



Cape Peninsula
University of Technology

A NORMATIVE MODEL FOR THE EMPLOYMENT OF PEOPLE WITH
DISABILITIES WITHIN THE PROVINCIAL GOVERNMENT OF THE WESTERN
CAPE

BY

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DATED: 22 MARCH 2008

(i)

DECLARATION

I, Derrick Morton-Achmad, hereby declare that the contents of this thesis represent my own unaided work, and that the thesis has not previously been submitted for academic examination towards any qualification. Furthermore, it represents my own opinions and not necessarily those of the Cape Peninsula University of Technology.

Signed: DM-Achmad

Date: Saturday 22 March 2008

ABSTRACT

The research investigates trends in the employment of people with disabilities within the Provincial Government of the Western Cape (PGWC) and develops a normative model to address the matter of low employment and progression rates of people with disabilities within the PGWC. The advent of democracy in 1994 in South Africa witnessed the enshrinement of the fundamental human rights of all citizens, particularly within previously disadvantaged groups. Yet, in spite of rights being legislated for people with disabilities, such people within the public service represented only 0.15% of the total staff complement of the public service nationwide, as at December 2004, compared to the 2% target legislated in 1995.

The research examines a philosophical and theoretical approach to managing the employment and retention of people with disabilities within the public service in Chapter Two, before providing a synopsis of the existing constitutional and legislative framework that supports access to employment for people with disabilities. The subsequent Chapters examine trends in the employment of people with disabilities within the PGWC, in conjunction with a situational analysis of disability in South Africa. The recruitment and selection practices within the PGWC are then examined in order to determine whether specific disability actions have been incorporated into the documentation. Finally, key recommendations follow a description of the research methodology and the presentation of the most salient findings of the study.

The proposed normative model incorporates eight sets of criteria jointly derived from the literature and the empirical survey. The sets of criteria must be put in place for the achievement of a sustained increase in the employment of people with disabilities. The findings on disability employment in the PGWC are generalised to the remaining eight provinces in the country on the basis that the same policy and procedure documents are regulatory in all nine provinces.

(iii)

The main findings of the research are that:

- An array of legislated protection assures the equality and other rights of people with disabilities, yet no single provincial or national legislation is directed exclusively at *disability*;
- The legislated definition of *disability* is subject to differing interpretations; consequently there exists no common understanding of the definition of disability;
- Government institutions have a moral and legal responsibility to practise and promote appropriate language terminology. Nevertheless, certain Government-related bodies perpetuate disability marginalisation through the use of inappropriate language terminology;
- The recruitment and selection practices within the PGWC are inadequate for increasing the rate of employment of people with disabilities. The recruitment and selection documentation lacks a *disability perspective*, which means that specific disability-related actions and directives are absent from within the documentation. Hence, there is no structured and goal-directed focus on the employment of people with disabilities;
- A centralised budget for reasonable accommodation measures should be implemented in the short to medium term in the PGWC; and
- Relevant existing legalisation must be used more extensively to fund the training and development of people with disabilities, particularly Learnership Programmes for such people.

The research is concluded with a number of relevant remarks.

DEDICATION

I dedicate this work to God who provided me with the resilience to succeed in the face of adversity.

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ACRONYMS

ACRONYM	FULL NAME
AIDS	Acquired Immune Deficiency Syndrome
ASGISA	Accelerated Shared Growth Initiative Strategy
CHET	Centre for Higher Education Transformation
DPSA	Department of Public Service and Administration
HIV	Human Immunodeficiency Virus
INDS	Integrated National Disability Strategy
JIPSA	Joint Initiative on Priority Skills Acquisition
MMCF	Middle Management Competency Framework
MMS	<i>Middle Management Service</i>
NGO	Non-Governmental Organisations
OSDP	Office on the Status of Disabled Persons
OSW	Office on the Status of Women
PGWC	Provincial Government of the Western Cape

PSC	Public Service Commission
PSCBC	Public Service Coordinating Bargaining Council
RPL	Recognition of Prior Learning
SMS	<i>Senior Management Service</i>
SMSCF	Senior Management Service Competency Framework
UN	United Nations

TABLE OF CONTENTS

Declaration	i
Abstract	ii
Dedication	iv
Acknowledgements	v
Acronyms	vi

CHAPTER 1

INTRODUCTION AND BACKGROUND TO THE RESEARCH

1.1	Introduction	1
1.2	Background to the research	2
1.2.1	Introduction to a definition of disability	3
1.2.2	Proposed definition of disability	4
1.2.3	Target for disability employment	5
1.2.4	Target not met	5
1.3	The research problem	8
1.3.1	Introduction to the sub-problems	9
1.3.1.1	Knowledge, skills and attitudes	10
1.3.1.2	<i>Barriers to employment</i>	10
1.3.1.3	Costs for reasonable accommodation	10
1.4	Statement of the research objectives	10
1.4.1	Assessing legislated definition	10
1.4.2	Assessing current recruitment practices	10
1.4.3	Identifying barriers	11
1.4.4	Identifying reasonable accommodation measures	11

1.4.5	Designing and proposing a normative model	11
1.4.6	Making recommendations	11
1.5	Scope of the research	11
1.5.1	Universal application of the research	12
1.6	Research methodology	12
1.6.1	Literature search	14
1.6.1.1	Selected normative criteria from the literature for disability employment	15
1.6.2	Empirical survey	15
1.6.2.1	Description of the research population	16
1.6.3	Expression and interpretation of the findings	17
1.6.4	Statistical analysis	18
1.7	Construction of a normative model	18
1.8	Clarification of concepts	18
1.9	Organisation of the research	21
1.10	Summary	22

CHAPTER 2

A PHILOSOPHICAL AND THEORETICAL PERSPECTIVE FOR THE EMPLOYMENT OF PEOPLE WITH DISABILITIES WITHIN THE PUBLIC SERVICE

2.1	Introduction	23
2.2	A philosophical basis for the social sciences	23
2.3	A philosophical basis for Public Management	25
2.4	A philosophical approach to disability	26

2.5	A philosophical and historical overview of management	27
2.6	Ethics within society	29
2.6.1	Workplace	30
2.6.2	Terminology	31
2.6.3	Exclusion	32
2.6.4	Myth	33
2.6.5	Policy principles	34
2.7	A history of disability and related societal value systems	35
2.7.1	A historical account	36
2.7.1.1	Democracy	36
2.7.1.2	Self-perception	37
2.7.1.3	Medical paradigm	38
2.8	Traditional management approaches with reference to disability	39
2.8.1	Organisational change	40
2.8.2	Leadership	41
2.8.3	Motivation through leadership	45
2.8.4	Management theory	46
2.8.4.1	Iowa leadership studies	46
2.8.4.2	Ohio State leadership studies	47
2.8.4.3	Early Michigan studies	47
2.8.4.4	Maslow's hierarchy of needs	48
2.8.4.5	McGregor's Theory X and Theory Y	49
2.9	The social status of disability	51
2.9.1	Stigmatisation	52
2.10	Reasonable accommodation	53
2.11	Exploring basic normative criteria	55

CHAPTER 3**A CONSTITUTIONAL AND LEGISLATIVE FRAMEWORK FOR THE RECRUITMENT OF PEOPLE WITH DISABILITIES WITHIN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE**

3.1	Introduction	60
3.2	National legislation pertaining to disability employment	61
3.2.1	The Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996)	62
3.2.2	The Public Service Act, 1994, as amended (Act No.103 of 1994)	64
3.2.3	The Public Service Regulations, 2001, as amended	65
3.2.4	The Public Finance Management Act, 1999 (Act No. 29 of 1999)	67
3.2.5	The Basic Conditions of Employment Act, 1997, as amended (Act No. 75 of 1997)	67
3.2.6	The Labour Relations Act, 1995, as amended (Act No. 66 of 1995)	68
3.2.7	The Skills Development Act, 1998 (Act No. 97 of 1998)	69
3.2.8	The Skills Development Levies Act, 1999 (Act No. 9 of 1999)	69
3.2.9	The Occupational Health and Safety Act, 1993 (Act No. 85 of 1993)	70
3.2.10	The Compensation for Occupational Injuries and Diseases Injuries Act, 1993 (Act No. 130 of 1993)	71
3.2.11	The White Paper on Transforming Service Delivery, 1997	71
3.2.12	The Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (Act No. 45 of 2000)	72
3.2.13	The Employment Equity Act, 1998 (Act No. 55 of 1998)	74
3.2.13.1	Correcting historical imbalances	75
3.2.13.2	Unfair discrimination	77

3.2.14	The White Paper on Integrated National Disability Strategy, 1997	78
3.3	Provincial legislation and policy directives	79
3.3.1	The Constitution of the Western Cape, 1998	80
3.3.2	Subordinate legislation, policy and directives for recruitment	81
3.4	Definitions of disability	83
3.5	Definitions of disability in South Africa	85
3.5.1	Legislated definition	85
3.5.1.1	Impairment	86
3.5.1.2	Duration	86
3.5.1.3	Effects	87
3.5.2	Department of Public Service and Administration	88
3.5.3	Preferential procurement	88
3.6	Definitions from other countries	89
3.6.1	United States of America	90
3.6.2	India	91
3.6.3	United Kingdom	92
3.6.4	United Nations and World Health Organisation	93
3.6.5	International Labour Organisation	94
3.7	Summary	94

CHAPTER 4

DISABILITY TRENDS WITHIN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

4.1	Introduction	96
4.2	Situational analysis of disability within South Africa	97
4.2.1	The pursuit of transformation	98

4.2.2	Discrimination	99
4.2.3	Fair discrimination	100
4.2.4	Disability Statistics	103
4.2.5	Scarce human resources	106
4.2.6	A dependency on Government support	107
4.2.7	A transformational view of social change	108
4.2.8	A case study of social change	109
4.2.9	Approaches to disability	110
4.2.10	Disability apathy	112
4.3	Progress with the employment of people with disabilities within the Provincial Government of the Western Cape	113
4.3.1	Limited growth within disability employment	113
4.4	The status of employment of people with disabilities within the Provincial Government of the Western Cape	118
4.5	Types of disabilities	124
4.5.1	Historically disadvantaged sectors	126
4.6	Disability assessment	127
4.7	South African society's treatment of disability	131
4.8	Selected causes of disability	132
4.9	An overview of the core functions of departments within the Provincial Government of the Western Cape	133
4.9.1	Department of Agriculture	135
4.9.2	Department of Community Safety	136
4.9.3	Department of Cultural Affairs and Sport	137
4.9.4	Department of Economic Development and Tourism	137
4.9.5	Department of Education	139

4.9.6	Department of Environmental Affairs and Development Planning	140
4.9.7	Department of Health	141
4.9.8	Department of Local Government and Housing	141
4.9.9	Department of the Premier	142
4.9.10	Department of the Provincial Treasury	142
4.9.11	Department of Social Development	143
4.9.12	Department of Transport and Public Works	146
4.10	Service delivery with people placed first	147
4.10.1	A human rights-based approach to service delivery	148
4.11	Summary	152

CHAPTER 5

RECRUITMENT AND SELECTION PRACTICES WITHIN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

5.1	Introduction	153
5.2	Literature on current recruitment practices	153
5.2.1	Documents selected from the literature search	155
5.2.1.1	Recruitment policies prior to 01 March 2006	155
5.2.1.2	Recruitment policies after 01 March 2006	156
5.3	Situational analysis of current recruitment and selection practices	156
5.3.1	Inflexible recruitment processes	157
5.3.2	Rigid requirements in advertisements	159
5.4	Skills shortage in the public service	160
5.5	Reasons for the skills shortage	161
5.5.1	The effects of history	162

5.5.2	The changing nature of service delivery	162
5.5.3	The skills supply pipeline	163
5.5.4	Managing and developing employees	163
5.5.5	The impact of HIV and AIDS	164
5.6	Flawed recruitment processes	166
5.7	Prescribed employment processes within the Provincial Government of the Western Cape	167
5.7.1	Key general principles	168
5.7.2	Pre-advertising preparation	169
5.7.3	Basic requirements of the selection process	169
5.7.4	Preliminary screening of candidates	170
5.7.5	Procedures for compiling shortlists	171
5.7.6	Assessment and monitoring	172
5.8	Retention strategy for the Provincial Government of the Western Cape	172
5.8.1	Bursary schemes	173
5.8.2	Effective processes	173
5.8.3	Alignment of competencies	173
5.8.4	Effective induction	173
5.8.5	Alignment of work interests	173
5.8.6	Opportunity to develop employees	173
5.8.7	Reward	173
5.8.8	Personal development plans	173
5.9	Public service employees targeted for retention	174
5.9.1	Middle and senior management	174
5.9.2	Knowledge workers	174
5.9.3	Promising and talented staff	175
5.9.4	Above average performers	176

5.10	Designated groups in terms of employment equity	176
5.11	Incentives for staff retention	177
5.12	Disincentives towards public service staff retention	178
5.13	Disability perspective	178
5.14	Schedule of reasonable accommodations	179
5.15	Summary	182

CHAPTER 6

RESEARCH DESIGN AND METHODOLOGY

6.1	Introduction	184
6.2	Clarification of the research problem	184
6.3	The research questions	184
6.4	Objectives of the research	185
6.5	Justification of the research design	186
6.6	Literature search	187
6.7	Selected normative criteria stemming from the literature	188
6.7.1	Categories of normative criteria	188
6.7.1.1	Legislated framework	188
6.7.1.2	Ethics and philosophy	189
6.7.1.3	Organic organisational structure	189
6.7.1.4	Managers' attitudes, skills and knowledge	190
6.7.1.5	Funding for disability	191

6.7.1.6	Barriers for disability	191
6.7.1.7	Language	192
6.7.1.8	Reasonable accommodation	192
6.7.1.9	Disability perspective	192
6.8	Research methodology	193
6.9	Empirical survey	194
6.9.1	Description of the research populations	194
6.9.1.1	Population One	194
6.9.1.2	Population Two	194
6.9.1.3	Research sample	195
6.10	Data collection methods and instruments	196
6.10.1	Data collection instruments	196
6.11	The qualitative questionnaire design	197
6.11.1	Initial considerations	198
6.11.2	Typology of the questionnaire	198
6.11.3	Pre-testing the questionnaire	199
6.11.4	Administration of the questionnaire	200
6.11.5	Distribution of the questionnaire to departments	200
6.11.6	Coordination of data collection	201
6.12	Summary	202

CHAPTER 7

FINDINGS AND ANALYSIS

7.1	Introduction	203
7.2	Analysis of the results of the literature survey	203

7.3	Qualitative analysis	204
7.3.1	Managers' characteristics	204
7.3.2	Barriers	205
7.3.2.1	Internal barriers	206
7.3.2.2	External barriers	206
7.3.3	Disability perspective	207
7.3.4	Theories of motivation	207
7.4	Expression and interpretation of the empirical data	207
7.5	Results of the statistical analysis	208
7.5.1	Internal statistical analysis	208
7.5.2	Selected cross-tabulation of responses within the provincial Government of the Western Cape	222
7.5.3	External statistical analysis	228
7.5.4	Selected cross-tabulation between internal and external responses	230
7.6	Articulation of the findings obtained from the statistical analysis	237
7.6.1	The three research questions	237
7.6.2	Disability legislation	238
7.6.3	Disability perspective	238
7.6.4	Qualitative responses	239
7.7	Summary	239

CHAPTER 8

PROPOSING A NORMATIVE MODEL FOR THE RECRUITMENT OF PEOPLE WITH DISABILITIES' WITHIN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

8.1	Introduction	241
8.2	The theory and use of models	241

8.3	Characteristics of model design and construction	242
8.3.1	Types of models	243
8.3.1.1	Iconic models	243
8.3.1.2	Analogue models	244
8.3.1.3	Symbolic models	244
8.3.1.4	Verbal models	244
8.3.1.5	Schematic models	244
8.3.1.6	<i>Open and closed models</i>	245
8.3.1.7	Complexity	246
8.4	Examples of relevant, existing normative models	247
8.4.1	Udy's model of the work system and its constraints	247
8.4.2	Schramm's communication models	250
8.4.3	Easton's input / output - transformation systems model	251
8.4.4	Approach of planned change	253
8.4.5	The Rogers Diffusion Model	253
8.5	The selected normative criteria	257
8.6	Proposing a normative model for the recruitment of people with disabilities	258
8.6.1	The knowledge phase	262
8.6.2	The persuasion phase	263
8.6.3	The decision phase	265
8.6.4	The implementation phase	265
8.6.5	Continued adoption.	267
8.6.6	Monitoring and evaluation of the normative criteria	268
8.7	Summary	268

CHAPTER 9

RECOMMENDATIONS AND CONCLUDING REMARKS

9.1	Introduction	270
9.2	Brief exposition of chapters	270
9.2.1	Chapter One	270
9.2.2	Chapter Two	271
9.2.3	Chapter Three	271
9.2.4	Chapter Four	271
9.2.5	Chapter Five	272
9.2.6	Chapter Six	272
9.2.7	Chapter Seven	272
9.2.8	Chapter Eight	272
9.3	Recommendations	273
9.3.1	Recommendation One: The proposed normative model	273
9.3.2	Recommendation Two: Legislation	273
9.3.3	Recommendation Three: Name changes for Government institutions	274
9.3.4	Recommendation Four: The recruitment and selection of people with disabilities	274
9.3.5	Recommendation Five: Funding for disability	275
9.3.6	Recommendation Six: Training for managers and staff	275
9.4	Subjects for future research	276
9.4.1	Accessible public transport systems	276
9.4.2	The implementation of current recruitment practices	276

9.5	Concluding remarks	277
	LIST OF REFERENCES	278
	LIST OF FIGURES	
Figure 3.1	Composition of the Designated and Non-Designated Groups referred to in the Employment Equity Act, 55 of 1998	76
Figure 4.1	Representation of public service employees with disabilities, for the five-year period from 1999 to 2004	117
Figure 7.1	PGWC - Categorised by language	208
Figure 7.2	PGWC - Categorised by age group	209
Figure 7.3	PGWC - Categorised by post level	210
Figure 7.4	PGWC- Categorised by manager / not a manager	210
Figure 7.5	PGWC - Categorised by department	212
Figure 7.6	Disability Network - Categorised by disability / no disability	228
Figure 7.7	Disability Network - Categorised by language	229
Figure 7.8	Disability Network - Categorised by age group	230
Figure 8.1	Udy's model of the work system and its constraints (adapted)	248
Figure 8.2	Schramm's second communication model (adapted)	251
Figure 8.3	Illustration of Easton's input / output transformation systems model	252

Figure 8.4	A model of stages in the Innovation-Decision Process (adapted)	256
Figure 8.5	A normative model for the employment of people with disabilities within the Provincial Government of the Western Cape	261

LIST OF TABLES

Table 2.1	Characteristics of a mechanistic organisation	44
Table 2.2	Characteristics of an organic organisation	45
Table 4.1	Racial categories of people with disabilities in 2001, in South Africa	104
Table 4.2	Number of people with disabilities, by province and gender	105
Table 4.3	Percentage of people with disabilities, by type in South Africa	108
Table 4.4	Headcount per salary notch / level for the Public Service as at 28 February 2006	115
Table 4.5	Employment status of people with disabilities in the departments of the Provincial Government of the Western Cape, as at 31 March 2004 (for the period 2003 / 2004)	119
Table 4.6	Employment status of people with disabilities in the departments of the Provincial Government of the Western Cape, as at 31 March 2005 (for the period 2004 / 2005)	121
Table 4.7	Comparison of the employment status of people with disabilities within in the departments of the Provincial Government of the Western Cape, between the reporting years 2003 / 2004 and 2004 / 2005	123

Table 4.8	Various types of disabilities recognised in South Africa	124
Table 4.9	Criteria for disability assessment (on the grounds of cerebral palsy) where the result confirms disability	128
Table 4.10	Criteria for disability assessment (on the grounds of a broken ankle) where the finding is not one of disability	129
Table 4.11	Hypothetical case of an amputated finger	130
Table 4.12	Disability in South Africa in 2001, by racial classification	132
Table 5.1	Schedule of selected disability categories and measures of reasonable accommodation	180
Table 6.1	Distribution and responses of the structured qualitative research questionnaire, by department	201
Table 7.1	PGWC – Categorised by language	208
Table 7.2	PGWC - Categorised by age group	209
Table 7.3	PGWC - Categorised by post level	209
Table 7.4	PGWC - Categorised by manager / non-manager	210
Table 7.5	PGWC - Categorised by department	211
Table 7.6	PGWC - Job advertisements should exclusively target people with disabilities	212
Table 7.7	PGWC - Managers should not focus on the disability, but on the ability of the person	213

Table 7.8	PGWC - People with disabilities need more flexible work times to get to work on time	213
Table 7.9	PGWC - Certain jobs are suited for people with disabilities	214
Table 7.10	PGWC - Line managers require special skills and knowledge to employ people with disabilities	214
Table 7.11	PGWC - Line managers are enthusiastic about employing people with disabilities	214
Table 7.12	PGWC - HR personnel who recruit people with disabilities need special interview-related skills	215
Table 7.13	PGWC - The organisational culture should support the employment of people with disabilities	215
Table 7.14	PGWC - A person who has a disability of <u>blindness</u> can perform competently at senior manager level	216
Table 7.15	PGWC - A person who has a <u>physical</u> disability can perform competently at senior manager level	216
Table 7.16	PGWC - A person who has a <u>deafness</u> disability can perform competently at senior manager level	216
Table 7.17	PGWC - A person who has a <u>mental</u> disability can perform competently at senior manager level	216
Table 7.18	PGWC - Not every type of disability can be catered for in the workplace	217

Table 7.19	PGWC - Numerical quotas are essential for increasing the employment numbers of people with disabilities	217
Table 7.20	PGWC - Current legislation is adequate to facilitate an increase in the employment numbers of people with disabilities	218
Table 7.21	PGWC - Affirmative action measures are necessary for filling posts with people with disabilities	218
Table 7.22	PGWC - Legislation should not be restricted to the workplace, but should include the social environment	218
Table 7.23	PGWC - Legislation should impose strong sanction (penalties) on departments who do not employ people with disabilities	219
Table 7.24	PGWC - The costs of adjusting the workplace for disabled people will not be significant	219
Table 7.25	PGWC - It is possible to predict costs for adjusting the workplace for budgeting purposes, for people with disabilities	220
Table 7.26	PGWC - There remain <u>internal</u> barriers that limit access to employment for people with disabilities	220
Table 7.27	PGWC - There remain <u>external</u> barriers that limit access to employment for people with disabilities	220
Table 7.28	PGWC - Providing assistive devices and equipment for the special workplace needs of a employee with a disability (for example, special computer software for a blind employee)	221
Table 7.29	PGWC - Providing measures to promote access to information, such as the use of sign language for a deaf employee	221

Table 7.30	PGWC - Adjusting the workstation height to suit an employee who uses a wheelchair	221
Table 7.31	PGWC Cross-tabulation - Managers should not focus on the disability	222
Table 7.32	PGWC Cross-tabulation - Chi-Square Test: Focus on disability	222
Table 7.33	PGWC Cross-tabulation - More flexible work times	223
Table 7.34	PGWC Cross-tabulation - Certain jobs are suitable for people with a disability	223
Table 7.35	PGWC Cross-tabulation - Organisational culture must be supportive	223
Table 7.36	PGWC Cross-tabulation - Blindness disability and performance	224
Table 7.37	PGWC Cross-tabulation - Physical disability and performance	224
Table 7.38	PGWC Cross-tabulation - Deafness disability and performance	225
Table 7.39	PGWC Cross-tabulation - Mental disability and performance	225
Table 7.40	PGWC Cross-tabulation - Not every type of disability can be catered for	225
Table 7.41	PGWC Cross-tabulation - Chi-Square Test - Not every type of disability can be catered for	226
Table 7.42	PGWC Cross-tabulation - Numerical quotas are essential	226

Table 7.43	PGWC Cross-tabulation - Chi-Square Test - Numerical quotas are essential	227
Table 7.44	PGWC Cross-tabulation - Legislation should impose strong sanctions	227
Table 7.45	PGWC Cross-tabulation - Willingness to provide reasonable accommodation	227
Table 7.46	Disability Network - Type of disability	229
Table 7.47	Cross-tabulation PGWC - DN: More flexible work times	231
Table 7.48	Cross-tabulation PGWC - DN: Chi-Square Test - More flexible work times	231
Table 7.49	Cross-tabulation PGWC - DN: Certain jobs are suitable for people with a disability	232
Table 7.50	Cross-tabulation PGWC - DN: Blindness disability and performance	232
Table 7.51	Cross-tabulation PGWC - DN: Physical disability and performance	233
Table 7.52	Cross-tabulation PGWC - DN: Deafness disability and performance	233
Table 7.53	Cross-tabulation PGWC - Chi-Square Test - Deafness disability and performance	233
Table 7.54	Cross-tabulation PGWC - DN: Mental disability and performance	234
Table 7.55	Cross-tabulation PGWC - DN: Line managers require certain skills	234

Table 7.56	Cross-tabulation PGWC - DN Chi-Square Test - Line managers require certain skills	235
Table 7.57	Cross-tabulation PGWC - DN: Current legislation is adequate	235
Table 7.58	Cross-tabulation PGWC - DN: Willingness to provide reasonable accommodation (for example, computer software)	236
Table 7.59	Cross-tabulation PGWC - DN: Willingness to provide reasonable accommodation (adjusting workstation height)	236
Table 7.60	Cross-tabulation PGWC - Chi-Square Test - Willingness to provide reasonable accommodation (adjusting workstation height)	236
Table 8.1	Contrasting open and closed models	246
Table 8.2	Key elements of a normative model for the employment of people with disabilities within the Provincial Government of the Western Cape	257

LIST OF ANNEXURES

Annexure A	Certificate from Language Practitioner	293
Annexure B	Questionnaire with accompanying letter	294
Annexure C	Framework for Recruitment and Selection [of staff] in the Public Service;	299
Annexure D	Critical skills identification process	305
Annexure E	Assessment of departmental culture	306

Annexure F	Climate survey	307
Annexure G	Exit interviews	311
Annexure H	Checklist for an internal human resource audit	319
Annexure I	Benchmarking exercise: Contributing towards a staff retention strategy	327

CHAPTER 1

INTRODUCTION AND BACKGROUND TO THE RESEARCH

1.1 INTRODUCTION

The research investigates the rates of employment of people with disabilities within the Provincial Government of the Western Cape (PGWC) and aims to develop a normative model for the employment and progression of people with disabilities within the PGWC. The advent of democracy in 1994 in South Africa has witnessed the enshrinement of the fundamental human rights of all citizens, particularly within previously disadvantaged groups, as stated in the Bill of Rights within Chapter 2 of the Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996)¹. In spite of rights being legislated for people with disabilities, such people within the public service represented only 0.15% of the total staff complement of the public service nationwide, as at December 2004 (Engelbrecht: 2006. Presentation at Human Resource Forum Conference at Port Elizabeth: Recruitment and Retention Strategies for People with Disabilities, January 2006).

