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ABSTRACT

Cabinet has on two instances set specific transformation targets to be achieved by Public Service departments as part of its transformation agenda. A 2% target was set for the employment of people with disabilities in the Public Service by March 2010. In order to assist the process, various legislations, regulations, framework documents and other relevant resources were put in place. Structures such as the Department of Public Service and Administration, Department of Labour, the Public Service Commission and the recently established Ministry of Women, Children, Youth and people with Disabilities, have all been tasked with a responsibility of ensuring that departments achieve these targets. It is however not clear what informed the 2% versus the overall population statistics of people with disabilities in South Africa. This would be imperative as it would possibly further explain the inability of Public Service departments to achieve this target.

Public Service departments are, by virtue of legislation, required to develop employment equity plans that will specify disability targets within a specific time-frame. The key objective of this study was to determine the extent to which departments in the Gauteng Provincial Administration have failed or succeeded in employing, retaining and reasonably accommodating people with disabilities in line with the 2% target. The assessment focuses on the disability management processes that are employed and their efficiency and effectiveness. For purposes of the study, the hypothesis was formulated that the inability of the Gauteng Provincial Administration to employ, retain and reasonably accommodate people with disabilities and thus reach the disability equity targets set by Cabinet, is due to poor and ineffective disability management.

To test the validity or otherwise of the hypothesis, use was made of theoretical review of literature in promoting effective disability management in the Gauteng Provincial Administration. Empirical research was also conducted to test the attitude and perceptions of the Gauteng Provincial Administration officials who have disabilities as well as those who do not have disabilities on the existence and effectiveness of disability management practices in their departments. The views of representatives from the Department of Public Service and

Administration, the Public Service Commission as well as the organizations of people with disabilities were also solicited, specifically in terms of their roles as key stakeholders in promoting and sustaining effective disability management.

The study found, amongst others that:

- Policies on disability management do exist in departments but mainly as part of compliance.
- Senior management commitment to disability management is not so visible.
- There is insufficient disability awareness taking place in departments.
- Labour unions are silent and invisibly in promoting the rights and interests of people with disabilities.
- Other stakeholders could add value to the promotion of effective disability management in the Gauteng Provincial Administration.

The study concludes with practical recommendations which departments can adopt as strategies for effective disability management. Specific areas of further research are also highlighted.

TABLE OF CONTENTS

CHAPTER 1 INTRODUCTION AND RESEARCH METHODOLOGY

1.1	Introduction.....	1
1.2	Orientation and Problem Statement.....	1
1.3	Scope of Study.....	3
1.4	Problem Statement.....	9
1.5	Hypothesis.....	9
1.6	Research Questions.....	9
1.7	Research Objectives.....	9
1.8	Research Methodology.....	10
1.8.1	Literature review.....	10
1.8.2	Empirical research and design.....	11
1.9	Outline of Chapters.....	12
1.10.	Conclusion.....	13

CHAPTER 2 CONCEPTUAL AND LEGISLATIVE FRAMEWORK FOR DISABILITY MANAGEMENT

2.1	Introduction.....	14
2.2	Definition of concepts and terms.....	14
	2.2.1 Disability.....	15
	2.2.2 Disability Management.....	19
	2.2.3 Affirmative Action.....	19
	2.2.4 Diversity Management.....	20
	2.2.5 Employment Equity.....	22
	2.2.6 Change Management.....	23

2.3	Legislative and Policy Framework.....	25
2.3.1	White Paper on Reconstruction and Development, 1994.....	25
2.3.2	The White Paper on the Transformation of the Public Service, 1995.....	26
2.3.3	The Constitution of the Republic of South Africa, Act 108 of 1996.....	27
2.3.4	The White Paper on an Integrated National Disability Strategy, 1997.....	28
2.3.5	The White Paper on Affirmative Action, 1998.....	29
2.3.6	The Employment Equity Act 55 of 1998.....	29
2.3.7	The Code of Good Practice on the Employment of People with Disabilities.....	30
2.3.8	Technical Assistance Guidelines on Disabilities.....	31
2.3.9	Promotion of Equality and Prevention of Unfair Discrimination Act 4 of 2000.....	32
2.3.10	The Public Service Regulations, 2001.....	32
2.3.11	The Job Access Strategic Framework 2006-2010.....	33
2.3.12	Handbook on Reasonable Accommodation for Persons with Disabilities.....	34
2.3.13	The Gauteng Provincial Government Disability Policy.....	34
2.4	Conclusion.....	36

CHAPTER 3 AN OVERVIEW OF DISABILITY MANAGEMENT PRACTICES IN THE PUBLIC SERVICES

3.1	Introduction.....	37
3.2	Guiding Principles.....	37
3.2.1	Representation of target groups.....	38
3.2.2	Equality and non-discrimination.....	38

3.2.3	Barrier free Public Service.....	38
3.3	Reasonable Accommodation.....	39
3.4	Employment Equity.....	40
3.5	Recruitment.....	41
3.5.1	Disadvantaged training programmes.....	42
3.5.2	Internship and mentoring programmes	42
3.5.3	Career exhibitions.....	42
3.5.4	Telerecruiting.....	42
3.5.5	Diversity data bank.....	43
3.6	Selection and Placement.....	43
3.7	Employee Induction.....	45
3.8	Training and Skills Development.....	46
3.9	Promotion and Transfer.....	47
3.10	Employee Relations.....	48
3.11	Succession Planning and Talent Management.....	48
3.12	Employee Retention.....	50
3.13	Occupational Health and Safety.....	50
3.14	Performance Management.....	51
3.15	Leadership.....	53
3.16	Diversity Management.....	54
3.16.1	Framework on Diversity Management	55

3.17	Disability Equity Challenges	57
	3.17.1 Lack of a clear definition.....	57
	3.17.2 Lack of employment equity plans	57
	3.17.3 Inadequate recruitment and retention strategies.....	57
	3.17.4 Links with organizations representing people with disabilities not optimized.....	58
	3.17.5 Rehabilitation of Public Servants disabled as a result of injuries sustained	58
	3.17.6 Persons with disabilities do not apply for posts.....	58
	3.17.7 Inability to attract suitably qualified and skills people with disabilities.....	59
	3.17.8 Reluctance by people with disabilities to disclose their status	59
	3.17.9 Inadequate management information on people with disabilities.....	59
	3.17.10 Job hopping within the Public Service.....	59
	3.17.11 Management implications associated with employing people with disabilities.....	60
	3.17.12 Marginalization of people with disabilities by management.....	61
	3.17.13 Lack of disability awareness in departments.....	61
	3.17.14 Poor accessibility for people with disabilities.....	61
3.18	Good Practices of Disability Management.....	62
	3.18.1 Intensive disability awareness campaign.....	62
	3.18.2 Audits of accessibility and accommodation.....	62

3.18.3	Audits of the number of people with disabilities employed.....	63
3.18.4	Affirmative recruitment processes.....	63
3.18.5	Capacity building.....	64
3.19	Government Initiatives.....	66
3.20	Conclusion.....	66

**CHAPTER 4 EMPIRICAL RESEARCH ON THE IMPLEMENTATION OF
DISABILITY MANAGEMENT IN THE GAUTENG PROVINCIAL ADMINISTRATION**

4.1	Introduction.....	67
4.2	The Research Process	67
4.2.1	Conceptualization.....	69
4.2.2	Research design.....	69
4.2.3	Research techniques/operations.....	70
4.2.4	Sampling.....	70
4.2.5	Reporting.....	71
4.3	Ethics in Research	71
4.4	Empirical Survey.....	73
4.4.1	Demographic Information.....	74
4.4.2	Contextual analysis.....	75
4.4.3	General analysis.....	77
4.4.4	Analysis of custodian departments.....	80
4.4.5	Analysis of organizations of people with disabilities.....	81

4.4.6 Analysis of best practice department.....	82
4.5 Conclusion.....	82
CHAPTER 5 SUMMARY, FINDINGS AND RECOMMENDATIONS	
5.1 Introduction.....	83
5.2 Summary of Chapters.....	83
5.3 Realization of the objectives of the study.....	85
5.4 Testing the hypothesis.....	85
5.5 Findings.....	86
5.6 Recommendations.....	87
5.7 Conclusion.....	89
BIBLIOGRAPHY.....	90
APPENDICES.....	96
ANNEXURE A.....	97
ANNEXURE B.....	100
ANNEXURE C.....	104
ANNEXURE D.....	107

CHAPTER 1 INTRODUCTION AND RESEARCH METHODOLOGY

1.1 INTRODUCTION

The purpose of this research study is to determine the extent that Public Service departments implement disability management, with specific focus on the Gauteng Provincial Administration. Hence the study is titled: Disability Management in the Public Service: the case of the Gauteng Provincial Administration. Keywords that will be dominant in this study will be as follows: Public Service, disability, disability equity, disability management, discrimination, affirmative action, employment equity, accessibility, people with disabilities, and reasonable accommodation.

1.2 ORIENTATION AND PROBLEM STATEMENT

The White Paper on the Transformation of the Public Service, (1995:4) clearly states that prior to 1994, Black people (African, Indian and Colored communities) were excluded from all positions of influence in the state and civil society. Although few benefited from the Bantustan dispensation, the majority of senior posts in government were then still held by Whites, mainly males. Women were similarly disadvantaged, particularly those from black communities. Persons with disabilities, irrespective of race or gender, were seldom found in any position of influence within the State. Clearly the demographics of the country were not well represented in the Public Service. According to Erasmus, et al. (2005:160) a representative bureaucracy demonstrates a legitimization of government policies and programmes in the sense that diverse communities perceive a greater sense of fairness when officials at the point of service delivery are visibly represented.

Section 9 of the *Constitution of the Republic of South Africa*, Act 108 of 1996, (hereafter referred to as the Constitution) clearly stipulates that everyone is equal before the law and no one may be unfairly discriminated directly or indirectly on the basis of race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience,

belief, culture, language and birth. To reinforce these provisions of the Constitution, the Employment Equity Act, (Act 55 of 1998) was promulgated and its main purpose is to achieve equity in the workplace by:

- promoting equal opportunity and fair treatment in employment through the elimination of unfair discrimination; and
- Implementing affirmative action measures to redress the disadvantages in employment experienced by designated groups, in order to ensure their equitable representation in all occupational categories and levels in the workforce.

In order to achieve employment equity in the Public Service, the White Paper on the Transformation of the Public Service, 1995 set the following targets:

- by 1999 at least 50% of public service managers were expected to be Black people ;
- by 1999 at least 30% of new recruits to middle and senior management levels were expected to be women; and
- by 2005, 2% of Public Service personnel were expected to be people with disabilities.

In 2006, Cabinet revised the overall equity targets for the Public Service. The new approved targets were as follows:

- 76% equity for blacks at senior management level by 31 March 2009;
- 50% equity target for women at senior management levels by 31 March 2009; and
- 2% equity target for persons with disabilities at all levels by 31 March 2010 (DPSA, 2005).

In March 2008, the status of the Public Service with regards to the employment of people with disabilities was as follows:

Table 1: Number of employees with disability per Province as at 31 March 2008.

Province	Total number of employees	Number of employee with disabilities	%
National	284 018	700	0.25%
Eastern Cape	125 465	277	0.22%
Free State	57 938	85	0.15%
Gauteng	126 652	103	0.08%
Kwazulu Natal	181 498	253	0.14%
Limpopo	113 973	276	0.24%
Mpumalanga	68 362	152	0.22%
North West	56 992	69	0.12%
Northern Cape	21 602	30	0.14%
Western Cape	74 382	198	0.27%
TOTAL	1 110 882	2 143	0.19%

Source: This information was extracted from Vulindlela on 8 May 2008

The statistics were sourced from Vulindlela, which is an integrated information database of government that is a snapshot taken of the transactional PERSAL system, usually within the first week of a new month, and summarized to levels such as Provinces and National Departments, Sectors and Components. PERSAL is the government's personnel and salary system.

1.3 SCOPE OF THE STUDY

The statistics in Table 1 above indicate that the Public Service has not progressed well towards the 2% target. Furthermore the statistics indicated that the Gauteng Provincial Administration is the lowest in terms of employing people with disabilities. Although Gauteng is the smallest of the nine provinces in South Africa, it is an economic giant that contributes a staggering 40% to

the national GDP and the skills levels of the workforce in the province are also higher than the country's average (Gauteng Provincial Government, 2008). Given these facts, the employment of people with disabilities should not be such a major challenge for the Gauteng Provincial Administration. It is for this reason that the Gauteng Provincial Administration has been selected as a case study for this dissertation.

The Gauteng Province is one of the nine provinces that were established by section 103 of the Constitution of South Africa, 1996. According to section 104 of the Constitution, the legislative authority of a province is vested in its provincial legislature. This means that the Gauteng Provincial Administration is responsible for the public administration of the Gauteng Legislature. The Gauteng Provincial Administration consists of twelve departments and these are:

- Agriculture and Rural Development
- Community Safety
- Economic Development
- Education
- Gauteng Shared Services Centre
- Finance/Gauteng Treasury
- Health and Social Development
- Infrastructure Development
- Local Government and Housing
- Office of the Premier
- Public Transport, Roads and Works
- Sports, Recreation, Arts and Culture (Gauteng Provincial Government, 2008).

In 1999, the Public Service Commission (PSC) conducted a study on the *State of Representativeness in the Public Service*. The findings of the study indicated that persons with disabilities that were employed in national departments at that time constituted only 0.17% and only 0.06% in provincial administrations (Public Service Commission, 2000:27). In 2002 the Public Service Commission conducted another study on *Disability Equity in the South African Public Service*, where the findings indicated that people with disabilities constituted only 0.25%

of the total workforce of the Public Service. At that time the Gauteng Provincial Administration had a total of 113 712 employees and only 119 of those were people with disabilities, this translates to a 0.10 % (PSC, 2002:42). In 2007, another study was conducted by the PSC on the *Assessment on Disability Equity in the Public Service*. The statistical findings in this study indicated that as at October 2007 persons with disabilities only constituted 0.2% of the total workforce, with Gauteng at 0.01%, a very steep decline from the 2002 targets (PSC, 2008:28).

In its 2008 State of the Public Service Report, the PSC indicated that the 2007 study on the *Assessment on Disability Equity in the Public Service* illustrated the following findings as challenges that departments face in employing people with disabilities:

- few people with disabilities apply for posts;
- reluctance by people with disabilities to disclose their status;
- resource limitations were seen as a constraint by departments to ensure reasonable accommodation of people with disabilities;
- the nature of certain occupations seem to prevent people with disabilities from applying due to the job requirements; and
- the problem is compounded by the lack of good partnerships with organizations for people with disabilities and the fact that there is no central database for people with disabilities from which to source potential applicants (PSC, 2008:90-91).

The trends that come out of the various studies are an indication that there are serious challenges that are facing the Public Service with regards to the employment of people with disabilities. The use of the Gauteng Provincial Administration as a case study will assist in determining the real cause of these challenges and what action is necessary to improve disability equity in the South African Public Service.

1.4 PROBLEM STATEMENT

Based on the statistical analysis in Table 1, it is clear that the Public Service is faced with enormous challenges with regards to the employment, retention and reasonable accommodation of people with disabilities. One of the overriding reasons could be that over and above reaching the stipulated numbers, there is a lack of sustainable disability management plans in place. This study seeks to focus on disability management in the Public Service with specific reference to the Gauteng Provincial Administration, and whether indeed there is proper disability management or perhaps it is only about reaching the employment equity targets as outlined in employment equity plans. This would include assessing the attitudes and perceptions of officials employed in the various departments of the Gauteng Provincial Administration on disability management issues.

In order to effectively manage disability issues in the workplace, it is important to understand that disability discrimination has its roots in the social system of a country. Doyle (1995:1) is of the view that throughout history disabled people have experienced social discrimination, segregation and exclusion. Disabled People South Africa (Disabled People South Africa, 2008) confirms this view and states that people with disabilities are the only oppressed group that has to be put through often intimidating and humiliating processes in order to identify who they are. Women and black people - both target groups for affirmative action as oppressed groups - are for example not required to go through a classification process to determine whether they indeed are black or female enough to qualify for positive measures.

Disadvantage and inequality of opportunity represent everyday experiences of individuals with disabilities. South Africa as a new democracy has enacted legislation that clearly prohibits any form of discrimination as earlier stated. To implement legislation and regulations that are applicable to disability equity, Public Service departments will have to develop, implement and monitor effective policy frameworks, or to integrate disability management in their affirmative action plans and strategies.

Within the South African context, the pre-1994 public service was mainly characterized by its division on the basis of race and gender, and its lack of representativeness. As a result, the Public

Service required legitimacy and credibility in the eyes of the majority of South Africans. Moreover a continuation of its racial and gender composition would have contravened Section 195(1)(i) of the Constitution which states that public administration “must be broadly representative of the South Africa people”. Consequently, restoring legitimacy and credibility through the development of a broadly representative public service has become a major policy drive in the South African public service (Erasmus, et al: 2005:160).

The Department of Labour (Department of Labour,2008)) suggests that all the designated employers must take the following affirmative action measures to redress the disadvantages in employment experienced by designated groups, in order to ensure their equitable representation in all occupational categories and levels in the workforce:

- Find and remove things that badly affect designated groups;
- Support diversity through equal dignity and respect for all people;
- Bring about changes to ensure that designated groups have equal chances;
- Ensure equal representation of designated groups in all job categories and levels in the workplace; and
- Retain and develop designated groups.

Kettle (in Brading and Curtis 2000:16) argues that many employers fail to appreciate that disability does not necessarily imply inability and may not necessarily result in handicap. Many managers therefore assume that disability will result in poor performance. Kettle further states that other myths include poor attendance, low productivity, proneness to accidents, customers being put off and disabled workers’ presence being disruptive. He argues that the persistence of these misconceptions is not entirely the fault of employers, and blames the medical profession for being over-cautious about the abilities of people with disability. This research will seek to determine whether the challenges and myths that Kettle mentions, are also experienced in the Gauteng Provincial Administration.

Levy, (in Cloete and Mokgoro, 1995:74) when referring to affirmative action as a transformation process, argues that affirmative action is complex and requires flexible standards and criteria.

However, a starting point would be to move beyond the more obvious quantitative and distributive issues and to consider the mechanisms and strategies for combating an unrepresentative public service and a deeply entrenched, undemocratic and repressive ethos. This can be achieved by developing and debating a set of principles which would form the basis of an affirmative action policy. He further lists the following principles:

- A principle of non-discrimination which emphasizes access;
- A principle of compensation, which would respond to different needs in an unequal manner. This means that those disadvantaged by poor life chances or insufficient resources would not be the victims of formal equal opportunity; (Could this be a case of 'fair' discrimination?)
- A principle of non-repression which ensures the empowerment of employees through social education, democratic decision-making and accountable work procedures; and
- A principle of inclusiveness which secures the participation of all (marginalized or dominated) groups in policy processes.

Erasmus et al. (2005:167) perceive the object of affirmative action within the South African context as the removal of inequalities. Furthermore that affirmative action is not discrimination in reverse, nor is it appropriate to apply the same requirement of neutrality, applicable in the domain of anti-discrimination regulation, to affirmative action. This perception indicates that affirmative action can be utilized as an effective strategy to promote disability equity in the Public Service.

