coach athletes with disabilities.

23. Department of Water Affairs and Forestry

Policy and Strategy Status at Departmental Level

A draft *Disability Integration Policy* was developed in 2001 in consultation with *Persons with disabilities Organisations (DPO's)* and there was a policy review process with these organisations and provincial *OSDP's*. The budget for this process was provided by the Human Resources budget. There is no separate budget for disability programmes at this stage and the department states that this will be highlighted during the budgeting process.

Capacity and Internal Efficiency of Departments

Staffing

The structure of the department is conducive to reporting on the *INDS*.

The table below reflects *National Office* staff. Officials from other sections are co-opted to assist in disability issues outside of their line function responsibilities.

Rank & Salary Level	Status	% of Time on Disability	Key Responsibilities
DD, SL: 11	Vacant	25%	Financial Management People Management Management of Equity Programmes. Training and Development HR Information System
ASD, SL: 9	Filled	50%	To provide administrative support in financial management and control. Evaluate performance of staff Ensure the development, implementation, monitoring and evaluation of the following equity programmes Employment Equity Integrated National Disability Strategy National Youth Policy Reporting in relation to the above Conduct awareness raising and training on equity programmes policies Management of equity programmes database

SAC II, SL: 4	Not Filled	25%	Filing Incoming and Outgoing mail management Handling of S & T claims Travel and accommodation arrangements Minute Taking Inventory control Ordering and processing payments Any other administrative matters.
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- The *Directorate: Human Resources Management*, and specifically the *Sub-directorate: Equity Programmes* take responsibility for disability inclusive issues.
- The senior manager for this is the *Chief Director: Human Resources*.
- Some regions have appointed officers to implement disability equity.

Staff Development

One staff member in the sub directorate attended the *Respect for Disability Rights and Implementation of the INDS* training course organised by the *Office on the Status of Disabled Persons (OSDP)*. The department funded this training.

Systems Development: Structures

- The *Employment Equity Consultative Forum (EECF)* addresses disability issues.
- The implementation of a recording and reporting system, through the issuing of a circular, has been introduced.
- The first Biennial report has been placed on the intranet and in the Registry.
- The *Regional Transformation Monitoring Committees (RTMC)* are driving the implementation of the INDS, through the administrative leadership of *Regional Transformation Officers*.
- The *Transformation Priority Areas* of the department ensure that disability issues are consistently addressed.
- The *Employment Equity Consultative Forum* representatives are used as facilitators and as sources of information.
- As a member of the *Inter-Departmental Collaboration Committee: Disability (IDCC: D)*, the department jointly coordinates policy and implementation of the INDS, and ensures effective monitoring.

Systems Development: Mechanisms

- Existing procedure manuals and guidelines for the enhancement of the implementation of *INDS* have been used.
- A circular has been sent out requesting various sections of the department to submit reports on the implementation of the *INDS*.
- A departmental *Disability Action Plan* has been developed and will be implemented by February 2003.
- A reporting mechanism has recently been instituted.

Departmental Implementation of Previous Recommendations

The Department of Water Affairs and Forestry was not mentioned as a key stakeholder in the implementation of the *INDS*, due to the nature of the service rendered. Therefore no valuable history or progress in addressing disability issues is available. However the department has reported progress on a number of disability related issues.

Disability specific and disability inclusive interventions and programmes form a part of the *Services Delivery Strategies* in all branches of the department. The affirmative action policy seeks to ensure the department attains its employment equity targets.

INDS Recommendations

No recommendations pertaining to the Department of Water Affairs and Forestry were made in the *INDS White Paper*. However the department is able to report progress on the following *INDS* recommendations.

1: Prevention. The *Directorate: Water Quality Management* is in the process of compiling a document aimed at addressing training of persons involved in the waste industry. This document takes the requirements of disabled persons into consideration and in particular addresses preventative measures in design specifications. The department has an *Occupational Health and Safety Committee (OHS)* focusing on the prevention of disabilities in the workplace.