The study focuses on subject matter relating to disability employment. Thus, its theme is provided in the Chapter through the noting of the historical workplace and societal marginalisation of blacks, women and people with disabilities. Against that exclusivist background, the post-1994 government has embarked on various initiatives to redress past inequalities such as gender, race and disability discrimination. The Chapter also defines the problem statement with its attendant three sub-problems formulated in order to demarcate the objectives of the research. The research approach is briefly explained in the Chapter, while a detailed explanation of the research methodology is found in Chapter Six.

¹ All legislative and government sources are preceded in the List of References by the words *South Africa*, in line with the Harvard method of bibliographic citation. The text omits the words *South Africa* to reduce the clumsiness caused by some of the long source titles.

1.2 BACKGROUND TO THE RESEARCH

Disability in people manifests itself in various forms such as mental or physical disability or combinations thereof. People with disabilities in South Africa are confronted daily by difficulties in accessing opportunities for entry and progression within the workplace of the PGWC. Blind or partially sighted people, for example, who are reflected in the statistics, constitute one third of the disabled population in South Africa (Central Statistical Service Census 2001: Prevalence of Disability dated 2005, as issued by Statistics South Africa 2005:5)². Such a group of people with disabilities, in particular, face a key challenge to overcome the myths and stereotyping which surround blind, partially sighted people or people with other types of disability.

Section 2 of the Constitution (108 of 1996) declares its legislative supremacy and states that the South African Constitution "is the supreme law of the Republic; law or conduct inconsistent with it, is invalid and the obligations imposed by it must be fulfilled". The Bill of Rights within the Constitution (108 of 1996) prohibits unfair discrimination against any citizen based on disability. Section 2 of the Constitution (108 of 1996) may therefore be interpreted as indicating that people with disabilities have a claim to unalienable rights of access to employment opportunities. In substantiating this view concerning disability access, Howell, Chalklen & Alberts, 2006:46 (in Watermeyer, 2006) claim that the Constitution (108 of 1996) has represented a milestone in developing legislative and policy changes which introduce specific measures aimed at addressing the disadvantages experienced by people with disabilities.

1.2.1 Introduction to a definition of disability

An ethical and contemporary debate has emerged regarding the current definition of disability, arising from the lack of a country-specific or international definition for disability (Public Service Commission Report on Disability Equity in the South

² The RSA Census 2001, published in 2005, is the most recent census, with a national census being undertaken every ten years

African Public Service dated February 2002, as issued by the Public Service Commission, 2002:5). The criticism that the legislated disability definition is fragmented enjoys support from the Centre for Higher Education Transformation: The Employment Equity Act - Implications and Challenges for Higher Education dated 2001, as issued by the Centre for Higher Education Transformation (2001:52), (CHET). The results of a survey conducted into equity and diversity management have indicated that the current legislated South African definition of disability is "...extremely vague..." (CHET, 2001:52), and creates problems in identifying disabled members of the designated group.

Disability appears in the workplace in varying degrees, with no specific international definition being available to standardise the process of disability assessment. An assessment, to determine if one is disabled or not, is a crucial one in the recruitment and empowerment processes, particularly where the disability is not self-evident (Department of Labour: Technical Assistance Guidelines on the Employment of People with Disabilities dated 2003, as issued by the Department of Labour, 2003:18). Disclosure of disability, by the employee or job applicant with a disability, is a prerequisite for the provision of reasonable accommodation measures by the employer.

The current legislated definition of disability in South Africa recognises people as disabled if they have a physical or mental impairment that should be long-term or recurring, and which "...substantially limits prospects of entry into, or advancement, in employment" (Employment Equity Act, No.55 of 1998). Varying degrees of disability translate into a practice where people with severe and obvious disabilities do not receive employment, in preference to people with limited disability or one that is not easily perceived (Public Service Commission Report on Disability Equity in the South African Public Service dated February 2002, as issued by the Public Service Commission, 2002:5).

1.2.2 Proposed definition of disability

As stated in the preceding paragraph, a countrywide definition of *disability* is lacking even, though it is necessary for an understanding of disability that is universal, as a concept. The current legislated definition has been described previously as vague with unintended consequences, such as benefiting persons who satisfy the definition without having been excluded from entry or advancement in PGWC employment. The definition, in its vagueness concerning elements of the terminology applied in the definition, results in differing interpretations and applications, particularly with regard to the words “substantially limits their prospects of entry into, or advancement in, employment” (Employment Equity Act, 55 of 1998). Chapter Four of the study (Section 4.6) will demonstrate the confusion that emanates from differing interpretations of elements of the legislated definition. The following definition for *disability* is proposed for use within the context of disability employment in the PGWC:

“A person with a disability is defined as one having a physical or mental impairment that should be long-term or recurring, which limits entry or advancement into employment, at all levels within the public service, and which takes discretionary cognisance of the fit between the nature of the disability concerned and the nature of core functions within the advertised job” (du Plessis, 2007, in an interview held with researcher on 10 October 2007).

The main difference between the definition of disability proposed by Du Plessis (2007) and the legislated one, relates to compatibility between the person with disability and the nature of the disability in order to enhance probabilities of success after job placement. The proposed definition also addresses the placement of people with disability at all levels in the hierarchy and not confining such people to employment in the lower levels of the organisation.

1.2.3 Target for disability employment

The Government has expressed its intention of transforming the public service, as espoused in the White Paper on the Transformation of the Public Service dated 15 November 1995. A 2% disability target forms part of the affirmative action goals that are specified in Section 10.6 of the White Paper, which reveals that people with disability constituted 10% of the national population in 1995 and stipulates that "...within ten years, people with disabilities should comprise 2% of public service personnel". According to the Public Service Commission (PSC): State of the Public Service Report dated April 2006, as issued by the Public Service Commission (2006:59), the PSC has been monitoring and evaluating the attainment of race, gender and disability representivity within the public service since 1999. In the year 2000 the PSC produced a report on the status of representation within the public service, which showed progress in terms of targets for national departments and provincial administrations. At that stage, women at management level comprised only 18%, instead of the 30% target set for that level. Similarly, the target for people with disability was not achieved, "...with a negligible 0.09% of persons with disability appointed at the time" (The PSC State of Representativeness in the Public Service dated July 2000 as issued by the PSC, as cited in the State of the Public Service Report dated 2006, also as issued by the PSC).

1.2.4 Target not met

In the State of Representativeness in the Public Service Report dated July 2000, the PSC concluded that the target of 2% representation "...set for 2005 will not be met". Progress in this regard has remained slow. The 2% target date, which was initially set for 31 March 2005, has been extended for five years to 31 March 2010. The PGWC has expressed concern that the "...established recruitment processes have not produced the desired goal" (Draft Affirmative Action Framework for the Provincial Government Western Cape dated April 2007, as issued by the PGWC, 2007:3). According to the State of the Public Service Report dated April 2006, as issued by the PSC (2006:9), the Department of Public Service and Administration

(DPSA), has deemed the current representation of people with disabilities within the public service to be unsatisfactory. The roles of both the PSC and the DPSA include leading and monitoring and transformation processes within the public service.

Section 9 of the Bill of Rights as contained in the Constitution (108 of 1996) declares that the Government may not discriminate unfairly on the grounds of disability. The Government violates the equality rights of people with disabilities where access to employment opportunities is denied on the grounds of disability. Against the background of the supremacy of the South African Constitution, it follows that no law exists that serves to impede the employment of people with disabilities.

The Guide to the Middle Management Competency Framework dated 2006, as issued by the DPSA (2006:3), requires transformation within the public service from the current situation of general disability exclusion, towards the achievement of greater levels of employment and progression for people with disabilities within the PGWC. As at 31 March 2005, the percentages of people with disabilities employed across the provincial departments within the Western Cape ranged from 0% to 1,53%, as indicated in the various PGWC annual departmental reports for 2005 and depicted in Table 4.6 in Chapter Four of the research. At 31 May 2007, overall disability representation within the PGWC was determined at 0,026% of the PGWC staff complement, which remains significantly short of the 2% target sought by the Government (South African Government National *Persal* personnel and salary administration electronic system: Report drawn on 14 June 2007 in Cape Town).

People with disabilities continue to face multiple barriers that include stereotyping, unfair discrimination, low job retention outcomes and limited recruitment and career advancement opportunities. The situation of disability exclusion persists in spite of the protection afforded people with disabilities by the Constitution (108 of 1996). Closer interpretation of the current situation of negative progress towards the achievement of disability equity provides support for the researcher's intention

to develop a normative model in order to increase the rate of employment for people with disabilities within the PGWC.

The PSC Investigation into the Assessment of the Reasons for the Inability of the Public Service to Recruit and Retain People with Disabilities dated 10 October 2006, as issued by the PSC in the form of a letter (2006:1) addressed to all Government Departments, notes "...the percentage of people with disabilities employed in the Public Service has been on a steady decline". The PSC concludes that the public service has moved backwards instead of progressing towards the 2% target set by Cabinet.

The key reasons underlying the slow progress with regard to the employment of people with disabilities are revealed in a letter addressed to the Acting Director-General of the Western Cape Province (PSC: Attendance of PSC Inquiry dated 01 August 2007, as issued by the PSC). The major results of the PSC assessment referred to in the above paragraph are framed in the PSC letter dated 01 August 2007. The lack of progress with disability employment has been attributed to the following factors:

- Few people with disabilities apply for posts when posts are advertised;
- Those people with disabilities, who are short-listed, frequently do not meet the minimum set standards for the posts;
- Departments do not place sufficient emphasis on recruiting people with disabilities;
- There seem to exist infrastructural problems in accommodating people with disabilities; and
- The legislated definition of disability may be open to misinterpretation.

Hendricks, of the Office on the Status of Disabled Persons within the Western Cape, contended in an interview held on 04 May 2007, that the realisation of a collective 2% level of representativity within the PGWC for people with disabilities is an achievable task. Hendricks (2007) adds the proviso that the Department of the Premier in the Western Cape should implement strict monitoring and evaluation mechanisms which are linked to sanctions in the form of censuring *errant* human resource divisions within the PGWC. Sanctions may be applied within the ambit of individual performance agreements of Heads of Department within the PGWC, as well as in terms of the legislated censure found in Section 45 of the Employment Equity Act, 1998 (55 of 1998).

In tandem with the national Government philosophy with regard to ensuring the rights of people with disabilities, the current Premier of the Western Cape, Mr Ebrahim Rasool, has been vocal in the drive to make the Western Cape a home for all races and cultural groups (State of the Province Address dated 28 May 2004, as issued by the Department of the Premier, 2004:2). The Premier declared that the Western Cape Province stands on the threshold of prosperity. Crossing the threshold will require protection for the most vulnerable people within the province, which include the poor, women and those citizens with disabilities (A Human Capital Development Strategy for the Western Cape: A Focus on Youth dated January 2006, as issued by Western Cape Department of Education, 2006:1).

1.3 THE RESEARCH PROBLEM

The research problem relates to a perceived need to review current workplace procedures and practices within the PGWC against the current legislative requirements for representative employment levels of people with disabilities within institutions. A major objective within the public service administration, within the above context, is to increase the number of people with disabilities within the PGWC employment without impairing the quality of services that are offered to the general public and other stakeholders.

The underlying reasons why the PGWC appears diffident towards increasing the employment rate of people with disabilities are not immediately apparent, in spite of pressure being exerted by the Government in terms of the 2% target prescribed for all Departments. The problem statement thus focuses on creating an acceptance of the need to reverse the falling statistical trend in the employment of people with disabilities. Subsidiary actions such as examining and determining appropriate attitudes, skills and knowledge of PGWC managers, as well as a review of current recruitment and selection processes, are linked to the research problem. The problem statement therefore relates to the slow rate of employment of disabled people by the PGWC, which has created concern that the second deadline of 31 March 2010 may pass without the PGWC having achieved the prescribed target of 2% disability employment.

1.3.1 Introduction to the sub-problems

The key challenges for the public service are associated with increasing the representation of people with disabilities. The DPSA accordingly aims to adopt new approaches to manage its human resources more effectively and to focus on resourcing particular occupational groups, which includes people with disabilities. The Medium Term Strategic Plan: 2005-2008 dated 2005, as issued by the DPSA (2005:6) identifies the long-term task of ensuring that the public service operates effectively and developmentally by means of a combination of reflection and foresight in its approaches towards transformation. The long-term task includes the employment and management of people with disabilities. The Medium Term Strategic Plan (2005) identified in the previous statement predicts that the employment of people with disabilities should neither lower the standards of service delivery within the public sector, nor raise the operating costs. Van Stade, in an interview held on 30 April 2007, disagrees with this view with regards to the financial implications and maintains that a person with a disability could require the employment (utilisation) of additional staff to assist with job-related activities, such as the provision of a driver for a blind or partially sighted senior manager.

The statement of the research problem has devolved into three sub-problems, which are translated as the key questions for the research:

1.3.1.1 Knowledge, skills and attitudes

What knowledge, skills and attitudes are necessary for Human Resource Managers to willingly recruit people with disabilities?

1.3.1.2 Barriers to employment

What are the principal barriers, internally and externally to the PGWC that limit access and career progression for people with disabilities?

1.3.1.3 Costs for reasonable accommodation

How willing are Human Resource Managers and their recruitment personnel to incur additional costs related to reasonable accommodation measures necessary for the employment and retention of people with disabilities?

1.4 STATEMENT OF THE RESEARCH OBJECTIVES

The objectives of the research are cooperatively represented by the six major goals listed below. The goals have been formulated against the background of low rates of employment for people with disabilities within the PGWC:

1.4.1 Examine the current legislated definition for disability and propose a definition of disability that will contribute to a faster rate of employment for people with disabilities;

1.4.2 Examine the current public service recruitment and retention practices and the rate of appointment and progression of people with disabilities;

- 1.4.3 Identify barriers for people with disabilities that prevent access to employment;
- 1.4.4 Identify related measures of reasonable accommodation;
- 1.4.5 Design and propose a normative model which, if implemented, will advance the employment of people with disabilities within the PGWC; and
- 1.4.6 Recommend measures that will promote the employment of people with disabilities against the background of the numerical targets prescribed for the PGWC.

1.5 SCOPE OF THE RESEARCH

The scope of the research is effectively limited to the provincial departments within the PGWC where recruitment, selection and other policies and procedures are required to be standardised and homogenous, in terms of both design and practice within provincial and national departments. National public service departments, such as the DPSA, dictate to provincial structures the manner in which job functions should be designed and executed. The uniformity of approach results from the policy documents, directives and detailed guidelines issued by the DPSA and applies equally to the recruitment and selection of PGWC staff as indicated above (Refer to Annexure B: Framework for Recruitment and Selection in the Public Service dated April 2002), as issued by the Western Cape Provincial Government, which is now known as the PGWC).

It is noteworthy that the policy and procedures specifically utilised for the recruitment of new staff do not appear to reflect or take cognisance of the special needs of candidates with disabilities, especially within the context of the job interview. According to Cunningham, in an interview held on 03 August 2007, the recruitment of new employees is executed in accordance with the Department of Transport and Public Works' Recruitment and Selection Manual dated 2004. The

manual, which is based on DPSA directives, does not refer to people with disabilities. It was not established if the other PGWC departments have developed similar manuals, and to what extent, if any, the manuals make reference to disability.

The scope of the research excludes the retention or rehabilitation of PGWC employees who may become disabled during the course of the employment and are accordingly no longer able to perform the duties associated with the job, in spite of the availability of appropriate reasonable accommodation measures. Moreover, the scope of the research is limited to an examination of the prescribed PGWC recruitment policy procedures and processes. The research, therefore, does not extend to scrutiny of the actual PGWC employment practices in order to evaluate the implementation of the prescribed policy requirements.

1.5.1 Universal application of the research

The findings of the research are universally applicable owing to the centralised nature of communication and procedures that characterise public service departments where operations are generally regarded as being mechanistic by type and bureaucratic by structure, as depicted in Table 2.1 (Schultz, 2003:232-233).

1.6 RESEARCH METHODOLOGY

The research approach is located within the parameters of a participative action research paradigm with the utilisation of the case-study methodology, towards the development of a normative model for the employment of people with disabilities within the PGWC. The research goal has been descriptive using a narrative style of description, thus focussing on "...describing some phenomenon, event or situation" (Christensen, 2001:32). Accordingly, the research examines the situation of slow progress concerning disability, in terms of the three research questions posed earlier and presents findings and recommendations in this regard.

The research methodology has included research of both a quantitative and qualitative nature. Quantitative research collects numerical data, which consists of numbers to answer a given research question (Ivancevich & Matteson, 1999:66). Numerical data includes data such as the current state of disability employment and headcounts per salary level within the public service. According to Ivancevich and Matteson (1996:78), the quantitative approach is exemplified by precise definitions, objective data collection, use of the scientific method and replicable findings.

The aim of the qualitative approach adopted in the research has been to describe and to reveal, not merely to order, data and to predict (Ivancevich & Matteson, 1999:66). Qualitative methodology also notes the experience and intuition of the researcher to describe the processes and structures being studied. According to Christensen (2001:50), a qualitative research approach may be viewed as an interpretative and multi-method that investigates people within their natural environment. In the case of the study, the workplace was the natural setting and environment from which qualitative information was collected, namely, the various PGWC departments, as well as the Western Cape Network on Disability (Disability Network).

The Disability Network is a non-governmental body consisting of organisations of people with disabilities, as described in the information brochure, Celebrating Disability in our Decade of Democracy: 1994-2004 dated 2004, as issued by the Office on the Status of Disabled Persons in the Western Cape (2004:1-3). The document explains that the Disability Network is committed to the promotion of equal rights and to workplace opportunities for all people with disabilities within the PGWC.

Closer interpretation of the statement indicates that the Disability Network holds a vested stake in the successful implementation of a normative model that will advance the employment of people with disabilities.

The use of both qualitative and quantitative methods can achieve a comprehensiveness that neither approach could produce alone and helps to check for congruence in findings (Ivancevich & Matteson, 1996:78). The research has thus used both quantitative and qualitative data for analysis, as well as for recommendations.

1.6.1 Literature search

The literature search included a review of related:

- Books, journal articles, academic papers, official reports, government policies, such as legislation and subordinate legislation, minutes of meetings, official publications and other policy documents, unpublished research and other applicable published and unpublished material;
- Public service policies, documents and directives, at both national and provincial levels;
- Completed local and international research relevant to the topic;
- Other related national and provincial legislation and regulations;
- DPSA Senior Management Service Handbook (2003);
- Newspapers and other relevant sources; and
- Electronic literature sources.

Once sourced and reviewed, the existing literature was analysed and is presented in a comprehensive and coherent manner that focuses on extracting selected normative criteria towards the development of a normative model for the employment of people with disabilities. Such normative criteria have established knowledge and understanding on the part of the researcher of the study topic, the

research problems and research questions, as well as other equally significant related matters.

1.6.1.1 Selected normative criteria from the literature for disability employment

A normative model regarding disability employment within the PGWC has been developed, based on a set of selected normative criteria relevant to the research topic, as well as the results of the empirical survey. The relevant and particular normative criteria were firstly, extracted from the existing body of literature and secondly, supplemented by the interpretations of the statistical analysis of the results of the empirical survey.

1.6.2 Empirical survey

The empirical survey employed in the research project constituted the second data stream (where the literature constituted the first data stream) and used a descriptive method of research. Respondents were drawn from the Human Resource population within each of the provincial departments as well as from the members of the external Disability Network.

Two instruments were employed to collect and analyse qualitative data, namely a structured questionnaire and interviews. Interviews were utilised to formulate comments on aspects of the literature researched in the first data stream. The interviews incorporated open-ended questions. The intention was to secure additional qualitative data relevant to selected items in the questionnaire, as well as to ensure the internal and external validity of the research.

Group discussions were conducted with established Focus Groups within the PGWC. The Focus Groups that function within the PGWC, exist as specialist internal units which specialise in matters relating to:

- Gender;
- People with disabilities;

- Youth;
- Children;
- HIV and AIDS;
- Occupational health and safety; and
- The departmental Employee Assistance Programme.

The Focus Groups are generally representative of the internal line functionary components of the various departments. The maturity levels of Focus Groups within the broader PGWC differ according to their length of existence and other related factors, such as the exposure of the members to training and development interventions. Interviews were also conducted with randomly selected public service managers, general staff and staff with disabilities, as well as with people who are affiliated to the Disability Network.

The interviews probed factors such as the attitudes and knowledge levels of managers within the public service. The questions in the interviews were extensions of some of the items found within the general questionnaire distributed to segments of the two research populations, as explained in the description of the research population in section 1.6.2.1 below.

1.6.2.1 Description of the research population

Two separate research populations were identified as follows:

- Population One: All Human Resource Managers employed by the PGWC within the twelve provincial departments, as well as all the officials located within the corresponding components responsible for the recruitment and selection of employees; and
- Population Two: The Western Cape Disability Network and its members who interact with the PGWC on matters that relate to disability. The responses from the Disability Network have been analysed for purposes of cross-tabulation analysis and validation of the PGWC-related research findings.

No sample as such, was selected from the research Population One. The response strategies for the two research populations are described below:

Population One: The research questionnaire was distributed to the recruitment components, through the office of the Human Resource Manager in each of the provincial departments. The intention was to achieve a census of Population One. The rationale for targeting this segment of the PGWC population is that recruitment officials are presumed to be the only PGWC officials familiar with the procedures relating to the selection and recruitment of new employees, including those who may have disabilities.

Population Two: The questionnaire was distributed to the Disability Network who undertook further distribution to members and other organisations that exist to create employment for people with disabilities.

It was considered essential to achieve fully representative responses in order to provide scientific justification for the conclusions drawn in Chapter Seven.

1.6.3 Expression and interpretation of the findings

A registered statistician was employed to:

- Assist with the design of the questionnaire;
- Determine an appropriate response rate;
- Determine relative values from the empirical data; and
- Transfer such values in a codified form to a computerised database.

The analysis of the data was interpreted by means of statistical methods, as well as analytical instruments. Care was taken that the study generated accurate and

valid findings in order to achieve external validity, as well as generalisability of the findings and recommendations.

1.6.4 Statistical analysis

The final response rates from the two populations were constituted in collaboration with the registered statistician by determining relative values from the empirical data and transferring such values, in a codified form to a computerised database. The data, thus analysed, was interpreted by using selected statistical methods and analytical instruments.

1.7 CONSTRUCTION OF A NORMATIVE MODEL

A thorough description of the model construction theory is presented in Chapter Eight, as well as the design and proposal of a normative model for the employment of people with disabilities within the PGWC, using a combination of the data gathered from:

- The literature study from which normative criteria are selected; and
- The findings of the statistical analysis that emerged from the empirical survey.

1.8 CLARIFICATION OF CONCEPTS

The following terms and concepts appear within the research text and are clarified below for the convenience of the reader:

Assistive device refers to any device or ergonomic equipment, which is capable of reducing the impact of any handicap or impairment experienced by an employee (White Paper on an Integrated National Disability Strategy dated 1997, as issued by the Office of the Deputy President, 1997:29).

Black people is a legislated generic term, which refers to African, Coloureds and Indians (Chapter 1, Section 1 of the Employment Equity Act, 55 of 1998).

Designated groups (Section 1.5 of the Amendments to Employment Equity Act Regulations, 2006) refer to black people, women and people with disabilities who:

- Are citizens of South Africa by birth or descent; or
- Have been citizens of the Republic of South Africa by naturalisation before the commencement of the [Interim] Constitution of South Africa Act 200 of 1993; or became citizens of South Africa after the commencement of the Constitution of South Africa Act of 1993, but who would have been entitled to acquire citizenship before that date, had it not been for the *Apartheid* policies in place at the time.

Discrimination, unfair:

Unfair discrimination refers to discrimination, either direct or indirect, against an employee on one or more grounds, which include race, gender, sexual orientation, pregnancy, marital status, family responsibility, ethnic or social origin, disability, religion, HIV status, conscience, belief, political opinion, culture, language or birth (Chapter 2, Section 6.1 of the Employment Equity Act 1998, Act No. 55 of 1998).

Discrimination, fair:

Fair discrimination refers to discrimination where it is considered fair to take into account the above prohibited or other arbitrary grounds where they are relevant either to affirmative action measures or to the inherent requirements of a job (Section 5.2.1 of the Amendments to Employment Equity Act Regulations, 2006).

Impairment: mental refers to a clinically recognised condition or illness that negatively affects a person's thought processes, judgement or emotions (The

Integrated Provincial Disability Strategy dated 2002, as issued by the Office of the Premier, Western Cape, 2002:68).

Impairment: physical, refers to a partial or total loss of a bodily function or part of the body. The disability includes sensory impairments such as being deaf, hearing or visually impaired (Integrated Provincial Disability Strategy dated 2002, issued by the Office of the Premier, Western Cape, 2002:68)³.

The *Public Sector / Service* is defined as "...that portion of an economy where the economic and non-economic activities are under the control and direction of the Government. The Government owns all the resources within this sector and uses them to achieve whatever goals it may have" (Fox & Meyer, 1995: 106 in Pekeur, 2002:25).

Reasonable accommodation refers to any modification or adjustment to a job or the working environment that will enable a person from a designated group to have access to, or participate, or advance in employment (Department of Labour Technical Assistance Guidelines on the Employment of People with Disabilities dated 2003, as issued by Department of Labour, 2003:13).

Rehabilitation refers to a process, which is aimed at enabling people with disabilities to reach and maintain their optimal physical, sensory, intellectual, psychiatric, and / or social functional levels, thus providing them with the tools to change their lives towards a higher level of independence. Rehabilitation includes a wide range of measures and activities from the more basic and general rehabilitation to goal-oriented activities such as vocational rehabilitation (White Paper on an Integrated National Disability Strategy dated 1997, as issued by the Office of the Deputy President, 1997: 26).

³ The Office of the Premier is presently known as the Department of the Premier

1.9 ORGANISATION OF THE RESEARCH

Chapter Two develops a philosophical and theoretical perspective towards management of disability within the PGWC that includes an appraisal of ethics and societal value systems, particularly in terms of marginalisation, exclusion and unfair discrimination against people with disabilities. The Chapter includes the exploration of basic normative criteria from fundamental, theoretical points of departure.

Chapter Three explores the legislative and administrative framework for the recruitment and management of people with disabilities within in the PGWC. A section on the requirements of international and national legislation is included in order to define *disability*, as well as to compare the South African definition of *disability* with that of other countries, in terms of the approach adopted by each definition.

Chapter Four examines disability as a field of study with reference to employment within the PGWC. The Chapter also discloses the status of the rate of employment of people with disabilities within the PGWC, as well as outlines the core functions of the provincial departments within the PGWC.

Chapter Five examines contemporary employment procedures, with relevance to people with disabilities, within the PGWC.