The Department of Public Service and Administration (DPSA) has developed numerous policy frameworks around disability equity. These policies are acceptable but the problem is that departments seem to be struggling with the implementation thereof. This research will seek to address the causes and challenges of this poor implementation and also focus on whether the DPSA or another relevant structure should 'enforce' implementation and how. Perhaps the principles mentioned above, need to be revisited and to assess whether they are not central in the development of disability management plans and strategies in the Public Service and particularly in the Gauteng Provincial Administration.

1.5 HYPOTHESIS

The inability of the Gauteng Provincial Administration to employ people with disabilities and thus reach the disability equity targets set by Cabinet is due to poor and ineffective disability management.

1.6 RESEARCH QUESTIONS

Emanating from the problem statement above, the research study will attempt to find answers to the following questions:

- What is meant by disability?
- What affirmative action measures are in place by various departments within the in the Gauteng Provincial Administration to promote disability management?
- What processes and systems exist in the Gauteng Provincial Administration to address issues of disability?
- What are the indicators of success or failure of disability management as a transformation imperative in the Gauteng Provincial Administration?
- What recommendations can be offered to add value to the policy development, implementation, monitoring and evaluation of disability management in the Gauteng Provincial Administration?

1.7 RESEARCH OBJECTIVES

Flowing from the research questions outlined above, the objectives of the research are the following:

- To give a theoretical exposition of the concepts disability, disability management and affirmative action.
- To provide an overview of the processes and systems as well as affirmative action measures in the Gauteng Provincial Administration addressing issues of disability in the Public Service.
- To conduct an empirical study of disability management in the Gauteng Provincial Administration.
- To explain the challenges and successes that the departments within the Gauteng Provincial Government are experiencing in their implementation of disability management.
- To provide a set of recommendations that may add value to the policy development, implementation, monitoring and evaluation of disability management in the Public Service in general and the Gauteng Provincial Administration in particular.

1.8 RESEARCH METHODOLOGY

In conducting the research, the following methods were used:

1.8.1 Literature review

This included published books and articles from journals; legislation and regulations; handbooks and other relevant documents; articles and electronic databases; as well as unpublished dissertations and theses. A preliminary survey indicated the availability of such sources in various libraries, though minimal as the concept of disability management and employment equity is relatively new in South Africa. In order to overcome this deficiency, books in the field of human resource management, diversity management, change management and transformation, were consulted and other methods mentioned hereunder were also explored.

Primary documentation from the DPSA, the PSC, departments within the Gauteng Provincial Administration, and various organizations of people with disabilities was studied. The documentation included reports, policy frameworks, articles and other documentation on disability equity and management, employment equity, human resources, diversity management, change management and transformation. Consent was obtained from the relevant authorities and participants.

1.8.2 Empirical research and design

As the scope of the research was limited to the Gauteng Provincial Administration, the following research strategies were adopted:

- **Semi-structured questionnaires** were developed as to obtain opinions from the following role-players:
 - 85 employees (30 with disabilities, 55 with no disabilities) employed in the various departments of the Gauteng Provincial Administration.
 - A representative from the Chief Directorate: Diversity Management in the Department of Public Service and Administration, which is the custodian department of transformation in the Public Service.
 - A representative from the newly-established Ministry of Women, Children, Youth, and People with Disabilities.
 - A representative from the Employment Equity Unit of the Department of Labour, which monitors compliance to the employment equity legislation.
 - Various organizations of people with disabilities within the Gauteng Province.
- **Semi-structured interview questionnaires** were distributed to a representative from the Chief Directorate: Transformation in the Gauteng Department of Agriculture and Rural

Development, to determine best practice, as it is one of the few departments that are progressing well towards disability equity.

- **Personal interviews** were conducted with The Gauteng Regional Director of the Office of the Public Service Commission.
- **Participant's Observation.** The researcher has gained extensive knowledge on employment equity and disability management in both national and local government spheres as she was designated as the Employment Equity Manager at the Emfuleni Local Municipality (1998 - 2003). She was a Training Manager at the University of South Africa (2003-2004) where she initiated a skill development project for students with disabilities under the university's advocacy center for students with disabilities. She was also employed at the Office of the Public Service Commission as a researcher and she was involved in the most recent project on disability equity. She is currently the Deputy Municipal Manager of the Emfuleni Local Municipality where one of her focus areas is Institutional Transformation, which includes matter relating to disability management.

1.9 OUTLINE OF THE CHAPTERS

The study consists of the following chapters:

Chapter 1: Introduction and Research Methodology

Chapter 2: Conceptual and Legislative Framework for Disability Management

Chapter 3: An overview of the Disability Management Practices in the Public Service

Chapter 4: Empirical research on the implementation of Disability Management in the Gauteng Provincial Administration

Chapter 5: Summary, Findings, and Recommendations

1.10 CONCLUSION

This chapter laid a basis on which the study will be focusing with regards to disability management. The following chapter outlines the conceptual and legislative framework that governs disability management.

CHAPTER 2 CONCEPTUAL AND LEGISLATIVE FRAMEWORK FOR DISABILITY MANAGEMENT

2.1 INTRODUCTION

The concept of disability has always been subjective and as such, misconstrued mainly because very little research has been conducted in this field. The purpose of this chapter is to clarify the concept of disability as well as other concepts that are inextricably linked to disability and disability management as a whole. This will provide an integrated view to disability management in the Public Service and thus demystify some of the misconceptions and misunderstanding of disability. In its preamble, the United Nations Convention on the Rights of Persons with Disabilities, 2006, acknowledges that disability is an evolving concept and that disability results from the interaction between persons with impairments and attitudinal and environmental barriers that hinders their full and effective participation in society on an equal basis with others. It is thus important to analyze the concept of disability within a broad spectrum of definitions and explanations.

This chapter will also scrutinize the legislative and policy framework that govern disability issues in the Public Service. Though a lot has been done in regulating the employment, retention and accommodation of people with disabilities in the Public Service, it is evidently not enough. It is also critical to determine the effectiveness of the legislation and policy guidelines that regulate disability management in the Public Service. The monitoring and evaluation of interventions relating to disability management also has to be highlighted if indeed it exists. This extrapolation might also be able to explain the sluggishness of the Public Service, and the Gauteng Administration in particular, in effectively employing, retaining and accommodating people with disabilities in their departments.

2.2 DEFINITION OF CONCEPTS AND TERMS

Disability Management cannot effectively take place in a vacuum; it takes place either within or in proximity to other management processes in an organization. The key concepts that will be

discussed in this section include: disability; disability management; affirmative action; diversity management; employment equity and change management. A diagrammatic clarification of the inter-relationship between these key concepts will also be provided. This integrated approach to the definition of key concepts will also assist departments in managing disability issues using a holistic rather than a silo approach which is often restrictive in nature.

2.2.1 Disability

There are many definitions and descriptions of disability from both the disability community and the non-disability sector. It is not only important to define disability but also to describe which conditions are acceptably classified as disabilities.

The Concise Oxford Dictionary of current English defines disability as “*physical incapacity caused by injury or disease.*” This is an oversimplified definition that excludes other forms of disability such as mental and developmental disability. This necessitates a more in-depth and comprehensive definition that will contextualize disability in relation to non-discrimination and equal employment opportunities (Concise Oxford Dictionary, 1988: 272).

The International Convention on the Rights of Persons with Disabilities and its Optional Protocol were adopted by the United Nations (UN) General Assembly in December 2006. South Africa was one of the signatories of the convention and Article 1 of the convention comprehensively describes persons with disabilities to include those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others (United Nations, 2006: 7). On the other hand, section 1 of the Employment Equity Act, 55 of 1998 defines people with disabilities as people who have a long-term or recurring physical or mental impairment which substantially limits their prospects of entry into, or advancement in, employment.

The Code of Good Practice on the Employment of People with Disabilities (hereafter referred to as the Code) is a guide for employers and employees on promoting equal opportunities and fair

treatment for people with disabilities as required by the Employment Equity Act of 1998. The Code analyses the definition in the Employment Equity Act, as follows:

Having a physical or mental impairment;

Physical impairment means a partial or total loss of a bodily function or part of the body. It includes sensory impairments such as being deaf, hearing impaired, or visually impaired.

Mental impairment means a clinically recognized condition or illness that affects a person's thought processes, judgment or emotions.

Which is long term or recurring; and

- Long term means the impairment has lasted or is likely to persist for at least twelve months.
- Recurring impairment is one that is likely to happen again and to be substantially limiting. It includes a constant chronic condition, even if its effects on a person fluctuate.
- Progressive conditions are those that are likely to develop or change or recur. People living with progressive conditions or illnesses are considered as people with disabilities once the impairment starts to be substantially limiting. Progressive or recurring conditions which have no over symptoms or which do not substantially limit a person are not disabilities.

Which substantially limits their prospects of entry into, or advancement in employment?

- Impairment is substantially limiting if, in its nature, duration or effects, it substantially limits the person's ability to perform the essential functions of the job for which they are being considered.
- Some impairments are so easily controlled, corrected or lessened, that they have no limiting effects.

This analysis could be a useful guide for Public Service departments in developing policies, in prioritizing the types of disabilities that could be accommodated within a specific financial year and within specific budgetary boundaries.

In 2006, Cabinet adopted the definition of disability as “the loss or elimination of opportunities to take part in the life of the community equitably with others that is encountered by persons having physical, sensory, psychological, developmental, learning, neurological, or other impairments, which may be permanent, temporary, or episodic in nature, thereby causing activity limitations and participation restriction with the mainstream society. (DPSA.2007:3)

Disabled People South Africa was formed in 1984 by disabled people as a body to represent them. This is a democratic cross-disability body made up of member organizations of disabled people in South Africa. Disabled People South Africa is recognized as the National Assembly of disabled people by Disabled People International, which has observer status in the United Nations. According to Disabled People South Africa, disability needs to be defined within context, rather than focusing on the inabilities of people that inadvertently leads to stigmatization and categorization. The organization cautions that people with disabilities are very vulnerable to the misuse of language and terminology where terminology has the effect of labeling people with disabilities, stereotyping them discriminating against them, and ultimately creating a culture of non-acceptance of diversity. The disability rights movement of South Africa therefore, accepts both the terms “disabled person” and “people with disabilities” (as opposed to “physically challenged” or “differently abled”).

The different types of disabilities as classified by Disabled People South Africa, are:

- *Physical Disability* (this includes cerebral palsy, quadriplegia, paraplegia, hemiplegia, and post-polio paralysis).
- *Visual Disability* (loss of sight that is total or partial).
- *Hearing Disability* (hearing loss that is mild, severe, or total)
- *Mental Disability* (this includes cognitive, psychiatric and learning disabilities as well as physical head trauma).
- *Intellectual Disability* (for example Down’s Syndrome)

- *Psychiatric Disability* (this includes people who experience difficulties in perceiving or interpreting reality, coping with some aspects of daily life, forming and maintaining relationships, coping with difficult feelings, fears and anxieties, or often see and hear things that do not exist).
- *Multiple Disabilities* (having two or more disabilities).
- *Epilepsy* – this is not a disability per se but often causes physical and/or mental disabilities.
- *Albinism* – is also not a disability per se but most people with albinism identify with other disabled people due to the nature of discrimination they experience and some often develop visual disabilities that impact on their levels of participation.

(Disabled People South Africa, 2008)

Kettle (Brading and Curtis 2000:16) argues that many employers fail to appreciate that disability does not necessarily imply inability and may not necessarily result in handicap. Many managers therefore assume that disability will result in poor performance. Kettle further states that other myths include poor attendance, low productivity, proneness to accidents, customers being put off and disabled workers' presence being disruptive. He argues that the persistence of these misconceptions is not entirely the fault of employers, and blames the medical profession for being over-cautious about the abilities of people with disability. Further research on disability management in the public service, might reveal the relevance and validity of Kettle's views.

In the Public Service, government as the employer has introduced extensive interventions in the form of policy frameworks, to speed up disability equity. These include legislation, the Public Service JobAccess Strategy on the Recruitment, Employment and Retention of Persons with Disabilities (2006-2011), the Handbook on Reasonable Accommodation of People with Disabilities, as well as other policy directives that act as Do It Yourself (DIY) kits for the Public Service to accelerate disability equity.

The terms "people with disabilities" and "persons with disabilities" will be use inter-changeably in this study as various authors use the one term or the other, referring to the same audience.

2.2.2 Disability Management

Blake (2009) defines disability management as a proactive, employer-centered process that coordinates the activities of labour, management, insurance carriers, healthcare providers and vocational rehabilitation professionals for the purpose of minimizing the impact of injury, disability or disease on a worker's capacity to successfully perform his or her job. This definition is applicable to this study specifically in relation to the fact that disability management must be employer-centered and inclusive. To maximize the benefits of the process, all stakeholders must be brought on board. The stakeholders as applicable to the Gauteng Provincial Administration will include but not be limited to employees within the various departments (these include those with disabilities and those who do not have disabilities), custodian departments such as the Department of Public Service and Administration, the Public Service Commission, the Department of Labour, as well as the Ministry of Women, Children, Youth, and People with disabilities. Organizations of people with disabilities are also a key stakeholder in this regard.

2.2.3 Affirmative Action

Affirmative action is a controversial issue since its inception in the transformation agenda of government. Horwitz et al. (1995:677) are of the view that affirmative action is based on the following four premises. Firstly, white men make up the business mainstream. Secondly, a growing economy requires skilled, managerial and professional people. Thirdly, blacks, women and other groups should be integrated into organizations as a matter of public and ethical policy. Fourthly, pervasive ethnic, racial and gender prejudice is at the root of social and occupational exclusion and, finally, legal and social measures are necessary to bring about institution building. In concurring with this view, Erasmus et al. (2005:164) explain that the concept of affirmative action is used together with many other concepts referring to various processes of making bureaucracies more representative of the societies that they serve. Furthermore, affirmative action is viewed as those proactive and remedial measures designed to bridge the gap between formal equality of employment opportunity and substantive equality of opportunity. Erasmus et al. (2005:164) further elucidate that given the definition above, affirmative action comes to the fore in a society in which the stage has been reached when the law does not discriminate, but

societal discrimination is still prevalent. This is precisely the situation with disability in South Africa where legally people cannot be discriminated on the basis of disability but in practice there are still stereotypes and subtle discrimination against people with disabilities.

The White Paper on Affirmative Action, 1998 defines affirmative action as the additional corrective steps which must be taken in order that those who have been historically disadvantaged by unfair discrimination are able to derive full benefit from an equitable employment environment. Mello (in Mafunisa and Maserumule, 2004:75) similarly defines affirmative action as laws, programmes or activities designed to redress past imbalances and to ameliorate the conditions of individuals and groups who have been disadvantaged on the ground of race, gender or disability. People with disabilities still have not enjoyed the full benefit of this transformation programme of government. This is clearly indicated by the statistics (outlined in Chapter1) on the number of employees with disabilities in the Public Service. Closely linked to and often confused with affirmative action, is the concept of diversity management.

2.2.4 Diversity Management

Ivancevich and Gilbert (in Mello, 2002:17) define diversity management as a corporate or managerially initiated strategy that can be proactive and is based on operational reality to optimize the use and contributions of an increasingly diverse workforce. According to Ricucci (2002:3) diversity management refers to the ability of top management to develop strategies as well as programs and policies to manage and accommodate diversity in their workplaces. It includes the ability of organizations to harness the diverse human resources available in order to create a productive and motivated workforce. Key here is management's ability to develop ways to address such challenges as communication breakdowns, misunderstandings, and even hostilities that invariably result from working in an environment with persons from highly diverse backgrounds, age cohorts, and lifestyle. In both definitions the core is that affirmative action is a managerial responsibility, this implies that management in any institution is responsible for safeguarding the interests and priorities of employees with disabilities.

According to Gilbert et al. (1999:61) diversity management is a voluntary organizational programme designed to create greater inclusion of all individuals into informal social networks and formal company programs. Voluntary organizational diversity initiatives may be particularly important in an era in which the concept of affirmative action is changing. Contrary to this definition, in South Africa, institution and particularly the Public service, find themselves compelled by legislation such as the Employment Equity Act, to initiate some form of diversity management programmes and interventions, to address the discriminatory evils of the past that were prevalent in the workplace. Diversity management in this case therefore does not become a voluntary programme. Gilbert et al. (1999:64), further state that empirical research supports the notion that diversity management can have a positive spillover effect in the workplace. In that it can create a competitive advantage in the area of cost, resource acquisition, marketing, creativity, problem-solving, and organizational flexibility. Managing diversity may also result in higher organizational productivity, and ultimately in higher profit. In terms of individuals, managed diversity can lead to decreases in frustration and turnover for women and people of colour (*and in this case for people with disabilities*¹).

Diversity Management is based on the understanding and accepting the unique flavour and potential contribution of different cultures and traditions and how this heterogeneity can be allowed to add value to organizational life and productivity. (Charlton and van Niekerk as quoted in Mello, 2002:3). The Public Service as one of the largest employers with a workforce exceeding one million is inevitably characterized by a diverse workforce on the grounds as defined in section 9(3) of the Constitution. These grounds include race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth. This diversity needs to be appropriately managed to minimize conflicts and to ensure that the Public Service effectively carries out its constitutional mandate and responsibility of service delivery. Diversity management can never be totally divorced from employment equity. This is especially when employment equity is regarded as a transformation process. Thomas (1991:10) briefly defines diversity management as a comprehensive managerial process for developing an environment that works for all

¹ Author's additional note.

employees. Employment equity in the Public Service and in South Africa as a whole is intended to create an environment that works for all employees.

Riccucci, (2002:20) emphasizes that one of the most important points to be made from his cursory review of the American Equal Employment Opportunity and affirmative action law is that, despite the legal rulings around affirmative action, public and private sector employers continue to rely on affirmative action as well as other tools and techniques to rectify employment discrimination or to diversify their workforces. Moreover, affirmative action continues to be an important tool for the promotion of protected-class persons to upper-level positions in the workplace. Managing diversity involves ensuring that every reach of the organizational hierarchy is diversified and that the workplace is free from hostilities and harassment that often arise in a highly diverse workforce. This is directly applicable to the South African situation whereby affirmative action cannot be effective if applied in isolation. It has to be implemented in the broader context of diversity management to ensure that it yields the intended benefits.

2.2.5 Employment Equity

Employment equity is a term coined by the Employment Equity Act 55 of 1998 to address the disparities in employment, occupation and income that were created by the apartheid laws and policies. Basically this would imply that employment equity seeks to create equal employment opportunities. Riccucci (2002:11) defines equal employment opportunity as referring to policies aimed at preventing employment discrimination. In this sense, equal employment opportunity policies and laws were developed in response to discriminatory practices against persons based on race, color, gender, religion, national origin, disability, age, and so forth. Riccucci is specifically referring to the situation in the United States, which compares indistinctly to the South Africa state of affairs during the apartheid era. Employment equity specifically aims to create the equity and the equilibrium in the labour market with regards to issues of employment, promotions, access, compensation, and skills development.