2a: Public Education and Awareness. The *Regional Office, Northern Cape* has engaged in numerous public education and awareness raising activities with various stakeholders within the province, including the *Provincial OSDP* and *Persons with disabilities South Africa (DPSA)*.

5: Barrier-free Access. The recreational facilities at the *Garden of Eden*, which fall under the *Area Office, Knysna*, are accessible for people with disabilities. All departmental buildings of the *Northern Cape Regional Offices* have been altered to be accessible to people with disabilities, and the *Mpumalanga* and the *Western Cape*

Regional Offices are accessible as well. Not all buildings at the *Eastern Cape Regional Offices* are accessible.

6a: Transport. The *Directorate: Civil Design*, designs public access facilities at GWW to accommodate people with disabilities where appropriate. Employees with disabilities who qualify for subsidised cars have access to this service.

7: Communication. The *Directorate Civil Design* is engaged in amending communication models for departmental functions. This includes the use of translators, communication aids and sign language.

10a: Employment Legislation. The draft *Departmental Disability Integration Policy* has been developed with an internal and external focus on disabilities.

14: Housing. The *Directorate Civil Design* consults with future individual homeowners to provide adaptable housing when required. For example, at Nandoni dam, the community structures and the individual homeowner approve each design before contractual construction begins.

19a: Inter-Governmental Collaboration. The department is represented and participates actively in the *Inter-Departmental Collaboration Committee on Disability (IDCC: D)* coordinated by the *Office on the Status of Disabled Persons (OSDP)* at the national level. The provincial departments are also represented and participate actively in the *Provincial OSDP*.

19b: Inter-Departmental Collaboration. As a member of the *Inter-Departmental Collaboration Committee: Disability (IDCC: D)*, the department jointly coordinates policy and implementation of the *INDS*, ensures effective monitoring and has recently instituted a reporting mechanism.

24. DEPARTMENT OF MINERALS AND ENERGY

The mission of the Department of Minerals and Energy is to provide for effective governance of the minerals and energy industries for economic growth and development, thereby improving the quality of life of the people of South Africa.

The main focus of the Department in as far as its INDS priorities are concerned is the prevention of disability and development of a co-ordinated and effective social security legislative and administration framework, as well as the socio and economical uplifting of people with disabilities. To achieve this, internal and external transformation is needed; hence the DME steering Committee for People with Disabilities was established to formulate the necessary policies in this regard. The Steering Committee has had great success in its awareness campaigns, during which the support and commitment of both the Minister of Minerals and Energy and the Director-General, were pledged.

The Department is still far behind in terms of recruiting disabled persons, as less than 1% of its employees are disabled, whilst none are employed on managerial level. However, the Department is assisting financially to ensure that disabled employees can perform their work efficiently.

In as far as prevention of disability is concerned, the Department established statutory structures which, as the latest statistics indicate, has contributed to significantly fewer reportable accidents in our mines. Structures ensuring social-economic development for disadvantaged groups are already in place, and the Steering Committee seeks to address INDS priorities through integration of initiatives into these structures.

The main INDS priority of the Department is to ensure external transformation by empowerment of disabled persons in the mining and energy sectors. Initiatives to achieve this may be integrated into current transformation structures, such as the National Steering Committee on Small Scale Mining, the Sectoral Partnership Committee and BEE initiatives in the petroleum industry.

From the above, it is evident that the Department seeks to address priority areas identified in the Integrated National Disability Strategy namely:

- Prevention of disability by *inter alia* legislation, policies, monitoring, inter departmental co-operation, and
- Development of a co-ordinated and effective social security legislation and administrative framework

However, apart from external transformation (transformation of the mining and energy sectors) this Department is also committed to transforming internally by the adoption and implementation of equitable recruitment policies. The Department's main priority in this regard is to ensure strict adherence to and compliance with the Employment Equity Act, especially in as far as employment of disabled people is concerned.