Chapter Six details the research design and the methodology employed and includes the rationale and justification for the research design and methodology.

Chapter Seven provides discussion on the findings and the results of the statistical analysis.

Chapter Eight explains the model theory as a concept and provides examples of existing models according to which a normative model is proposed for the employment of people with disabilities within the PGWC.

Chapter Nine offers general and specific recommendations with regard to the employment and retention of people with disabilities within the PGWC and provides a number of concluding remarks based on the proposed normative model.

1.10 SUMMARY

Chapter One provided a general introduction, overview and background to the problem of disability employment and amongst other things, outlined the research thesis. The Chapter also provided an overview of the research problem, together with support for the need to transform existing recruitment and selection processes within the PGWC in order to recruit and retain persons with disabilities. Terms and concepts are defined and six major objectives are identified. The crucial goal is the design and proposal of a normative model that will advance the employment of people with disabilities within the PGWC.

Chapter Two will provide a philosophical and theoretical base for the employment and management of people with disabilities within the PGWC in order to illustrate the ideal type of structured criteria necessary for the optimum management of disability employment. The Chapter will also include an explanation of classical management and motivational theory that relates to PGWC employees and to disability in general.

CHAPTER 2

A PHILOSOPHICAL AND THEORETICAL PERSPECTIVE FOR THE EMPLOYMENT OF PEOPLE WITH DISABILITIES WITHIN THE PUBLIC SERVICE

2.1 INTRODUCTION

The philosophical and theoretical approach to managing the employment and retention of people with disabilities within the public service is examined in the Chapter. The following paragraph provides an explanation of the social sciences and continues by examining the subject of *philosophy*, as well as its relationship to disability employment. A philosophical overview of management is included to present the backdrop to a discussion on *ethics*, which is approached from a number of perspectives in order to provide relevance to the issue of disability employment. The Chapter later examines the social status of disability with the aim of developing the foundation for a normative model that will advance the employment of people with disabilities within the PGWC.

2.2 A PHILOSOPHICAL BASIS FOR THE SOCIAL SCIENCES

The research on disability and employment involves scholarly enquiry which involves searching the related literature, conducting an empirical survey and extracting normative criteria relevant to the research topic. *Philosophy* is the oldest form of systematic, scholarly enquiry. The word *phil-sophy* is derived from the Greek word *philosophis*, which means "lover of wisdom". (*Cambridge Dictionary of Philosophy* 1999:240). Likewise, according to Parkinson (1998:1), the word *philosophy* has its origins in the language of the ancient Greeks; the author adds, "...literally, the Greek word *philosophia* means love (*philo*) of knowledge (*sophia*).” In explaining the word *knowledge*, the ancient Greek philosophers would have provided answers that focus on virtue, the search for true knowledge and on the repudiation of false opinions. A truthful answer to the question of what philosophy really is, or means, may have as many answers as

there are philosophers. The word *philosophy* conveys no single meaning to scholars but is generally construed as either the love of wisdom, or the wisdom of love (Parkinson, 1998:1). The Cambridge Dictionary of Philosophy (1999:240) reveals that the term *philosophy* has acquired many related meanings and records these meanings as follows:

- The study of the truth or principles underlying all knowledge and reality;
- A particular system of philosophical doctrine;
- The critical evaluation of such fundamental doctrines;
- The study of a particular branch of knowledge;
- A system of principles for guidance in practical affairs; and
- A philosophical spirit or attitude.

Closer interpretation of the preceding statements with regard to the related meanings of the term *philosophy* reveals relevance towards the development and implementation of a normative model for the employment and progression of people with disabilities within the PGWC. For example, the critical evaluation of existing doctrine within the PGWC may be confirmed in the study as a key requirement for the employment of people with disabilities within the PGWC. The evaluation and review of such doctrine would occur in tandem with a focus on changing entrenched attitudes and behaviour within public service officials.

According to Starling (1993:168), those entrusted with public service responsibility have a duty to maintain appropriate standards of behaviour and not to depend on external controls imposed by the organisation, or the environment. Hanekom and Thornhill (1983:12) observe that public service management and politics (as an external force) are inextricably bound together; they can never be separated and are like the two sides of a coin. The nature of public management

provided to citizens is shaped by the political ideology that is exhibited by the government of the day. Hence, the PGWC as a public service identity should, in practice, be expected to react positively to the DPSA directives that relate to an increase in the rates of disability employment.

2.3 A PHILOSOPHICAL BASIS FOR PUBLIC MANAGEMENT

Robbins (1980:26) holds that a philosophical basis for public management relates to the value systems held by administrators, which prioritise basic convictions and determine attitudes towards service delivery to stakeholders. The ultimate aim of public service management is "...the provision of optimal goods and service delivery to society" according to Fox & Maas (1977:60) who add that a public service institution should not be required to operate like a business in order to be considered successful. Cloete (1994:62) supports this view and argues that the right to existence of public service undertakings is seldom based on profit making, but is central to promoting the general welfare of its citizens. Yet, meeting strategic and operational objectives in a transforming public service environment demands a paradigmatic change in the thinking of public service managers and change in the way that services are delivered. In the case of disability employment, such shifts in PGWC paradigms could include the approach to the needs of people with disabilities in the arena of accessible public transport, as well as the provision of unhindered access into all PGWC buildings.

Robbins (1980:19) contends that the administration function in public management is generic, being a process that is present in all organised activities. However, varying conditions across organisations prohibit the proclamation of universal principles that may be applicable in all situations. Closer interpretation of the preceding statement seems to suggest that the successful employment of people with disabilities should be:

- Embedded within a particular philosophical approach; and
- Grounded within a moral code that respects the dictates of legislation.

Interpretation of the preceding discussion tends to support the earlier proposition that individual value systems, or philosophical approaches held by public service managers, may influence disability employment and progression. The effects may be either favourable or negative on the employment processes.

2.4 A PHILOSOPHICAL APPROACH TO DISABILITY

Socrates, as cited in the Cambridge Dictionary of Philosophy (1999:240), proclaimed the basic philosophical premise that "the unexamined life was not worth living". According to this source, Socrates meant that if people fail to critically reflect on the principles by which they live, they could not feel secure that any worthwhile principles do exist. The preceding statement with regard to introspection seems to propose critical reflection as a necessary condition for questioning why people with disabilities should continue to face marginalisation within established PGWC employment practices.

An understanding of the earlier discourse on the derivation and the meaning of the word *philosophy* may be a step towards the development of a normative model for disability and employment within the PGWC. The reflection on the *driving values of life* may be interpreted as a potential determinant of appropriate attitudes that are prerequisite for the employment of people with disabilities.

Philosophy is variously defined (Concise Oxford English Dictionary 1999:1073), as the study of the fundamental nature of knowledge, reality and existence, as a study of the theoretical basis of a particular branch of knowledge and as a *theory or attitude* that guides one's behaviour. Approaching the topic of *philosophy and disability* against the background of the definition of *philosophy* as provided in the preceding paragraph, has influenced the formulation of the three sub-problems and the resultant key questions framed in Chapter One of the research. On closer interpretation, the element of *attitude* in the definition above may be regarded as pertinent to the prevailing attitudes of managers towards disability within the workplace. The matter of attitude is particularly relevant in terms of the nature of the three research questions posed in Chapter One of the research.

The key questions are reproduced below:

- What knowledge, skills and attitudes are necessary to empower Human Resource Managers in order for them to willingly recruit people with disabilities?
- What are the principal barriers that limit access and career progression for people with disabilities?
- There are various recognised categories of disability, each with differing demands for measures of reasonable accommodation within the collective PGWC workplace. Excluding the costs of structural adjustments such as lifts and ramps to PGWC buildings for the purposes of physical access, what categories of additional costs are required for the employment and retention of people with disabilities?

The collective response to the three key questions posed in Chapter One has incorporated a meticulous study of the nature of knowledge and reality with regard to disability. A study of the theoretical base relevant to the management of disability within the workplace has been included with regard to skills and attitudes that are needed by managers to recruit and retain people with disabilities.

Closer interpretation of the preceding statements tends to support a particular view which underlies the key research questions. The view relates to the idea that the recruitment of people with disabilities may fail within ultimate job performance, in the absence of appropriate and supportive attitudes from managers and co-workers.

2.5 A PHILOSOPHICAL AND HISTORICAL OVERVIEW OF MANAGEMENT

Ivancevich and Matteson (1996:6) state that a review of the early history of management dating over 7 000 years ago suggests that "...management as a process, was based on trial and error, with little or no theory". The wide-scale

sharing of ideas and practices was virtually non-existent at the time, which effectively slowed down the global development of management theory and practice.

Exodus in the Good News Bible (1977:72-77) describes how Moses had led the oppressed Israelites from bondage by the Egyptians, to freedom in the promised land of Canaan after living in slavery in Egypt for 430 years. Driven out of Egypt, Moses led the Israelite community of 600 000 men, excluding women and children. They took "...a large number of other people and many sheep, goats and cattle also went with them" (Exodus, 1997:72). In an epic journey through the desert, the flight continued throughout the night and day with Moses and his people pursued by the army of the Egyptian King comprising 600 of the finest men commanded by officers. In the face of revolt, despair and resistance from his followers, Moses eventually crossed the Red Sea into the desert of *Shur*. Moses then travelled for another 40 years with his people before he reached the promised land of Canaan.

Closer examination of the journey to Canaan translates the leadership skills demonstrated by Moses throughout his epic journey into uncommon achievement, in the absence of any formal management structure. Neither is there any evidence of the existence of management theory, nor of systematic management practices that could have facilitated the management of a project of such magnitude.

According to Bowditch & Buono (2005:5) there was little systematic attention given to the development of a body of knowledge concerning management and organisation before the beginning of the twentieth century. A cohesive study of organisations and management surfaced only once the Industrial Revolution had moved throughout the United States and Europe. Discussions on the subject had occurred intermittently before the mid-nineteenth century. Yet, the notion of systematic management may be conceptualised or engaged when examining the governance and rule of people within ancient kingdoms, tribes and empires. In pre-industrial societies, the ruling class regarded work, trade and commerce

“...as being beneath their dignity, something to be accomplished by slaves and other less-than-respectable citizens” (Bowditch & Buono, 2005:5). Hence, pre-industrial societies were averse to the efficient and effective management of organisations and resources. Two dominant themes dominated pre-industrial societies and effectively militated against the pursuit of systematic management and organisation:

- Citizens had a relatively narrow view of the role that could be played by managers in organisations, driven largely by the belief at the time that individuals were bound to their stations for life. The *status quo* would persist; hence rules were not open to question; and
- The prevailing cultures did not view profit making as desirable (Bowditch & Buono, 2005:9).

2.6 ETHICS WITHIN SOCIETY

The word *ethics* is derived from the Greek word *ethos*, which means custom or character (Kruger & de Klerk, 2002:317). The word *ethics* has come to describe the attitude or stance of a particular group of people and generally refers to personal characteristics that are typically good, while it also refers to the social norms that will guide and direct behaviour. The Great Illustrated Dictionary (1984:576) variously defines *ethics* as the philosophy of morals, which is also called *moral philosophy*. The latter is the study of the nature of morals and of any specific choices to be made by a person in relationships with others, the rules or standards which govern a profession or organisation, or any set of principles or values that are intended to guide behaviour. In a similar vein to the Great Illustrated Dictionary (1984:576), the Concise Oxford Dictionary (1999:490) states that ethics is the branch of knowledge “...concerned with moral principles”. Thus, it may be argued that ethical behaviour is that which is “...accepted as normally *good* and *right*...” (Schermerhorn *et al*, 2005:33).

2.6.1 Workplace

Lawrence (2003:4) notes that work ethics is the cornerstone of any activity executed by any person who is employed by the PGWC and makes two observations. Firstly, a culture of personal and work ethic is fundamental to the success of any organisation that strives to be efficient. Secondly, the demonstration of high norms and standards by public servants within the workplace will enhance the image of the public service, in order to command respect from colleagues and the communities with which public officials interact.

Kruger and de Klerk (2002:318) make three main points with regards to ethics; firstly, *ethics* is "...humanity's systematic attempt to establish rules and values for human behaviour within a specific environment". The environment could refer to a business or public service work environment as well. Secondly, actions that could give rise to personal and moral doubts are wide-ranging. What is *good* and *correct* is determined by the dominant and prevailing view of a community or institution. Thirdly, there are inherent and common ethical problems that exist within the workplace, such as the following:

- Greed and materialism;
- "Cover-ups" and misrepresentation in reporting processes;
- Overconfidence in one's own judgement, sometimes to the detriment of the organisation;
- Displaying disloyalty to the organisation when times become tough;
- Humiliating people at work by stereotyping;
- Exhibiting favouritism and nepotism;
- Sacrificing the innocent and helpless for pragmatic reasons;

- Suppressing basic human rights and freedom of speech and choice;
- Failing to address probable areas of bigotry, sexism, racism or unfair discrimination; and
- Failing to speak out when unethical practices occur.

The matter of ethics as a norm to guide human behaviour, expressed in the previous statement, may be regarded as a further condition for the implementation of a normative model for the employment and progression of people with disabilities within the PGWC.

2.6.2 Terminology

Negative and patronising language that is directed at people with disabilities has perpetuated a stereotyping of people with disabilities as being inferior, according to the Western Cape Provincial Government Policy Statement on the Management of the Employment, Development and Career Progression of People with Disabilities dated 2004, as issued by Western Cape Provincial Government (2004:59).

The aforementioned document also examines the use of language terminology as an ethical consideration in the employment and management of people with disabilities. Language is a powerful medium that reflects the social context in which the language was created, developed and used. Consequently, language and terminology play a crucial and unwanted role in discriminating against and segregating people with disabilities through the reinforcement of improper attitudes and social values. Accordingly, terminology that offends should be avoided, for example, *suffers from*, which denotes a disease, or using the words *wheelchair bound*, instead of saying *uses a wheelchair*.

2.6.3 Exclusion

“Legislation has contributed to the social exclusion of people with disabilities.” (White Paper on an Integrated National Disability Strategy dated 1997, as issued by the Office of the Deputy President, 1997:3). In the first instance, legislation fails to promote and protect the rights of people with disabilities and secondly, barriers are created by legislation that denies people with disabilities access to equal opportunities. According to the Public Service Commission Report on Disability Equity in the South African Public Service dated 2002, as issued by the Public Service Commission (2002:3), the social integration of people with disabilities from a perspective of both policy and the provision of resource funding had to overcome historical prejudice. Discrimination includes religious rejection emanating from biblical times. Progress has indeed occurred with regard to social integration in South Africa but progress has been slow.

Cilliers (2004:1-9) claims that the overwhelming majority of people with disabilities in South Africa “...have been excluded from the mainstream of society and have been unable to access any fundamental social, political and economic rights”. People with disabilities have been excluded from mainstream society throughout history and also from participating in social activity, attending school and finding employment. People with disabilities were traditionally kept in seclusion because they were considered an embarrassment. In many communities they are still regarded as evil and dangerous, painted as monstrosities in some cases, and invoke fear in people when seen. Many communities regarded women who gave birth to children with disabilities as unclean and inferior (Cilliers, 2004:1-9).

Yet globally, symptoms of positive change that bode well for the cause of disability seem to be emerging. According to the Disabled People South Africa: Pocket Guide on Disability Equity dated September 2001, as issued the Disabled People South Africa (2001:76) two elements form central themes of renewal that contribute towards ending institutionalised and other forms of disability discrimination, namely:

- The focus on the prevention of wars worldwide, which have been a prime cause of physical disability; and
- The trend towards conflict avoidance on the African continent, in concert with renewed efforts for morality (Disabled People South Africa, 2001:76).

The exclusion of people with disabilities by societal barriers is seen as a factor that militates against the successful implementation of a normative model for the employment and progression of people with disabilities within the PGWC. Accordingly, the research may indicate that the approach to disability employment should be holistic, extending beyond the boundaries of the workplace.

2.6.4 Myth

Pointon (1997), as cited in the Office on the Status of Disabled Persons: Implementing the Integrated National Disability Strategy Manual One: Disability Awareness dated 2003, as issued by the Presidency (2003:4), asserts that people who are either inflicted with a disability or a severe illness are inclined to *provoke extremely negative reactions in able-bodied citizens of all societies*. The media, in particular the influential film industry, makes use of people with disabilities to portray evil, fear, helplessness, ignorance, and idiocy and elicits audience reactions that range from shock to pity and even horror. The sway of myths, stories, folklore, certain cultural practices, legends and biblical stereotyping with regard to disability, has been profound in shaping attitudes towards disability. The discriminatory situation serves to perpetuate the denunciation of people with disabilities and to reinforce negative stereotypes. Such discrimination may militate against the successful socialisation of people with disabilities within the workplace. Notwithstanding the negative disability images portrayed by the myth, folklore and similar elements, PGWC policy principles advocate equal opportunity for disability participation in the workplace.

2.6.5 Policy principles

The adoption of the Western Cape Constitution (1998) has been effected in terms of the national Constitution (108 of 1996). Section 81 of the Western Cape Constitution (1998) provides principles for the development of provincial policies. The principles are aimed at achieving the protection and progression of categories of people who have been disadvantaged by unfair discrimination and segregation. The provisions of Section 81 are applicable to people with disabilities. Directives embodied in the Western Cape Constitution (1998) are not legally enforceable, but provide direction for the PGWC to draft and apply just laws and to develop an acceptable code of ethics for all public service officials. The directive principles of provincial policy outlined in the Western Cape Constitution (1998) include the following:

- Safety and security;
- The promotion of non-racialism in the Western Cape;
- The protection or advancement of persons, or categories of persons, disadvantaged by unfair discrimination;
- The creation of job opportunities;
- The promotion of a work ethic;
- Recognising the right of access to adequate housing, health care services, sufficient food and water, and social security; and
- An environment in which all frail and elderly persons are protected from maltreatment, neglect, abuse, degradation or involuntary seclusion.

In practice, the development of any code of ethics as described above, for the recruitment and management of people with disabilities is a far-reaching activity.

According to Section 1 of the Employment Equity Act, 1998 (Act 55 of 1998), employment policy or practices that underpin any code of ethics may encompass related aspects which range from recruitment procedures, advertising and selection criteria to performance evaluation systems, promotion, transfer, demotion and even dismissal where justified.

The remainder of the Chapter explains the historical context of disability and related societal value systems. A significant development in the research, namely the legislated definition of disability, is introduced in the Chapter as a prelude to a detailed discussion of the topic in Chapter Three. The merits and demerits of an internationally standardised definition of disability are argued in Chapter Three, which also includes paragraphs on traditional management aspects such as change management, leadership and motivational theory. Discussion of the social status of disability and issues that relate to reasonable accommodation measures in the workplace also emerges in the said Chapter.

2.7 A HISTORY OF DISABILITY AND RELATED SOCIETAL VALUE SYSTEMS

According to the Office on the Status of Disabled Persons: Implementing the Integrated National Disability Strategy Manual One: Disability Awareness dated 2003, as issued by the Presidency (2003:4), people with disabilities in South Africa are legally entitled to the same rights as all other human beings in terms of the Bill of Rights within Section 9 of the South African Constitution (108 of 1996). Yet, physical and social barriers imposed by established societal norms hamper their existence and full participation and serve to violate their constitutionally entrenched human rights. As a result of prejudiced societal attitudes towards people with disabilities, millions of men, women and children throughout the world face a lifetime of segregation and debasement. The impaired and disabled body has been symbolically exploited by European culture to personify sinfulness and a state of physical and spiritual impurity.

The European fairy tales and Greek myths tend to correlate *good* with *physical beauty* and *bad* with *ugliness*, as the result of sin (United Nations Enable World

Programme of Action Concerning Disabled Persons, 2006:1). *Beauty* on the one hand, is described as "...a quality that appeals to the senses of the mind through harmony, form or colour, excellence of artwork or craftsmanship...." (Reader's Digest, 1984:160). The concept of *ugliness*, on the other hand, is derogatory and refers to a state of being displeasing to the eye and repulsive and objectionable (Reader's Digest: 1984:1786).

2.7.1 A historical account

A historical account of disability intends to provide context to the continued exclusion experienced by people with disabilities. According to Swartz and Watermeyer (2006:1), the emergence of the South African nation from decades of conflict and oppression has left an "...awareness of the oppressive appropriation of the race paradigm indelibly etched on the national psyche". The painful legacy of institutionalised racial, gender and disability discrimination continues to haunt many South Africans regardless of race, colour or creed. The following historical account of disability briefly examines how historians have failed to document the appropriateness of disability issues. The dominant medical model, which has positioned disability as an illness, provides a further dimension to the perpetuation of marginalisation of people with disabilities. Furthermore, elements such as the legislated definition of disability, serve to militate against the achievement of equity within society and the workplace.

2.7.1.1 Democracy

Democracy within South Africa has introduced a new direction in the management of the country in order to realise "...a state that is ethically-founded". The new state is in contrast to the inherited fragmented state that "...was fundamentally unrepresentative of the population of the Western Cape" (Western Cape Budget Speech for the PGWC dated 21 May 2007, delivered by the Premier, Mr Ebrahim Rasool, 2007:4).

The history of the disability rights movement in South Africa captures memorable milestones within the struggle for freedom from political subjugation to social independence. Images of the struggle remain etched deeply in the minds of the citizens of this country (Howell, Chalklen & Alberts, 2006:46 in Watermeyer 2006). One such recollection is the first democratic election in South Africa, which was held in 1994 when many thousands of people with disabilities waited in long and winding queues in order to exercise their collective right to cast their vote. For the majority of citizens it was the first vote they had ever cast in a political ballot box (Howell *et al*, 2006:46). Similar recollections are noted by Vuyiswa-McClain (2002:3) regarding the ushering of our new democracy that has been hailed as a miracle. She contends that the exercise of political franchise promised pride, hope and great expectations and yet for "...millions of people with disabilities, this miracle is marred by inequality, torture, abuse, segregation, exclusion and deprivation".

The elements of disability mentioned in the following sub-paragraphs may be interpreted as representative of some of the external societal barriers that restrict the positioning of disability to the periphery of equity discourse.

2.7.1.2 Self-perception

Kowalsky (2004), in reviewing Borsay (2004), bemoans the ineptitude of historians in embracing the relevance of disability studies. Kowalsky (2004) maintains that sociologists and disability activists (in contrast to historians) have documented most investigations with an historical perspective. Disability remains "...on the periphery of mainstream, canonical history" (Book review, by Kowalsky, 2004). Following the same reasoning, Borsay (2004: 207) contends that the compilation and evaluation of existing historiography of disability will raise the levels of personal and political consciousness of the people with disabilities. The American experience has been equally unexceptional with regard to the selective documentation of disability history. Longmore and Goldberger (2000:2) note that the exclusion of aliens with disabilities has been a central, yet controversial, aim of American legislators since colonial times. Yet,

immigration historians have neglected to study and document that practice "...except to disparage attribution of disability to bar certain ethnic groups" (Longmore & Goldberger, 2000:2).

The question may be asked why historians in America have neglected to include disability in their accounts to a much greater extent. Longmore and Goldberger (2000:2-3) speculate that historians may have assumed, incorrectly, that primary sources of data are lacking, or that researchers and scholars may have deliberately avoided the subject of disability owing to *existential* anxiety. Existentialism refers to a philosophical theory that emphasises the "...existence of the individual person as a free and responsible agent" and of one who determines his/her own development through acts of the will (Concise Oxford Dictionary, 1999:499). *Extentionalism*, propounded by Kierkegaard (1986), rejects the notion of a human essence and instead places a high value on individualism and self-definition.

Closer interpretation of the preceding reference to *existential anxiety* suggests urging people with disabilities to espouse a sense of individualism and self-definition, as well as high levels of assertiveness when interfacing with barriers to the access of employment opportunities.

2.7.1.3 Medical paradigm

The social consequences of a *medical* approach to disability (as opposed to a social model approach) are noteworthy, since disability has been historically framed exclusively within a medical paradigm (Office on the Status of Disabled Persons: Implementing the Integrated National Disability Strategy: Manual One. Disability Awareness dated 2003, as issued by the Presidency, 2003:7). By contrast, the *social* model approach is intent on incorporating adjustments to those barriers within society that deny access to facilities and opportunities for people with disabilities. In its simplest terms, the *medical* model of disability affirms that any impairment or disability condition is a key problem that should be

addressed through a medical response that is either one of care, or cure for people who are ill.

The *medical* paradigm has positioned disability within society as a matter of pathology in the mould of a limitation in social or vocational functioning and as a product of nature, rather than as an artefact or construct. Consequently, *disability* as a topic for research, has appeared to defy or be beyond systematic and scientific study in its framing as a “personal condition”, by the *medical* model approach (Longmore & Goldberger, 2000:2). The *social* approach to disability is examined in greater detail in Section 4.2.9 of Chapter Four of the study.

The preceding paragraph incorporates organisational approaches to disability. These perspectives incorporate the restrictions imposed by the medical model approach that seem to militate against the successful implementation of a normative model for the employment of people with disabilities within the PGWC. Having examined disability from an ethical perspective, theoretically and in practice, a review of various management and motivational theories follow for the purposes of a later assessment of the application of such theories to people with disabilities within the workplace.

2.8 TRADITIONAL MANAGEMENT APPROACHES WITH REFERENCE TO DISABILITY

The term *management* “...refers to the process of getting things done in an efficient and effective manner through and with other people” (Robbins & Decenzo, 2004: 6). The process of management involves related activities that are associated with planning, organising, leading, controlling and coordinating. Efficiency and effectiveness deal with what task is done and how it is performed. Robbins and Decenzo (2004: 6) explain that efficiency refers to executing a task according to the requirements in a manner that refers to the relationship between inputs and outputs. Increased efficiency results when greater output is achieved with the same or fewer inputs. Whilst the focus on cost and other resource saving through greater efficiency is important, an equally critical focus should be

placed on effectiveness, which is concerned with completing activities that are appropriate for attaining organisational goals (Robbins & Decenzo, 2004:6).

2.8.1 Organisational change

In order to meet the twin challenges emanating from the DPSC and PSC towards transforming the public service, the management of organisational change and transition, as well as the acquisition of appropriate leadership should become critical factors for the success of successfully employing people with disabilities. The recruitment of people with disabilities is a key element towards transformation within the public service. Yet, the percentage of people with disabilities "... has been on a steady decline [and] is moving backwards" away from the target 2% of staff complement by 31 March 2010, as set by the Cabinet (Public Service Commission. 2006: Letter to the Head of Department of Transport and Public Works dated 10 October 2006, as issued by the Public Service Commission). A structured approach to transformation is required to improve the levels of disability representation within the PGWC, according to the above directive from the PSC (2006). Moreover, the nature of organisational structuring should lean towards the organic model (Schultz, 2003:232-233).