2.2.6 Change Management

The employment of people with disabilities in an institution that had previously none or few people with disabilities, is a change and a transformation issue that require proper and effective management. Disability Management will therefore have to be part of the overall change management initiatives and strategies that departments in the Public Service introduce. Ingstrup and Crookall (1998:180) categorize change in three ways:

- By size: Some change is massive or incremental or continuous.
- By the extent to which it is propelled: Primarily internal change, driven by continuous improvement or strategic initiatives in an effort to improve service delivery and reduce cost. Obviously such change will be in harmony with the changing external environment, but its impetus and driving force is internal, the mission. In that sense it's discretionary. Externally driven change flows from the evolving demands of government and the public. It's a combination of non-discretionary and discretionary change: some transformation is required but the specific actions might be quiet discretionary. As far as possible, well-performing organizations think these out in advance and take measures to prepare for change rather than simply reacting with more limited options at the last movement.
- By the environment in which it takes place. In this case change will be driven by externally by the effects of factors such as technology and globalization. Again, such changes at the same time both non-discretionary and discretionary.

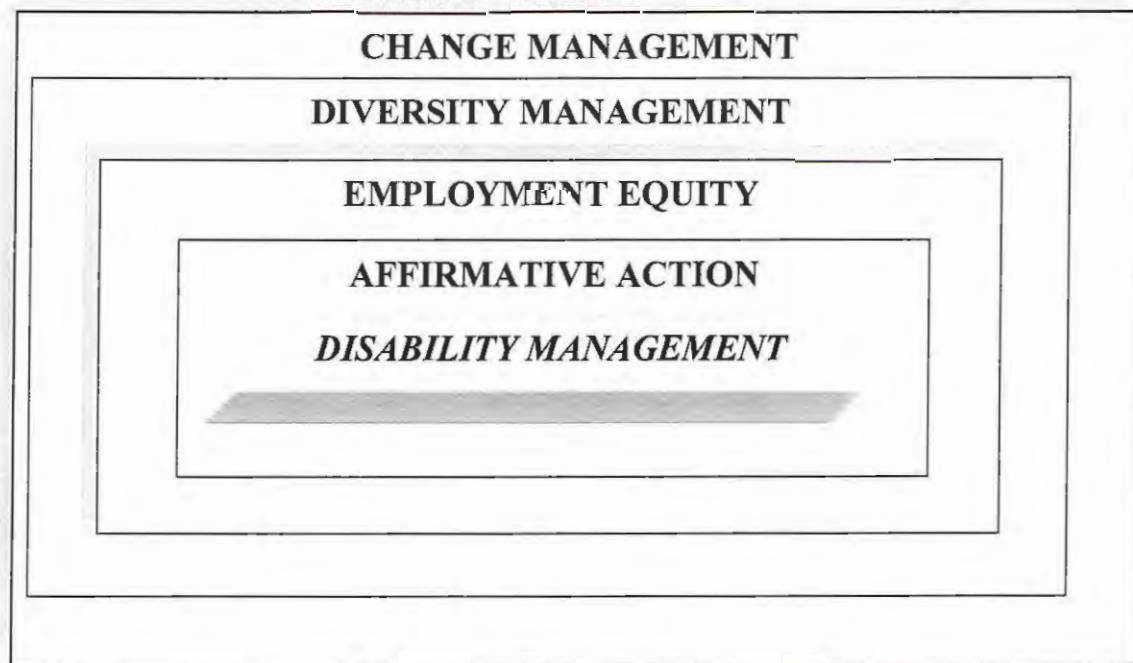
In the South African Public Service, change management is affected and influenced by such issues like politics where there is change of political leadership and possible change of policies and programmes. The advent of a Single Public Service will bring about numerous challenges that will inevitably impact on the issues of disability as change management initiatives and strategies. Robbins in Fox et al. (1991: 168) states that change is not confined to modifying organizational processes. It also comprises efforts to alter the behavior of individuals (to reduce fears of stereotypes), to increase their confidence in themselves and to make them more open, co-operative and trusting. Certain behavioural qualities may directly hamper an employee's job

performance, and the effective public manager will want to change these qualities. An example in this regard would be whereby the department would have to deal with attitudes and behaviours of employees (and managers) that do not have disabilities towards their colleagues with disabilities. This would clearly require appropriate interventions such as educational and awareness campaigns that will correct or change perceptions, attitudes and stereotypes.

In moving towards the principles of change management (in other words transformation) the government has identified amongst other, representativeness and affirmative action as strategic evolutionary priority areas for transformation. Human resource options to best fit these evolutionary corporate strategies include strategies such as flexibility, diversity, decentralization, and entrepreneurship. The implication of adopting these options, when applied to the management of human resource, is significant. It will mean that public service institutions will have to introduce early retirement opportunities, carry out comprehensive auditing of skills and competencies, appoint people from outside the public service, introduce redeployment, the development of new organizational cultures, total quality management, and training programmes to promote affirmative action, redirect human resources from administrative tasks to service provision, and implement a code of conduct (Erasmus et al. 2005:113).

Figure 2.1 below illustrates the linkage between the key concepts as discussed above. Disability is at the impetus of all the other processes. Change management is an overall strategic process that addresses all the business imperative of an institution. Within the change management activity there would be various change aspects that are addressed and one of these would be diversity management. Diversity Management also deals with multiple issues which include employment equity. Affirmative action is a mandatory process prescribed by the employment equity act. Disability management would then be one of the strategies that can be employed to deal with inequalities in the workplace.

Fig 2.1: Inter-relationship among concepts



Source: This diagram is the researcher's innovation

2.3 LEGISLATIVE AND POLICY FRAMEWORK

For disability management to be an effective and life-changing exercise there must be legislative enactment. In this manner the government has since 1994 introduced various legislative and policy frameworks that govern and promotes disability management in the Public Service.

2.3.1 White Paper on Reconstruction and Development, 1994

According to this White Paper, the Reconstruction and Development Programme (RDP) was the policy instrument which was to direct the progress of the transformation strategy. In section 7.7.3 of this White Paper, government made an undertaking to design, in consultation with disabled people, a comprehensive programme for the disabled which will enhance their engagement in society and remove discriminatory practices against them, especially in the work place. Government undertook to also discuss means to reintegrate mentally and physically disabled people into their communities. Where people were entitled to disability grants, these should be

paid to them. Special attention was to be given to mental illness and physical disability arising from trauma and violence, which could prevent people from functioning normally in society. This study will seek to establish progress made in this regard in the Public Service in general and in the Gauteng Provincial Administration in particular.

2.3.2 The White Paper on the Transformation of the Public Service, 1995

In pursuing the general undertakings of the RDP White Paper, the White Paper on the Transformation of the Public Service was more focused to the Public Service. The principal aim of this White Paper was to establish a policy framework to guide the introduction and implementation of new policies and legislation aimed at transforming the South African Public Service. The White Paper introduced the concept of affirmative action, which was a step towards corrective equity measures. The main target groups for affirmative action programmes were to be black people, women and people with disabilities. Section 10.6 of the White Paper identifies targets and time-frames for affirmative action in the Public Service. General targets that were set were then based on census information that indicated that women constituted 56% of the South African population and persons with disability constituted 10% nationally. Government then proposed that following:

- Within four years (by 1999) all departmental establishments were to have endeavored to be at least 50% black at management level;
- During the same period (by 1999) at least 30% of new recruits to the middle and senior management echelons should have been women; and
- Within ten years (by 2005), people with disabilities should have comprised 2% of public service personnel.

The White Paper gave a further directive at the departmental level, all ministries will be required to define their affirmative action targets and present annual progress reports that will be subject to parliamentary scrutiny. On 21 November 2005 the Cabinet revised the employment equity targets for persons with disabilities and approved that the 2% target for persons with disabilities

in the Public Service remain and that it be achieved by 31 March 2010 (DPSA:2005). The implication here is that since the inception of the democratic government in 1994, the Public Service has dismally failed in its endeavors to employ and retain people with disabilities. This study will attempt to determine reasons for this enormous challenge facing the Public Service.

In its introduction, the White Paper on the Transformation of the Public Service alludes to the fact that the government regards transformation as a dynamic, focused and relatively short-term process, designed to fundamentally reshape the public service for its appointed role in the new dispensation in South Africa. Transformation can be distinguished from the broader, longer-term and on-going process of administrative reform which will be required to ensure that the South African public service keeps in step with the changing needs and requirements of the domestic and international environments. It further goes on to say that the goals of transformation are to be achieved within an anticipated timescale of two to three years, the process of administrative reform will be on-going. It is therefore to determine whether disability management is a transformation imperative or an administrative reform issue.

2.3.3 The Constitution of the Republic of South Africa, Act 108 of 1996

The *Constitution of the Republic of South Africa, Act 108 of 1996*, (hereafter referred to as the Constitution), is the supreme law of the country, and as such has laid foundation for a equality, fairness and representativity in public service. Section 9 of the Constitution states that everyone is equal before the law and no one may be unfairly discriminated directly or indirectly on the basis of race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth. This indubitably protects the rights of people with disabilities. The Constitution, in section 195 (1)(i) further provides that “public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation”. This provision is specifically focusing on ensuring representativeness in the public service.

2.3.4 The White Paper on an Integrated National Disability Strategy, 1997

According to the White Paper on an Integrated National Disability Strategy (1997:19), the objectives of a disability strategy include:

- The facilitation of the integration of disability issues into government developmental strategies, planning and programmes;
- The development of an integrated management system for the co-ordination of disability planning, implementation and monitoring in the various line functions at all spheres of government;
- The development of capacity building strategies that will enhance Government's ability at all levels to implement recommendations contained in the Integrated National Disability Strategy; and
- A programme of public education and awareness-raising aimed at changing fundamental prejudices in the South African society.

This White Paper further provides policy guidelines for disability management in general. These guidelines should form a basis for Public Service institutions including the Gauteng Provincial Administration, to develop policy frameworks for themselves. Chapter four of the White Paper introduces a critical aspect of monitoring as an essential element in the upholding of human rights generally. It is expounded that monitoring can be used as a corrective tool against the violated rights of disabled persons. It can also be used to measure trends and patterns of discrimination on the ground of disability, both at an individual and systematic level. The act of monitoring primarily investigates and records the violation of people's rights. The process itself often provides the impetus for addressing disability. Monitoring can also be used as an educative tool, to create awareness.

Disabled People South Africa is of the view that the Integrated National Disability Strategy (the South African Government's official policy framework for disability equity) has therefore

adopted a socio-political approach to disability, whereby disability is located in the social environment. This takes cognizance of disabled people's viewpoint that disability is a social construct and most of its effects are inflicted upon people with disabilities by their social environment. People with disabilities can therefore actively contribute to changing the social construct by fighting for improvements in their material and legal situation and, at the same time, taking pride in who they are and what they are fighting for, proudly identifying themselves with their human rights struggle.

2.3.5 The White Paper on Affirmative Action, 1998

The purpose of the White Paper is to set out mandatory requirements and guidance on the steps which national departments and provincial administrations should take to develop and implement their affirmative action programmes, and to sketch out the accountability, monitoring, coordinating and reporting responsibilities of various players within affirmative action programmes. The White Paper is primarily focused on the field of human resource management and targets the three groups: black people, women, and people with disabilities, who are identified as having suffered most from unfair past discrimination. Departments will obviously have to customize these programmes to their own specific situation.

Importantly from a disability perspective the White Paper states that affirmative action must strive to eradicate barriers to employment and advancement in the organizational and physical environment and provide support to the target group. Affirmative action must also take into consideration the relevant needs of their target group and their relative disadvantaged status and as such reasonable accommodation must be provided. A target of 2% representivity of persons with disabilities was set by this White Paper (Public Service Commission: 2008, 20)

2.3.6 The Employment Equity Act 55 of 1998

Section 2 of the Employment Equity Act, 1998 describes the purpose of the Act two-fold:

- (a) promoting equal opportunity and fair treatment in employment through the elimination of unfair discrimination; and
- (b) implementing affirmative action measures to redress the disadvantages in employment experienced by designated groups, in order to ensure their equitable representation in all occupational categories and levels in the workforce.

Tinarelli (2000:3), is of the view that the reasons for the necessity of employment equity legislation include among others, the need to eradicate the past legacy of discrimination that has led to major inequalities in the our (South African) society and labour market; the need for economic growth; the satisfaction of constitutional requirements; and the standards of the International Labour Organization's Conventions that have been ratified by South Africa. Tinarelli (2000:14) further states that the rationale for the implementation of employment equity legislation centers around eradicating the legacy of discrimination in relation to race, gender and disability that has denied the majority of South Africans the opportunity for education, employment, promotion and wealth creation.

The implementation of employment equity legislation has numerous advantages for employers. Among these are the contribution of employment equity to business sustainability and future returns, an improvement in market share and a diverse workforce, which has advantages of its own. There are also potential problems and challenges surrounding the implementation of such legislation. These are, for example, the high costs of institutional and cultural change; the lack of resources to ensure proper compliance in every workplace; and the necessity to develop other strategies in conjunction with employment equity legislation in order to address inequalities that lie outside of the labour market.

2.3.7 The Code of Good Practice on the Employment of People with Disabilities

The Code is a guide for employers and employees on promoting equal opportunities and fair treatment for people with disabilities as required by the Employment Equity Act. It is intended to help employers and employees understand their rights and obligations, promote certainty and

reduce disputes to ensure that people with disabilities can enjoy and exercise their rights at work. Furthermore, the Code is intended to help create awareness of the contributions people with disabilities can make and to encourage employers to fully use the skills of such persons. Employers, employees and their organizations should use the Code to develop, implement and refine disability equity policies and programmes to suit the needs of their own workplaces. (Department of Labour, 2002:7)

If the Code was enforceable, departments within the Public Service would have not been battling in managing disability issue, particularly in relation to crafting effective disability policies and programmes.

2.3.8 Technical Assistance Guidelines on Disabilities

The Department of Labour developed the Technical Assistance Guidelines (TAG) on the Employment of People with Disabilities which was aimed at assisting employers, employees, trade unions and people with disabilities to understand their rights and responsibilities under the Employment Equity Act 55 of 1998 and the Code of Good Practice on the Employment of People with Disabilities. These guidelines address the following issues:

- reasonable accommodation for people with disabilities;
- recruitment and selection;
- medical and psychological testing and other similar assessments;
- placement;
- training and career advancement;
- retaining people with disabilities;
- termination of employment;
- worker's compensation;
- confidentiality and disclosure of disability;
- employment equity planning in respect of people with disabilities; and
- education and awareness

The TAG is not a law but just a guideline document that could also be useful in crafting disability policies/strategies or in developing a disability management framework.

2.3.9 Promotion of Equality and Prevention of Unfair Discrimination Act 4 of 2000

The main purpose of this Act is to give effect to section 9 read with item 23(1) of Schedule 6 to the Constitution of the Republic of South Africa, 1996, so as to prevent and prohibit unfair discrimination and harassment; to promote equality and eliminate unfair discrimination; to prevent and prohibit hate speech; and to provide for matters connected therewith. Section 9 of the Act specifically states that no person may unfairly discriminate against any person on the ground of disability, including-

- denying or removing from any person who has a disability, any supporting or enabling facility necessary for their functioning in society;
- contravening the code of practice or regulations of the South African Bureau of Standards that govern environmental accessibility;
- failing to eliminate obstacles that unfairly limit or restrict persons with disabilities from enjoying equal opportunities or failing to take steps to reasonably accommodate the needs of such persons.

The focus of this section is promoting that aspect of access and reasonable accommodation of people with disabilities. This places a responsibility and a burden on the Public Service (and any other employer) to ensure that people with disabilities are not discriminated against in terms of accessibility, facilities, and resources that will enable them to perform their duties without any restraint.

2.3.10 The Public Service Regulations, 2001

The Public Service Regulations require executing authorities to develop affirmative action plans for their departments. According to the Regulations, these affirmative action plans shall contain the following:

- A policy statement that sets out the department's commitment to affirmative action, and how that policy will be implemented.
- Numeric and time-bound targets for achieving representativeness.
- Annual statistics on the appointment, training and promotion within each grade of each occupational category, of persons historically disadvantaged.
- A plan for redressing numeric under-representativeness and supporting the advancement of persons historically disadvantaged.

Although the regulations provide guidelines, they do not however address the question of what should be done to departments that do not implement affirmative action.

2.3.11 The Job Access Strategic Framework 2006-2010

As the policy-formulating structure of government, the Department of Public Service and Administration (DPSA) developed the Job Access Strategic Framework 2006-2010, which sets out a clear plan to create an inclusive society and to give a new focus to tackling barriers and inequalities in the Public Sector. The strategy includes clear actions to promote and protect the rights and interests of people with disabilities by involving them in all aspects of society. Clearly here the inclusive approach is to ensure that people with disabilities participate in all public sector and service delivery activities without limitations.

The long-term aim of this framework is that persons with disabilities participate in society on the same terms as non-persons with disabilities. Provision for persons with disabilities will therefore be reviewed and a new mix of mainstream, specialist, and integrated provision derived from the Job Access and ASGISA strategies, so that employment and service delivery policies are re-adapted, and implemented to take account of the needs of persons with disabilities, alongside other employees. According to the DPSA (2006:15), there are strong grounds for government action to improve the life chances of persons with disabilities. Supporting and empowering persons with disabilities to help themselves will improve their participation and inclusion in the community, in the labour market and in society. This will deliver social and economic benefits

for all society – and all society needs to be involved. The strategy also combines the following key elements:

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

2.3.12 The Handbook on Reasonable Accommodation for Persons with Disabilities

The Handbook on Reasonable Accommodation for Persons with Disabilities in the Public Service was also developed by the DPSA and serves as a tool that would enable government departments to create conducive environments for people with disabilities both as employees of the State and as clients of government's services. The Handbook is intended to be a source of easy reference for all Public Service officials, including Heads of Departments, Senior Managers, Disability Focal Persons, employees with disabilities, applicants, as well as consumers of government services. (DPSA, 2007:3)

The focus of the handbook is an explanation of the concept of reasonable accommodation (this aspect will be discussed extensively in later chapters of the study), the different forms of reasonable accommodation, reasonable accommodation measures, and analysis of the physical environment as well as the different forms of communication.

2.3.13 The Gauteng Provincial Government Disability Policy

The Gauteng Provincial Government (GPG) is the political structure of the Gauteng Province. In its Disability Policy it recognizes that:

- The management of disability should be seen from human rights and developmental perspective and that it is not merely a health or welfare issue;
- Cultural and customary practices have subjected many people with disabilities to gross neglect and inequality practices within the private and public sphere;

- Any disability policy has to be developed together with people with disabilities;
- The state has a role to play as an agent of change and transformation; and
- Empowerment of people with disabilities is critical to achieve equal rights and self representation.

For this reason, all GPG departments (*this is the Gauteng Provincial Administration*)² should:

- Take into account the needs of people with disabilities both in ensuring access to and in the provision of services.
- Ensure that the systems, facilities and infrastructure that they are responsible for does not discriminate or disadvantage people with disabilities; and
- Design policies, strategies and programmes that promote the protection and empowerment of people with disabilities in Gauteng.

This policy demonstrates the commitment of the political leadership in dealing with issue of disability within departments (with regards to employment matters) as well outside the departments (that is with regards to access, particularly to the members of the public who are customers).

Section 4 of the policy indicates the principles that GPG has adopted in dealing with disability management and they state amongst others, a commitment to mainstream disability issues in all policies and programmes. This is to ensure that all policies, programmes and practices are formulated and implemented in a way that creates equity and equality between those who are able bodied and those with a disability. Another commitment that is made in this policy is to a developmental approach towards the management of disability issues that empowers people with disabilities and does not perpetuate dependency. This is a commitment to a paradigm shift away from a dependency mode to one which is based on an analysis of the different types and needs of people with disabilities, and designing strategies that promote self-reliance (Gauteng Provincial Government:2007).