Capacity Building

Staff development

The Steering Committee found that only 7 out of the 778 employees of the Department are disabled, which is less than 1%. Most of the disabled employees are employed at a lower level, whilst none are employed on managerial level.

The department showed its commitment towards assisting disabled employees to perform their work efficiently, by allocating funds to the purchasing of special computer equipment such as font enlargement programmes and larger computer monitors for partially sighted employees.

Systems development

Since 1998, the Department has gone a long way in addressing its INDS priorities by the implementation of the structures contemplated in the Mine Health and Safety Act, thereby endeavouring to minimise and prevent accidents in mines, which result in disability of employees. Regulations have been drafted and a tripartite institution such as the MQA (Mining Qualifications Authority) was established. Latest statistics already indicate a significant decrease in fatal and other injuries in the mines in South Africa.

The committee identified that INDS priorities may possibly be integrated with the existing transformation initiatives such as the following:

- National Electrification Programme, to alleviate the electricity needs of the previously disadvantaged, including disabled persons.
- Sectoral Partnership Committee in the mining industry, whereby Government, organised labour and mining companies seeks to address socio and economic growth within the mining industry. This partnership can be used to promote equity in the industry for the disabled.
- National Steering Committee on Small Scale Mining, which could assist in enabling disabled entrepreneurs to present bankable business plans to financial institutions in order to obtain the necessary finance to commence small-scale mining ventures.

Internally, systems need to be developed to ensure that disabled persons are adequately trained. Similarly, employees need to be trained in the implementation of policies on the recruitment of disabled persons.

Procedures, Manuals and Guidelines

Regulations in terms of the Mineral and Petroleum Resources Development Bill is being drafted to ensure that all mining companies implement acceptable social plans. The Steering Committee will deliver input during the drafting of the said regulations.

Priorities

External transformation by empowerment of disabled persons in mining and Energy.

Initiatives to develop comprehensive BEE in mining and energy are well underway. An enabling climate is being created through government policies and regulations. Government and oil companies signed a charter for the empowerment of the previously disadvantaged in the petroleum sector, in November 2000 individual companies committed themselves to making sure that 25% of their procurement is made available to the formerly disadvantaged within a period of ten years.

As stated above, the Department, together with other stakeholders come up with the National Small Scale Mining Framework. The framework regulates and administers the sector and also offers technical expertise and financial assistance. This stems from the realisation that the small-scale mining sector has potential for employment creation, rural development and economic growth. Small-scale operations are able to exploit ore bodies which are regarded as uneconomical by mining companies. The Department has projects which are beneficiaries of this initiative.

END OF REPORT

ⁱ Source: Budgeting for Child Socio-economic rights: Government obligations and the child's right to social security and education: Shameela Cassiem and Judith Streak.

ⁱⁱ Source: Milani Wolmarans: Director Department of Health: Mpumalanga

ⁱⁱⁱ Source: Budgeting for Child Socio-economic rights: Government obligations and the child's right to social security and education: Shameela Cassiem and Judith Streak.

^{iv} Source: IDASA: Child Poverty and the budget 2000

^v Source: IDASA: Child Poverty and the Budget 2000

^{vi} Source: Milani Wolmerans: Director: Department of Health Mpumalanga

^{vii} Source: IDASA: Child Poverty and the Budget 2000: Health: Spending on Nutrition

^{viii} Source: Mr. M. S. Sait: Past Chairperson of Astra Special School for Physically Disabled- Western Cape: 2000

^{ix} Source: Research Priorities and Early Childhood Development in Southern Africa: Presentation by Stephen Tollman: PHC and Health programmes Workshop: Valley Trust Durban South Africa August 2000

^x Source: Review of the Social Development Budget 2002: IDASA: By Judith Streak

^{xi} Source: Budgeting for Child socio-economic rights: Government obligations and the child's right to social security and education: By Shameela Cassiem and Judith Streak.