The Harvard Business Essentials (2003:8-10) states that approaches to the challenges of new demands are realised in various new programmes that generally fall into the following four categories:

- *Structural changes* where the organisation is treated as a set of functioning parts that may be reconfigured in order to achieve different outcomes with value added to operations;
- *Cost-cutting changes*, which place an emphasis on elimination through mainly outsourcing non-core activities, or ways to effect a significant reduction in costs;

- *Process changes* where the focus of attention is to typically make work processes faster, more effective, more reliable and less costly; and
- *Cultural change*, which brings about a shift from command and control management styles to greater participative management. As such, the focus shifts from production to the human side as the change in organisational culture transforms the organisation from a rigid inward-looking mentality towards one holding an outward-looking customer focus.

The approach or organisational culture aimed at achieving equitable disability representation within the workplaces of the PGWC, would have to take into account the structure of a typical provincial department and decide what future model would best suit the public service in terms of implementing and maintaining change.

Morton-Achmad (2004:104) states that, firstly the Department of Transport and Public Works within the PGWC, which represents a typical example of a Government structure, "...seems to be embracing bureaucracy and falls into the category of a highly formalised structure". Secondly, human behaviour within a bureaucracy is characterised by written standard procedures, specified directives and explicit policies, all of which aim for uniformity and control. By implication, the focus on order and efficiency reduces the scope for an immediate participative management approach within the public service administration.

2.8.2 Leadership

Flowing from the question of approaches to change and transition is the question of *effective leadership*, as opposed to *effective management*. Good managers do not necessarily make *good leaders*. "Leaders should have integrity, establishing clear values and living those values" (Tonsing, 2006:28-29). Followers should feel connected to their leaders who usually linked to followers by shared organisational values.

The linkage of shared values encourages employees to believe that they are part of a greater vision and goal. Maxwell (2001:52) supports the views of Tonsing (2006) concerning leaders and followers and states that integrity builds mutual trust, whilst adding that "...the more credible you are [as a leader] the more confidence people place in you and give you the privilege of influencing their lives". Conversely, the less credible the leader, the lesser the confidence placed by followers and the quicker the leader's position of influence is lost.

The question of appropriate leadership within the workplace, which is raised in the previous paragraph, is interpreted as a precondition for the successful implementation of a normative model for the employment and progression of people with disabilities within the PGWC.

It would be appropriate to refer back to Key Question Two of the research, which deals with some of the internal barriers to employment as presented in Chapter One and reiterate some of the factors viewed as militating against the successful implementation of a normative model for disability employment, namely:

- An inflexible organisational culture;
- Resistance by public service officials to embrace change in general;
- Negative attitudes towards disability in general; and
- Current attitudes held by public service managers towards job re-design.

According to Lesela (2002:4), "...the concept of leadership has a touch of mystery and magic about it". *Leadership* is one of the most commonly talked about business concepts on earth since leaders themselves believe that they can change lives and environments while accepting that learning is a continuous process. Closer interpretation of the statement supports the need for *good leadership* to override the need for *good management* within the PGWC, in order

to transform the culture from that of a rigid bureaucracy to a flexible learning organisation.

The motivation of employees becomes a critical element for the successful implementation of a normative model for disability and employment. Motivation (amongst employees) is defined by Robbins (1986:532) as "...the willingness to exert high levels of effort toward organisational goals, which are conditioned by the effort's ability to satisfy some individual needs". In general, high positive work attitudes by employees reflect high levels of job satisfaction, which in turn, promote high levels of efforts towards meeting organisational objectives (Robbins, 1986:98).

Tables 2.1 and 2.2 in the Chapter (Schultz, 2003:232-233) depict the characteristics and descriptions of organisations that are either mechanistic (rigid) or organic (flexible) by nature. In the light of the preceding discussion, the mechanistic organisation model reflected in Table 2.1 may be interpreted as generally reflecting the current status of management in the public service administration within the PGWC.

With regard to the characteristics of an organic model as depicted in Table 2.2, a deduction could be made that the adoption of such a flexible approach should promote and sustain general change and transformation within the PGWC, including such transformation with regard to disability employment. The Organic Model in Table 2.2 may well fit the mould that is needed to drive the transformation of the public service. A degree of decentralisation and flexibility could unleash creativity and innovation that is currently denied expression by a focus on formalised rules and procedures in the execution of tasks in a bureaucracy.

Table 2.1 Characteristics of a mechanistic organisation

Characteristic	Description
<p><i>Specialization</i></p> <ul style="list-style-type: none"> ▪ Task definition ▪ Task flexibility 	<p><i>Many specialists</i></p> <p>Narrow: technical</p> <p>Rigid; routine</p>
<p><i>Authority</i></p> <ul style="list-style-type: none"> ▪ Degree of hierarchical control ▪ Primary decision-making style ▪ Primary communication pattern 	<p><i>Centralised in a few top people</i></p> <p>High</p> <p>Authoritarian</p> <p>Top-down</p>
<p><i>Formal rules</i></p> <ul style="list-style-type: none"> ▪ Specification of techniques, obligations and rights ▪ Emphasis on obedience and loyalty 	<p><i>Rigid rules</i></p> <p>Specific</p> <p>High</p>

Source: Schultz (ed.), Bagraim, Potgieter, Viedge and Werner in *Organisational Behaviour*, 2003: 232-233.

There are many dimensions of transformation. The orientation approach of *generalist* versus *specialist* as reflected in Table 2.2 below, as well as the politicisation of the bureaucracy, plays an increasing role in the democratisation [and transformation] of the public service (Thornhill & Hanekom, 1995:37).

Table 2.2 Characteristics of an organic organisation

Characteristic	Description
<p><i>Specialization</i></p> <ul style="list-style-type: none"> ▪ Task definition and knowledge ▪ Task flexibility 	<p><i>Many generalists</i></p> <p>Broad; general</p> <p>Flexible; varies</p>
<p><i>Authority</i></p> <ul style="list-style-type: none"> ▪ Degree of hierarchical control ▪ Primary decision-making style ▪ Primary communication pattern 	<p><i>Decentralised, diffused throughout the organisation</i></p> <p>Low</p> <p>Democratic; participative</p> <p>Lateral</p>
<p><i>Formal rules</i></p> <ul style="list-style-type: none"> ▪ Specification of techniques, obligations and rights ▪ Emphasis on obedience and loyalty 	<p><i>Considerable flexibility</i></p> <p>General</p> <p>Low</p>

Source: Schultz (ed.), Bagraim, Potgieter, Viedge and Werner in *Organisational Behaviour*, 2003: 232-233.

2.8.3 Motivation through leadership

Having examined a philosophical approach to the research topic of disability and employment within the PGWC along with a discussion on leadership and change, an examination of traditional theory of motivation follows. Against the background of the *organic* organisation which is indicated in Table 2.2, the adoption by the PGWC of a new set of skills and attitudes could serve as a further step towards implementing a normative model for the employment of people with disabilities. Senge, Roberts, Ross, Smith and Kleiner (1994:18) state that new learning occurs "...when we can do things we couldn't do before". Senge *et al.*, (1994:18) assert that the capabilities and skills that characterise organic (or learning) organisations fall naturally into three groupings, namely:

Aspiration: The capacity of individual officials, work groups and organisations, such as public service departments to reposition themselves with regards to a set of appropriate values, in conjunction with the ability to change inappropriate attitudes, without duress;

Reflection and conversation: The ability to reflect on and change entrenched *assumptions and patterns of behaviour on an individual and organisational level*. Conversation within this context refers to the art of listening meaningfully to other viewpoints and reflecting on one's own viewpoints; and

Conceptualisation: The capacity to see the bigger picture in any situation in order to understand the larger forces at play and to construct coherent descriptions of the whole situation.

2.8.4 Management theory

The leadership and management theories examined below are largely extracted from the work of Luthans (2005:550) who maintains that the "...Iowa, Ohio State and Michigan studies are three of the historically most important leadership studies". The importance of the studies relates in part, to the findings with regards to the *varied and complex reactions on groups created by changes in leadership styles*. Other findings regarding the two-dimensional nature of leadership narrowed the gap between the separate approaches to task-oriented and human relations management styles. On another level, the studies in Michigan found that supervisors with a genuine concern for subordinates achieved higher levels of outputs (Luthans, 2005:550). The three studies are briefly discussed below.

2.8.4.1 Iowa leadership studies

Luthans (2005:548) describes a series of leadership studies conducted in the late 1930's under the direction of Kurt Lewin. These studies were considered as pioneering and examined leadership under a group of styles which comprised authoritarian, democratic and *laissez-faire*. The studies found that an

Aspiration: The capacity of individual officials, work groups and organisations, such as public service departments to reposition themselves with regards to a set of appropriate values, in conjunction with the ability to change inappropriate attitudes, without duress;

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authoritarian leader tends towards high direction with little group participation. A democratic leader is found to encourage discussion and decision-making while a *laissez-faire* leader abdicates the management responsibilities and allows complete freedom to the group. The experiments were designed largely to examine patterns of behaviour while the effects of leadership style on productivity were not directly examined. The value of the studies is that they indicated that different styles of leadership can produce varied and complex reactions from groups and were also the first of such studies to analyse leadership from a scientific perspective (Luthans, 2005:548).

2.8.4.2 Ohio State leadership studies

At the end of World War II (1939-1945), an interdisciplinary team of researchers at the Ohio State University had developed and used a questionnaire, namely the Leader Behavior Description Questionnaire which analysed the effects of leadership in various groups and situations (Luthans, 2005:548). The initial premise for the studies was that there existed no definition for leadership existed and that *leadership* was not necessarily synonymous with *good leadership*.

The Ohio State University studies establish only *how* leaders conduct their functions (and not necessarily the outcomes). The Ohio State leadership studies were the first studies to demonstrate and emphasise the importance of both *task* and *human* dimensions in the assessment of leadership effectiveness. The Ohio State University findings regarding the two-dimensional nature of leadership served to close the gap between the task-orientated scientific management approach and the human relations emphasis. Until then, both approaches had been dominant, yet distinctly separate.

2.8.4.3 Early Michigan studies

According to Luthans (2005:549), the early Michigan studies were conducted during the late 1930's. In the original studies, 12 pairs of high-low productivity groups were selected for examination in terms of work outputs while variables

such as type of work, conditions and methods were held constant for each hi-low productivity pair. After section-supervisors and workers were interviewed, the results showed that supervisors of high-producing sections tended to be more general than close, in supervision, with a genuine concern for people. Essentially opposite characteristics and techniques were found in the low-producing supervisors who emphasised production and high direction. The findings of the Michigan studies regarding the employee-centred supervisor provided high support towards a traditional human relations approach to management and leadership (Luthans, 2005: 549).

The following paragraphs of the Chapter examine two early theories of motivation that have been extracted from the work of Robbins and Decenzo (2004: 280-281). Chapter Seven of the research establishes whether the effects of motivational theory on people with disabilities are different to those produced on able-bodied people.

2.8.4.4 Maslow's hierarchy of needs

Maslow (1954), as cited in Robbins & Decenzo (2004:280-281), states that every human being demonstrates five different types of needs, which are arranged in a hierarchy:

- Physiological needs, which satisfy the need for food and water;
- Safety and security needs, which satisfy the need for security and protection from physical and emotional harm;
- Social needs, which satisfy the need for belonging, acceptance and friendships with others;
- Esteem needs, which satisfy the need for internal esteem factors such as self-respect, autonomy and achievement, as well as external esteem factors such as status and recognition; and

- Self-actualisation needs, which refer to growth, achieving potential and self-fulfilment.

According to Schultz, Helen, Bagraim, Jeffrey, Potgieter, Viedge and Werner (2003:54), children have suffered from psychological problems where they grew up in an environment that failed to meet their basic needs. It follows that employees do not need to satisfy all their needs at work at any one time. Managers should understand which needs are important to employees for raising levels of work outputs. Maslow (1954) concluded (in Robbins & Decenzo, 2004:280-281) that once an employee's present level of need has been met, the next becomes dominant. An understanding of how to motivate an employee within the context of Maslow's (1954) theory would firstly require an understanding of where the employee fits in the hierarchy of needs. The aim would then be to focus on satisfying employee needs at that particular level, or the next one above (Robbins & Decenzo, 2004: 280-281).

The preceding discussion introduces the element of motivation and a drive towards organisational objectives, for all employees. A closer interpretation of the statement suggests that the progression of people with disabilities within the PGWC *could be linked to public service managers understanding the current motivational needs of individual people with disabilities, within the workplace.*

2.8.4.5 McGregor's Theory X and Theory Y

McGregor (1960) "...examined the assumptions about human beings which underlie managerial action..." (in Liekert & McGregor, 1996:164). In support of this view, Robbins and Decenzo (2004:280-281) state that the Theory X and Theory Y work of McGregor (1960) proposes two distinctly opposing views of human beings in relation to his two theories of motivation after he had observed how managers dealt with their employees. McGregor (1960) labelled the negative view, as Theory X and the positive view, as Theory Y. He concluded that managers model their behaviour and approach to their employees based on

assumptions and suppositions that they hold with regards to employees, which may be either negative or positive.

Theory X Manager: A manager who manages from this negative perspective believes that:

- All employees inherently dislike work and will avoid work wherever possible;
- Because employees dislike work, they should be closely supervised and threatened with sanctions in order to achieve organisational goals;
- Employees will avoid responsibilities and will seek constant direction; and
- Most employees have little ambition and value job security above all else.

Theory Y Manager: A manager who manages from this positive perspective believes that:

- Employees view work as natural as play;
- Employees, once committed to organisational goals, will exercise self-direction and self-control; and
- The ability to make good decisions is not necessarily the sole province of the manager, but is present throughout the workforce.

McGregor's (1960) analysis with regard to motivation may be linked to Maslow's (1954) needs theory. Theory X assumes that physiological and safety needs dominate the employee while Theory Y assumes that social and esteem needs are very important to the employee.

Having examined the concepts of leadership and motivation, the matter of an appropriate work environment assumes importance because of:

- Its effects on the productive outcomes of employees with disability; and
- The levels of job satisfaction that employees hold owing to functioning in an appropriate work environment.

2.9 THE SOCIAL STATUS OF DISABILITY

The social status of disability within the PGWC has made significant strides primarily owing to the efforts of the DPSA in terms of awareness and good intention, as described in the abovementioned text. The progress has not translated into a reduction in the prevalence of stigmatisation with a tandem increase in the rate of employment with people with disabilities. The practice to date has been to limit *disability* to the periphery of PGWC operations, viewed largely by managers as a philanthropic or philosophical construct. Warburton (1992:2) views philosophy as a way of thinking by using a logical argument to analyse and clarify concepts and regards philosophy as a mechanism to question fundamental beliefs that have usually been taken for granted.

With reference to disability and employment, society has traditionally viewed people with disabilities in a negative light while assuming that such people are incapable of competing productively within the workplace with able-bodied colleagues. The Government has noted this societal failing. The proportion of disabled persons employed within the public service has been unsatisfactory, since there has been "... no significant growth beyond 0,2% overall..." (DPSA Ministry of Public Service and Administration Budget Vote Speech dated 2005, as issued by the DPSA, 2005:11).

The Office on the Status of Disabled Persons: Implementing the Integrated National Disability Strategy: Manual One. Disability Awareness dated 2003, as issued by the Presidency (2003:4) states that "disability and illness invoke extreme reactions in people in all societies" and contends that the media uses people with disabilities to portray evil, ignorance, fear, helplessness and impotence. Such feelings represent incorrect perceptions that are constructed

unconsciously or otherwise and perpetuate social marginalisation and workplace exclusion of people with disabilities. In its campaign for a human rights equality perspective within the workplace and society, the public service has "...undergone major changes since the introduction of the new democratic dispensation in 1994" (DPSA Competency Framework for Middle Managers on Salary Levels 11 and 12 dated 2006, as issued by the DPSA, 2006:3). The changes mentioned in the previous statement have served to urge public service managers to consider the pursuit and adoption of new and progressive approaches towards the management of particular occupational groups such as people with disabilities.

2.9.1 Stigmatisation

The terms *stigma* and *stigmatisation* are best understood in recent times when articulated within the context of any discourse relating to the HIV and AIDS disease; people who have contracted the disease of HIV and AIDS are stigmatised for being part of a specific community that is already defined negatively ("You acquired HIV through having sex, therefore you must be a prostitute.") (Deacon, 2005:11). In a similar vein, Goffman (1963) as cited in Deacon (2005) suggests that people who possess a characteristic which is deemed socially undesirable, such as various forms of disability, acquire a *spoiled identity* which develops into stigmatisation through social devaluation.

One difference between stigma relating to *sexism* or *racism* and HIV and AIDS is that in the case of the former, people are born with features that mark them as *male* or *female* or as *white*, or *black* in the case of the latter. With regard to HIV and AIDS and disability, such biological differentiation often occurs later in the life of an individual "...through an external event rather than present at birth or congenital" (Deacon, 2005:11). Thus, people living within the same communities or employed within the same organisation become *different* after acquiring disability, or infection with the HIV virus and are subjected to prejudice and stigma.

Deacon (2005:11-12) contends that physical differences resulting from gender and disability are not necessarily disadvantageous in themselves even where their presence requires differential treatment, such as the provision of separate ablution facilities or additional access facilities or direction signage. Thus, not only people with a permanent disability encounter difficulty with physical access to buildings or facilities; pregnant women, elderly or ill people, and mothers with prams also require preferential access.

The following paragraph deals with adjusting the workplace environment in order to maximise the production outputs of people with disabilities.

2.10 REASONABLE ACCOMMODATION

The concept of reasonable accommodation which is linked to motivation and productivity levels among people with disabilities, refers to measures that are introduced into the workplace with a view to mitigate the impact of a particular disability or impairment (Western Cape Provincial Government Policy Statement on the Management of the Employment, Development and Career Progression of People with Disabilities dated 2004, as issued by the Western Cape Provincial Government, 2004:54). Reasonable accommodation is achieved by making adjustments to either the work environment or to the design of the job, or a combination of both. The concept is defined in part, as "...any modification or adjustment to the working environment that will enable a person from a designated group to have access to, or participate or advance in employment" (Section 1 of the Employment Equity Act, 55 of 1998). According to the Department of Labour Technical Assistance Guidelines on the Employment of People with Disabilities dated 2003, as issued by the Department of Labour, 2003:13), modifications to the work processes and work environment are necessary to achieve parity in productivity between disabled and able-bodied staff in the workplace.

A further publication issued by the Department of Labour, dated 2002, namely the Department of Labour Code of Good Practice on the Integration of

Employment Equity into Human Resource Policies (2002:2), states that some of the main challenges for the employer include "...attracting, managing, developing and retaining talent in the workforce through effective human resource management". The Code of Good Practice (2002) adds that the elimination of unfair discrimination and barriers will result from effective equity strategies that promote affirmative action measures in the workplace.

The key challenge facing the PGWC in the employment of people with disabilities, within the affirmative action measures is to recruit and successfully integrate such people, particularly at the higher-level structures within each provincial department. In reality, conventional wisdom, general stereotyping and deep-rooted prejudices collectively militate against the employment and retention of people with disabilities and the achievement of numerical disability targets set by the Government.

The current challenge with regard to disability integration should become more complex at higher levels within the hierarchy where thinking demands are relatively greater (Interview held with Hendricks on 04 May 2007). At higher levels within the organisation, the consequences of error tend to increase and become more expensive in tandem with an increase in work responsibilities. Workplace modifications (or reasonable accommodation measures) for people with disabilities may be expected to vary in complexity, dependent upon job category and the nature of the inherent job duties.

In Chapter One, the research has mentioned reasonable accommodation measures and the general inevitability of incurring some financial and other costs in mitigating the effects of disability regarding the work performance of an employee. One area of demarcation with regard to reasonable accommodation measures, relates to the extent to which acceptable levels of accommodation measures may be researched, addressed and implemented, particularly in terms of the following two aspects:

- The variety of disabilities involved within the research study; and

- The degree to which each disability type prevails within the workplace.

Reasonable accommodation measures within the workplace, largely an unknown arena in South African workplaces, should be provided for all classes of disability, except where the employer would experience undue hardship during the process of providing such accommodation measures (Department of Labour Technical Assistance Guidelines on the Employment of People with Disabilities dated 2003, as issued by the Department of Labour, 2003:21). In terms of the range of the acknowledged disabilities as depicted in Table 4.8 in Chapter Four, the scope of the research would broaden to unmanageable proportions if every possible measure of accommodation were subjected to detailed research. Hence, a schedule of the more commonly expected accommodation measures has been researched and documented in Chapter Five (Table 5.1). Such a schedule, which provides relative costs of reasonable accommodation measures, should be of assistance to public service managers in terms of:

- Estimating costs of categories of reasonable accommodation measures, for budgeting purposes for provincial departments; and
- The practical implementation of the proposed normative model for the employment of people with disabilities within the PGWC.

The question of appropriate reasonable accommodation measures within the workplace, as raised in the previous paragraphs, may be viewed as precondition for the successful implementation of a normative model for the employment and progression of people with disabilities within the PGWC. Should such measures be neglected after employment, the probability of successful job performance could be expected to be low.

2.11 EXPLORING BASIC NORMATIVE CRITERIA

The study will progressively retrieve from the literature, raw elements of normative criteria that will be used in Chapter Six for the purpose of the

construction of a normative model for disability employment within the PGWC. The literature search has yielded thus far, the following material in this regard:

- A legislated framework is a central point of departure in order to validate the rationale underlying a normative model for the employment of people with disabilities;
- Public service managers have a duty to maintain appropriate standards of behaviour and not to depend on external controls imposed by the organisation or the environment;
- Ethical behaviour should not conform only to the dictates of the law, but also the broader moral code common to society as a whole;
- The successful employment of people with disabilities should be:
 - Embedded within a particular philosophical approach; and
 - Grounded within a moral code that respects the dictates of legislation;
- Public service managers should critically reflect on the principles by which they live;
- Successful performance of people with disabilities requires appropriate and supportive attitudes from managers and co-workers;
- The administration of a system of delegated authority is essential for the successful execution of disability projects;
- What is *good* and *correct* is determined by the dominant and prevailing view of a community or institution;

- Negative and patronising language directed at disabled persons has perpetuated a stereotyping of people with disabilities as being inferior;
- Religion and even the legislated definition of disability, serve to militate against the achievement of equity within society and the workplace;
- The South African legislated definition of disability is extremely vague;
- External societal barriers restrict the positioning of disability to the periphery of equity discourse;
- People with disabilities should espouse a sense of individualism and self-definition, as well as high levels of assertiveness when interfacing with barriers to the access of employment opportunities;
- The progress of departments towards meeting disability representation requirements, display a tendency to employ greater numbers of people with minimal disability, such as those with a missing finger or toe;
- People with minimal disabilities are located within the lower post levels where there is little scope for advancement within the hierarchical structures;
- The nature of organisational structuring should lean towards the flexible organic model, compared to the rigid mechanistic model;
- Followers should connect with their leaders through shared organisational values, which encourage employees to believe that they are part of a *greater vision and goal*;
- Appropriate leadership within the workplace is a precondition for the successful implementation of a normative model for the employment and progression of people with disabilities within the PGWC;

- A degree of decentralisation and flexibility could unleash creativity and innovation currently denied expression by a focus on formalised rules and procedures;
- New learning occurs when objectives are achieved that we could not be achieved before.
- Managers with a genuine concern for subordinates achieve higher levels of outputs;
- Supervisors, who emphasise production and high direction, achieve low production levels;
- The progression of people with disabilities is linked to managers understanding the motivational needs of such people;
- The ability to make good decisions is not necessarily the sole province of the manager, but is present throughout the workforce;
- Reasonable accommodation is linked to motivation and productivity levels among people with disabilities and refers to measures that are introduced into the workplace with a view to mitigate the impact of a particular disability or impairment;
- Reasonable accommodation is achieved by making adjustments to either the work environment or to the design of the job, or a combination of both; and
- Disability integration is more complex at higher levels within the hierarchy, where thinking demands are presumed to be relatively greater.

2.12 SUMMARY

Chapter Two has presented a philosophical and theoretical perspective to manage disability employment within the public service. It has also examined how societal norms worldwide, have unfairly marginalised people with disabilities by viewing such people in a negative light and deeming them incapable of performing productively within the workplace. At the same time, society continues to debase people with disabilities by imposing barriers to access facilities and job opportunities. The Chapter has also examined various theories of leadership and motivation in order to later establish whether such theories are equally applicable to people with disabilities as they are to able-bodied employees within the PGWC.

Chapter Three will describe the current legislative and administrative framework for the recruitment and management of people with disabilities in the PGWC, with a focus on the requirements of national and international legislation, as well as requirements contained within government policies that are relevant to people with disabilities.

CHAPTER 3

A CONSTITUTIONAL AND LEGISLATIVE FRAMEWORK FOR THE RECRUITMENT OF PEOPLE WITH DISABILITIES WITHIN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

3.1 INTRODUCTION

The Western Cape Province is situated on the south-western tip of Africa, serving as a gateway to Africa. The province is rated as being among the most scenic destinations on earth. The Business Guide (2006:62) reveals that the age and gender distribution in the Western Cape reflects a developing population that is skewed towards a younger age group and a diversified population with wide-ranging creeds, colour and religious representation in the city. The population of Cape Town when measured in the 2001 Census was close to three million people, compared to the total Western Cape population of 4 524 335 (Central Statistical Services Census 2001: Prevalence of Disability dated 2005, as issued by Statistics South Africa 2005:5). A total of 186 850 people were disabled at the time of the census. In terms of geography, the Western Cape occupies 154 463 square kilometres. The Western Cape is larger than the Gauteng Province which is spread over 18 939 square kilometres, yet is smaller than the Eastern Cape Province which spans 200 893 square kilometres.

The Chapter provides a synopsis of the existing constitutional and legislative framework that supports access to employment for people with disabilities. It continues the theme that began in the first two Chapters with regard to the notion of a discrimination-free workplace environment for the employment and progression of people with disabilities within the PGWC. Existing legislation and administrative directives that mandate the process of increasing employment for disability and employment are also described in the Chapter. The added dimension of the absence of disability-specific legislation in the country is introduced.

3.2 NATIONAL LEGISLATION PERTAINING TO DISABILITY EMPLOYMENT

According to the White Paper on an Integrated National Disability Strategy dated 1997, as issued by the Office of the Deputy President (1997:57), South Africa lacks a single, coherent or comprehensive national piece of legislation that pertains exclusively to people with disabilities, as well as addresses their social and workplace rights. The White Paper states [in Chapter 2]: “the rights of people with disabilities are protected by the Constitution. The legislated framework is critical and must be scrutinised and amended. [However] “There is, as yet, no disability-specific legislation.” (1997: v). The view regarding fragmentation within legislation is shared by Tire (2003:83), who asserts that “...what is found in South Africa regarding the regulation of disability ... are phrases in the Constitution, pieces of policies and comments from the experts, scholars, institutions, government officials...”. Tire (2003:83) contends that one inheritance of the former *Apartheid* Government era has been a series of many fragmented pieces of legislation which were mainly formulated during the independence of the apartheid Government’s four Bantu homeland TBVC⁴ states. These states have since been abolished, but the effects of the *Apartheid* legislation remain.