² Author's additional note.

2.4 CONCLUSION

Disability does not take place in a vacuum. It will always be influenced and informed by other processes. This inter-relatedness and in some instances, interdependency, necessitated the analysis of key concepts that are linked to disability and disability management. This inter-related approach also provides a holistic and integrated view of disability management in the Public Service. The legislation and policy frameworks indicate that government is committed to promoting and prioritizing the rights and interests of people with disabilities. The Gauteng Provincial Government in its disability policy, has committed the Provincial Administration (all departments in the province) to strive to ensure that at least 2% of their workforce are people with disabilities. This is in line with the targets that were set and revised by Cabinet. Ironically, as at December 2008 in terms of the statistics from Vulindlela³, the Gauteng Provincial Administration only had 137 employees with disabilities out of a total of 130 656 employees, this translates to a mere 0.1%.

Evidently there should be reasons for this unacceptably low rate of employees with disabilities. This study seeks to investigate the root cause of this state of affairs and to maybe contribute in endeavors by the Gauteng Provincial Administration to dealing and managing issues of disability, particularly in relation to the employment and retention thereof. In order to contextualize this investigation further, the next chapter focuses on disability management practices in the South African Public Service. Some global perspective on disability management will also be briefly discussed for benchmarking purposes.

³ Vulindlela is an integrated information database of government that is a snapshot taken of the transactional PERSAL system, usually within the first week of a new month, and summarized to levels such as Provinces and National Departments, Sectors and Components. PERSAL is the government's personnel and salary system.

CHAPTER 3 AN OVERVIEW OF DISABILITY MANAGEMENT PRACTICES IN THE PUBLIC SERVICE

3.1 INTRODUCTION

Disability Management is a relatively new concept in the South African Public Service, particularly in relation to the workplace. The enactment of Employment Equity has facilitated the formalization of disability management as a crucial strategy or intervention that seeks to address the imbalances that occurred in the workplace due to the history of apartheid which had legalized discrimination. The government as one of the main employers in the country has got a responsibility to ensure that the Public Service is inclusive in its representation. This inclusivity means all race groups, gender, and disability status. It is on this basis therefore that this chapter will identify certain practices that relate directly to the promotion of effective disability management in the Public Service, with specific focus on the Gauteng Provincial Administration.

3.2 GUIDING PRINCIPLES

Disability Management processes and practices should be based on sound principles that add value to the Public Service as an employer body. The Department of Public Service and Administration (DPSA) in its endeavor to attaining an “inclusive Public Service”, has provided guidelines to Departments on practices and processes that have to be prioritized and accelerated for effective Disability Management. The Job Access Strategic Framework, as referred to in the previous chapter, is based on core principles which are a set of value-based assumptions which guide people’s behavior and interactions, and are geared towards an understanding of the achievement of a transformed Public Service.

According to the DPSA (nd: 12), the four principles that are the cornerstone for the Disability Management programmes, practices, and services are as follows:

3.2.1 Representation of targeted groups

The basis of an inclusive Public Service is through the process of achieving equity, parity, representation and participation of the designated groups in the employ of the Public Service. It is imperative that any strategy that aims to promote and protect human rights and human dignity of all people, must ensure that it first gets the “numbers game” right. Concomitantly, affirmative action measures and special measures to empower people with disabilities are critical in order to increase their participation in all occupational categories and level. Furthermore, it is irrefutably essential to ensure that processes of policy and programme generation to advance designated groups include participation by members belonging to such groups. Participation in key decision-making that concerns designated groups cannot take place outside of those it concerns and seeks to address.

3.2.2 Equality and non-discrimination

This is a basic and fundamental principle that underpins the Constitution of South Africa. Pivotal to the transformation of the Public Service is non-discrimination and the promotion of equality.

3.2.3 Barrier free Public Service

In order to promote effective Disability Management, the Public Service ought to be mindful in the planning and designing of work-related events so that ensure that all events and opportunities are accessible to all employees. This is a key principle for ensuring that the Public service environment is conducive for people with disabilities.

3.2.4 Collaborative Partnerships

The need for partnerships between the Public Service and organizations for people with disabilities, and other key stakeholder is becoming increasingly important as needs, trends, and critical issues are identified. The essential elements associated with successful collaborative partnerships are networking and vision. Establishing these collaborative partnerships should

ideally build on each other's strengths and help create innovative services and processes for the Public Service and communities.

3.3 REASONABLE ACCOMMODATION

According to the Department of Labour's (DoL) Technical Assistance Guidelines in the employment of People with Disabilities, the aim of reasonable accommodation is to reduce the impact of the impairment on the person's capacity to perform the essential functions of the job. The Department of Labour describes accommodation to be referring to the modifications or alterations to the way a job is normally performed should make it possible for a suitably qualified person with a disability to perform as everyone else. The type of reasonable accommodation required would depend on the job and its essential functions, the work environment and the person's specific impairment. Reasonable accommodation measures may include, amongst others:

- Assistance in making the workplace more accessible on the kind of person's limitations and needs –for example, amongst others, removal of physical barriers and access to information and technology (equipment and software);
- Workstation modifications;
- Adjustment to work schedule;
- Adjustment to the nature and duration of the duties of the employee at work, either on a temporary or permanent basis; and
- The reallocation of non-essential job tasks and any other modifications to the way the work is normally performed or has been performed in the past (DoL, nd: 46).

Reasonable accommodation should be ingrained in the Departmental planning, budgeting and implementation procedures. This will ensure that an enabling environment is created for the advancement of people with disabilities in the Public Service in general. The Gauteng Provincial Administration as an economically viable administration should not be faced with major challenges in redirecting its resources towards practices and processes that promote effective Disability Management.

3.4 EMPLOYMENT EQUITY

One of the most effective enabling processes that promote disability management in the Public Service is the implementation of employment equity. As explained in the previous chapter, the employment equity legislation aims to eliminate unfair discrimination and to implement affirmative action measure to promote representivity of people from previously disadvantaged groups (blacks, women, and people with disabilities). In order to effectively manage disability equity in the workplace, it is critical to identify the following key practices that expose people with disabilities to possible unfair discrimination:

- The harassment of employees;
- Medical testing of an employee; and
- Employment policies or practice.

The Employment Equity Act, 1998, emphasizes that the development and implementation of employment equity plans must go hand in hand with broader efforts to create an affirming environment. Fair and open labour relations and respect for human rights and diversity form a critical foundation for employment equity for employers to prepare and implement an employment equity plan setting out the affirmative action measures they intend to take to achieve employment equity (Tinarelli, 2000:59).

When employers are setting targets for employment equity they should aim to recruit, promote and retain people with disabilities at all occupational categories and levels within the organization. The Code of Good Practice on the Preparation, Implementation and Monitoring of Employment Equity Plans provides additional measures to ensure that persons with disabilities can enjoy equal opportunities in the workforce. When employers consult in terms of Section 16 of the Employment Equity Act, 1998, they should also heighten awareness regarding the value and importance of recruiting and retaining employees with disabilities. Employers should seek guidance from relevant experts or organizations that represent people with disabilities if they are under-represented in all occupational categories and levels in the workplace (DPSA, nd: 15).

3.5 RECRUITMENT

One of the most effective means of attracting people with disabilities into the Public Service is through recruitment and selection processes. It is therefore incumbent upon departments to ensure that their recruitment and selection strategies are specifically targeting people with disabilities. The increasing complexity of governmental functions and the scarcity of specialists in specialized labour areas necessitate careful planning as well as successful publicity to ensure a successful recruitment function.

Because of the development in the industrial sphere of the Republic of South Africa, the demand for professional and technical personnel has obviously increased considerably, so that the central government is in the same situation as one developed in Western countries. South Africa is therefore reliant on the relatively small percentage of highly skilled people for the filling of professional, technical and administrative positions, where specialized training is demanded of the incumbents. On the other hand, the rapid industrial development in South Africa has created so many work opportunities in the private sector, that the problems facing a prospective candidate is not the lack of job opportunities, but rather the uncertainty of choice. Recruitment can really only be effective when publicity programmes have succeeded in developing a positive attitude in the minds of the public towards public institutions (Andrews, 1988:95-96).

The Public Service Commission in its Recruitment and Selection Tool (PSC, nd: 12) identifies the following important principles underlying recruitment and selection:

- Lack of policy guidelines may detract from goal attainment;
- Failing to plan sets the scene for failure; and
- Poor administration and decisions yield poor results.

The effectiveness of recruitment and selection is in itself dependent on the quality of human resources planning, proper job descriptions and staffing requirements dictated by transformation and service delivery. Grobler et al (2002:136) outlines the strategies used by South African in response to the skilled labour shortage. The nontraditional recruitment strategies are discussed below.

3.5.1 Disadvantaged training programmes

The majority of people from designated groups do not meet most of the minimum requirements of skilled jobs. To assist them and achieve a more diverse workforce, many companies and a number of government departments offer training programmes covering basic writing and mathematics skills, as well as job-specific instruction. This training is taking place under the Adult Basic Education and Training Scheme (ABET).

The trend is however changing as more and more people with disabilities are registered at universities and universities of technology and acquiring scarce skills which were not hitherto easily accessible to them.

3.5.2 Internships and mentoring programmes

Employers are also introducing students to the opportunities available through education by means of internships and mentoring programmes they offer. These are programmes that give students an opportunity to acquire practical work experience that is relevant to their specific field of academic study. These programmes can be used by Public Service departments to source people with disabilities that have the skills and qualifications that departments require.

3.5.3 Career exhibitions

The Department of Labour and a number of large companies sponsor national career exhibitions in locations that are likely to attract the “designated groups”. At exhibitions they emphasize special incentives designed to attract older applicants,

3.5.4 Telerecruiting

Technology is creating new avenues for recruitment as well as affecting other HR functions. Televisions have enabled employers to buy time on channels to aim advertisements at potential recruits.

3.5.5 Diversity data bank

Employers striving to increase the diversity of their workforce often find qualified, culturally diverse candidates difficult to locate since they are less likely to respond to traditional recruitment methods. This need has given rise to data bank being established by companies containing CV data on different ethnic groups for jobs ranging from entry level to MBA and experienced professionals.

3.6 Selection and Placement

According to Kuye et al (2002:151) the aim of selection is to ensure that the person selected is, of the available applicants, the person best suited for the position, on the basis of skills, experience, abilities, personal attributes and potential, as well as the need to achieve a representative and diverse workforce in the Public Service. The following principles should apply when candidates are selected for recruitment or promotion. These principles will ensure that the successful candidate is selected on a rationally defensible basis:

- *Job-related selection criteria* – the criteria on which selection is based should relate only to the inherent requirements of the duties the candidate will undertake.
- *Fairness* – the process of selection should not discriminate against any applicant on the grounds of arbitrary criteria.
- *Equity* – all candidates should be measured against the same objective criteria, with due regard to the need for diversity and representivity in the Public Service.
- *Transparency* – written, accessible records must be kept of the criteria used for selection, as well as of the assessment markings of individual candidates and the basis for the decision. Transparency could also be enhanced by allowing key stakeholders like labour (trade union) representatives observer status in the interviews.

3.8 Training and Skills Development

Employee training and development is seen as a key factor in meeting the employer's strategic, business and operational goals. More specifically, the purposes of training and development are to:

- improve performance;
- update employees' skills;
- avoid managerial obsolescence;
- solve organizational problems;
- orientate new employees;
- prepare for promotion and managerial succession; and
- satisfy personal growth needs ((Grobler et al, 2002:212).

Training and skills development play a pivotal role in both the recruitment and retention of people with disabilities in the Public Service. The focus of departments should be at both entry and management levels. According to a study conducted by the Public Service Commission (PSC, 2008:56) one of the reasons given by departments for their inability to achieve the 2% target set by cabinet, is that there is an inability to attract suitably qualified and skilled persons with disabilities in certain specialized occupations or where the posts attached to occupations have specific physical demands associated with it. The critical point that departments need to consider is that where there are no relevant skills available, these must be internally developed through programmes such as the learnership training. Where it may not be possible to develop the skill then the normal recruitment processes must be followed.

The PSC (2008:56) supports the view that in order to meet the 2% target set by cabinet, departments need to put in place internships and learnership programmes to afford persons with disabilities the opportunity to obtain the necessary skills to assist them in securing employment. The granting of bursaries to employees with disabilities should be considered in order to ensure that such employees are afforded an opportunity of progression within the department once qualified. Departments must continuously monitor whether persons with disabilities receive proportional shares of work assignments and training opportunities to ensure that their

development is given the required attention when measured against employees who do not have disabilities.

The representation of people with disabilities in managerial positions in all the departments of the Gauteng Provincial Administration is minimal and needs attention. Management Development Programmes are a viable solution to this challenge. According to Grobler et al (2002:337) modern facilities, expensive equipment, abundant staff administration and an ample training budget will not guarantee the success of training and development efforts. In particular, the success of management development is measured by its ability to produce a steady stream of competent, motivated managers who are able to meet current and future organizational goals. To achieve this end the following conditions must be satisfied:

- *Performance appraisals* – these will assist to identify specific developmental needs of current and future managers.
- *Long-range planning* – training and development activities must be based on not only current but also future needs of managers and the skills required to fulfill future job responsibilities;
- *Top management support* – training and development activities must receive strong endorsement (and buy-in) from top management. This could be for example in terms of time and allocation of resources;
- *Climate for change* – the work environment must be receptive to new ideas and techniques that result from the training and development interventions; and
- *Professional staff* – the staff that provide the training should possess strong conceptual skills while being technically able to conduct training activities.

3.9 Promotion and Transfer

Promotion and transfer create an opportunity for both upward and horizontal mobility for people with disabilities. One of the key challenges that the Gauteng Provincial Administration is facing is the shortage of people with disabilities in senior and technical positions. Promotional opportunities for people with disabilities must be created and used as channels for achieving disability equity in senior management echelon of the Public Service.

3.10 Employee Relations

Employee relations refers predominantly to those aspects related to the conflict, cooperation, involvement and communication in the relationships between managers and non-management employees, irrespective of the type of work or industry concerned and irrespective of the presence or absence of trade unions or worker representatives. The rights of workers in South Africa include the right to work, the right to strike, the right to fair remuneration and service conditions, the right to training, the right to associate and form and belong to trade unions, and the right to protection in the workplace (which includes the right to protection against health and safety hazards and to protection against unfair employment practices). The primary role of trade unions and/or other bodies which represent workers (such as staff associations) is to protect and further the rights and interests of the workers and to represent them in collective bargaining (Swanepoel et al 2003:617, 620).

Trade unions could play a fundamental role in the recognition and advocacy of the rights of employees with disabilities. The formation and strengthening of forums for employees with disabilities could assist in the development of disability management plans and programmes in the various departments of the Gauteng Provincial Administration. As social partners with departments, trade unions must play advocacy roles in ensuring that conducive and enabling work environments are created for people with disabilities in the Public Service.

3.11 Succession Planning and Talent Management

Succession planning refers to the preparation for the replacement of one post holder by another, usually prompted by retirement or resignation. Succession planning involves preparing the new post holder before the old one leaves, possibly with training or through work shadowing. At a senior level, management succession should be accomplished as smoothly as possible in order to avoid organizational crises caused by absent or inadequate top management. Talent Management focuses on the skills and abilities of the individual and on his or her potential for promotion to senior management roles. It also assesses how much of a contribution the individual can make to the success of the organization (ANON.2009)

Fisher and Pretorius (2009) are of the view that talent management is really quite a simple process that is often made more complicated than it is. Talent management is simply an all inclusive umbrella process that encompasses and includes the processes of career and succession planning that can be considered as sub processes within the broader process of talent management. It also involves revisiting human resource policies, procedures and practices such as recruitment, company orientation, job induction, training and development, performance management, transfers, promotions, employee relations and remuneration and reward systems in order to attract new talent to the organization and retain existing talent within the organization. Its ultimate goal is to ensure business continuity through increased profitability and growth achieved by having the “right people in the right positions at the right time”.

The key objectives of a Talent Management process are:

- Create a talent and succession pipeline of trained, multi skilled, experienced, committed and motivated employees who are ready to step into positions as required;
- Identify, high potential, high performing employees;
- Ensure that the identified talent is retained accordingly;
- Develop and enrich the organization’s intellectual capital by taking into account both the employee’s and the organization’s needs on an ongoing basis;
- Create a common organization language and process about building people capability;
- Ensure consistent and focused succession planning within the organization;
- Ensure that the “solid citizens” where the bulk of the workforce exists are not neglected;
- Encourage the poor performers to reverse the negative trend, hereby shifting the organization’s performance curve towards high performance;
- Ensure business continuity and sustainable growth by building the talent pipeline and ensuring fill for key positions; and
- Contribute towards retaining of employees that are valuable to the business.
- Succession planning and talent management plans and programmes should be targeted to achieving disability equity and for sustaining disability management in the Public Service.

3.12 Employee retention

The employment statistics of people with disabilities in the Public Service evidently signify a very small pool of the relevant skills required by the various provincial administrations and departments. Invariably this means that the demand is much higher than the supply resulting in the scarcity of skills within the target group of people with disabilities. Departments would then be faced with the challenge of putting in place solid retention strategies that will compliment disability management and sustain a culture of equal representation in the Public Services.

3.13 Occupational Health and Safety

Disability is a potential state of being attributed to the fact that a person can incur disability due to ill-health, accident, or an injury sustained on duty. Conventionally, the Occupational Health and Safety (OHS) function seeks to ensure the wellness of employees in the workplace with minimal focus on disability sustained on duty. The standard practice in the Public Service is that the health and safety programmes in the workplace promote employee wellness and very rarely prepare employees for a possible turnaround from having no disability to having one. Employees who incur a disability would instead be phased out of employment through the process of medical retirement or medical boarding. Disability management calls for a paradigm shift where disability sustained on duty would be reasonably accommodated through the modification of the work environment. Common OHS interventions include the Employee Assistance Programmes (EAPs) which according to Ferris et al (2002:512) have been broadly defined as mechanisms that provide the workplace with systematic means for dealing with personal problems that affect employees' job performance.

Gomez-Mejia et al (2001:534) are of the view that one of the challenges of OHS in the workplace is that of employee commitment to safety and health programmes. Many organizations face the problem of employees ignoring and even being hostile to safety and health measures because they often view these as intrusive and inefficient. Top managers can generate commitment to safety and healthy programmes by explaining to supervisors and others the rationale for the relevant OHS practices. According to Nel et al (2003:293), occupational health

practitioners are starting to adopt a proactive approach to managing employee health matters. Besides realizing that prevention is better than cure, a holistic focus requires that what needs to be taken care of is the broader social and domestic dynamics of employees – a focus that aims at achieving a well balanced work and family life. This refers to the employee wellness programmes.