Common law does not adequately cover the rights of people with disabilities. However, existing legislation, in particular the Employment Equity Act, 1998 (Act 55 of 1998), provides a key point for redress and offers enforceable support for disability issues. It follows that where national policy, institutions and mechanisms exist and are geared towards assisting people with disabilities to their rights, such mechanisms should be buttressed by dedicated disability legislation (White Paper on an Integrated National Disability Strategy, 1997:57). The current array of statutory legislation that is relevant to people with disabilities, is briefly explained in the following paragraphs.

⁴ The four former TVBC states were called Transkei, Venda, Bophuthatswana and Ciskei.

3.2.1 The Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996)

The Constitution, 1996 (Act 108 of 1996), as adopted on 08 May 1996 and amended on 11 October 1996 by the Constitutional Assembly, is the overarching legislation in the country and accordingly all other national and provincial legislation is subordinate to it. Section 2 of the Constitution (108 of 1996) states that any "... law or conduct inconsistent with it, is invalid". The founding provisions in Section 1 declare that South Africa is one sovereign democratic state that is founded on the following values:

- Human dignity, the achievement of equality and the advancement of human rights and freedoms;
- Non-sexism and non-racialism;
- The supremacy of the constitution and the rule of law; and
- Universal adult suffrage, which is a means to ensure accountability, oneness and responsiveness.

The Bill of Rights in Chapter 2, states that the Constitution (108 of 1996), "...is a cornerstone of democracy in South Africa". It affirms, for all citizens, the democratic values of human dignity, equality and freedom. Equality is a key concept which is provided for in the Constitution (108 of 1996) and emphasises the inherent dignity of all people, as well as acknowledging the right to have that dignity respected and protected. Equality is explained in greater detail within Section 9 of the Constitution (108 of 1996), as follows:

- Everyone is equal before the law and has the right to equal protection and benefit of the law;
- Equality includes the full and equal enjoyment of all rights and freedoms;

- The Government may not unfairly discriminate directly or indirectly against any citizen on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language, and birth; and
- Discrimination on one or more grounds listed above is unfair unless it can be established that the discrimination has been fair.

The equal rights of people with disabilities who access employment and related opportunities are protected and guaranteed against the background of the provisions of the Constitution (108 of 1996) with regard to the related values enshrined within the Bill of Rights. The human rights that are found in the Bill of Rights may be limited "...only in terms of law of general application to the extent that the limitation is reasonable and justifiable in an open and democratic society based on human dignity, equality and freedom taking into account all relevant factors" (Constitution, 108 of 1996).

According to the Centre for Higher Education Transformation: *The Employment Equity Act: Implications and Challenges for Higher Education* (2001:13) (CHET), the principle of equality is enshrined within the Constitution (108 of 1996), as well as "... in international human rights instruments dealing with disability...". A number of these human rights instruments, including the Constitution (108 of 1996), "...have deepened the concept of disability" (CHET, 2001:13). Nevertheless, the recognition that all people possess the same basic human rights and the offering of equal treatment will not necessarily ensure that people with disabilities will be able to exercise their rights equally (CHET: 2001:13).

In the context of the workplace, equity is not limited to the achievement of equal access to employment opportunity; it also presupposes that people with disabilities are able to participate and benefit equally from productive employment. The environment in the workplace within provincial departments "...needs to be more supportive of employees with disabilities" (Public Service Commission Report on Disability Equity in the South African Public Service dated February 2002, as

issued by the Public Service Commission, 2002:vii). The DPSA and the PGWC have made strides towards developing and promoting disability policy initiatives since 1994. Yet, work of a transformational nature within the PGWC remains incomplete with regards to defining an enabling environment that will overcome past inequalities and create equal opportunities for people with disabilities.

3.2.2 The Public Service Act, 1994, as amended (Act No. 103 of 1994)

The Public Service Act, 1994 (103 of 1994) "...provides for the organisation and administration of the public service..." as well as the regulation of conditions of employment, terms of office, matters of discipline and for related matters for employees within the public service in South Africa. Section 11 of the Public Service Act (103 of 1994), which refers to the appointment and filling of posts, is relevant to the employment and progression of people in the public service with disabilities. Section 11 states: "...due regard shall be had towards equality and the other democratic values and principles enshrined in the Constitution..." in the making of appointments and the filling of posts within the public service. Equality for all public service officials is emphasised in Section 11.2 where the call is repeated, to redress the imbalances of the past. Consequently, when making any appointment to fill any post in the public service:

- All persons who qualify for appointment, transfer or promotion must be considered for appointment; and
- The evaluation of persons shall be based also on the need to redress past imbalances, towards achieving a public service broadly representative of the general population of South Africa.

Interpretation of the previous statement with regard to the condition of being broadly representative includes representativity in terms of race, gender, as well as representation of people with disabilities within the public service workplace.

Closer interpretation of the Public Service Act, 1994 (103 of 1994), which is central to recruitment and selection of employment within the PGWC, indicates that no overt barriers exist which serve to impede the employment and progression of people with disabilities within the PGWC. The Act implicitly includes people with disabilities in its provisions.

3.2.3 The Public Service Regulations, 2001, as amended

The Public Service Regulations of 2001, as amended, should be read in conjunction with the Public Service Act (103 of 1994), as amended. These Regulations apply to all institutions, such as provincial departments, as well as all persons who are employed in terms of the Public Service Act (103 of 1994). The following definitions are selected from Section B2, in part B of the Regulations, as being relevant to people with disabilities:

- *Inherent requirements of a job* refer to competencies with competencies based on evidence, which all employees need to successfully carry out a job;
- *Job* refers to the basic duties, tasks, functions, competency requirements and responsibilities according to which one or more posts of the same grade are established;
- *Level* refers to salary range or grade; and
- *Persons [who are] historically disadvantaged* refers to persons or categories of persons who have suffered unfair discrimination in the past.

Part II, Section A of the Public Service Regulations (2001) provides that the Head of any Government Department requires appropriate powers and authority to manage the organisation effectively and efficiently. For the same purpose, the Head of Department should empower employees within the Department by using appropriate delegations and authorisations as necessary, to promote the employment of people with disabilities. One such delegated power is the authority

that is granted to the Employment Equity Manager, who is required "...to take responsibility for ... an employment equity plan", as mandated in Section 24.1 of the Employment Equity Act (55 of 1998). The prescribed duties of the Employment Equity Manager include the employment, progression and retention of people with disabilities as part of the group of persons who have been historically disadvantaged through unfair discrimination.

Part VII, Section A of the Public Service Regulations (2001) includes the following four basic principles that relate to the appointment, promotion and termination of all employee services, including the employment and retention of people with disabilities:

- All employment practices should ensure equity, fairness, efficiency and the achievement of a representative public service;
- The creation of representative and equitable public service should be accelerated by affirmative action measures, which are directed at historically disadvantaged persons in order to realise their full potential;
- Employment practices should be characterised by flexibility, minimal administrative burdens on both the employer and the employee; and
- Wastage and inefficiency should be prevented.

In order to give effect to the principles of equity and fairness, the executing authority should develop and implement a programme of affirmative action measures through a delegation to the Head of Department. The programme should contain the following as minimum requirements:

- A policy document setting out the department's commitment to affirmative action, which states how the policy will be implemented;

- The numeric and time-bound targets which promote the achievement of disability representation within the department; and
- Annual statistics on the appointment, training and promotion within each grade of occupational category, relating to persons who are historically disadvantaged. The statistics numerically address the issue of under-representation with prescriptive measures that aim to support the advancement of persons who have been historically disadvantaged.

3.2.4 The Public Finance Management Act, 1999 (Act No. 29 of 1999)

Approved funding is a critical and indispensable element in the provision of reasonable accommodation measures for people with disabilities in the workplace. The purpose of the Public Finance Management Act, 1999 (29 of 1999) is to regulate financial management within the national and provincial Government. Chapter 4 of the Act (29 of 1999) gives effect to the timing and content for the budget process of national and provincial budgets and provides for the allocation of departmental budgets. It follows that the Act (29 of 1999) serves as the mechanism for procuring the necessary funding for disability-related budgets within the various PGWC departments.

3.2.5 The Basic Conditions of Employment Act, 1997 (Act No. 75 of 1997)

The Basic Conditions of Employment Act, 1997 (75 of 1997) gives effect to the right to fair labour practices outlined in Section 23(1) of the Constitution (108 of 1996). The Basic Conditions of Employment Act (75 of 1997) provides for the regulation of basic conditions of employment and ensures compliance with the related requirements. Part C of the Act (75 of 1997) stipulates the rights of employees and provides protection against unfair discrimination. These rights include the right to:

- Complain to a trade union or labour inspector where the employer refuses to comply with the provisions of the Act (75 of 1997);

- Discuss conditions of employment with colleagues, the employer or any other persons;
- Refuse to comply with any instruction which is contrary to the Act (75 of 1997) or any sectoral determination; and
- Inspect any record that is kept in terms of the Act (75 of 1997).

Section 30 of the Act (75 of 1997) requires the employer to display employees' rights in the official languages that are spoken at the workplace. The section of the Act (75 of 1997) makes no direct reference to disability rights. However, these rights are implied, for people with disabilities. Section 79 of the Act (75 of 1997), which deals with the protection of the rights of employees, forbids discrimination against any employee who exercises any right conferred by the Act (75 of 1997).

3.2.6 The Labour Relations Act, 1995, as amended (Act No. 66 of 1995)

The Labour Relations Act, 1995 (66 of 1995) as amended, gives effect to Section 27 of the Constitution (108 of 1996), which in turn, relates to the rights of all citizens with regards to basic access to facilities. The other main aims of the Act (66 of 1995) include regulating the rights of trade unions, promoting and facilitating collective bargaining at the workplace and at a sectoral level. Section 16 of the Act (66 of 1995) refers to disclosure of information by the employer, which forbids the employer to disclose information, where it is:

- Confidential and if disclosed, may cause substantial harm to the employee; and
- Private personal information, which relates to an employee, unless the employee has consented to the disclosure of that information.

The matter of disclosure becomes important where employees are HIV positive and do not wish their status to become public knowledge. In the case of people with disabilities, especially where the disability is not self-evident and of a mental

nature, the right to non-disclosure is upheld in terms of Section 16 (5) of the Act (66 of 1995). On the one hand, voluntary disclosure validates the provision of reasonable accommodation measures by the Employer (Department of Labour Technical Assistance Guidelines on the Employment of People with Disabilities dated 2003, as issued by Department of Labour, 2003:18). On the other hand, non-disclosure by the employee with a disability (except where the disability is self-evident), will deny the provision of reasonable accommodation measures to such an employee.

3.2.7 The Skills Development Act, 1998 (Act No. 97 of 1998)

The Skills Development Act, 1998 (97 of 1998) has the potential to become a critical instrument regarding the promotion of employment opportunity and advancement for people with disabilities within the PGWC. The Act (97 of 1998) gives effect to an institutional framework in order to implement workplace strategies with regards to developing and improving the skills of the South African workforce. Additionally, the Act provides for Learnerships that lead to occupational qualifications, as well for the financing of skills development by means of a levy-grant scheme and a national skills fund. It follows that the provisions of the Act (97 of 1998) may be utilised for the employment of people with disabilities through the avenue of the Learnership element. People with disabilities may be employed and developed in terms of the Learnership model provided for in the Act (97 of 1998).

3.2.8 The Skills Development Levies Act, 1999 (Act No. 9 of 1999)

The Skills Development Levies Act, 1999 (9 of 1999) is read in close collaboration with the Skills Development Act (97 of 1998). The former provides for the imposition of a skills development levy. Section 3 of the former Act (9 of 1999) requires employers to pay an annual skills development levy to the Commissioner for the South African Revenue Service. Eighty per cent of levies collected by the Commissioner may be utilised for the funding of employer-initiated Learnership, as well as for the refunding of wages paid by employers to Learners during periods of training.

According to Section 28 of the Skills Development Act (97 of 1998), levy funding may be used for projects that are identified as national priorities or for other projects that further the purpose of the Skills Development Act (97 of 1998). There is no legislated or provincial impediment to the provision of funding for projects that may promote the employment of people with disabilities.

3.2.9 The Occupational Health and Safety Act, 1993 (Act No. 85 of 1993)

Section 8 of the Occupational Health and Safety Act, 1993 (85 of 1993) prescribes the general duties of employers within the context of occupational health and safety for employees. In general, every employer should provide and maintain a working environment that is safe and without risk to the health of its employees, without undermining the general duty of any employer in terms of the maintenance of an environment. Section 8 of the Act (85 of 1993) prescribes particular duties for the employed, which include:

- Taking reasonably practical steps in order to mitigate any hazard to employees;
- Establishing any possible hazards inherent in any job task, as well as precautionary measures to address the hazard;
- Providing all necessary information, instruction and training which will ensure the safety of employees in the workplace;
- Enforcing the necessary measures that are in the interests of health and safety;
- Ensuring that work is performed under the supervision of a person who is trained and competent; and

- Making sure that employees are informed of the scope of their authority with regard to their work, in order to prevent employees from undertaking work on their own initiative, where there is an element of unfamiliar danger.

The general duties of employers, within the context of the Occupational Health and Safety Act (85 of 1993) provides for a safe and healthy work environment for both able-bodied employees and those with a disability. The physical protection from injury of people with a disability such as blindness or deafness, for example, should require increased management vigilance in particular circumstances where the threat of injury is greater. Hence, the Act (85 of 1993) accords greater emphasis to the safeguarding of the health and physical well being of such employees.

3.2.10 The Compensation for Occupational Injuries and Diseases Injuries Act, 1993 (Act No. 130 of 1993)

The Compensation for Occupational Injuries and Diseases Injuries Act, 1993 (130 of 1993) provides for compensation for disablement caused by occupational diseases or injuries contracted or sustained by employees during the course of their work duties. Disablement may be temporary or permanent.

Section 22 of the Act (130 of 1993) states that where an employee meets with an accident that results in his disablement or death, the employee or the dependants will be entitled to receive benefits which are prescribed in the Act (130 of 1993). The Section is relevant to employees who become disabled or die during the course of their workplace duties. The employer has certain obligations in terms of the Act (130 of 1993) in order to retain any employee who becomes disabled in the course of employment.

3.2.11 The White Paper on Transforming Public Service Delivery, 1997 (*Batho Pele*)

According to the White Paper on Transforming Public Service Delivery (1997:1), public services are not a privilege in a civilized and democratic society; they are a right and a legitimate expectation that is held by all citizens, including people with

disabilities. Government institutions are required to optimise access to their services by all citizens. Such improvements in the general approach to service delivery resulted from the political changes that have occurred since the 1994 democratic elections, which places pressure on public service managers to reorient their operations.

The White Paper (1997:2) exhorts public service officials in provincial departments to deliver services in a manner that questions traditional methods. It also seeks to add value to resources used in the delivery of services. Public sector officials are now charged with providing service delivery, in accordance with the eight principles of *Batho Pele* outlined in the White Paper (1997:6). The legislation sets out eight transformation principles that target higher levels of service delivery to all citizens of this country. Service delivery is a key output because a transformed public service will be judged by its effectiveness to deliver services that meet the basic needs of all South African citizens. Improved service delivery "...is therefore the ultimate goal of the public service transformation programme" (White Paper, 1997:1). The principles of *Batho Pele* are examined in greater detail in Chapter Four of the research. Addressing the situation of scarce skills as examined in Chapter Four, partly by the employment of people with disabilities who possess the requisite skills and knowledge, should enhance improved service delivery.

3.2.12 The Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (Act No. 4 of 2000)

According to Howell, Chalklen and Alberts (2006:69) in Watermeyer 2006, one of the most important pieces of legislation relating to people with disabilities, is the Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (4 of 2000). The Act (4 of 2000) recognises the existence of systemic discrimination and inequalities with respect to race, gender and disability. Howell *et al*, (2006:69) claim that inequality occupies all spheres of life owing to past and current unfair discrimination while they emphasise the need to eliminate all such discrimination and inequality.

The Act (4 of 2000) binds the Government and all persons. In meeting its main purpose, the Act gives effect to the Constitution of South Africa towards preventing and prohibiting unfair discrimination. The Act (4 of 2000) also promotes equality and unfair discrimination and includes the following clauses in the preamble:

- The consolidation of democracy in our country engenders the need to eliminate all inequality, especially that which is systemic in nature such as the inequality that was spawned by colonialism, *Apartheid* and patriarchy; and
- Such systemic inequalities and unfair discrimination remain embedded in social structures, attitudes and practices, which undermine the hopes and aspirations of affected citizens.

Chapter 6 of the Promotion of Equality and Prevention of Unfair Discrimination Act (4 of 2000) is specific with regard to unfair discrimination that relates to people with disabilities. No person may unfairly discriminate against any person on the grounds of disability, which includes:

- Denying or removing any supporting or enabling facility to assist people with disabilities so that they may function within society;
- Contravening any code of practice or regulations, which govern accessibility; and
- Failing to remove obstacles that unfairly limit or restrict people with disabilities from accessing equal opportunities, or failing to take steps to provide reasonable accommodation measures where necessary, within society, or *within the workplace*.

The Act (4 of 2000) is unequivocal in the protection of the rights of people with disability.

3.2.13 The Employment Equity Act, 1998 (Act No. 55 of 1998)

The Employment Equity Act (55 of 1998) mandates equity in employment practices by requiring employers to set numerical targets for the employment of staff with regards to race, gender and disability. The aim is to ensure that staffing compositions reflect local or national population demographics in terms of race, gender and disability.

The concept of *human rights equality* (as opposed to *human rights equity*) has no singular focus on race or gender, but promotes the interests of all men, women, youth and any other disadvantaged social groupings, such as the poor or elderly men and women. The concept *human rights equality* includes people with disabilities in order to ensure access to employment, opportunity for promotion and equitable control of workplace resources. According to the Office on the Status of Women: South Africa's National Policy Framework for Women's Empowerment and Gender Equality dated 2000, as issued by the Office on the Status of Women (2000:22-23), the previous disadvantaged status accorded to women, youth, as well as people with disabilities, has marginalised these groups. The deliberate process of subjugating these social groupings has historically produced strong gender bias in favour of males, especially with regard to white males.

The principle of gender equality, which includes equality for disabled women, recognises that most institutions have, consciously or unconsciously, served only the interests of men, particularly white men. These practices continue to discriminate unfairly more than fourteen years after the first democratic elections were held in this country. The recognition of this principle encourages institutions to adopt an equality perspective towards gender, for example, in order to achieve transformation towards equality. The pursuit of gender equality should ensure that women are targeted for advancement, as well as for power sharing through a process of equal participation in decision-making and economic processes (Office on the Status of Women, 2000: 22-23).

3.2.13.1 Correcting historical imbalances

Section 2 of the Employment Equity Act (55 of 1998) promotes affirmative action measures that favour *black people* and women and provides for a situation of employment equity that should correct historical imbalances within society and in the workplace, in particular. The term, *black people*, which is defined in Section 1 of the Act (55 of 1998), is a legislated generic term which refers to Africans, Coloureds and Indians. The three population groups, together with women and people with disabilities, constitute the so-called *Designated Group* that is favoured by the Act (55 of 1998), for workplace employment and progression.

White able-bodied males and foreign nationals are excluded in the definition of the Designated Group. White women form part of the general term of *women*. Women of all races are thus incorporated into the Act (55 of 1998) for preferential employment treatment within the workplace. In practice, the allocation of jobs is targeted at members of the Designated Group who are either suitably qualified, or who demonstrate the potential to succeed in a job. In-service training and structured support systems aimed at disabled employees are regarded as essential support that should enhance the probability of success within the workplace. Figure 3.1 depicts various elements of both the Designated and Non-designated Groups.

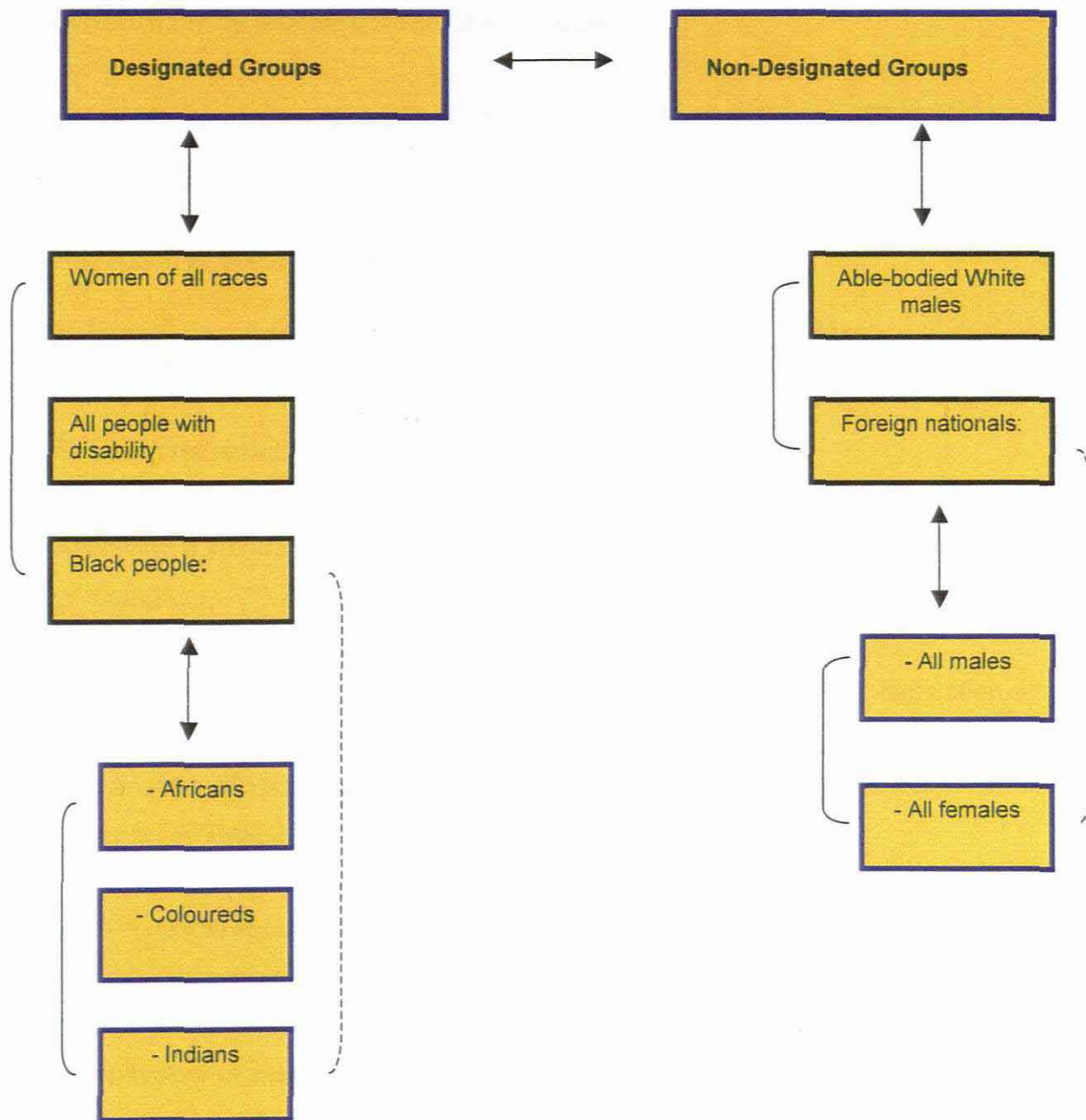


Figure 3.1: Composition of the Designated and Non-Designated Groups referred to in the Employment Equity Act, (Act No.55 of 1998)

The preamble to the Employment Equity Act (55 of 1998) recognises that the repeal of existing discriminatory laws will not, by itself, promote demographic representation within the workplace. Hence, the Act (55 of 1998) actively provides for employment equity by stating in the preamble that current disparities in employment caused by previous discriminatory laws and practices "...create such

Section 7 of the Constitution (1998) deals with financial matters and budgets and confirms the need to allocate funding for the redress of past injustices. In prioritising the allocation of funds in the provincial budget, the "...need to address imbalances, inequalities, inequities and the development needs of the people of the Western Cape" should be taken into consideration (Section 60).

3.3.2 Subordinate legislation, policy and directives for recruitment

The DPSA, the Public Service Commission (PSC), the National Department of Labour, the Department of the Premier in the Western Cape and various other PGWC departments within the Western Cape, have collectively developed and distributed various policy guideline documents. These relate to matters that affect the employees of the public service in general and specifically, by the inclusion of matters which relate to disability and employment. The monitoring of progress with disability employment is a key function of these Government bodies, particularly that of the DPSA and the PSC.

The Western Cape Provincial Administration: Affirmative Action Policy Framework for the Western Cape Provincial Administration dated 1997, as issued by the Western Cape Provincial Administration (1997:1) recognises: "...women, persons with disabilities and black people have been discriminated against under the effects of past discrimination treatment". The effect of this discrimination has produced differential access to employment, education and training. The above directive, which has been hailed as pioneering, recognises that all employees in the PGWC have the right to be treated equally and fairly, with protection from any form of discrimination within the workplace. The purpose of the policy framework document was to set out mandatory requirements in order to give new and clear direction on the steps required to address affirmative action measures towards achieving race, disability and gender representation within the PGWC departments. The policy documents and directives issued by the various role-players above are noted in the *List of References* and include:

- Department of Labour: *Code of Good Practice on the Employment of People with Disabilities* (2002);
- Department of Labour: *Code of Good Practice on the Integration of Employment Equity into Human Resource Policies* (2002);
- Department of Labour: *Code of Good Practice on the Preparation, Implementation and Monitoring of Employment Equity Plans* (1999);
- Department of Labour: *Technical Assistance Guidelines on the Employment of People with disabilities* (2003);
- Department of the Premier: *Public Service Coordinating Bargaining Council (PSCBC) Resolution No.7 of 2002*. Cape Town (2002);
- Office of the Premier: *Integrated Provincial Disability Strategy for the Western Cape* (2002);
- Office on the Status of Disabled Persons: *Implementing the Integrated National Disability Strategy. Manual One: Disability Awareness* (2003);
- Office on the Status of Disabled Persons: *Implementing the Integrated National Disability Strategy. Manual Two: Using the Integrated Disability Strategy* (2003);
- Office on the Status of Disabled Persons: *Implementing the Integrated National Disability Strategy. Manual Three: Planning with the Integrated Disability Strategy* (2003);
- Public Service Commission Investigation: *Assessment of the Reasons for the Inability of the Public Service to Recruit and Retain Persons with Disabilities* (2006); and

- Western Cape Provincial Government Policy on the Management of the Employment, Development and Career Progression of People with Disabilities (2004).

The national and provincial legislation, together with the relevant directives described in the preceding paragraphs, constitute a compelling case for the employment and progression of people with disabilities.