Ivancevich and Matteson (in Nel et al 2003:293) describe wellness programs as programmes that focus on the employees' overall physical and mental health. These programmes concentrate on preventing or correcting specific health problems, health hazards, or negative health habits. They include not only disease identification but also lifestyle modifications. Matlala (in Nel et al 2003:293) proposes that South African organizations can promote wellness by:

- Incorporating employee wellness or health promotion into the overall strategy of the organization. This implies that departments should then start viewing disability management as a strategic objective that can be achieved through employee wellness interventions;
- Adopting employee wellness into the culture of the organization. Departments would have to readdress the organizational culture in such a way that it embraces holistic disability management principles and practices;
- Encouraging involvement and support from all the role-players such as labour representatives, management, and others; and
- Developing and implementing health promotion policies such as employee assistance programmes, smoking policy, HIV/AIDS policy and programmes.

Occupational Health and Safety programmes can be effective in perpetuating disability management in the Public Service. Departments should also begin to develop a disability management framework that will impact on all policies that affect employees with disabilities.

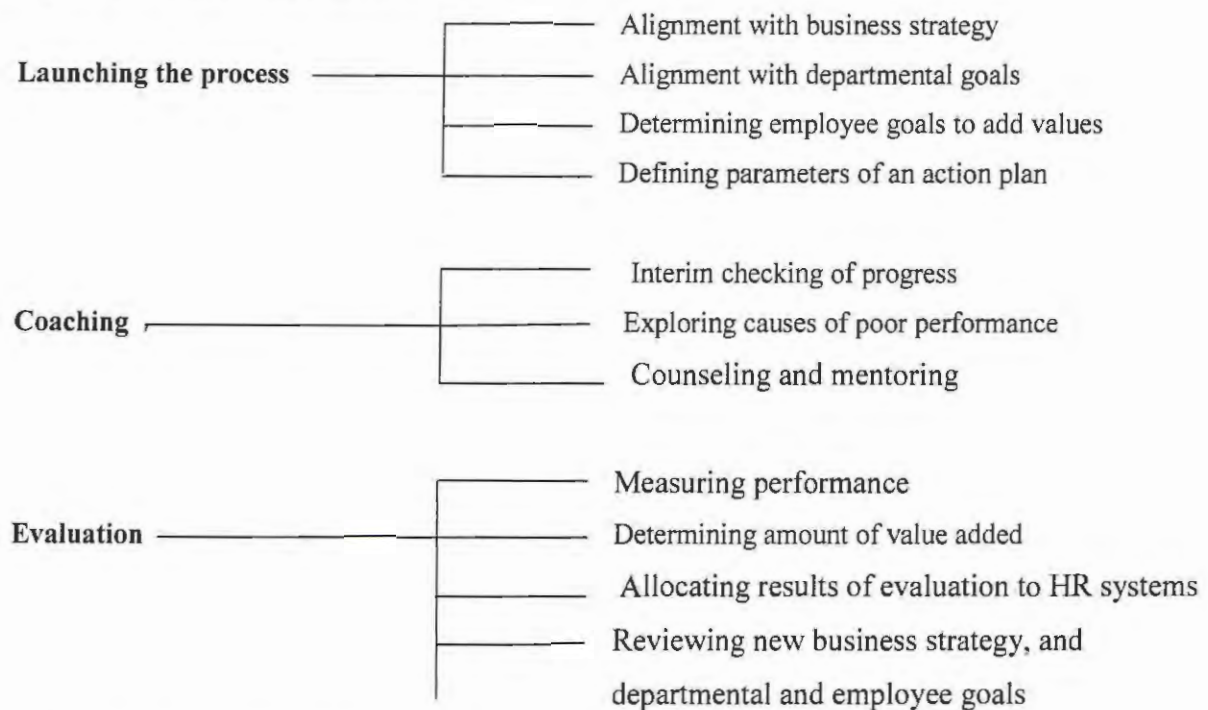
3.14 PERFORMANCE MANAGEMENT

Performance Management could be a very effective tool in the development and advancement of people with disabilities in the Public Service. It could however, if incorrectly and poorly

managed, also be a barrier to the same course. Bennet and Minty (in Nel et al, 2003:475) state that there are generally three major purposes of performance management:

- It is a process for strategy implementation;
- It is a vehicle for culture change; and
- To provides input to other human resource systems such as development and remuneration.

Figure 3.1 The Performance Management Process



Source: Nel et al, 2003: 476

The process outlined in Figure 3.1 above moved beyond a premise that the management of performance is a collaborative effort that determines the amount of value the subordinate's performance adds to the overall organizational performance. It also introduces the developmental aspect through coaching and mentoring to ensure that performance management is not punitive in nature but developmental for employees.

According to Gomez-Mejia et al (2001:228) measures of employee performance can be classified on the basis of whether the type of judgement called for is *relative* or *absolute*. *Relative judgement* asks supervisors to compare an employee's performance to the performance

of other employees doing the same job. It is vital that when this type of performance evaluation is undertaken, supervisors should be cautious that they do not allow an employee's disability to influence their judgment in evaluating. *Absolute judgement* on the other hand refers to an appraisal (or evaluation) format that asks supervisors to make judgements about an employee's performance based solely on performance standards. This is obviously the preferred approach as it is objective and unbiased. As outlined in figure 3.1 above, performance evaluation should result in the review of not only the organizational strategy but it should also align that with the career goals of the employees. The performance management of employees with disabilities will only be effective and constructive in a work environment that is conducive and enabling for maximum performance.

3.15 LEADERSHIP

The quality and style of leadership that an institution has will determine the nature and value of the decisions that are made. Nel et al (2003:333), define leadership as the process whereby one individual influences others to willingly and enthusiastically direct their efforts and abilities towards attaining defined group or organizational goals. This definition suggests that leadership involves the exercise of influence and not coercion. The leader attempts to change the attitudes and actions of people which are related to specific goals and not attitudes or actions that are not related to the goal. Smit and Cronje (1997:278) believe that leadership is a somewhat elusive concept and is difficult to define precisely. It involves elements such as influencing people, giving orders, motivating people, either as individuals or in group, managing conflict and communicating with subordinates. Although from a management perspective, there are various facets of leadership, it is fundamentally the task of management to direct the activities and performance of people so that the objectives of the organization can be attained.

The components of leadership as identified by Smit and Cronje (1997:280) include authority, power, influence, delegation, responsibility and accountability. Essentially this implies that the Heads of Department in the Gauteng Provincial Administration will determine the effectiveness or ineffectiveness of disability management by the manner in which they exercise their authority,

power, influence, delegation, responsibility and accountability, that is, by the manner in which they make decisions and lead the departments.

Smit & Cronje (in Van der Waldt and Du Toit, 1999:222) define decision-making as the identification and selection of a plan of action to solve a specific problem. This implies that a manager is confronted with a problem or a matter. Alternative actions are weighed up against each other, after which the best action is selected. Decision-making is therefore a conscious choice and a deliberate process. Public Service managers need to start making conscious choices that are directed towards the employment, training & retention of people with disabilities. The inability of the Public Service to achieve disability equity and upholding effective disability management could partly be blamed on poor or ineffective decision-making (or non-decision-making).

3.16 DIVERSITY MANAGEMENT

One of the most common disability management practices is through the management of diversity. Although this has been extensively discussed in the previous chapter, a few pointers need to be highlighted. Tinarelli (2000:131) in quoting Hall & Parker proposes that for an organization to be transformed from being traditional into one that manages and values diversity, it should embark on the following:

- *Training* – the training referred to here is the awareness training which focuses on the understanding of, the need for and the meaning of diversity. It also refers to skill-building training that educates employees on specific cultural differences and how to respond to these. This could also refer to empowering employees and capacitating them on skills to creating an enabling environment for employees with disabilities.
- *Leadership* – the support and commitment of top management to managing diversity are vital. Human, financial and technical resources must be provided. The commitment of line managers is also necessary.

- *Research* – research on diversity-related issues is useful in identifying issue that need to be addressed in the education process; areas where change is required and how to make the change; as well as the evaluation of the change or transformation effort.
- *Culture and human resource management systems audit* – this is undertaken to identify sources of potential bias that is unfavorable to certain groups and to determine instances where corporate culture disadvantages certain persons.
- *Structural integration* – this entails education and career development and should be used to identify and develop the majority talent in the organization for senior management positions. This is one occupational level where people with disability are under-represented, particularly in the Gauteng Provincial Administration where none of the Heads of Departments are people with disabilities
- *Focus groups* – focus groups are useful for examining the attitudes, beliefs and feelings about cultural differences and their effect on the workplace.
- *Support groups* – support groups can be formed to help the people with disabilities to link into networks and find mentors. This helps to make the transition into the organization’s culture easier.

3.16.1 Framework on Diversity Management

The Department of Public Service and Administration is the overall custodian of disability management in the Public Service. The development of the Job Access Strategic Framework on the Employment and Retention of People with Disabilities is a commitment towards addressing the underrepresentation of people with disabilities in the Public Service. It is a framework that departments in the Gauteng Provincial Administration would have to develop action plans, programmes and affirmative action measures that advance effective disability management.

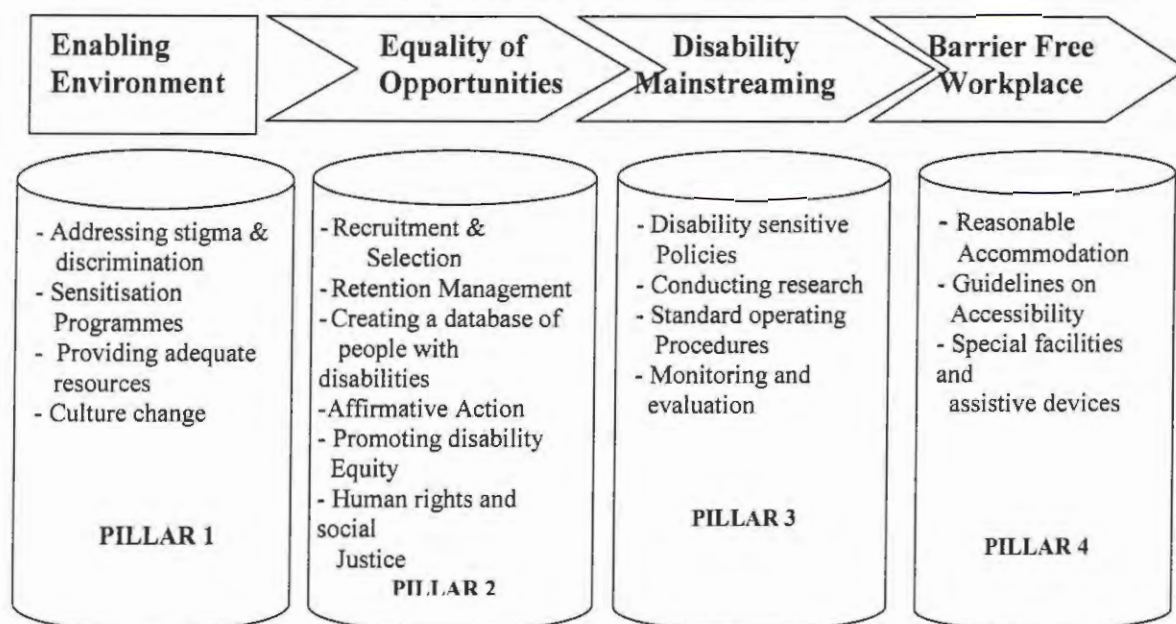
The broad objectives of the Public Service Job Access Strategy are:

- Social progress that recognizes the needs of all with focus on vulnerable groups;
- Equality of opportunity;

- Social justice and the right to development;
- Access and redress; and
- Partnership.

In order to achieve these objectives within the Public Service, this strategic framework is premised on a number of specific objectives which must be translated into action points that can be implemented, for which there is specific implementation or action plan. The key pillars of the job access framework are as depicted in figure 3.2 below:

Figure 3.2 The key pillars of the Job Access Framework



Extracted from the Job Access Strategic Framework on the Recruitment, Employment and retention of Persons with Disabilities in the Public Service – Part 1.

Public Service departments can develop their Disability Management Plans and Programmes using the guidelines provided by the Job Access Framework. The four focus areas (or pillars) would be to create an enabling environment; creating equal opportunities for people with disabilities; disability mainstreaming through the development of disability policies and procedures, as well ensuring the elimination of all types of workplace barriers by putting in place various types of affirmative action measures and interventions.

3.17 Disability Equity Challenges

The Public Service Commission (PSC) conducted a study during 2008 entitled *Assessment on Disability Equity in the Public Service*. The study was conducted in five of the nine provinces, one of which was the Gauteng Provincial Administration. The methodology applied by the PSC was to conduct formal inquiries with Heads of Department during which the challenges they experienced in the employment and retention of people with disabilities could be discussed and analyzed. During the inquiries, the following practical challenges were identified:

3.17.1 Lack of a clear definition

During the disability inquiries departments expressed concerns that they were unable to identify people with disabilities as per the definition in the Code of Good Practice on Key Aspects on the Employment of Persons with Disabilities. The view is that the definition, instead of assisting, confuses both the departments and the people with disability to determine the disability status.

3.17.2 Lack of employment equity plans

Out of the 65 participating departments in the study, 40% of them had not submitted employment equity plans by the end of the 2006 calendar year. Where employment equity plans were in place most of these addressed disability holistically by providing objectives in terms of targets, reasonable accommodation, and assistive devices.

3.17.3 Inadequate recruitment and retention strategies

Most of the departments that participated in the study use conventional recruitment methods that are not targeted to people with disabilities. The adopted process of including the wheelchair emblem on the advertisement was only practiced by a minority of departments. The emblem might not be sufficient as it is just there but the content of the adverts is not targeted to people with disabilities. The manner in which persons with disabilities are informed about vacancies also appears to be problematic. Advertisements are normally placed in newspaper and the Public

Service Vacancy Circular distributed by the Department of Public Service and Administration. The printed format of advertisements precludes people with visual impairments from being informed about job opportunities.

3.17.4 Links with organizations representing people with disabilities not optimized

Links with organizations representing people with disabilities is not optimized as most of these links are informal in nature and no real benefits have been derived from a recruitment point of view. Links with such organizations could be used to create a data-base of potential candidates for posts in the Public Service.

3.17.5 Rehabilitation of Public Servants disabled as a result of injuries sustained

Public servants that sustain any injury and as result thereof are disabled in many instances are retired from the Public Service on ill-health considerations. Departments do not have any rehabilitation programmes in place that can rehabilitate people with disabilities to ensure that they continue working in the Public Service in a productive manner, maybe in another position that can reasonably accommodate the person's disability.

3.17.6 People with disabilities do not apply for posts

Whilst the recruitment strategies of department are open for criticism, the reality faced by almost all of the departments that participated in the disability inquiries is that persons with disabilities do not apply for posts even when advertisements clearly indicate that posts are earmarked for persons with disabilities. In cases where persons with disabilities apply many of them do not possess the minimum requirements for the post in terms of qualifications, skills and experience. People with disabilities may not be applying for advertised positions because they may not be having any access to such positions as discussed in 3.9.2.3 above.

3.17.7 Inability to attract suitably qualified and skilled people with disabilities

Persons with disabilities that apply for posts in most of the provinces raise the concern that especially in the professional occupations such as medical doctors and professional nurses, the pool of suitably persons with disabilities is very small and they experience extreme difficulty in recruiting persons with disabilities for such posts.

3.17.8 Reluctance by people with disabilities to disclose their status

Employees in many instances are reluctant to disclose their disabilities either due to fear of being stigmatized, not knowing what the benefits of disclosure would be for them, or simply because they did not regard themselves as having a disability. This makes it difficult for department[s to classify such employees as persons with disabilities even though in some instances the disability is visible.

3.17.9 Inadequate management information on persons with disabilities

On assumption of duty persons with disabilities must provide very personal and intrusive information such as what their weight and height are as well as what blood type they have. The nature of information required by PERSAL as referred to seems to be irrelevant in determining whether a person has a disability or not. The amount of information required on the system may be overwhelming for persons with disabilities and as a consequence they may not want to disclose their disability.

3.17.10 Job hopping within the Public Service

A common frustration experienced by most departments during the disability inquiries was the phenomenon of job hopping by persons with disabilities, as departments compete with each other for the employment of people with disabilities. The consequences of job hopping is that departments go through the process of recruitment, orientation and training of persons with

disabilities only to lose them to other departments through more lucrative offers. This is, however, also an indication that departments may not apply their minds adequately to retention strategies for persons with disabilities.

3.17.11 Management implications associated with employing people with disabilities

During the disability inquiries a very valid constraint emerged for the departments that has an impact on the employment of people with disabilities namely the implications that it has from a management point of view. These implications were particularly highlighted in detail by the then Director-General of the Premier's Office in the Gauteng Provincial Administration at the disability inquiry held on 22 October 2007. When departments budget for the filling of posts they can only make provision for the actual costs in terms of the remuneration package associated with the posts. The reality, however, is that the employment of persons with disabilities sometimes have hidden costs associated therewith.

A number of examples were cited in this regard, namely:

- When a department employs persons with hearing impairments, the need for the services of an interpreter skilled in sign language sometimes arise. This results in additional expenditure to employ a sign interpreter on a permanent basis. This could place additional strain on management as such persons have to be employed productively when not used for interpretation purposes;
- Persons who are visually impaired require assistive devices such as documents in braille and special computers which are not budgeted for through the normal budgeting processes;
- Persons who have impaired functioning of their limbs frequently require transport. As public transport is not easily accessible for such people, departments have in some instances taken it upon themselves to provide such transport. This requires the appointment of an additional driver (s) and place additional cost constraints on a department through the use of official transport; and
- In some instances the total layout of an office must be changed for the employment of a person with a disability.

Although these may be genuine concerns/challenges, Departments must be cautious that they are not perceived as implying that the employment of people with disabilities is a burden to management. Departments must proactively deal with such challenges by making sufficient provision in their annual budgets.

3.17.12 Marginalization of people with disabilities by management

Perspectives provided by people with disabilities that attended some of the disability inquiries suggest that management marginalizes them and that disability equity is not being prioritized. Indicative of this is the fact that most of them are appointed in lower positions and do not therefore have any strategic impact. It was indicated that persons with disabilities do not form part of management meetings and therefore are denied an opportunity for input into decision-making affecting their employment conditions and the work environment. As a result of their exclusion from such meetings they are further marginalized and their specific needs are not addressed.

3.17.13 Lack of disability awareness in departments

Most of the departments have not embarked on intense disability awareness programmes. The lack of awareness of disability issues results in a culture of non-tolerance, impatience, lack of understanding and frustration as employees that have no disabilities are unsure as how to treat their counterparts with disabilities. This results in mutual frustration and creates an uncomfortable work environment

3.17.14 Poor accessibility for people with disabilities

In many of the provinces the blame for the inaccessibility of buildings was directed at the Department of Public Works. Departments were of the view that the department of Public Works is responsible for infrastructural modifications to buildings and as such it is responsible for ensuring accessibility. Whilst there is some truth to this, the Department of Public Works cannot provide the services required if it is not alerted by other departments to the structural changes or

modifications that need to be effected. Ultimately the responsibility to ensure that a conducive and enabling work environment is created is that of a Head of Department.

3.18 GOOD PRACTICES OF DISABILITY MANAGEMENT

The following are good practices observed by the PSC during the disability inquiries:

3.18.1 Intensive disability awareness campaigns

The Gauteng Department of Agriculture and Rural Development, was singled out as a good example in this regard. Even though the Department has not yet succeeded in meeting the 2% target, they have implemented a comprehensive disability awareness and sensitization campaign. The campaign comprised communication on disability through workshops and the distribution of pamphlets and posters which was run over 3 months to create awareness and sensitize staff about disability in the workplace. The department decided to brand their disability awareness project and called it *Operation REAKGONA* (Setswana word for we are able). The next chapter will be focusing on the qualitative research and specific focus will also be on this department as it forms part of the research scope of this study.

3.18.2 Audits of accessibility and accommodation

The Gauteng Department of Agriculture and Rural Development further served as a good practice example in this regard. During its audit the department focused on the following accessibility issues affecting persons with disabilities:

- Building design
- Availability of disabled parking
- Size of parking bays
- Access to buildings
- Lighting car parks
- Identification signs
- Kerbs on edge of ramps

- Gradients
- Stairs
- Handrails
- Doorways
- Windows
- Toilets
- Light switches
- Signals and warnings
- Signs

The audit included most infrastructural issues to be addressed but did not look into the crucial aspect of Braille and audio in lifts.

3.18.3 Audits of the number of people with disabilities employed

The Gauteng Department of Agriculture, Conservation and Environment after going through a process of identifying possible persons with disabilities, made use of occupational therapists to verify whether the persons in actual fact could be classified as a person with disability and to determine the nature of the disability. The occupational therapists were also used to conduct ergonomic assessments for workstation requirements of disabled staff. During the qualitative research, this matter will be further interrogated.

3.18.4 Affirmative recruitment processes

Various departments shared their experiences which included:

- The reviewing of employment equity (EE) statistics on a monthly basis and informing unit/sections within the department of their EE status;
- Targeted recruitment done through organizations and recruitment agencies for persons with disabilities;

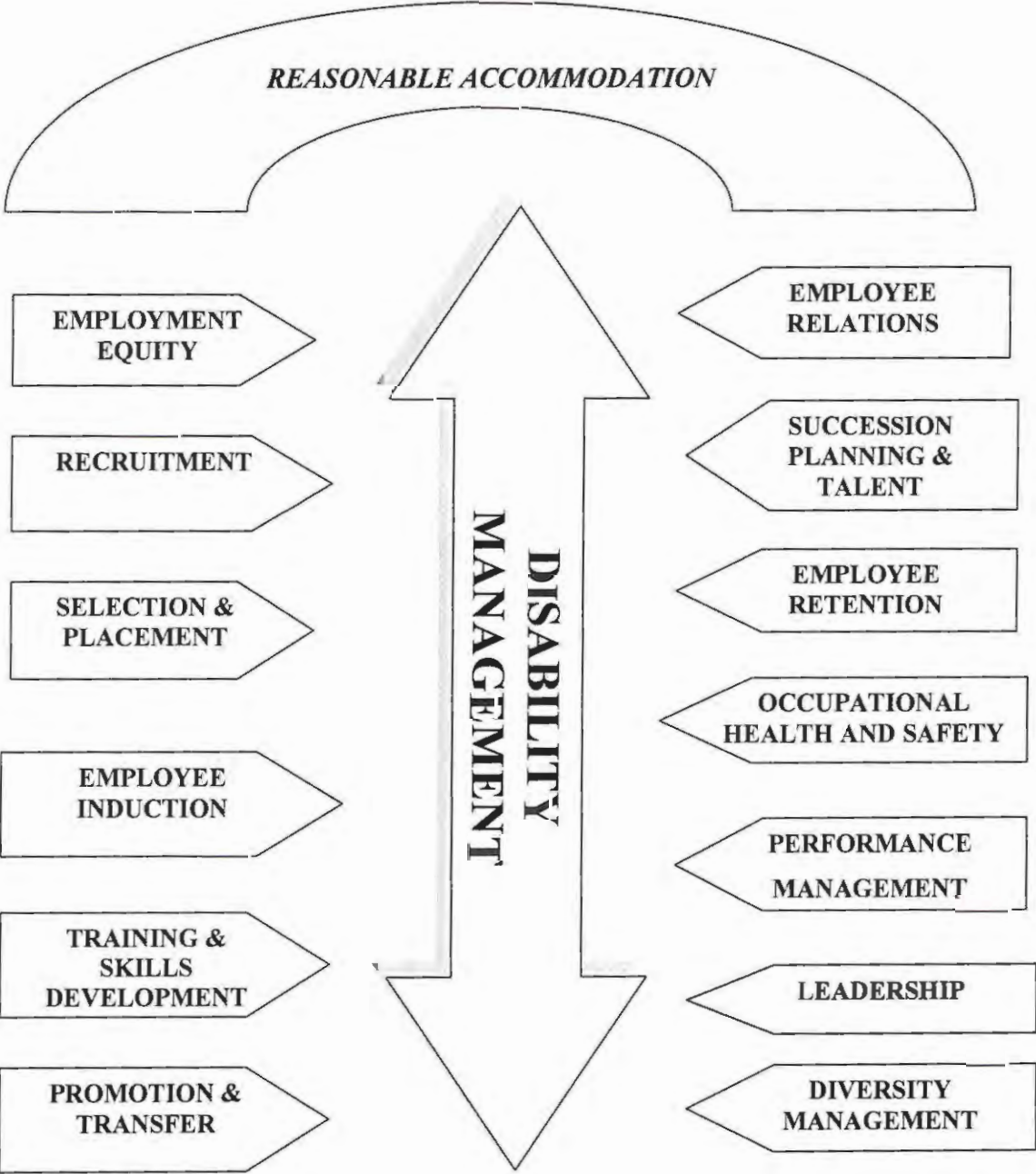
- Conducting workshops at various organizations of people with disabilities on Public Service recruitment practices; and
- Various departments reported the use of bursaries as a recruitment mechanism. In addition new graduates are appointed in learnership programmes with the view of appointing them in posts on the fixed staff establishment.

3.18.5 Capacity building

A capacity development strategy that targets persons with disability for posts at the Middle Management level and through mentoring and coaching award them the opportunity to progress to the Senior Management level. Having persons with disabilities in the Senior Management level meant that the process of disability equity was driven from management level thus ensuring its prioritization within the department.

Figure 3.3 is a diagrammatic representation that summaries the processes that are central to disability management and these are employment equity, recruitment, selection and placement, employee induction, training and skills development, promotion and transfer, employee relations, succession planning and talent management, employee retention, occupational health and safety, performance management, leadership, as well as diversity management which eventually ensure that there is reasonable accommodation of people with disabilities.

Figure 3.3 Summary of Disability Management Practices and Processes



Source: Researcher's own innovation

3.19 GOVERNMENT INITIATIVES

The newly established Ministry of Women, Children, Youth and People with Disabilities was specifically meant to focus on the issues that are in the name of the ministry. The Ministry has to date drafted a general policy that focuses on disability generally and not specifically on the employment of people with disabilities in the Public Service. As it is a new structure, the impact thereof cannot yet be determined. This could however be an area for further research in the field of study of Public Management.

3.20 CONCLUSION

The various disability management practices discussed in this chapter are indicative of the diverse opportunities that the Public Service departments can exploit in the recruitment, development and retention of people with disabilities. The Human Resources Management function is central in the upliftment and sustenance of disability practices and that implies that the practitioners, academics and field experts need to be able to align the key human resources function and practices to disability management. The allocation of HR resources also needs to embrace disability management as an intertwined function that is implemented through human resources management. The following chapter is on qualitative research which seeks to determine the realities of disability management in the various departments and stakeholders of the Gauteng Provincial Administration.

CHAPTER FOUR EMPIRICAL RESEARCH ON THE IMPLEMENTATION OF DISABILITY MANAGEMENT IN THE GAUTENG PROVINCIAL ADMINISTRATION

4.1 INTRODUCTION

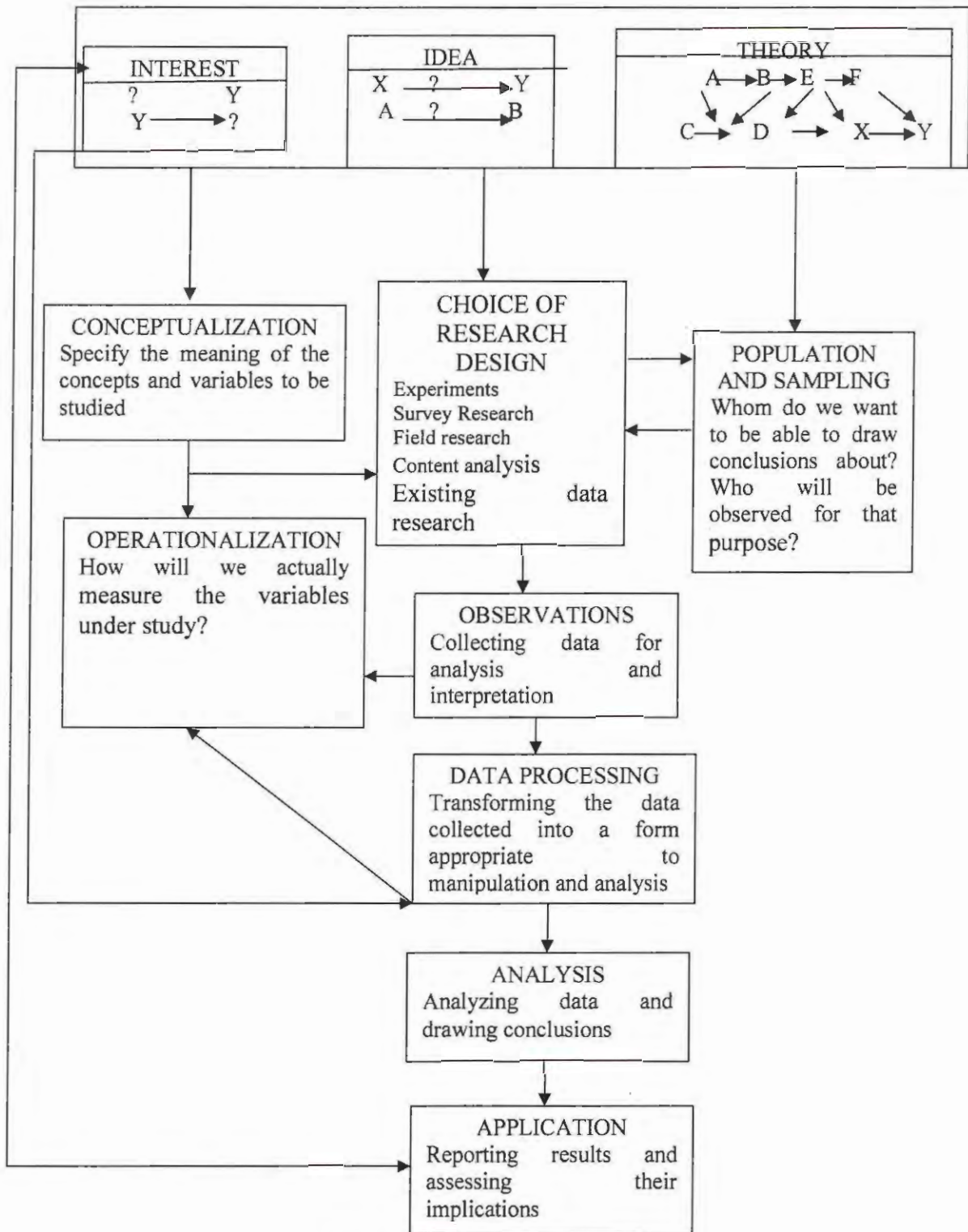
The previous chapter explored a range of practices and processes that promote disability management in the Public Service from a theoretic dimension. The assessment on disability equity in the Public Service as conducted by the Public Service Commission was also scrutinized. A literature study of both national and international sources was primarily utilized. The purpose of this chapter is to conduct empirical research and to gather information on the implementation of disability management in the various departments of the Gauteng Provincial Administration. This chapter also embodies the research design pertaining to the research problem, the data collection, data analysis, and the interpretation of data.

4.2 THE RESEARCH PROCESS

The importance of research is closely related to the search for knowledge and the understanding of phenomena. Research provides scientific knowledge that can be used to determine the general applicability of objectives, as well as the utilization of resources. The knowledge obtained by means of research can be used to improve decision-making. This is especially important when one considers that decision-making in the public or private sector is based on verified data and not on intuition, tradition or mere gut feeling (Brynard and Hanekom, 2006:2). The findings of this study should therefore, in one way or the other contribute to the enhancement of disability management within the departments of the Gauteng Province.

Blaxter et al, 1996:5 summarize the basic characteristics of research as that they are, or aim to be, planned cautious, systematic and reliable ways of finding out or deepening understanding. This implies that quality research cannot be haphazard or disorganized.

Figure 4.1 The research process



Source: Babbie and Mouton, 2001:98

Figure 4.1 above demonstrates the process flow of the various components of the research process which have also been duly adhered to in this study. In summary the diagram shows the various steps that an idea would follow to eventually translate into a report that shows results or findings and their implications. The diagram also shows the link between the various activities. The various activities or steps are briefly discussed below.

4.2.1 Conceptualization

Brynard and Hanekom (2006:3) explain that research usually begins with a question pertaining to the meaning of a phenomenon or phenomena. Depending on the researcher's preference(s), it is possible that the researcher will select a topic from problems experienced in the work situation, or from the results of previous research, and existing literature. At this stage, the research should have determined whether it will be of a quantitative or qualitative nature. This is necessary in order to determine whether a hypothesis (quantitative research) or a research question (qualitative research) should be formulated. In this phase, the purpose of the research is described. The research question can, on the one hand, serve as a guideline for the collection of relevant data, and on the other hand, eventually serve as an aid in solving the problem. Babbie and Mouton (2001:99) concur in that the research process commences with the specification of all the concepts and variables that are to be studied, as depicted in figure 4.1. Chapter 1 of this study has defined the problem, formulated a number of research questions, and clearly defined the specific concepts used in the study.

4.2.2 Research design

The next step would be the choice of the research design which includes, amongst others experiments, survey research, field research, content analysis, existing data research, and comparative research. Marshall and Rossman (2006:58) point out that one purpose of the research design is to demonstrate that the researcher is capable of conducting qualitative research. Materials from courses in qualitative methodology are used to provide solid evidence that the researcher has entered into the critical conversation about methodology. Survey research was used in this study whereby structured questionnaires were distributed and in a small number

of cases, semi-structured interviews were conducted. Hutton (in Baxter et al (1996:70) defines survey research as a method of collecting information by asking a set of preformulated questions in a predetermined sequence in a structured questionnaire to a sample of individuals drawn so as to be representative of a defined population.

4.2.3 Research techniques/operations

Having identified the problem and specified the concepts to be studied and chosen a research design, the measurement techniques or operations have to be decided upon. Figure 4.1 indicates that this stage of the research process asks the pertinent question “how will we actually measure the variables under study?” According to Brynard and Hanekom (2006:8) the most frequently used techniques of data collection are literature review, interviews, questionnaires, and observations. The structured questions in the research questionnaire are clearly intended to measure the levels of implementation and commitment by senior management to effect disability management policies and interventions in the various departments in the Gauteng Provincial Administration.

4.2.4 Sampling

The next step would then be to select the sample of the population with which one wants to draw conclusions. Observations will then follow, which in essence is the collection of the empirical data. All the data that would have been collected through the use of questionnaires will then have to be processed and analyzed.

The sample population of this study consisted of:

- 85 employees (30 with disabilities, 55 with no disabilities) employed in the various departments of the Gauteng Provincial Administration;
- The Gauteng Regional Director of the Office of the Public Service Commission;
- A representative from the Chief Directorate: Diversity Management in the Department of Public Service and Administration, which is the custodian department of transformation in the Public Service;

- A representative from the newly-established Ministry of Women, Children, Youth, and People with Disabilities;
- A representative from the Employment Equity Unit of the Department of Labour, which monitors compliance to the employment equity legislation; and
- Various organizations of people with disabilities within the Gauteng Province.
- *Semi-structured interview questionnaires* were distributed to a representative from the Chief Directorate: Transformation in the Gauteng Department of Agriculture and Rural Development, to determine best practice, as it is one of the few departments that are progressing well towards disability equity.

4.2.5 Reporting

The final stage of the research process will be the reporting of results and drawing conclusions. Huysamen (in Brynard and Hanekom, 2006:69) describes the purpose of a research report as providing an account of the execution of the research project and of the results obtained. The results can be used to evaluate the merits of the conclusions reached from the data which was collected and analyzed. The results can also provide sufficient information for a possible replication of the study, or a re-analysis of the data. Mouton (in Brynard and Hanekom, 2006:69) states that a research report is a reconstruction of the research process and is written to present the researcher's case as logically, objectively, persuasively, clearly and concisely as possible. This research study also culminated in a research report referred to as a full dissertation, which is basically a written document that has brought together all aspects of the research process. A research report should in essence add value to the field of study that a researcher is pursuing. It should recommend solutions, enhance existing processes and procedures, or simply create new perspectives on the subject matter.

4.3 ETHICS IN RESEARCH

Research ethics relates to what is right and wrong when conducting research. The right and wrong of scientific research should conform to generally accepted norms and values. The conduct with regard to research activities should be morally acceptable. The scientific

community would normally be the one that determine the principles of morality in research (Brynard and Hanekom, 2006:84). In this study the relevance of ethics is shown by the interaction of the researcher with people.

Mouton (2001:526-528) cites the following ethical issues that a researcher should take cognizance of:

- Voluntary participation of participants;
- No harm to participants;
- Anonymity of respondents;
- Confidentiality;
- Deceiving the research subjects;
- Appropriate ascription of authorship to a publication;
- Rejection of any form of plagiarism;
- No simultaneous submission of manuscripts;
- A rejection of secret research;
- An obligation to the free and open dissemination of research results;
- A responsibility to funders and sponsors of research; and
- The establishment of an ethics committee.

Mouton (2001:528) further explains that because ethical issues in social research are both important and often ambiguous, most of the professional associations have created and published formal codes of conduct describing what is considered acceptable and unacceptable professional behavior. Brynard and Hanekom (2006:84) also concur in that in some disciplines in the management sciences such codes are usually enforced by professional societies and associations, universities and, in some cases, the funding agencies. These codes will vary according to the discipline. This clearly implies that any research that is to add value must be conducted in the most ethical and principled manner without compromising the quality of the research. The researcher in this study has upheld all the general principles of ethical research and has maintained a high standard of professional behavior.

4.4 EMPIRICAL SURVEY

The empirical study was conducted in various departments in the Gauteng Provincial Administration and organizations of people with disabilities in the Gauteng Province. Out of the 12 Provincial departments, responses were received from the following departments: Economic Development; Office of the Premier; Education; Local Government and Housing; Gauteng Shared Services Center; Health and Social Development; as well Community Safety. There were four types of questionnaires distributed:

- Questionnaire A (Annexure A) was completed by employees in the various departments within the Gauteng Provincial Administration;
- Questionnaire B (Annexure B) was completed by the various Departments that play a custodian role in disability management (The Public Service Commission; the Department of Public Service and Administration; the Department of Labour; and the Ministry of Women, Children, Youth and People with Disabilities;
- Questionnaire C (Annexure C) was completed by various organizations of People with Disabilities within the Gauteng Province; and
- Questionnaire D (Annexure D) was to be completed by the Gauteng Department of Agriculture and Rural Development which could be regarded as a best practice department on matters of disability management.