3.4 DEFINITIONS OF DISABILITY

The South African legislated definition of disability limits disability empowerment to the confines of the workplace with an approach based on a combination of the contrasting medical and social models of disability. In its simplest terms, the medical approach to disability "...assumes that the impairment or condition is a key problem, the [only] responses to which are to cure or care" (Office on the Status of Disabled Persons: Implementing the Integrated National Disability Strategy: Manual One: Disability Awareness dated 2003, as issued by the Office on the Status of Disabled Persons, 2003:7).

The medical approach to disability has been criticised by the Disabled People South Africa Pocket Guide on Disability Equity dated September 2001, as issued the Disabled People South Africa, (2001:6), which contends that disability should be defined within a context and should not focus on the disabilities of people. The current parochial approach towards the definition of disability perpetuates a culture of categorisation and stigmatisation within society. By contrast, the social approach to disability argues that the barriers imposed by society create an environment that effectively disables people. The lack of easy physical access to public transport systems, for example, limits the mobility of people with disabilities and inhibits the ability to access and sustain employment opportunities. Extending this disability perspective holistically evokes a suggestion of futility created by the provision of employment in the absence of an accessible and reliable public transport system.

The South African definition of disability provided in Chapter 1 of the Employment Equity Act (55 of 1998) is broadly based; consequently the assessment for disability may become a matter of contention in the workplace (Interview held with Opperman on 20 April 2007). The broad legislated definition of disability has an unintended consequence. According to the Public Service Commission Report on Disability Equity in the South Africa Public Service dated 2002, as issued by the Public Service Commission (2002:5), provincial departments lagging in progress towards meeting disability representation requirements and legislated employment equity targets, display a tendency to employ greater numbers of people with *minimal disability, such as those with a missing finger or toe*. The tactic creates the means to achieve progress towards meeting the Cabinet numeric target of 2% disability employment. The trend, however, avoids the placement of people with serious disabilities. The problem is exacerbated by locating these people with minimal disability at the lower post levels where there is little scope for advancement within the hierarchical structures.

The South African legislated definition of disability, as well as those of various other countries, is examined in the Chapter of the study in order to illustrate the *lack of a country-specific definition for disability*. The legislative framework relating to disability employment is constructed and examined in the Chapter.

Countries such as the United Kingdom and India have adopted a much broader approach than South Africa, with regard to the legislated definition of *disability*. The United States of America, as well as organisations such as the United Nations has positioned disability as a function of the relationship between persons with disabilities and their external environment (United Nations Enable World Programme of Action, 2006). These views on disability definition represent *radically different approaches; the first is narrow and limited to the workplace; the second extends disability into the broader social environment*.

The next paragraphs will examine the main definitions of *disability* that prevail in South Africa.

3.5 DEFINITIONS OF DISABILITY IN SOUTH AFRICA

The Employment Equity Act (55 of 1998) premises any understanding of diversity, [with regard to differences that prevail amongst people or organisations] upon a clear understanding of the provisions of the Act. The eradication of all kinds of discrimination can be successful only when diversity is fully understood. Meaningful transformation should emerge when organisations adopt and develop an organisational culture that accords dignity and respect to all employees (DPSA Discussion Paper on the Strategy for an Inclusive Public Service dated 2007, as issued by the DPSA, 2007:3).

As stated in Chapter One, the legislated definition of disability is fragmented. The situation has created confusion with regards to the workplace and social benefit for people with disabilities. Moreover, the legislated attempts at defining disability "...have fallen prey in one form or another, to the temptation of describing disability as primarily negative or deviatory" (Momm & Geiecker, 2006:3). The lack of common understanding with regards to definition has accordingly produced the unintended consequence of labelling such people. Disabled persons are viewed as individuals with whom all is not in good order, thus perpetuating the stereotyping of people with disabilities. The definition of disability will be discussed later in the Chapter regarding the two broad groupings of South Africans and those of other countries, in order to demonstrate the disparities in approach and definition.

3.5.1 Legislated definition

Certain definitions of disability and related descriptions of *impairment*, *disability* and *handicaps* have not been embraced by International Disability Rights Movements, mainly because these definitions have been developed without consultation with people with disabilities (The Disabled People South Africa, 2001:3). The above disability rights movements conclude that the various definitions of disability do not sufficiently reflect the social context. The definitions ignore the physical, attitudinal and communication barriers that continue to

exclude people with disabilities from participation as equal citizens. The Chapter examines the South African definition of disability and includes comment on a number of definitions from other countries.

The legislated South African definition for disability is provided in Section 1 of the Employment Equity Act (55 of 1998) and states: "People with disabilities mean people with a long-term or recurring physical or mental impairment, which substantially limits their prospects of entry into, or advancement in, employment." The Department of Labour: Technical Assistance Guidelines on the Employment of People with Disabilities (2003:8) expands on the legislated South African definition of *disability*, by explaining the key components of the disability definition in the Employment Equity Act (55 of 1998) in the next sections.

3.5.1.1 Impairment

The person should have an impairment, which may be either *physical* or *mental* or a combination of both:

- A *physical impairment* means a partial or total loss of a bodily function or part of the body and includes sensory impairments such as being deaf, hearing impaired or visually impaired; and
- A *mental impairment* is a clinically recognised condition or illness that affects a person's thought processes, judgements or emotions. Mental impairment includes conditions such as intellectual, emotional and learning disabilities.

3.5.1.2 Duration

Impairment should be *long-term* or *recurring*. *Long term* means that the impairment has lasted, or is likely to persist, for at least twelve months. *Recurring* means that the impairment is likely to happen again, is substantially limiting and includes a constant chronic condition, even where the effects on a person fluctuates, such as some forms of multiple sclerosis.

Progressive conditions refer to conditions, which are likely to change, develop or recur. People who live with progressive conditions or illnesses are considered as people with disabilities once the impairment begins to substantially limit a person's ability to perform his/her job. Progressive or recurring conditions are not disabilities where they have no overt symptoms or symptoms that do not substantially limit a person's prospects of securing and remaining in employment.

3.5.1.3 Effects

Impairment should be *substantially limiting*. Impairment is substantially limiting if, in its nature, duration or effects, it significantly limits the person's ability to perform the essential functions of the job under consideration. Users of spectacles or contact lenses, for example, are no longer regarded as people with disabilities, unless the vision remains substantially impaired even with the use of such spectacles or contact lenses.

Undue hardship, within the context of reasonable accommodation measures, means having to implement actions that require significant or considerable difficulty or expense by the employer. The situation would involve considering, amongst other things, the effectiveness of the accommodation and the extent to which it would seriously disrupt the operation of the business (Department of Labour: Technical Assistance Guidelines on the Employment of People with Disabilities dated 2003, as issued by the Department of Labour, 2003:21).

As stated in Chapter One (1.2.2) of the study, *disability* appears in the workplace in varying degrees with no specific international definition that standardises the process of disability assessment. Disability assessment is necessary in order to determine whether one has a disability or not and has emerged as a key element in the recruitment and empowerment processes, particularly where a disability is not self-evident.

3.5.2 Department of Public Service and Administration

The DPSA defines disability, in Job Access 2006-2010 (2006:44), in a manner that comprehensively extends the definition from the confines of workplace to the domain of the community and mainstream society. The DPSA views disability as "...the loss or elimination of opportunities to take part in the life of the community equitably with others". The definition relates to societal barriers that are encountered by people with physical, sensory, psychological, developmental, learning, neurological, or other impairments. Furthermore, these conditions may be permanent, temporary or episodic in nature and cause activity limitations and participation restriction within the mainstream society. Such barriers may result from economic, physical, social attitudinal and cultural factors. (DPSA Job Access 2006-2010 dated 2006, as issued by the DPSA, 2006:44). The definition of disability as presented by the DPSA is a broadly-based definition that promotes full participation by people with disabilities within mainstream society.

3.5.3 Preferential procurement

The Government tender procedures provide preferential treatment in the tender and bid processes for historically disadvantaged persons (Preferential Procurement Regulations 2001:2) pertaining to the Preferential Procurement Policy Framework Act, No. 5 of 2000. The above Regulations define disability by stating that "Disability means, in respect of a person, a permanent impairment of a physical, intellectual, or sensory function, which results in restricted, or lack of, ability to perform an activity in the manner, or within the range, considered normal for a human being."

A historically disadvantaged person within the context of preferential procurement is regarded as a South African citizen who:

- Had no franchise in national elections prior the introduction of the South African Constitutions of 1983 and 1993 ("the interim Constitution");

- Is a female; and /or
- Has a disability.

The abovementioned procurement system includes people with a disability for preferential treatment in the awarding of contracts for the provision of goods and services within the PGWC. The definition of disability adopted for purposes for procurement, given its context of application, differs from the legislated South African version that remains restricted to the arena of employment practices. The conceptual differentiation in the approach adopted for the procurement processes above may be viewed as positive progress for a disabled person. The differentiation translates into increased levels of interaction within the immediate work surroundings and the social context.

The approaches to the definition of disability vary according to the purpose that the definition seeks to fulfil. The various South African definitions of disability, for example, seek to promote the employment of people with disabilities and ignore the societal context of disability. The definitions of *disability* adopted in certain other countries are briefly discussed in the next paragraph.

3.6 DEFINITIONS FROM OTHER COUNTRIES

The legislated approaches that relate to the definition of *disability* are varied within countries and internationally. There is no standard international definition of *disability* in use. The United Nations General Assembly SOC/4709 dated 2006, as issued by the Disability Drafting Convention Committee of the United Nations General Committee 2006:2 argues that it is important to develop an international definition of *disability* "...which would provide a common language to all countries". The Committee adds that the definition should be moved away from the outmoded medical emphasis and concentrate on the relationship between the individual and the external environment within society.

The Indian publication, D in Disability India Network (2007) criticizes the Indian legislated definition of *disability*, which is found in the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act of 1995, as being too complicated "...based on elaborate scientific and physical data". The complexity has led to litigation challenges from citizens who claim to have acquired a disability in the course of their employment (United Nations General Assembly, SOC / 4709, 2006:1). The Indian Courts have heard arguments by citizens who filed for legal classification of disability in order to accrue the employment-related benefits to be derived from being assessed as disabled. For example, in the case of Rasala Gopa who petitioned the High Court of Andhra Pradesh, the Court ruled that "...every small defect cannot be treated as a disability unless the disability in question is able to differentiate the petitioner from people with ordinary faculties" (D in Disability India Network (2007)). In South Africa by contrast, the legislated definition limits disability to the relatively narrow confines of the workplace (Section 1 of the Employment Equity Act, 55 of 1998).

3.6.1 United States of America

The United States of America: Americans with Disabilities Act, 1990 (Section 2.7) acknowledges that people with *disabilities* are "...a discrete and insular minority who have been faced with restrictions and limitations ... based on characteristics that are beyond the control of such individuals". The Act (1990) defines a person with a disability as one who has physical or mental impairment that substantially limits one or more of the major life activities of the person, or one who has a record of such impairment. The Act (1990) broadens the definition of *disability* by including the listing of a "qualified individual with a disability". The term refers to a person with disability who is able to perform the essential functions of a job with or without reasonable accommodation measures. The employer should determine which functions are essential, for the purposes of such a classification. The relevant job description should be considered as evidence of the essential functions of such a job.

3.6.2 India

“The Disability Rights Movement in India started only in the early 1990s.” (Hosamane, 2001:6). After the launch of the *Asian and Pacific Decade of Disabled Persons*, the Disability Rights Movement received a boost and in 1993 the Indian government had arranged a national seminar to debate the various issues that impact on citizens with disabilities. After lobbying by the Disability Rights Group, the Indian government passed crucial disability legislation in a single day when both Houses of Parliament approved the India: Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act of 1995 (India: 1995).

Singh and Nizamie (2004:4-5) contend that the collective definition of disability in the India: Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act of 1995 is encapsulated within a number of specific elements, which include:

- *Disability*, which refers to blindness, low vision, leprosy-cured, hearing impairment, locomotor disability, mental retardation and mental illness;
- *A person with a disability* refers to a person suffering from not less than 40% of any disability as certified by a medical authority;
- *Mental illness* refers to any mental disorder other than mental retardation;
- *Mental retardation* refers to a condition of arrested or incomplete development of the mind of a person, which is characterised by subnormal intelligence;
- *Cerebral palsy* refers to a group of non-progressive conditions of a person which is characterised by abnormal motor control posture resulting from brain injuries that have occurred in the pre-natal, peri-natal or infant period of development;

- *Blindness* refers to total absence of sight or visual acuity which does not exceed 6/60 or 20/200 in the better eye with correcting lenses, or limitation of the field of vision subtending an angle of 20 degrees or worse;
- *Hearing impairment* refers to the loss of 60 decibels or more in the better ear in the conversational range of frequencies; and
- *Locomotor disabilities* refer to disability if conditions within the bones, joints or muscles lead to substantial restriction of the movement of the limbs or any form of cerebral palsy.

Closer examination and interpretation of the above definitions of *disability* supports the view that the South African definition is restrictive in scope when compared with legislated definitions found within other countries.

3.6.3 United Kingdom

The Shaw Trust: Ability at Work (2006:1) states that the Great Britain: Disability Discrimination Act (1996) of the United Kingdom makes it unlawful to discriminate against people with disabilities in the following areas:

- Recruitment and selection processes;
- Access to goods, facilities and services;
- The management, buying or rental of land or property; and
- In the provision of educational facilities.

The Great Britain: Disability Discrimination Act, 1996 (as cited in Shaw Trust, 2006:1) defines a person with disabilities as someone who has a physical or mental impairment which has a substantial and long-term adverse effect on the person's ability to carry out normal day-to-day activities. The definition is meant to

be a fairly wide definition of disability. *Physical impairment* incorporates the weakening or any adverse change of a part of the body which is caused through illness, by accident or from birth and many other situations such as blindness, deafness, heart disease, the paralysis of a limb or severe disfigurement.

3.6.4 United Nations and World Health Organisation

At the United Nations International Convention on the Rights of Persons with Disabilities (United Nations General Assembly, 2006:1) the drafting committee drafted the first-ever international treaty on the rights of the world's 650 million people with disabilities. The committee urged the adoption of an *international definition of disability* that would provide a common understanding among all countries. The committee was of the view that any new definition of *disability* should move away from the outdated medical definition. Instead, the definition should focus on the relationship between the individual and the environment, within a broader society. Clear distinctions were made amongst the terms of *impairment*, *disability* and *handicap* by the United Nations Enable World Programme of Action dated 2006, as issued by the World Health Organisation (2006:2), as follows:

- *Impairment* refers to any loss or abnormality of a psychological, physiological, or anatomical structure or function;
- *Disability* refers to any restriction or lack of ability (resulting from an impairment) to perform an activity within a range, which is considered normal for a human being; and
- *Handicap* refers to any disadvantage for a given individual that results from an impairment or disability that limits or prevents the fulfilment of a role, which is normal for that individual, depending on age, sex, social and cultural factors. A handicap becomes a function of the relationships that exists between people with disabilities and their immediate work and social environments.

The view on a universally accepted definition of disability proposed above by the United Nations General Assembly (2006:1) is not shared by Momm and Geiecker (2006:4). They reject the development of a definition of disability that may be applied universally as an impossible task. Every country and almost every administrative body, by necessity, functions with different concepts of disability. Thus, every attempt to measure disability statistically must take into consideration the fact that "...disability is a system-dependent, and therefore relative concept" (Momm and Geiecker, 2006:4).

3.6.5 International Labour Organization

The International Labour Organization definition of a person with a disability is focussed on access in conjunction with the return to the workplace after sustaining a disabling injury. The definition ignores the social context of disability. The definition refers to any individual whose "...prospects of securing, *returning to*, retaining and advancing in suitable employment are substantially reduced as a result of a duly recognised physical, sensory, intellectual or mental impairment" (International Labour Organization Code of Good Practice on Managing Disability in the Workplace, 2001:3). The above definition of disability describes *impairment* as any loss or abnormality of a psychological, physiological or physical function, which includes the loss of any systems of mental function.

3.7 SUMMARY

The Chapter has described the legislative and administrative framework for the recruitment and management of people with disabilities within the PGWC. The focus has fallen on the requirements of national and international legislation, as well as those contained within Government policies relevant to people with disabilities. Whilst an array of legislated protection that assures the equality and other rights of people with disabilities is in place, no single provincial or national legislation that relates exclusively to *disability* exists. The Chapter has examined the legislated South African definition of *disability*, as well as that preferred by South African organisations and also described the various definitions of *disability*

as legislated in certain other countries. The references to disability definitions from other countries provided the setting in which to demonstrate that *disability* is a worldwide phenomenon, yet one which lacks a common understanding of its definition. The literature researched in the Chapter indicates that disability transformation should be structured and become imbedded within the legislated framework in order to increase the rate of employment amongst people with disabilities.

Thus far, there are mixed views regarding the adoption of a universal definition of disability. Significantly, the literature review of local and international labour-related legislation indicates no legislated intent to hinder the employment and progression of people with disability within the workplace. On the contrary, legislation has proceeded on the understanding that disability employment is something that can be overcome by means of positive measures. These may be ameliorative in nature, such as the prescriptive workplace measures of reasonable accommodation. Cooperatively, South African legislation and related Government policy and directives have created an incontrovertible foundation on which to facilitate the employment and progression of people with disabilities.

Chapter Four will examine disability as a field of study, assesses the current status on the employment of people with disabilities within the PGWC and describes the core functions of the various PGWC departments.

CHAPTER 4

DISABILITY TRENDS WITHIN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

4.1 INTRODUCTION

The Chapter will examine trends in the employment of people with disabilities within the PGWC as a logical extension of the themes of discrimination and marginalisation developed in the previous Chapters. Chapter One indicated the need to transform recruitment and selection processes within the PGWC in order to increase the said rate. The philosophical and theoretical foundation for the employment and management of such people with disabilities was presented in Chapter Two which expanded on the manner in which societal norms worldwide perpetuate the marginalisation of such people. The theme of unfair discrimination was continued in Chapter Three where an analysis of the relevant constitutional and legislative framework revealed the absence of disability-specific legislation. The various legislated definitions of disability, noted worldwide, create a lack of common understanding regarding the definition of disability. The absence of similar legislation has resulted in a fragmented and discordant policy approach to disability and employment. Nonetheless, the existing array of relevant South African legislation provides legislated political support for the employment of people with disabilities.

Chapter Four will examine disability in terms of the trends in disability employment. Various sets of statistics will depict related data with regards to disability. The statistics will encompass categories of disability, together with the numbers of people with disabilities in South Africa, as well as indicate the incidence of disability in South Africa and the rate of employment of people with disabilities within the PGWC. The Chapter will also examine the critical issue of the related progress made towards the transformation of the public service. Such progress is linked to the discussion of the earlier theme regarding discrimination that is both fair and unfair in nature.

4.2 SITUATIONAL ANALYSIS OF DISABILITY WITHIN SOUTH AFRICA

The understanding of disability as a field of study (within South Africa) is critical for progress towards the development of a normative model for the employment and retention of people with disabilities. Having traversed the philosophical and theoretical base for the management of disability, as well as the relevant legislated framework, a logical development for the research would comprise the examination of variables that impact on disability employment. The following sections of the Chapter grapple with related aspects of the employment of people with disabilities, such as the pursuit of transformation within the public service and the need for fair discrimination with respect to disability employment, while a transformational view of social change is also examined.

A situational analysis of progress within disability employment is facilitated with the presentation of a series of statistics. The analysis will confirm the need to achieve an increase in the rate of disability employment within the PGWC. Finally, a brief overview of each PGWC department permits a glimpse into the range of services offered to the citizens of the Western Cape. Each PGWC department may potentially exert an influence on aspects pertinent to the wellbeing of people with disabilities both socially and in the workplace. The manner in which the departmental mandates are executed should determine the impact on the workplace and social sphere. Hence, the transformation of the public service is closely linked to the successful implementation of any normative model for the employment and progression of people with disabilities.

The Department of Social Development as well as the Department of Transport and Public Works, for example, jointly possess the potential to create significant positive social change through the judicious execution of their core functions. The former dispenses cash grants to people with disabilities, while the latter is responsible for the provision of an integrated public transport system, as well as the accessibility of the built environment. The related performance outcomes of both departments seem to assume significance in influencing the social setting for people with disabilities, though none of the outcomes forms part of the research. It

may suffice to state that the meaningful employment and retention of people with disabilities is dependent on many factors external to the workplace. One such external element is the provision of an efficient and public transport system able to cater for commuters with special needs, such as people with disabilities. The success of disability employment and retention is, to a large extent, dependent upon an efficient and effective public transport system in order to commute to and from the workplace. The various aspects of disability relating to an efficient and affordable public transport system could be the subject of future research.

4.2.1 The pursuit of transformation

The DPSA was established in 1996 as a national department in order to lead the transformation of the public service. The mechanism required to achieve the transformation is the extension of service delivery to previously disadvantaged and marginalised communities, as well as to significantly improve gender, racial and disability representativity within the public service. According to the DPSA Annual Report: 2003 / 2004 dated 2004, as issued by DPSA (2004:1) the DPSA functions with a mandate from national Government to create a responsive public service that delivers in terms of the Government's commitment to a better life for all the people of South Africa. The mission of the DPSA requires the rendering of professional support to the Ministry of Public Service and Administration. The DPSA has become a leader in the transformation process of the public service by developing appropriate policies and facilitating their implementation through strategic interventions and partnerships.

According to the DPSA Annual Report: 2003 / 2004 dated 2004, as issued by DPSA (2004:1), the South African Public Service has undergone "...major changes since the introduction of the new democratic dispensation in 1994". The DPSA claims that progress thus far has brought about a change in the traditional approach to managing human resources. The new approach is goal-directed with the focus falling on the resourcing of particular occupational groups within the Public Service, such as those experiencing critical skills shortages.

The White Paper on Transforming Public Service Delivery (1997:3) acknowledges that the public service has been operating within "...over-centralised, hierarchical and rule-bound systems inherited from the previous dispensation". Such a mechanistic-type management structure (Table 2.1) makes it difficult to hold individual officials accountable, because in such systems:

- Decision-making is diffused;
- The focus remains on inputs in preference to outputs;
- Value for money is not encouraged;
- Uniformity is rewarded above effectiveness and responsiveness; and
- Inward-looking and inflexible attitudes are encouraged, which do not promote high levels of service delivery.

Ultimately, the public service should become a functioning system of greatly transformed employees who deliver services to all the citizens of the country. Inherent in the need to transform the public service is the need to transform the knowledge, skills and attitudes of all employees. The work and direction of the DPSA as leader of the transformation process should spearhead the integration of processes such as a wider gender perspective into the work of (DPSA Strategic Framework for Gender Equality in the Public Service: 2006-2015 dated 2006, as issued by the DPSA, 2006:19). A closer interpretation of the preceding statement serves to define the collective intended outcomes of the DPSA as a coherent integration of people with disabilities into a workplace which will ultimately function free of unfair discrimination.

4.2.2 Discrimination

Non-discrimination is a fundamental concept of human rights legislation which is found in human rights conventions, as well as within South African legislation, as documented in Chapter Three. According to Section 6 of the Employment Equity

Act 1998 (Act 55 of 1998), discrimination is impermissible, both in direct and indirect forms. *Direct discrimination* is observed when, for example, an employer refuses to employ someone on the basis of his/her disability, even though job performance may be achieved through the provision of reasonable accommodation measures provided by the employer.

Indirect discrimination in society emerges during voting for elected officials, for example, when accessible ballots are not made available to persons with visual impairment. In the arena of the workplace, the employer is expected to effect appropriate accommodation measures for persons with disabilities "...when an employee voluntarily discloses a disability-related condition..." (Department of Labour: Technical Assistance Guidelines on the Employment of People with Disabilities dated 2003, as issued by the Department of Labour, 2003:18). Failure to provide reasonable accommodation is a form of unfair discrimination. Measures of reasonable accommodation include adjustments and modifications made to the work environment in order to allow persons with disabilities to exercise the same rights and freedoms as others (United Nations Enable World Programme of Action Concerning Disabled Persons, 2006).

Regardless of the nature of the disability, exclusion and discrimination against people with disabilities have persisted throughout the ages. In this regard, the President of South Africa, Mr Thabo Mbeki, declared that one yardstick by which to measure a society's respect for human rights "...is by looking at the status that it accords to those members of society who are most vulnerable, disabled people, the senior citizens and its children" (Office on the Status of Disabled Persons: Implementing the Integrated National Disability Strategy: Manual One: Disability Awareness dated 2003, as issued by the Office on the Status of Disabled Persons, 2003:3).

4.2.3 Fair discrimination

The outlawing of unfair discrimination does not exclude all discrimination, since so-called *fair discrimination* may be practised legitimately within the context of employment workplace practices. Accordingly, an employer may discriminate fairly

by taking affirmative action measures that are consistent with the provisions of the Employment Equity Act, 1998 (55 of 1998), or to exclude any person on the basis of any inherent requirements of the job. Such exclusion is considered fair discrimination in terms of the above Act (55 of 1998). Hence, the DPSA pursues preferential treatment for members of the so-called Designated Group, such as people with disabilities, where these groups are under-represented in the public service.

The DPSA is a major employer in all the provinces of South Africa, with a staff complement totalling 1 056 244 in number, representing 9% of the total employment in South Africa (DPSA Human Resource Development Strategy for the Public Service: Strategic Framework Vision 2014 dated 2007, as issued by the DPSA (2007:17). Salary levels increase progressively with seniority, from levels one to sixteen, with the top levels being occupied by senior managers and the elected authority in provinces, such as the various Ministers of the Executive Council. The DPSA is responsible for "...addressing managerial and systems issues and for making sure that the public service has the properly qualified, motivated and resourced people it needs" (DPSA Annual Report 2004-2005 dated 2005, as issued by the DPSA). The size of the public service staff complement, and its geographical spread over nine provinces, presents the DPSA with a challenging and overarching role to play in the employment and retention of people with disabilities in the South African public sector.

The Office on the Status of Women: South Africa's National Policy Framework for Women's Empowerment and Gender Equality dated 2000, as issued by the Office on the Status of Women (2000:2), declares that South Africa as a country is still emerging from many years of institutionalised racism, the nature of which propagates the view that "...a person's worth has been dictated by the colour of their skin". Two social groupings, namely able-bodied white males and foreign nationals of both sexes, fall outside of the definition of the *Designated Group*, which has been illustrated in Figure 3.1 and defined in Section 1 of the Employment Equity Act, 1998 (55 of 1998).

The *Designated Group* comprises the following elements:

- Women of all races;
- Black people, which refers to Coloureds, Africans and Indians; and
- People with disabilities.

In an interview held on 10 March 2007 with Kiderlen, a professional white male employed as a mechanical engineer in the PGWC, he (Kiderlen 2007) argues that the pursuit of equity in the workplace is being achieved at the expense of white males who feel prejudiced by the preferential treatment accorded people with disabilities. The legislated bias exhibited towards able-bodied women of all races adds a further negative dimension to the already-disadvantaged position of the white, male, public service employee. Kiderlen (2007) asserts that the philosophy of equity within employment contributes to lowered levels of satisfaction amongst able-bodied white male employees. Such dissatisfaction is not openly expressed within the public service owing to fears of appearing politically incorrect.

The Chapter presents the argument that disability is a worldwide phenomenon, yet is diverse in nature. One key characteristic of the public service that prevailed during the *Apartheid* era was its highly discriminatory nature, leading to a complete erosion of its legitimacy among the majority of South African citizens (Public Service Commission State of the Public Service Report dated April 2006, as issued by the Public Service Commission, 2006:59). Selected criteria of race, gender and physical abilities were applied as critical areas for recruitment; merit was not necessarily a criterion. Accordingly, the transformation of the public service has since become a Government imperative in order to redress the past injustice.

In South Africa, the DPSA and the PSC remain the collective driving force behind the transformation of the public service from a situation of gender and disability marginalisation to a state of workplace equality and equity. The process of

achieving workplace equity requires the removal of unfair institutionalised discrimination throughout the public service, within the constraints of scarce human resources.

The following paragraphs furnish statistics with respect to the rate of disability employment within each department of the PGWC, as well as a brief overview of the core functions of the current provincial departments. An understanding of the reasons for the existence of the PGWC departments will offer an indication of where the impact of disability employment may extend to the external environment and society at large. Addressing the external impact could become the subject of future research.

4.2.4 Disability statistics

At one stage in South Africa, arriving at valid and reliable statistical data concerning disability in its various forms was not possible. Statistics in this regard have been both sketchy and poorly documented. The problem was compounded by the lack of a standard definition of disability (The Public Service Commission Report on Disability Equity in the South Africa Public Service dated 2002, as issued by the Public Service Commission, 2002:45). Since the PSC published the above report in February 2002, all national and provincial departments have been required to maintain accurate records of all employees with a disability. Nevertheless, there has been a historical lack of reliable data regarding the nature and prevalence of disability in South Africa. The practice of viewing disability within a health and welfare framework led to the failure of disability "...being integrated into mainstream statistical processes" (Independent Living Institute, 2006:1).

Statistics relating to types of disability are indicated in Table 4.8 where the various types of disabilities, recognised in South Africa are explained. Tables 4.5 to 4.7 indicate disability statistics which relate to the PGWC. Included in the set of tables are statistics regarding the levels of public service employment for people with disabilities, as well as a breakdown of disability by race and gender.

Statistics with regards to categories of disability in South Africa, which have been extracted from the Central Statistical Service Census, 2001 are depicted in the following paragraphs (Prevalence of Disability dated 2005, as issued by Statistics South Africa 2005). The Census 2001¹ provides statistics with regards to disabled people in South Africa, including the statistic that disabled people, 2 255 982 in number, constitute 5% of the total population enumerated in the 2001 Census. The racial categories of people with disabilities are shown in Table 4.1.

Table 4.1: Racial categories of people with disabilities in 2001, in South Africa

Race	Number of people with disabilities	% of total disability population enumerated	% of total population in South Africa
African	1 854 376	82,20%	4,11%
Coloured	168 678	7,48%	0,373%
Indian / Asian	41 235	1,83%	0,091%
White	191 693	8,49%	0,426%
Total	2 255 982	100%	5%

Source: The Central Statistical Service Census, 2001 (Prevalence of Disability dated 2005, issued by Statistics South Africa 2005:12)

The number of disabled females in 2001 was 1 173 939, compared to 1 082 043 males. Table 4.1 above indicates that Africans (males and females combined) represented the highest disability frequency at 4,11% of the total South African population, at the time of Census 2001. The number of people with disabilities, by province, is shown in Table 4.2 which indicates that the highest prevalence of disabilities at 6,8%, was noted in the Free State. Gauteng Province was the least

¹ The Census 2001, published in 2005, is the most recent one, since a national census is undertaken every ten years.

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¹ The Census 2001, published in 2005, is the most recent one, since a national census is undertaken every ten years.

affected province, housing 3,8% of the total disabled population. The Western Cape ranked eighth just ahead of Gauteng, with a disability prevalence of 4,1%.

Table 4.2: Number of people with disabilities, by province and gender

Province	Male	Female	Total	% of provincial population with disabilities
Free State	87 758	97 619	185 377	6, 8%
Eastern Cape	173 229	199 037	372 266	5, 8%
North West	105 169	106 055	211 224	5, 8%
Mpumalanga	87 317	94 874	182 191	5, 8%
Northern Cape	23 620	23 353	46 973	5, 7%
Limpopo	124 128	144 774	268 902	5, 1%
Kwa-Zulu Natal	219 685	250 903	470 588	5, 0%
Western Cape	96 549	90 301	186 850	4,1%
Gauteng	164 588	167 023	331 611	3, 8%
Total: South Africa	1 082 043	1 173 939	2 255 982	5%

Source: The Central Statistical Service Census, 2001 (Prevalence of Disability dated 2005, issued by Statistics South Africa, 2005:12)

It may be acknowledged from Tables 4.1 and 4.2 that certain sectors of the disabled communities experience greater discrimination than others. Blacks and females with disabilities generally seem to bear the brunt of exclusion and

marginalisation more strongly than males. Discrimination tends to spill into the employment market where relatively few people with disabilities are represented within all job categories.

4.2.5 Scarce human resources

The organisational culture and work ethos of the public service are focused on the provision of services, generally without the need to generate income for meeting operating expenditure. Qualified and competent human resources remain a scarce commodity in the public service. According to the DPSA Human Resource Development Strategy for the Public Service: Strategic Framework Vision 2014 dated 2007, as issued by the DPSA (2007:19), "...the historical legacy of under-educating a large portion of the population..." has limited the availability of the number of qualified people, as well as the quality of their qualifications. On the one hand, the Government is faced with a situation where a shortage of skills is evident. On the other hand, it should expand its operations in order to create service delivery in a wider geographical spread where services have been previously denied or neglected. These are two competing demands that lead to conflict against a background of scarce resources. Moreover, the Government recruits staff in a highly competitive market, unable to compete with salaries offered by the corporate sector. The PGWC is faced with exactly the same constraints, resulting in an increased labour mobility owing to the trend of people being lured away from service in the public sector.

It follows that the utilisation of resources in the public service in pursuit of policy goals, "...should be optimally effective, efficient and productive, and legitimately and legally democratic" (Schwella, Burger, Fox & Muller, 2001:6). It may be interpreted, from an examination of the previous statement, that the efficient and effective use of public resources should form a critical element in the successful implementation of any normative model for disability and employment within the PGWC.

4.2.6 A dependency on Government support

The Public Service Commission Report on Disability Equity in the South African Public Service dated 2002, as issued by the Public Service Commission (2002:2), contends that current labour legislation tends to discourage people with disabilities from entering the labour market. Once in employment, people with disabilities must forfeit their Government disability pensions. According to the above report, where any such person with a disability fails to remain in employment, the reinstatement of the disability pension is a long process that results in financial hardship in the interim. Where a disabled person secures employment at a salary that is substantially the same as the Government pension or even less, the situation provides an incentive for the disabled person to consider reclassification as one needing state assistance (Report on Disability Equity in the South African Public Service, 2002:5). Under such circumstances it becomes more appealing for the disabled person to elect the route of a Government benefit for daily support, especially with regards to the benefit of medical treatment by the Government.

In addition to the negative attitudes that bedevil people with disabilities, on entering the world of economic self-sufficiency, the bureaucracy of Government departments has relegated people with disabilities to financial dependence on Government assistance. Hence, a contradiction appears to exist between the legal intent regarding the pension benefit for a disability and the related practices in society. On the one hand, the legislation promotes the employment of people with disabilities, while on the other hand, failure to hold onto employment brings unintended sanctions into force.

Table 4.3 below, taken from the Central Statistical Service Census, 2001 (Prevalence of Disability dated 2005, as issued by Statistics South Africa 2005:14) documents the types of disability noted with regards to economically active people with disabilities in South Africa.

Table 4.3: Percentage of people with disabilities, by type in South Africa.

Type of disability	% of total disabled population
Sight (blind and partially sighted)	28,06%
Hearing	19,92%
Physical	17,46%
Intellectual	11,32%
Multiple (more than one disability)	11,17%
Emotional	8,88%
Communication	3,19%
Total	100%

Source: The Central Statistical Service Census, 2001 (Prevalence of Disability dated 2005, issued by Statistics South Africa, 2005:14)

4.2.7 A transformational view of social change

The Centre for Higher Education Transformation: The Employment Equity Act - Implications and Challenges for Higher Education dated 2001, as issued by the Centre for Higher Education Transformation (2001:36) (CHET), states that a transformational model for social change "...implies that the discriminatory elements within institutional cultures and practices must [first] be eliminated". Moreover, CHET (2001) contends that such social practices should be replaced with others that affirmatively accommodate and promote historically excluded individuals and groups. The theoretical position of a transformational view of social change is founded on two critical conceptual distinctions, the first being the distinctions between *equality* and *equity*. *Equality* is regarded as an abstract, yet

universal conception of identity that bestows upon citizens human and constitutional rights that are protected by law. The concept of *equity* rests on "...recognising and addressing significant differences" which result from unequal power relationships that need to be balanced (CHET, 2001:36).

The second theoretical distinction of social change is found between the *assimilationist* and *transformational* models of social change. In the first model, members of marginalised groups such as people with disabilities are expected to survive and succeed within a discriminatory setting by individually overcoming social and other barriers. Within the contrasting transformational model of social change, the institutions would act to eliminate discriminatory elements within the organisational culture, as well as to remove inappropriate social practices that exist within the setting. The discriminatory practices are then replaced by measures that are designed to accommodate and promote marginalised groups and individuals (CHET, 2001:36).

4.2.8 A case study of social change

The approach adopted by Ned Doman High School in the Western Cape, towards accommodating a schoolgirl with a disability, illustrates a transformational aspect of social change in combination with measures of reasonable accommodation, as outlined in CHET (2001). An article published in the Cape Argus (Keating, 2006:3) highlighted the case of Western Cape schoolgirl Kamielah Abrahams who has *spina bifida*, a physical disability that requires the use of a wheelchair for mobility. Abrahams, who is a pupil with special needs, aspired to attend a mainstream high school and was admitted to Ned Doman High School in Athlone, Western Cape. According to Keating (2006:3), the teachers and staff effected several physical and attitudinal changes at the Ned Doman High School in order to accommodate her needs, allowing Abrahams to interact with able-bodied pupils and feel part of society in an inclusive schooling system.

In a telephone interview held on 24 July 2007 with Daniels, Secretary at the Ned Doman High School, she reported that several measures of reasonable accommodation were introduced, including:

- Creating concrete ramps leading to the main administration building, as well as ramps which lead to the classroom used by Abrahams;
- Locating Abrahams' classroom on the ground floor;
- Installing toilet facilities which are appropriate for a learner who uses a wheelchair;
- Sensitising the other learners, at the morning school assembly, to the needs of Abrahams as a learner with a disability; and
- Creating a communication link between Abrahams and the school management team, which allowed Abrahams to report negative stereotyping or unfair discrimination directed at her disability.

4.2.9 Approaches to disability

Stalker, Baron, Riddell and Wilkinson (1999:5) state that the need for theory to inform disability practice is a commonplace assumption in the caring professions. Criticism has been levelled at social work for its relative isolation from theory, which has resulted from functioning in the absence of a wider theoretical framework. According to Davies (1991) as cited in Stalker *et al* (1999:5), where Davies (1991) focuses on three approaches to disability, the framework is deemed necessary in order to counter a tendency towards eclecticism. Firstly, the *normalisation model* seeks to achieve the maintenance of non-deviant or normative behaviour. In terms of the approach, individuals with learning difficulties, for example, should be encouraged to minimise characteristics generally regarded as deviant and to develop attributes viewed as socially desirable. People with disabilities are expected to blend with their social and work environments. In

essence, such people become stigmatised as objects of ridicule. Secondly, the *social model of disability* points to material constraints and barriers within society and holds that these constraints create the source of disability and not the individual disability itself. Thirdly, the *medical model* may be related to the broader thinking where the experience of being disabled is "...assumed to constitute a continuing personal tragedy, triggering a chronic grief reaction" (Stalker *et al*, 1999:5).

The White Paper on an Integrated National Disability Strategy dated 1997 (as issued by the Office of the Deputy President, 1997:9-11) supports the views of Stalker *et al* (1999:5) with regards to the medical and social approaches to disability. Disability has historically been regarded as a predominantly health and welfare issue, with Government interventions being channelled through welfare institutions. The prevailing philosophy with regards to the medical approach dictates that people with disabilities are to be assisted as part of a deserving poor community. The dependency created by the medical model has disempowered people with disabilities by removing them from the mainstream of society and the economy. In contrast, the social approach to disability attributes the collective disadvantage of people with disabilities to complex forms of institutionalised discrimination.

Proponents of the social model of disability believe that the *cure* to the problem of disability lies in the restructuring of the societal paradigms that frame disability, for example, "...it is the stairs leading into a building that disable the wheelchair user, rather than the wheelchair" (The White Paper on an Integrated National Disability Strategy dated 1997, as issued by the Office of the Deputy President, 1997:11). The South African Human Rights Commission (SAHRC, 2002) agrees with the negative role which society and the built environment plays in perpetuating the exclusion of people with disabilities. The SAHRC (2002) states: "...physical and other barriers discriminate against some people by not allowing them to move freely and independently within their built surroundings".

4.2.10 Disability apathy

Raising the general awareness of all employees regarding disability issues constitutes one of the fundamental prerequisites for creating an empowering and supportive work environment for employees with disabilities (Public Service Commission Report on Disability Equity in the South African Public Service dated February 2002, as issued by the Public Service Commission, 2002:39). In spite of the efforts of the DPSA, a general state of apathy seems to prevail within public service officialdom, thus remaining an obstacle to the assertion of full rights by people with disabilities (Interview held with Opperman on 26 July 2007). Generally, the good intentions of the DPSA have not yet influenced the thinking of managers and generally able-bodied staff with regards to increasing the tempo of employment of persons with disabilities. Morton-Achmad (2004:146) supports the perception of general indifference to disability and reports on the creation of disability awareness within a public service department, which employed a disabled female contract worker who uses a wheelchair for mobility. The following paragraph provides evidence of an apparent state of disability apathy that seems to exist within the PGWC with specific regard to a contracted learner.

The short-term contract worker is an unmarried mother of two children living in Nyanga on the Western Cape Flats. The contractual relationship allowed a symbiotic relationship between the learner and the department as employer, where the learner would be provided with administration and related skills. In the process, the learner could expose disability to the departmental staff, as a step towards a state of ready acceptance of the fulltime employment of people with disabilities. As part of a disability sensitisation exercise, the researcher accompanied the learner from her workplace in Dorp Street, Cape Town to the top deck of the main Cape Town Central railway station. The station represents the point where the learner boards a mini-bus taxi to travel home to Nyanga every afternoon.

The trip of a kilometre in distance, translated into a journey of immense difficulty, was documented by Morton-Achmad (2004) and the report was distributed to the

1 427 staff members who are employed in the provincial department concerned. *The correspondence invited colleagues and managers to "...take a wild walk with Fundiswa".* Not one staff member or manager responded to the invitation. The absence of any reaction was interpreted as either a form of indifference, or a fear of interfacing with a person with a disability, towards the difficulties faced by people with disabilities.

4.3 PROGRESS WITH THE EMPLOYMENT OF PEOPLE WITH DISABILITIES WITHIN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

Given the various categories of disability recognised in South Africa as indicated in Table 4.1, the scope of the problem faced by the post-1994 democratic Government has been immense. The first step in addressing the historical neglect of disabled people has been recognition by the national Government of the need to acknowledge the right of all citizens in the country to equal access to services, especially opportunities for employment. "Long are gone the days when public service was viewed as something which people enjoyed not as a right but as a favour bestowed at the discretion of the state." (Fraser-Moleketi, 2006:5). Fraser-Moleketi, Minister for Public Service and Administration, adds that in line with the previous view, the time for mediocrity has passed and proposes that citizens "...no longer put up with public service delivery ... that is slow and bureaucratic".

4.3.1 Limited growth within disability employment

Under the guidance of the DPSA and the direction of the Employment Equity Act (55 of 1998), the various provincial public service departments are required to employ disabled people as full-time staff. The current representation of people with disabilities in the public service is not satisfactory, with no "...significant growth beyond 0,2 percent overall, or a total of 1 559 people" (DPSA Medium-term Strategic Plan: 2005 / 2008 dated 2005, as issued by the DPSA, 2005:11). Professor Richard Levin, Director-General of the DPSA (2007), again states that disability employment remains low even though the objectives of the Employment Equity Act (55 of 1998) promote equity and redress. "Efforts made by the DPSA [in

this regard] have yielded little success...disability targets have still not been met” (Professor Richard Levin. 2007. *DPSA Director-General: Presentation on Employee Health and Wellness and Diversity Management*. 2007. Proceedings of the 2007 7th Public Service Indaba held in Durban on 21- 23 October 2007).

Consequently, measurable standards have been formulated in order to transform the current public service complement of 1 078 226 employees towards greater disability representativity (Table 4.1). Accordingly, the targeted percentage of disabled staff for every department has been set at 2% of the total public service staff complement, to be achieved by the year 2010 (Engelbecht, 2006:10). “There are just over a million people...” currently employed within the public service with the various national and provincial public service departments (DPSA Medium-term Strategic Plan: 2005 / 2008 dated 2005, as issued by the DPSA, 2005:6). On the basis of the 2% disability employment target (Engelbecht, 2006:10), it may be calculated that the Government should identify more than 20 000 new or disabled staff already in service, whose disabilities are in line with the legislated definition set out in Act (55 of 1998). According to Chapter 1 of the Act (55 of 1998) people with disabilities refers to “people who have a long-term or recurring physical or mental impairment that substantially limits their prospects of entry into, or advancement in, employment”.

Table 4.4 depicts the number of public service officials employed nationally and provincially. The headcount of 1 078 226 officials employed in the public sector, as at 28 February 2006, is depicted by province and salary level. National Government employs a total of 342 616 staff, compared with 69 699 staff employed within the Western Cape, as at 28 February 2006.

Province	Salary notch levels																
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	Total
Eastern Cape	93	8 838	2 289	2 853	2 448	17 371	32 065	11 767	6 673	2 134	580	270	189	44	9	4	87 627
Free State	513	9 664	3 242	3 734	3 388	9 135	12 098	7 938	2 860	1 363	549	307	192	73	10	8	55 074
Gauteng	4 193	17 312	8 916	4 363	6 603	17 234	23 669	18 350	6 975	3 104	1 674	745	449	174	36	13	113 810
KwaZulu Natal	2 703	17 624	13 597	16 600	6 280	30 077	32 296	24 027	9 043	3 643	1 294	714	427	89	28	9	158 451
Limpopo	2 562	16 643	6 862	3 755	3 715	21 742	33 958	13 407	6 156	2 152	871	461	266	71	24	4	112 649
Mpumalanga	3 120	7 184	5 996	2 710	2 049	10 068	13 619	6 725	3 482	1 198	534	211	171	34	11	2	57 114
National	19 662	23 990	45 939	32 792	35 750	43 631	81 298	25 878	13 206	6 589	5 160	4 640	2 756	789	465	71	342 616
North West	569	9 320	4 067	3 894	3 484	11 035	17 097	8 802	3 857	1 169	546	262	208	42	15	4	64 371
Northern Cape	277	1 237	916	2 465	1 085	2 492	3 495	2 874	1 074	434	234	107	94	18	12	1	16 815
Western Cape	1 926	7 247	4 250	4 476	4 987	10 587	15 972	11 433	4 335	2 560	1 006	612	225	62	14	7	69 699
Grand Total	35 618	119 059	96 074	77 642	69 789	173 372	265 567	131 201	57 661	24 346	12 448	8 329	4 977	1 396	624	123	1 078 226

Table 4.4: Headcount per salary notch / level for the Public Service as at 28 February 2006

Source: Constructed from the Public Service Commission: State of the Public Service Report (2006:66-69)

The statement of the broad research goal, in Chapter One, has been collectively represented by six major objectives, one of which was to examine the current public service recruitment and retention practices and the rate of appointment and progression of disabled people in the workplace. As at January 2006, the representation of people with disabilities employed in the workplace of the PGWC ranged from 0% to 0,6% of the total staff employed. The progress falls short of the revised DPSA disability equity target of 2% in every national and provincial department, to be achieved by 31 March 2010 (Engelbrecht, 2006:10). The size of the PGWC workforce continues to grow but the rate of disability employment does not increase in tandem. "Statistics show that as at 30 September 2006, the total number of people with disabilities in the Public Service was 1 808 out of a total of 1 137 587. The situation represents only 0,16% of the entire civil corps, an achievement that is well below the 2005 target of 2%" (Ministry of Public Service and Administration Budget Vote Speech dated 2007, as issued by the MPSA, 2007:47).

Figure 4.1 below depicts the slow rate of employment of people with disabilities within the public service over the five-year period from 1999 to 2004. The employment rates range between 0,1% of the public service labour force in 1999 to only 0,15% of the total labour force in 2004. The representation of public service employees with disabilities has remained relatively stable over the past five years from 1999 to 2004, when measured against the DPSA target of 2% for people with disabilities. The low levels of such employment underscore the inability of people with disabilities to gain any measure of independence within the economy. The situation illustrated serves as an objective indicator of the continued marginalisation of the disabled population in South Africa.

Target for disability employment is 2% of total staff complement to be achieved by 31 March 2010 [2% = 2 on the vertical axis of Figure 4.1]

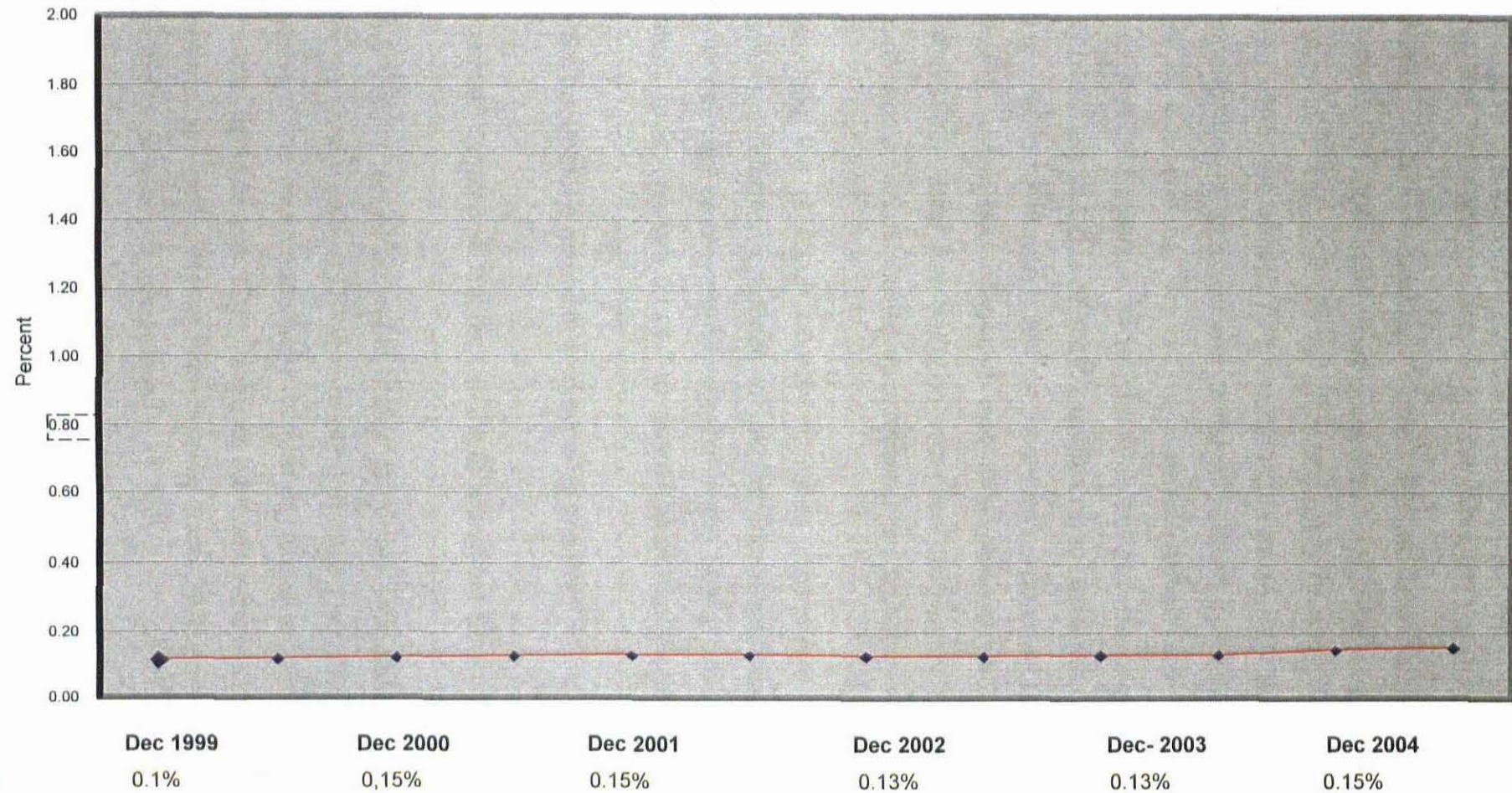


Figure 4.1 Representation of public service employees with disabilities, for five-year period from 1999 to 2004

Source: Engelbrecht, H. Human Resource Forum Conference at Port Elizabeth: Recruitment and Retention Strategies for People with Disabilities, January 2006

4.4 THE STATUS OF EMPLOYMENT OF PEOPLE WITH DISABILITIES WITHIN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

The United Nations Enable: World Programme of Action Concerning Disabled Persons (2006) states that more than "...500 million people, or 10% of the world's population are disabled as a consequence of mental, physical or sensory impairment". They are entitled to the same rights as able-bodied citizens and also to equal opportunities in every sphere of the social and business worlds. The reality, worldwide, is however that the lives of disabled people are severely hindered by social and physical barriers in society that prevent any reasonable participation. The tendency of society to focus on the disabilities rather than the abilities of people has resulted in millions of disabled children progressing into adulthood, confronted with a world that is segregated, debased and characterised by unfair discrimination. Historically, South Africa has been no exception concerning the disregard for and rejection of people with disabilities as reflected in the statistics.

In approaching the research objectives, which incorporate a review of current recruitment and retention practices for people with disabilities, it is appropriate to examine the current employment levels within the twelve provincial departments in the Western Cape. Tables 4.5 to 4.7 measure departmental performance against the:

- DPSA target of 2% disability employment; and the
- Legislated definition (Chapter 1 of the Employment Equity Act (55 of 1998).