The questionnaires consisted of both closed and open-ended questions regarding the existing or non-existence of disability management in the Gauteng Provincial Administration. The questions were multi-faceted as they were intended for diverse audiences and as such had to be categorized as per the explanation above. The questionnaires were distributed as follows:

QUESTIONNAIRE	DISTRIBUTED	RECEIVED BACK
Questionnaire A	85 (30 for employees with disabilities and 55 for employees with no disabilities).	52 (12 for employees with disabilities and 40 for employees with no disabilities).
Questionnaire B	4	3

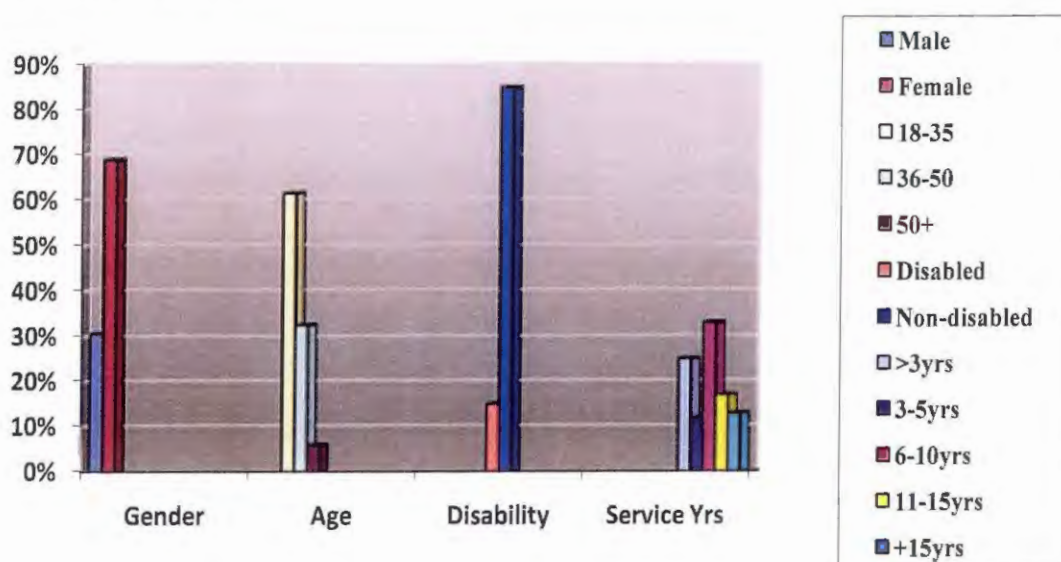
QUESTIONNAIRE	DISTRIBUTED	RECEIVED BACK
Questionnaire C	10	4
Questionnaire D	1	0
TOTAL	100	59

A total of 100 questionnaires were distributed and 59 were received back completed, thus a 59% response rate. The participants were selected out of the entire population and they answered either questionnaire A, B, C, or D. The 100 were selected from various departments and sections, different genders as well as different years of experience within the Gauteng Provincial Administration in order to obtain the most accurate reflection of employees' opinions on disability management. The data that was collected from the different respondents is analyzed in order to arrive at an interpretation in relation to the entire population. All questionnaires were handled with the strictest confidentiality and privacy.

4.4.1 Demographic information

Section one of the general questionnaire (Annexure A) addressed the demographic information of the respondents. It included, gender, age disability and the years of service of respondents in the Public Service. The results were as follows:

Figure 4.2 Demographics



According to Figure 4.2 above, the majority of respondents were females at 69% and males at 31%. The gender does not have any specific impact on disability management. In terms of the age groups, 62% were in the age range of 18 – 35 years old, next were the age group 36-50 years at 33% and only 6% were above 50 years of age. This could be interpreted to imply that the Public Service, Gauteng Provincial Administration in particular, is employing more young people in its departments, thus increasing opportunities for young people with disabilities who are completing their university studies. Of the 85 questionnaires distributed to the employees in various departments, 30 were targeted for employees with disabilities and 55 was targeted for employees who do not have disabilities. Of the 30 questionnaires distributed, 13 were received back, which translates to 43% and of the 55 questionnaires, 44 were received back. Overall, the response rate was 15% from the employees with disability and 85% from the employees who do not have disabilities.

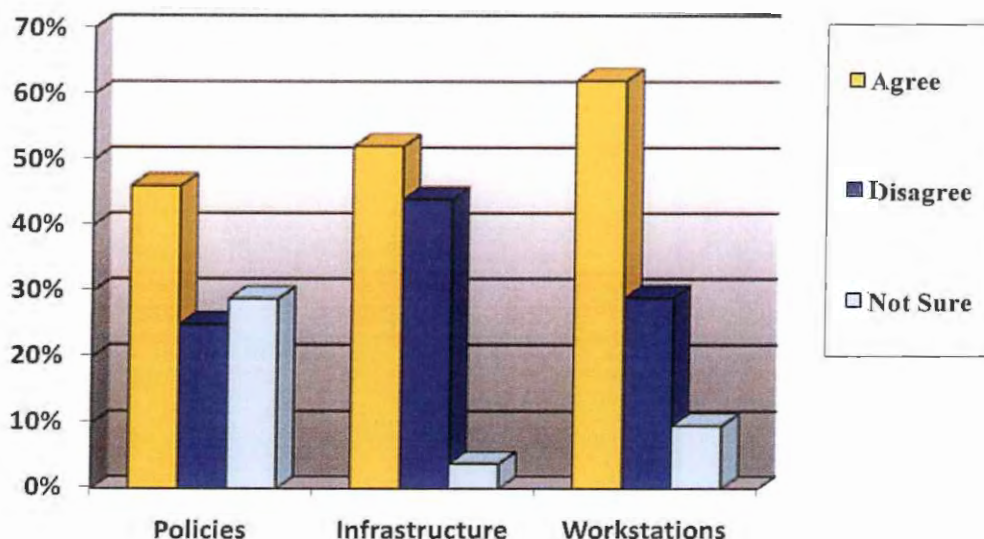
The last question in this category was asked the respondent's years of service in the Public Service and those under 3 years service made up of 25%, 3 to 5 years were 12%, the majority was the 6 to 10 years service at 33%, the 11 to 15 years made up 17% and those with more than 15 years made up 13%. Generally this could mean that the majority of the respondents are familiar with the Public Service and have reliably witnessed the transition of disability management over the years. There is also a high percentage of those that are relatively new in the Public Service who may not have acquired sufficient exposure to the trends on disability management in the Departments within the Gauteng Provincial Administration.

4.4.2 Contextual Analysis

The second section of the questionnaire focused on contextual areas that relate to the various disability management practices and processes. The purpose of this section was to determine the visibility and accessibility issue that employees are exposed to and also to determine whether the unions as a key social partner of management, were leading and committed to issues of disability management. Key to this was to determine whether the employees themselves are aware of their unions' involvement or role in disability management generally and in the advocacy role of protecting and promoting the interests and rights of employees with disabilities.

The six areas that were singled out are: policies, infrastructure, workstations, senior management commitment, employee attitudes as well as union commitment. Figures 4.3(a) and 4.3(b) respectively summarize the analysis as follows:

Figure 4.3(a) Contextual Analysis

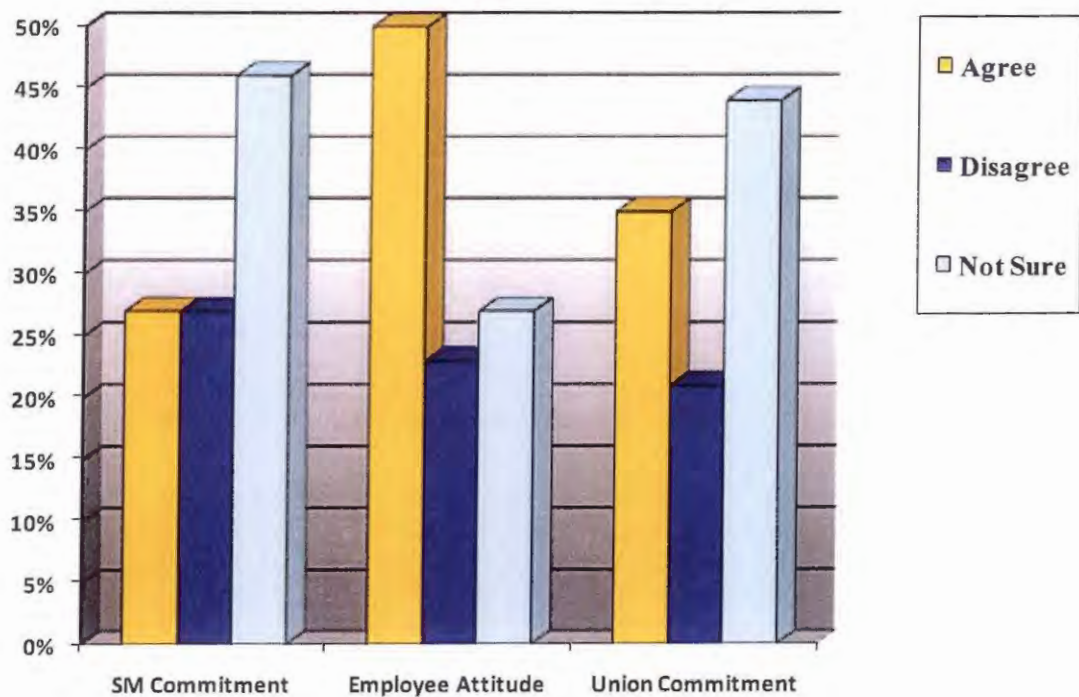


The key question in this section addresses whether the departments were giving sufficient attention to key issues. The first is with regard to policies where a 46% majority agrees that departments are giving attention to disability management policies, 25% disagree and 29% were not sure. This indicates that departments could be having policies in place but employees might not be aware of such. 52% of employees agree that departments are making a visible effort in ensuring that infrastructure in buildings where departments are housed, is accommodative of people with disabilities, 44% disagree maybe because they feel that more can be done whereas 4% is not sure, maybe out of ignorance.

Figure 4.3(b) below summarizes the other key disability management practices and processes. 46% of respondents were not sure of senior management commitment to disability management in their respective departments and an equal 27% both agreed and disagreed. Clearly this indicates that senior management is not visible in the championing of disability management initiatives, if they are, it could be for compliance only. An interesting 50% agreed that the

departments are giving attention to employee attitudes, whilst 23% disagreed and 27% were not sure. Further, this could indicate that even though departments could be creating awareness on disability issues, it may not be sufficient and it may not be visible enough. The issue of union commitment indicated that 44% of respondents were not sure, 35% agreed that there was some levels of commitment and 21% disagreed. This could also be indicative of the fact that unions as a key stakeholder have not done enough to advocate the rights of employees with disabilities.

Figure 4.3 (b) Contextual Analysis

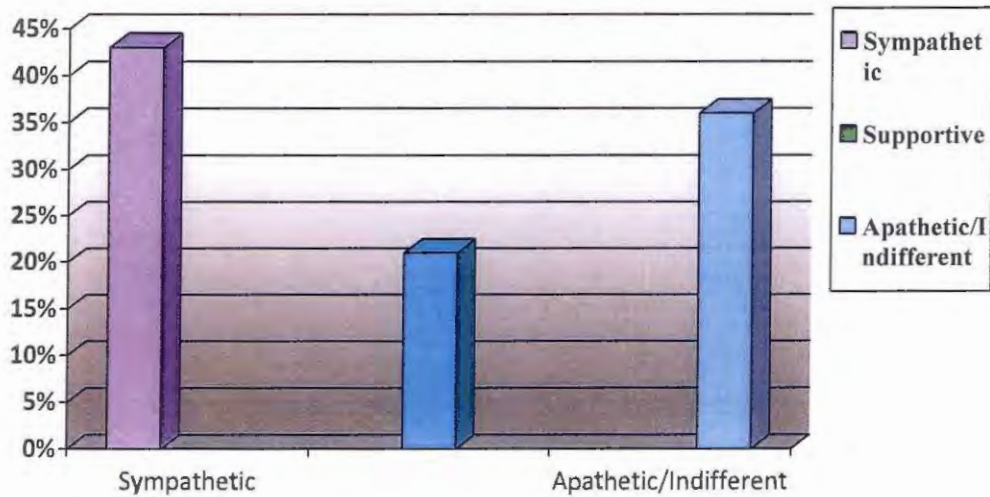


4.4.3 General Analysis

The last section of the questionnaire addressed general issues relating to disability management. The first question was to determine the view of employees on the levels of management commitment; this was also partly covered in the contextual analysis above.

The second question in this section was on the attitudes of employees without disabilities toward those with disabilities and the findings can be summarized as follows:

Figure 4.4



A majority of respondents (43%) think that employees who do not have disabilities are only sympathetic and not necessarily supportive. 21% of the respondents view employees who do not have disabilities to be supportive and 36% view them as apathetic or indifferent. This view could be indicative of a lack of educational awareness programmes within the departments. The last two questions addressed the role of people with disabilities and whether they are doing enough to fight their cause in the workplace. The last question was on the visibility of organizations of people with disabilities in departments within the Gauteng Provincial Administration. The responses could be graphically summarized as follows:

Figure 4.5

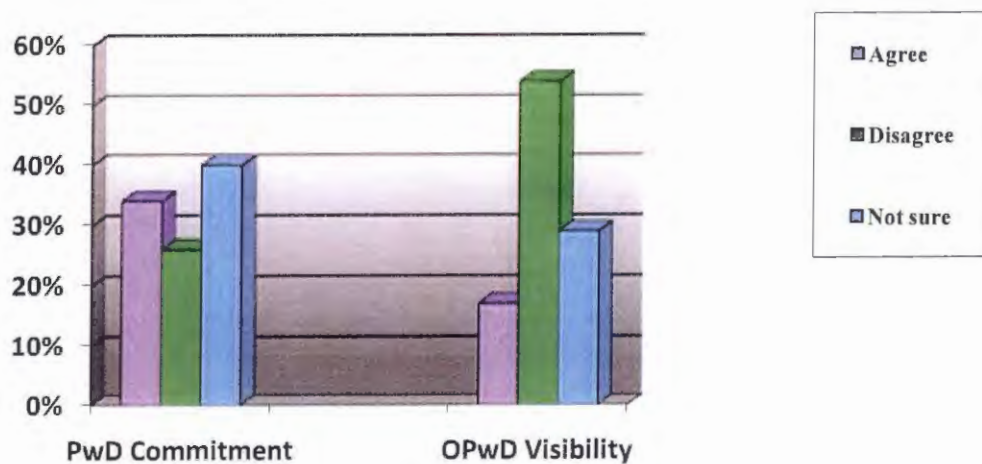


Figure 4.5 indicate that 40% of respondents were not sure whether people with disabilities do enough to fight their cause (PwD Commitment), 34% agree that enough is being done and 26% disagree. On the visibility of organizations of people with disabilities (OPwD Visibility), the majority of respondents at 54%, are of the view that these organizations are not visible to employees in the departments. 17% are of the view that these organizations are visible and 29% are not sure.

Over and above the responses to direct questions, the following general comments are worth noting:

- There is paper trail that expresses senior management commitment to disability management but there is very little visible evidence to substantiate;
- In few departments there is union commitment and other processes on disability management are union driven but there is little support to sustain the commitment;
- There appears to be complacency around the role and function of employees with disabilities. As long as there is employment of people with disabilities, it appears to be enough;
- Although there exists valuable legislation to support and promote the inclusion of people with disabilities in the mainstream of employment, little is being done to drive implementation;
- In many instances malicious compliance results in people with disabilities being tolerated rather than accepted and supported as valuable contributors to transformation;
- The Handbook on Reasonable Accommodation and Accessibility for People with Disabilities in the Public Service was approved by the Minister in 2007 for use as a guide in the Public Service workplace. Continued enquiries on its aspects serve to prove that it is being widely utilized as such and it can be submitted that it does add value to the disability management agenda of the Public Service as an employer;
- The Job Access Strategic Framework and its Implementation Guide and Plan were approved by Cabinet for implementation on 25 November 2008 and the implementation date is 1 April 2009. It can be argued with some level of conviction that it is quite too early to assess the impact of the implementation of these documents in the Public Service workplace if one takes into account the fact that it is not even a year that it has been implemented;

- There are two views on whether the 2% target set by Cabinet is realistic. The one view is that it is achievable and realistic. The contrary view is that the 2% target is not achievable because the pool of skilled people with disabilities is limited and there is high competition for these people between the private sector and Public Service in terms of the packages offered. Furthermore, statistics indicate that the pace of growth in the employment of people with disabilities is at snail pace because in 2005 people with disabilities employed in the Public Sector constituted 0.16% and in 2009 the figure stood at 0.2%, a scanty 0.04% growth (*statistics from the Department of Public Service and Administration*); and
- In order to fast-track the employment of people with disabilities, the recruitment process must be short-circuited by ensuring that people with disabilities should be automatically short-listed when they have applied for positions and they should then be considered on the basis of potential when interviews are conducted.

4.4.4 Analysis of Custodian Departments

Questionnaire B was directed at Government Departments/Ministry that are perceived to be custodians of disability management in the Public Service. These are: the Office Public Service Commission; the Department of Public Service and Administration; the Department of Labour; and the Ministry of Women, Children, Youth and People with Disabilities. The responses were only received from the representatives of the Office Public Service Commission and the Department of Public Service and Administration.

Their views could be summarized as follows:

- The Public Service Commission as an oversight institution should be monitoring the implementation and assess the effectiveness of disability management in departments within the Gauteng Provincial Administration;
- Government is perceived to be doing enough in promoting disability management in that it has put in place all the necessary policies and it works closely with organizations of people with disabilities. Government effort is further demonstrated by the establishment of a Ministry for Women, Children, Youth and People with disabilities; and

- Other stakeholders that could add value to the promotion of effective disability management in the Gauteng Provincial Administration are the special schools for learners with special educational needs.

Questionnaires were distributed to a representative from the Department of Labour but no response was received and attempts to get the questionnaire completed were all futile. Attempts were also made to get a representative from the Ministry whose focus is on disability issues but he was not willing to assist with the completion of the questionnaire. Attempts to get other assistance were futile as the researcher was referred back to the same representative who was not willing to assist.

4.4.5 Analysis of Organizations of People with Disabilities

Questionnaire C targeted the organizations of people with disabilities. Ten questionnaires were distributed but only three (3) were received from the following organizations:

- Disabled Youth of South Africa,
- South African Blind Youth Organization, and
- The Gauteng Provincial Disability Forum of the Department of Labour.

The views of these organizations could be summarized as follows:

- People with disabilities have a challenge with regard to accessibility of transport when they have to travel to their workplaces as the public transport system in Gauteng is still not accommodative of people with disabilities;
- In order to create a conducive working environment for people with disabilities, departments must procure and install relevant software programmes such as Zoom Text and JAWS for the blind and partially blind employees;
- People with disabilities must be involved in all strategic activities such as policy-making, planning and budgeting processes; and
- Organizations of people with disabilities may be visible but the lack of resources. This limits their participation and impact in promoting effective disability management in the Gauteng Provincial Administration.

4.4.6 Analysis of the Best Practice Department

As indicated in the previous chapter, the Gauteng Department of Agriculture and Rural Development was perceived to be a best practice department with regard to disability management. Questionnaire D was designed for the department to establish what their strategies and challenges are and how these are handled. The questionnaire was sent to the departments and all efforts were made to get assistance but all in vain. For this reason, the view and analysis of the study conducted by the Public Service Commission in 2008, as discussed in the previous chapter, will be maintained.

4.5 CONCLUSION

Departments can never achieve effective disability management single-handedly, they need other social partners such as unions, other custodian departments, as well as organizations of people with disabilities. Evidently though, the impact could be beneficial if all stakeholders play their role maximally. This chapter clearly explained the research process and indicated how each step of the process was applied in this study. A detailed explanation was given on how the empirical research was conducted as well as a thorough interpretation and analysis of the data collected through the various research questionnaires and interviews. The next chapter will detail the findings of the empirical research, proposed recommendations, as well as a conclusion to the study.

CHAPTER FIVE: SUMMARY, FINDINGS, RECOMMENDATIONS AND CONCLUSIONS

5.1 INTRODUCTION

The research study has assessed disability management in the Gauteng Provincial Administration and also indicated challenges experienced by the departments. The aim of this chapter is to summarize the preceding chapters. The study has demonstrated that the Gauteng Provincial Administration has not been successful in reaching the 2% target due to ineffective disability management. The chapter will conclude with the key findings of the study, recommendations, as well as an identification of potential areas that necessitate further research.

5.2 SUMMARY OF CHAPTERS

Chapter One

This is the introductory chapter that outlined the objectives of the study, the hypotheses, as well as the research methodology that was used. The chapter also briefly motivates the need for the research based on the Cabinet decision that by March 2010, at least 2% of Public Service personnel are expected to be people with disabilities. For this to be achieved, departments must have some form of disability management framework or plan that will assist them in achieving this objective. Empirical research through the use of semi-structured questionnaires and interview questionnaires was conducted to determine the effectiveness of disability management in the Gauteng provincial Administration.

Chapter two

The second chapter focuses on the conceptual and legislative framework that governs disability management. Key concepts that are comprehensively described include Public Service, disability, disability equity, disability management, discrimination, affirmative action, employment equity, accessibility, people with disabilities, reasonable accommodation. Legislation that governs disability management includes but is not limited to: White Paper on

Reconstruction and Development, 1994; the White Paper on the Transformation of the Public Service, 1995; the Constitution of the Republic of South Africa, Act 108 of 1996; the White Paper on an Integrated National Disability Strategy, 1997; the White Paper on Affirmative Action, 1998 The Employment Equity Act 55 of 1998; the Code of Good Practice on the Employment of People with Disabilities Technical Assistance Guidelines on Disabilities Promotion of Equality and Prevention of Unfair Discrimination Act 4 of 2000; the Public Service Regulations, 2001; the Job Access Strategic Framework 2006-2010; the Handbook on Reasonable Accommodation for Persons with Disabilities; as well as the Gauteng Provincial Government Disability Policy

Chapter three

Chapter three is an overview of disability management practices in the Public Service. These include employment equity, recruitment, selection and placement, employee induction, training and skills development, promotion and transfer, employee relations, succession planning and talent management, employee retention, occupational health and safety, performance management, leadership, as well as diversity management. All these processes eventually ensure that various types of disabilities are reasonably accommodated in the workplace. These processes are central to effective disability management in that they are enablers which, if effectively and efficiently applied, can also ensure that disability management becomes sustainable in the long term.

Chapter four

The empirical research was conducted and comprehensively discussed in chapter four. The various steps of the research process were explained and their application in this study was evidenced by the data gathered and analysed. Four different questionnaires were used to gather data and they were distributed to employees in the various departments within the Gauteng Provincial Administration; departments regarded as custodian departments in matters relating disability management (these are the Public Service Commission, the Department of Public Service and Administration, the Department of Labour, and the Ministry of Women, Children, Youth and People with Disabilities); various organizations of people with disabilities within the Gauteng Province e; as well as to the Gauteng Department of

Agriculture and Rural Development which could be regarded as a best practice department on matters of disability management. The response rate was 59% overall which was the basis of some of the conclusions drawn.

5.3 REALIZATION OF THE OBJECTIVES OF THE STUDY

The first objective of the study was to provide a theoretical exposition of the concepts disability, disability management and affirmative action. The definition of concepts was clearly explained in chapter two as well as the linkage between these concepts.

The second objective was to provide an overview of the processes and systems as well as affirmative action measures in the Gauteng Provincial Administration addressing issues of disability in the Public Service. This was realized in chapter three of the study where an overview of disability management practices in the Public Service was comprehensively discussed.

The third objective of this study was to conduct empirical research. The questionnaires were compiled and data was obtained from various respondents of the Gauteng Provincial Administration. The data was obtained through completion of questionnaires, personal as well as telephonic interviews. The analysis of the responses was done and graphically summarized in chapter four.

The fourth objective of the study was to provide a set of recommendations that may add value to the policy development, implementation, monitoring and evaluation of disability management in the Public Service in general and the Gauteng Provincial Administration in particular. This will be done in this chapter.

5.4 TESTING THE HYPOTHESIS

The fundamental objective of this study was to test the hypothesis that was stated in chapter one which meant that the inability of the Gauteng Provincial Administration to employ, retain

and reasonably accommodate people with disabilities and thus reach the disability equity targets set by the Cabinet is due to poor and ineffective disability management.

Findings from both literature review and empirical research support the stated preliminary statement. Effective disability management is a significant vehicle to ensure the constitutional principle of representivity of people with disabilities in the Public Service.

5.5 FINDINGS

The analysis explored the extent to which the Gauteng Provincial Administration implements effective disability management through the various processes and practices. In the exploration, disability management as a management concept was defined from different perspectives in literature review. Furthermore, the various practices were analysed. The study resulted in the following findings:

- Departments do have policies in place as part of compliance but implementation is slow;
- The buildings that house departments of the Gauteng Provincial Administration are fairly accessible but much still needs to be done;
- The public transport system in Gauteng is still not accessible for people with certain disabilities and this creates a challenge for people with disabilities to travel to their workplaces;
- There is still not enough resource allocations done by departments for the implementation of disability management;
- Senior management commitment and support on issues of disability is not visible enough except the development of policies and employment equity plans;
- Unions are not visible and/or vocal in departments about their role in promoting disability equity in the departments of the Gauteng Provincial Administration. As a social partner of management, unions can be effective role-players in sustaining disability management;
- 43% of employees who do not have disabilities are sympathetic rather than supportive to their counterparts with disabilities. 36% are apathetic or indifferent. This could be to

ignorance or lack of awareness on the need to embrace different disabilities in the workplace;

- Employees with disabilities as well as organizations of people with disabilities themselves may not be doing enough to fight for their rights in the various departments of the Gauteng Provincial Administration;
- Although there is legislation and support to promote the employment, retention, and reasonable accommodation of people with disabilities in the Gauteng Provincial Administration, there is not enough done to drive the implementation of disability management; and
- The disability management practices and processes that exist are not focused and targeted to people with disabilities (for example, recruitment is general instead of targeted).

5.6 RECOMMENDATIONS

Emanating from the findings of this study, the following recommendations were identified:

- There should be disability-specific legislation that will enforce the employment of people with disabilities. Currently the issues of disability management are part of other legislation like the Employment Equity Act of 1998, which also lacks an element of enforcement. This is an area that could be further researched in terms of what the gaps are with regard to current legislation and also to explore enforcement strategies for the employment of people with disabilities;
- Disability Management must be a key performance indicator in the performance contracts of all senior managers. This could be elaborated further as a focus area of the performance management and development system of the Public Service;
- The use of virtual office must be explored where people with disabilities can work from home which would be more accommodative than the office, especially given the challenge on the public transport system in Gauteng. This could also trigger further research in future;

- In order to fast-track the employment of people with disabilities, the recruitment process must be short-circuited by ensuring that people with disabilities should be automatically short-listed when they have applied for positions and they should then be considered on the basis of potential when interviews are conducted;
- Accelerated disability awareness programmes must be put in place. This should be comprehensive and inclusive of all types of disabilities and how they can be accommodated;
- Departments must have disability management plans that are specific and focused. There must also be a monitoring and evaluation system that is put in place to ensure effective implementation of such plans.
- Meaningful partnerships must be established with organizations of people with disabilities, for example, some functions could be outsourced to these organizations.
- Departments can establish partnerships with institutions of higher learning where they can give bursaries to students with disabilities with an intention to recruit them on completion of their studies;
- The establishment of disability forums that consist of all key stakeholders could serve as an effective support structure. The inclusion of medical practitioners in these forums could be helpful in ensuring that all types of disabilities are understood and reasonably accommodated within departments;
- Departments within the Gauteng Provincial Administration could adopt a school for learners with special needs and get some of these learners into learnership programmes and other skill development programmes. In this way the departments will be increasing the skills pool from which they can recruit; and
- Cabinet should review the 2% target and develop a formula that will take cognizance of the overall population statistics as well as the statistics of people with disabilities that are economically active.

5.7 CONCLUSION

Effective implementation of disability management in the Public Service is the only means to ensure that the 2% target set by Cabinet is achieved and that there is fair representation of people with disabilities in the employ of the Public Service. Departments in the Gauteng Provincial Administration will not be able to achieve this cumbersome task single-handedly. Other social partners such as the labour unions, organizations of people with disabilities as well as other constitutional structures, each has a significant role to play in ensuring that people with disabilities are employed, retained and reasonably accommodated in the departments of the Gauteng Provincial Administration as well as in the Public Service generally. Disability management should not be used as a political tool to gain more votes but it must be treated as a human rights issue that must be allocated the same attention and resources like all other human rights and constitutional issue.

All objectives and hypothesis of the study have been realized and the recommendations above can stimulate further research in the following fields of study: Public Management, Human Resource Management or Change and Diversity Management.

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APPENDICES

Annexure A

**RESEARCH QUESTIONNAIRE (FOR EMPLOYEES IN DEPARTMENTS WITHIN
THE GAUTENG PROVINCIAL ADMINISTRATION)**

INTRODUCTION

The researcher is pursuing studies for the Masters Degree in Development and Management and would want to implore your assistance in completing the questionnaire as candidly as you possibly can. The purpose hereof is purely academic and all the information will be used exclusively for academic purposes. Participation is voluntary, and all the information will be treated as confidential and no identity of participants will be revealed.

Please mark the appropriate block with an “X” and append any additional information in the “comments column”.

SECTION A: DEMOGRAPHIC INFORMATION

The following demographic information is necessary for statistical purposes, to recapitulate the findings and conclusions of the study in a proper manner and to reflect the opinions of all participating stakeholders.

DEPARTMENT/ORGANIZATION	
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GENDER:	Male		Female	
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AGE:	18-35		36-50		51+	
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Do you have a disability	Yes		No		Not sure	
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Years of service in the South African Public Service	<3yrs	3-5yrs	6-10yrs	11-15 yrs	16yrs+
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SECTION B: CONTEXTUAL QUESTIONS

QUESTION	Agree	Disagree	Not Sure	Comments
1. In your view, do the Departments in the Gauteng Provincial Administration give attention to disability management in relation to the following:				
1.1 Policies				
1.2 Infrastructure (buildings, ramps, lifts, etc.). Please specify.				
1.3 Workstations (computers, telephones, etc). Please specify.				
1.4 Senior Management commitment.				
1.5 Employee attitudes				
1.6 Unions/ Labour commitment				
2. Are the adverts in your department (or other departments) accessible to people with disabilities?				
3. Are services rendered by the department(s) accessible to community members with disabilities?				
4. Are employment opportunities specifically created at Senior Management level for people with disabilities				
5. Do people with disabilities participate (currently or in the previous financial year) in any training or skills development programmes?				
6. How many people with disabilities were promoted in the 2008/09 and 2009/10 financial years in your department?				
7. Are you aware of your department's employment equity plan and whether it				

caters for people with disabilities?				
8. Are there any disability awareness programmes in your department?				
9. Does your department have a succession planning strategy?				
10. Are you aware of the retention strategy used by your Department? In your view, is it effective?				
11. Is your department involved with any organizations of people with disabilities?				
12. If you agree in 11 above, does the involvement add any value to the department?				

SECTION C: GENERAL QUESTIONS

1. In your view, what is the level of commitment of your department to issues of disability?	Highly Committed		Fairly committed		Not committed at all	
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2. How do you view the attitudes of employees with no disabilities towards those with disabilities?	Sympathetic		Supportive		Apathetic /Indifferent	
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3. Do you think people with disabilities do enough to fight their cause in the workplace?	Yes		No		<u>Comment</u>
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4. In your view, do you think organizations of people with disabilities are visible enough in their endeavors to promote awareness on various disabilities?	Yes		No		<u>Comment</u>
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Thank you for making time to participate in this research study, it is highly appreciated.

Annexure B

RESEARCH INTERVIEW QUESTIONNAIRE (FOR OTHER GOVERNMENT DEPARTMENTS THAT ARE KEY ROLE PLAYERS IN DISABILITY MANAGEMENT IN THE PUBLIC SERVICE)

INTRODUCTION

The researcher is pursuing studies for the Masters Degree in Development and Management and would want to implore your assistance in completing the questionnaire as candidly as you possibly can. The purpose hereof is purely academic and all the information will be used exclusively for academic purposes. Participation is voluntary, and all the information will be treated as confidential and no identity of participants will be revealed.

1. What is your position in the Department of Public Service and Administration (PSA)/Public Service Commission (PSC)/ Ministry of Children, Women and People with Disabilities?

2. The Public Service Commission conducted a study in 2008 on the assessment of disability equity in the Public Service, was there any follow-up done after the study? Why? Why not?

3. If yes, what kind of follow-up was done?

4. There is a number of guidelines/resource documents (The Job Access Strategic Framework 2006- 2010, JobAccess Strategic Framework on the Employment and Retention of People with Disabilities, Handbook on Reasonable Accommodation for People with Disabilities in

the Public Service, and The Public Service JobAccess Implementation Guidelines and Plan on the Recruitment, Employment and Retention of Persons with Disabilities: Part 2.) that have been developed by the Department of Public Service and Administration. Do you think these add any value to the implementation of disability management in the Gauteng Provincial Administration? If yes, how? If no, why?

5. The Department of Labour has developed the Technical Assistance Guidelines on the Employment of People with Disabilities as well as The Code of Good Practice on the Employment of People with Disabilities, in your view, are these resources assisting departments (particularly departments in the Gauteng Provincial Administration) in ensuring effective disability management?

6. The Ministry of Women, Youth, Children, and People with Disabilities is a newly established and its focus is specific. What interventions is the Ministry implementing to assist departments (particularly in the Gauteng Provincial Administration) to enhance their disability management responsibilities?

7. What steps has your department/commission/ministry taken to monitor Employment Equity compliance in the Gauteng Provincial Administration, with specific reference to:

a) the employment and retention of people with disabilities?

b) accessibility of buildings (where these departments are located) for people with disabilities, ?

c) perceptions and attitudes of employees who do not have disabilities towards employees who do not have disabilities?

8. Do you think that the Gauteng Provincial Administration is doing enough in promoting effective disability management? Why? Why not?

9. The Gauteng Provincial Administration is located in one of the most economically viable provinces in the country, why do you think its departments are still battling to implement effective disability management?

10. What is your opinion on the links that departments in Gauteng have with organizations of people with disabilities?

11. What role do you think organizations of people with disabilities can play to assist departments within the Gauteng Provincial Administration to ensure effective workplace disability management?

12. Which other stakeholders do you think can add value to the promotion of effective disability management in the Gauteng Provincial Administration?

13. Is the 2% disability target for the Public Service set by Cabinet realistic and achievable?
Why? Why not?

14. Do you think departments make sufficient allocations in their budgets for disability
management issues? If no, why not?

15. Any other additional comments on how disability management can be improved in the
GPA?

Thank you for making time to participate in this research study, it is highly appreciated.

Annexure C

RESEARCH QUESTIONNAIRE (FOR ORGANIZATIONS OF PEOPLE WITH DISABILITIES)

INTRODUCTION

The researcher is pursuing studies for the Masters Degree in Development and Management and would want to implore your assistance in completing the questionnaire as candidly as you possibly can. The purpose hereof is purely academic and all the information will be used exclusively for academic purposes. Participation is voluntary, and all the information will be treated as confidential and no identity of participants will be revealed.

Please mark the appropriate block with an "X" and append any additional information in the "comments column".

1. NAME OF ORGANIZATION	
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2. POSITION IN ORGANIZATION (e.g. office-bearer, member; trustee, etc.)	
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3. How many departments (in the Gauteng Provincial Administration) does your organization have links with? If any, please list them below.	
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4. What are the focus areas of your links with these departments?

Distribution of employment advertisements	
Direct recruitment	
Training (Learnerships and Internships)	
Social activities	
Other (please specify)	

5. In your view, are buildings of the departments easily accessible to People with disabilities?	Yes		No		<u>Comment</u>

6. Do you think that departments are doing enough for <u>employees</u> with disabilities?	Yes		No		Don't know	

7. Do you think <u>your organization</u> is doing enough to forge links with department in the Gauteng Provincial Administration?	Yes		No	<u>Comment</u>

8. How do you think departments in the Gauteng Provincial Administration can create a conducive working environment for people with disabilities?

9. How do you, as an organization that represents the interests of people with disabilities, monitor the feelings, attitudes and perceptions of:

(a) Public Servants (employees in the Gauteng Provincial Administration) that have disabilities?

(b) Public Servants (employees in the Gauteng Provincial Administration) that have disabilities?

10. Any other additional comments on how disability management can be improved in the GPA?

Thank you for making time to participate in this research study, it is highly appreciated.

Annexure D

RESEARCH INTERVIEW QUESTIONNAIRE (FOR THE DEPARTMENT OF AGRICULTURE AND RURAL DEVELOPMENT AS A BEST PRACTICE DEPARTMENT WITHIN THE GAUTENG PROVINCIAL ADMINISTRATION.

INTRODUCTION

The researcher is pursuing studies for the Masters Degree in Development and Management and would want to implore your assistance in completing the questionnaire as candidly as you possibly can. The purpose hereof is purely academic and all the information will be used exclusively for academic purposes. Participation is voluntary, and all the information will be treated as confidential and no identity of participants will be revealed.

1. What is your position in the Department of Agriculture and Rural development?

2. In the study that was conducted by the Office of the Public Service Commission in 2008 on the Assessment of Disability Equity in the Public Service, your Department was cited as a best practice department with regards to disability equity. What would you ascribe that success to?

3. What steps has your department taken to ensure Employment Equity compliance with specific reference to?

a) the employment and retention of people with disabilities?

b) accessibility of buildings for people with disabilities?

c) perceptions and attitudes of employees who do not have disabilities towards employees who do not have disabilities?

d) reasonable accommodation of employees with disabilities?

4. What links does your department have with organizations of people with disabilities and how do these links assist you as a department in promoting the interests of people with disabilities?

5. Which other stakeholders assist you as a department in achieving effective disability management?

6. How do you as a department, allocate resources towards issues relating to effective workplace disability management?

7. What challenges are you experiencing in disability management and how do you deal with them?

8. As a best practice department within the Gauteng Provincial Administration, how do you think you can assist other departments to be able to meet the 2% disability target by March 2010, as set by Cabinet?

9. In your view, is the 2% disability target for the Public Service set by Cabinet realistic and achievable? Why? Why not?

10. Any other additional comments on how disability management can be improved in the Gauteng Provincial Administration?

Thank you for making time to participate in this research study, it is highly appreciated.



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