Table 4.5 depicts the employment status of people with disabilities in the PGWC departments as at 31 March 2004, indicating that the Departments of Health and of Education are the most successful in real numbers for the period in question. Nevertheless, at 31 March 2004, none of the twelve provincial departments within the Western Cape had reached even halfway towards the prescribed target of 2% employment for people with disabilities.

Table 4.5: Employment status of people with disabilities in the departments of the Provincial Government of the Western Cape, as at 31 March 2004 (for the period 2003 / 2004)

Department	Total number of disabled staff in employment	Target: (2% of staff to be disabled)	Total staff in employment	% of total staff who are disabled
Agriculture (2002 – 2003)	2	13	642	0,31%
Community Safety	3	12	608	0,49%
Cultural Affairs and Sport	0	10	499	0%
Economic Development and Tourism	0	2	108	0%
Education	48	741	37 091	0,12%
Environmental Affairs and Development Planning	0	4	176	0%
Health	100	486	23 404	0,42%
Housing	0	5	247	0%
Local Government	1	2	109	0,91%
Premier (previously known as Provincial Administration)	0	11	531	0%
Provincial Treasury	0	3	160	0%
Social Development (previously known as Social Services and Poverty Alleviation)	12	27	1321	0,91%
Transport and Public Works	5	27	1 371	0,36%

Source: Individual departmental annual reports.

Statistics arising out of the United Nations Development Programme: Healthy People 2010 (2007) indicate that an estimated 54 million persons in the United States, or nearly 20% of the population, currently live with disabilities. Data for the period 1970 to 1994 suggest that the proportion is increasing in that country. In South Africa, the corresponding statistic for those with severe disability stood at approximately 5% of the population in 1995 (Central Statistical Service Census, 2001(Prevalence of Disability dated 2005, as issued by Statistics South Africa, 2005: 6).

Table 4.6 indicates the employment status of people with disabilities in the departments of the PGWC at 31 March 2005.

Table 4.6: Employment status of people with disabilities in the departments of the Provincial Government of the Western Cape, as at 31 March 2005 (for the period 2004 / 2005)

Department	Number of disabled staff in employment	Target: (2% of staff disabled)	Number of staff in employment	% of total staff who are disabled
Agriculture	2	16	812	0,25%
Community Safety	3	15	742	0,40%
Cultural Affairs and Sport	7	10	472	1,48%
Economic Development and Tourism	1	3	144	0,69%
Education	46	757	37 874	0,12%
Environmental Affairs and Development Planning	0	4	210	0%
Health	95	467	23 357	0,41%
Housing	0	6	289	0%
Local Government	2	3	131	1,53%
Premier	0	11	531	0%
Provincial Treasury	0	4	167	0%
Social Development	11	27	1 334	0,82%
Transport and Public Works	6	29	1462	0,41%

Source: PGWC Individual departmental annual reports for 2005

Table 4.6 above indicates that numerically, the provincial departments of Education and Health employ much greater numbers of disabled people in real terms, at 46 and 95 respectively. Statistically, the Department of Local Government has made the greatest progress, since 1,53% of staff are people with disabilities. However, arithmetically, the 1,53% translates into just two persons being placed in employment.

Table 4.7 below compares the departmental annual reporting periods of 2003 / 2004 and of 2004 / 2005, in terms of the employment of people with disabilities. It may be noted that the departments of Environmental Affairs and Development Planning, Housing, Provincial Administration and Provincial Treasury remained stable at zero disability employment while that the rate of the Department of Cultural Affairs and Sport moved from zero to 1,48%. The Department of Health decreased the rate of such employment from 0,42% to 0,41% while the Department of Education remained stable with such employment being recorded at 0,12% of the staff complement.

Table 4.7: Comparison of the employment status of people with disabilities within in the departments of the Provincial Government of the Western Cape, between the reporting years 2003 / 2004 and 2004 / 2005

Department	Reporting period: 2003 /2004		Reporting period: 2004 /2005	
	Disabled Staff	% Disabled	Disabled Staff	% Disabled
Agriculture	2	0,31%	2	0,25%
Community Safety	3	0,49%	3	0,40%
Cultural Affairs and Sport	0	0%	7	1,48%
Economic Development and Tourism	0	0%	1	0,69%
Education	48	0,12%	46	0,12%
Environmental Affairs and Development Planning	0	0%	0	0%
Health	100	0,42%	95	0,41%
Housing	0	0%	0	0%
Local Government	1	0,91%	2	1,53%
Premier	0	0%	0	0%
Provincial Treasury	0	0%	0	0%
Social Development	12	0,91%	11	0,82%
Transport and Public Works	5	0,36%	6	0,41%

Source: Individual annual reports for each department and period

4.5 TYPES OF DISABILITIES

Given the slow rate of disability employment noted in the preceding paragraphs, the predominant types of disability existing in the country may be perceived to have a bearing on the lack of employment opportunities for people with disabilities. According to Cilliers (2004:5-7), disability may be categorised and explained by type, ranging from physical to mental disability. Table 4.8 below depicts the various categories of disabilities recognised in South Africa.

Table 4.8: Various types of disabilities recognised in South Africa

Category of disability	Description of disability
Physical disability includes: <ul style="list-style-type: none"> ▪ Cerebral palsy ▪ Quadriplegia ▪ Paraplegia ▪ Hemiplegia 	Physical disability refers to damage to muscles, nerves, skin or bone: <ul style="list-style-type: none"> ▪ Results from damage to the brain, causing difficulty in bodily coordination ▪ Refers to a serious loss of function in the arms and legs ▪ Refers to a serious loss of function in the lower part of the body ▪ Refers to a serious loss of function on one side of the body, involving an arm and a leg and usually occurring as a result of a stroke or epilepsy.
Visual disability	Refers to the total or partial loss of sight in both eyes. "Blind" refers to the total loss of eyesight while "low vision" or "visual impairment" refers to people with some degree of sight. However, sight is limited and cannot be easily corrected with spectacles. It also includes those whose eyes cannot focus together (who squint), those needing special lighting to be able to see and those with blurred vision. People with low vision usually need specialised spectacles, access to Braille, or large print and other specialised equipment, to be able to see or read.
Hearing disability	Refers to the partial or total loss of hearing. Children may be born deaf or may become deaf later on in life.

Mental disability	Includes cognitive, psychiatric and learning difficulties, as well as physical trauma to the head.
Intellectual disability	Refers to difficulties in learning and retaining new information. One example of intellectual disability is Down's Syndrome.
Psychiatric disability	Refers to people living with a psychiatric or mental illness. This type of disability often makes it difficult to see or interpret reality, perform everyday tasks, form and maintain friendships and cope with fears and anxieties.
Epilepsy, or seizure disorder	Refers to recurring episodes of seizures that are caused by a sudden disturbance in the brain. Epilepsy, by itself, is not recognised as a disability, but often causes physical and or mental disabilities.
Albinism	Refers to an inherited condition where a person is unable to produce normal colouring of the skin, hair and eyes owing to a lack of pigment. People with albinism have very pale skins, white or sandy coloured hair and very light brown or blue eyes; they are very sensitive to sunlight and often develop visual disabilities. They are not by definition disabled, but many such people identify with disabled people because of the discrimination they experience.
Multiple disability	Refers to having two or more disabilities, for example, people who are both deaf and blind.

Source: Cilliers (2004: 5-7).

Disability is a worldwide phenomenon, yet the profile and demographics for disability differ from country to country. In South Africa, people with disabilities are predominantly women, and children, particularly black, most of whom are located in poor socio-economic circumstances and are generally denied access to basic education and employment (White Paper on an Integrated National Disability Strategy dated 1997 as issued as issued by the Office of the Deputy President, 1997:4). The following paragraph expands on the diverse sectors containing people with disabilities.

4.5.1 Historically disadvantaged sectors

The sectors which are referred to in the preceding section (Table 4.8) include the following population groups that have experienced greater unfair discrimination than any other grouping:

- Women with disabilities;
- Disabled black women;
- Children with disabilities;
- Black children with disabilities;
- People with severe intellectual or mental disabilities;
- Disabled elderly people;
- Those with disabilities who have been displaced by violence or war;
- HIV positive people with disabilities; and
- People who have with multiple disabilities.

The above listing of the more greatly disadvantaged elements of society reflects only one grouping of historically disadvantaged groups. Other such groupings also exist (White Paper on an Integrated National Disability Strategy dated 1997 as issued by the Office of the Deputy President, 1997:6-7). Nevertheless, the above listing provides an indication of the challenges that confront public service managers who should act for the purpose of redressing issues that relate to past disadvantages. Closer interpretation of the previous statements indicates the necessity that public service employees understand the political and economic rationale that underlies the enforcement of concepts such as *employment equity*.

Specific actions aimed at increasing the levels of human rights awareness amongst employees and managers should counteract perceptions of unfair discrimination against able-bodied employees. Such perceptions arise where people with disabilities are targeted as preferred candidates for employment and progression within the public service.

4.6 DISABILITY ASSESSMENT

The following definition for *disability* was proposed in Chapter One for consideration within the context of disability employment within the PGWC:

“A person with a disability is defined as one having a physical or mental impairment that should be long-term or recurring, which limits entry or advancement into employment, at all levels within the public service and which takes cognisance of the fit between nature of the disability and the nature of core functions within the advertised job” (Du Plessis, 2007, Employment Equity Manager: PGWC, in an interview held with researcher on 10 October 2007).

The legislated definition of disability, in terms of the Employment Equity Act (55 of 1998), recognises people as disabled if they have “a long-term or recurring physical or mental impairment which substantially limits their prospects of entry into, or advancement in, employment” (Employment Equity Act, 55 of 1998).

The Department of Labour: Technical Assistance Guidelines on the Employment of People with Disabilities dated 2003, as issued by the Department of Labour, (2003:10-11) provides hypothetical examples of two people who apply for a position as an Accountant. The first example (Table 4.9) involves an applicant who has cerebral palsy; the second (Table 4.10) relates to an applicant who has sustained a broken ankle and makes use of crutches for mobility.

Table 4.9: Criteria for disability assessment (on the grounds of cerebral palsy) where the result confirms disability

Criterion	Question	Yes	No	Comment
Physical Impairment	Do you have a physical impairment that may limit your ability to perform the essential functions of the job?	X		The impairment includes sensory impairments
Mental Impairment	Do you have difficulty following standard written or verbal instructions?		X	If yes, to either of these or similar mental or emotional conditions, has a professional identified the condition as a clinically recognised one?
Long-term	Do you have difficulty performing when you feel extremely stressed?	X		Long-term is defined as 12 months or longer
Recurring	Have you had this physical condition for more than 12 months? Is this impairment a once-off occurrence or does it fluctuate?	X		Recurring means that the impairment is likely to occur again and includes chronic conditions even if its effects on the person fluctuate
Substantially Limits	Can the effect of your disability be easily controlled with medication? Can this disability be easily corrected, for example, with a device? Can the effect of the disability be reduced by, for example, medical treatment?		X X X	

Source: Adapted from the Department of Labour: Technical Assistance Guidelines on the Employment of People with Disabilities (2003:10-11).

In the assessment above, the applicant is determined as having a disability in terms of the definition provided in the Employment Equity Act (55 of 1998) as well as in terms of the Code of Good Practice on the Employment of People with Disabilities dated 2002, as issued by the Department of Labour.

Table 4.10: Criteria for disability assessment (on the grounds of a broken ankle) where the finding is not one of disability

Criterion	Question	Yes	No	Comment
Physical Impairment	Do you have a physical impairment that may limit your ability to perform the essential functions of the job?		X	The condition includes sensory impairments
Mental Impairment	Do you have difficulty following standard written or verbal instructions?		X	If yes, to either of these mental or emotional conditions, has a professional identified the condition as a clinically recognised one?
Long-term	Do you have difficulty performing when you feel extremely stressed?		X	Long-term is defined as 12 months or longer
Recurring	Have you had this physical condition for more than 12 months? Is this impairment a once-off occurrence or does it fluctuate?		X	Recurring means that the impairment is likely to occur again and includes chronic conditions even if its effects on the person fluctuate
Substantially Limits	Can the effect of your disability be easily controlled with medication? Can this disability be easily corrected, for example, with a device? Can the effect of the disability be reduced by, for example, medical treatment?	X X X		

Source: Department of Labour: Technical Assistance Guidelines on the Employment of People with Disabilities (2003:10 -11).

In the assessment above the applicant is determined as not having a disability in terms of the definition provided in the Employment Equity Act, 55 of 1998 and also in terms of the Employment Equity Act (55 of 1998): Code of Good Practice on the Employment of People with Disabilities dated 2002, as issued by the Department of Labour.

The condition referred to as being *substantially limiting*, which is incorporated within the legislated definition of disability, becomes problematic if the disability is diagnosed without reference to a particular post. In an interview held with Dudley-Booyesen held on 25 July 2006, she argues that a simple case such as an amputated finger may or may not be considered substantially limiting, even when the condition meets two of the three criteria for disability in terms of the of the Employment Equity Act (55 of 1998) as shown in Table 4.11.

Table 4.11: Hypothetical case of an amputated finger

Criterion	Yes	No
Physical impairment or mental Impairment...	X	
Recurring...	X	
Substantially limits....	Yes?	No?

In the case of a Civil Engineer who, for example, has had a finger amputated, the condition would be not considered as substantially limiting in terms of prospects of entry into, or advancement in employment. However, the same disability of an amputated finger would limit entry into a post where the candidate is required to perform as a cello or violin player, or in any other post which requires high levels of manual dexterity. Similarly, an employee with a physical disability that requires

the use of a wheelchair may encounter substantial limitations to performance if a building is not physically accessible.

4.7. SOUTH AFRICAN SOCIETY'S TREATMENT OF DISABILITY

Reliable information on the history, nature and prevalence of disability in South Africa has been lacking because, prior to 1994, all disability matters were defined mainly within the context of health and welfare and were documented as such (Disabled People South Africa: Pocket Guide on Disability Equity dated September 2001, as issued by the Disabled People South Africa (2001:124-125). Consequently, people with disabilities were generally regarded as people who were sick and in need of constant care "...rather than as equal citizens with equal rights and responsibilities" (Howell, Chalklen & Alberts, 2006:48). The narrow approach to disability resulted in disabled people being deeply divided, living in a profoundly unequal society under apartheid. Such people, both black and white, were all discriminated against, being allowed very limited access to fundamental socio-economic rights such as education, employment and appropriate health and welfare services.

The Disabled People South Africa (2001:124-125) advances the following reasons for the incompleteness and unreliability of South African statistics:

- There are a number of different definitions of disability;
- Different survey methodologies and technologies are used to collect data, resulting in low validity at times;
- Negative traditional attitudes towards people with disabilities prevail, resulting in non-disclosure where the disability is not evident;
- Poor infrastructures exist for people with disabilities, especially in under-developed areas, consequently isolating people with disabilities and confining many to their homes; and
- Violence in certain areas at particular times has impeded access by researchers in the collection of raw data.

The data collected in Census 2001, mentioned earlier, indicates that there were 2 255 682 disabled people who had various forms of disability, constituting 5% of the total South African population enumerated in that census. The racial breakdown from Census 2001 is shown in Table 4.12.

Table 4.12: Disability in South Africa in 2001, by racial classification

Race	Number of disabled persons
African	1 854 376
Coloured	168 678
Indian / Asian	41 235
White	191 393
Total	2 255 682

Source: Central Statistical Service Census, 2001(Prevalence of Disability dated 2005, as issued by Statistics South Africa 2005:1).

4.8 SELECTED CAUSES OF DISABILITY

Many factors may contribute to the increasing numbers of people with disability and their consequent isolation from mainstream society. The White Paper on an Integrated National Disability Strategy dated 1997, as issued by the Office of the Deputy President (1997:8) lists the following as some of the causes of disability:

- Violence, especially against women and children;
- Acts committed during times of warfare, especially injuries caused by landmines and psychological trauma;

Mbeki and his Cabinet at the national level, with Premiers and Executive Councils at the provincial level, combine to form the Government. It has become common practice to use the term *Government* to refer to any part of the state and its various aspects of public service machinery throughout the country in the nine provinces that constitute the Republic of South Africa. An explanation of the term *Government* is therefore necessary for clarity. The DPSA Machinery of Government (2003:11) describes *Government* as the "...body or bodies responsible for governing the state". In South Africa, the bodies referred to would primarily be situated at the political executive level. In order to demonstrate the loose usage employed by Government, references are often made to the legislature, and to the executive and judicial branches of *Government* with the respective components.

To furnish an indication of the nature of the services provided at provincial level in the PGWC, an overview of the core function of each department in the PGWC is sketched below. The data below, regarding the core functions of the 12 PGWC departments, has been sourced from the Cape Gateway Information Portal (2007). The nature of services varies among the PGWC provincial departments. At present there exists no integrated approach to increase the rate of employment of people within the Western Cape. It would be beneficial to people with disabilities if certain PGWC departments merged relevant resources in pursuit of the abovementioned goal, for example, the Departments of Transport and Public Works, Community Safety and Social Development could collectively address related social issues such as:

- The provision of affordable and accessible public transport systems to enable people with disabilities commute to and from the place of work;
- Ensuring the safety of people with disabilities when public transport facilities are being used, particularly when commuting to and from the workplace; and
- The subsidisation of commuting costs for people with disabilities once they have been employed by the PGWC.

The above aspects of disability employment may form the subject of further research.

4.9.1 The Department of Agriculture

The Department of Agriculture provides a wide range of development, research and support services to the agricultural community in the Western Cape (Cape Gateway Information Portal, 2007). Its headquarters is situated on the farm Elsenburg located in the Boland region. The agricultural sector stimulates economic growth in the province by means of its growth of 5% per annum. It also plays a major role in creating sustainable job opportunities, including those for people with disabilities. Currently, the overall employment growth of the country stands at 3% per annum. Agriculture in the Western Cape accounts for 13% of formal job opportunities in the province. These include:

- 8 500 commercial farmers;
- 2 500 beginner farmers; and
- 220 000 farm workers who, in turn, support approximately 5 million dependants.

The Department's service area covers approximately 13 million hectares, of which 3 million are under cultivation and 270,000 under irrigation. The province is divided into five agricultural regions, namely:

- The Boland;
- The Little Karoo;
- The North West Region;
- The South Coast; and

- The Swartland.

4.9.2 The Department of Community Safety

The Department of Community Safety aims to provide a future in which the citizens of the Western Cape are free from the fear of crime (Cape Gateway Information Portal, 2007). Some of the core activities of the department are those of:

- Traffic management;
- Crime prevention;
- Operational support;
- Civilian oversight; and
- Community safety information.

The Department of Community Safety is responsible for the management of traffic. By means of the above law enforcement agency, the Department combats crime on all roads within the Western Cape in its quest towards creating a safer environment for all citizens. The Department is dedicated to enhancing road and traffic safety awareness. The Department also coordinates social crime prevention interventions in the Provincial and Local Government spheres. Provincial projects include those which:

- Support neighbourhood watch organisations;
- Prevent truancy in schools;
- Support victims of crime; and

- Build the resilience of children at risk.

The Department of Community Safety focuses its crime prevention activities on seven developmental nodes within the metropolitan area, namely:

- Khayelitsha;
- Mitchell's Plain;
- Elsies River;
- Bonteheuwel;
- Manenberg;
- Hanover Park; and
- The Philippi East / Nyanga Corridor.

4.9.3 The Department of Cultural Affairs and Sport

The Department of Cultural Affairs and Sport provides offers services in the fields of arts, culture, heritage, sport and recreation in order to improve the quality of life of the people of the Western Cape (Cape Gateway Information Portal, 2007). The safety, health, education and welfare of citizens may be promoted and facilitated through the mechanism of culture, sport and recreation. Cultural and sports activities also represent opportunities to prevent and address problems of crime, health and anti-social behaviour.

4.9.4 The Department of Economic Development and Tourism

The vision of the Department of Economic Development and Tourism is that of a shared, sustainable, growing, labour-absorbing and globally competitive economy (Cape Gateway Information Portal, 2007). The vision is encapsulated in the National Government's Accelerated Shared Growth Initiative Strategy (ASGISA),

the Joint Initiative on Priority Skills Acquisition (JIPSA) as well as in the PGWC's vision of *iKapa eliHlumayo*.

The various national and provincial economic strategies, including those mentioned above, are collectively desirable for achieving a South Africa, which becomes:

- The leading emerging market and destination of first choice for investors, while retaining and expanding social equity and fair labour standards;
- A productive economy with high levels of service, a highly skilled workforce, and modern systems of work organisation and management;
- A society in which there are economic opportunities for all, poverty is eradicated, income inequalities are reduced and basic services are available to all;
- A society in which our people, our most precious resource, are given the opportunity and support to develop to their fullest potential; and
- A society that promotes the values of social equity, fairness, and human dignity, in the global economy.

The aim of the *iKapa elihlumayo* is the realisation of a Western Cape which offers dignity, equity and prosperity to all those who live there. In accordance with its vision, the Department of Economic Development and Tourism strives to achieve the following objectives:

- To grow the economy in a sustainable manner, for the benefit of all who make the Western Cape their home;
- To create employment, especially for the presently unemployed;

- To make the ownership of the economy representative of the demography of the Western Cape;
- To increase levels of participation in the economy by all, especially the previously excluded and presently marginalised;
- To make citizens and their enterprises effective players in the global economy; and
- To create a fair, effective and conducive business environment for enterprises and consumers.

4.9.5 The Department of Education

The Department of Education strives to ensure that all learners in the Western Cape acquire the necessary knowledge, skills and values to be able to lead fulfilling lives, as well as to contribute to the development of the province and the country (Cape Gateway Information Portal, 2007). The Department has divided the Western Cape into seven districts in order to educate approximately 900,000 learners in a year. The Department employs 30,000 educators and is responsible for education at all levels, including:

- Early Childhood Development;
- General Education and Training;
- Further Education and Training; and
- Adult Basic Education and Training.

4.9.6 The Department of Environmental Affairs and Development Planning

The Department of Environmental Affairs and Development Planning focuses on the following objectives (Cape Gateway Information Portal, 2007):

- Achieving sustainable environmental management and integrated development planning;
- The development of integrated and sustainable human settlements; and
- Ensuring equal access and sustainable use of the province's natural resources, including energy.

The Department specifically focuses on areas relating to:

- Climate change response;
- Integrated land management;
- Environmental planning;
- Biodiversity management;
- Coastal management;
- Provincial and regional planning;
- Pollution and waste management; and
- Related law enforcement.

4.9.7 The Department of Health

The Department of Health aims to improve the health of the people of the Western Cape by ensuring the provision of a balanced healthcare system (Cape Gateway Information Portal, 2007). It achieves the objective in partnership with stakeholders within the context of optimal socio-economic development. The Department of Health is committed to the provision of better healthcare to communities and offers patients appropriate and affordable healthcare services. In order to improve the quality of healthcare for all citizens in the Western Cape, the department has committed itself to a long-term strategic plan called *Healthcare 2010*. The Plan aims to reshape public health services in the Western Cape so as to focus on primary-level services, community-based care and preventative care.

4.9.8 The Department of Local Government and Housing

The two separate departments of Local Government and Housing merged in 2005 to become the Department of Local Government and Housing, and will be reflected as one department in the text henceforth (Cape Gateway Information Portal, 2007). The merged department provides integrated and human settlement within developmental and well-governed municipalities (Department of Local Government and Housing: Five-year Strategic Performance Plan 2005 to 2009 dated 2005, as issued by the Department of Local Government and Housing).

The amalgamation of the two departments in 2005 presented an opportunity for greater efficiencies and improved delivery in the areas of local Government and housing. Thus, the quality of their lives as regards the poor and the homeless may be enhanced by means of a corresponding improvement in the quality of local services such as the provision of water, sanitation, roads, community lighting, solid waste disposal and public parks. The synergy created from the merging of the two departments also promotes the provision of sustainable and integrated housing in the Western Cape.

One other key function of the Department of Local Government and Housing relates to the management of disasters, which continue to ravage the lives of the poor and the vulnerable in the Western Cape. Unplanned and spontaneous outbreaks of fires claim the lives of many citizens, especially in the sprawling informal settlements. Drought has crippled farming operations in the rural areas. Floods cause havoc with people's lives and destroy municipal services and parts of national roads. Disaster management within the Department of Local Government and Housing focuses on the mobilisation and coordination of operations related to emergency relief interventions.

4.9.9 The Department of the Premier

The Department of the Premier is responsible for providing support to the PGWC, with its key functions being to (Cape Gateway Information Portal, 2007):

- Provide a support service to the Premier;
- Render professional support services to other departments and co-ordinate specific provincial affairs;
- Provide corporate services to the PGWC;
- Render legal services to the PGWC; and
- Offer specific support services to the Director-General of the PGWC.

4.9.10 The Department of the Provincial Treasury

The Provincial Treasury manages the financial matters of the Western Cape. It is responsible for ensuring efficiency in financial, budgeting and supply chain management (Cape Gateway Information Portal, 2007). The Department of the Treasury also offers financial and resource management policy advice in order to support Government in delivery of its policy outcomes. It proposes a balanced set

of choices in the use of resources, which contributes towards improving the living standards of all citizens within the Western Cape. The Department of Treasury executes its mandate in terms of the Public Finance Management Act (29 of 1999) and related legislation. By means of the mandate, the department assists the Ministries of Finance and Economic Development to develop and broaden the economic base of the Western Cape Province via:

- Improving synergy, equity and efficiency in service delivery;
- Reducing economic and social inequalities;
- Creating employment through incentives; and
- Redirecting resources to those who most need them.

4.9.11 The Department of Social Development ⁴

The Department of Social Development focuses on eight strategic areas that constitute the primary focus for service delivery, policy formulation and programme development (Cape Gateway Information Portal, 2007):

- Children and families;
- Disability services;
- HIV and Aids;
- Institutional capacity-building and support;
- Youth development;
- Older people;

⁴ Previously known as the Department of Social Services and Poverty Alleviation.

- Substance abuse; and

- Sustainable livelihoods.

The disability services referred to in the above paragraph, provided by the department, concern the assistance of people with disabilities towards the generation of an income through the sale of their own manufactured goods (Cape Gateway Information Portal, 2007). The Department of Social Development, in partnership with Non-Governmental Organisations (NGO's), funds and endorses a number of income-generating workshops for people with disabilities. The aim of these workshops is to provide rehabilitation services and work opportunities for people with disabilities where the nature of the disability may present difficulties in securing employment. The workshops offer useful services and products to the open market. Thus, the person with a disability generates an income that should help the workshop promote its economic viability. Through the process, people who are located in the workshops become self-supporting and are integrated with society as a whole.

In addition to the key focus areas, the Department of Social Development funds and coordinates a number of services, projects and facilities in the following areas:

- Youth in conflict with the law;

- Homeless people;

- Social relief;

- Victim empowerment; and

- Women.

The above functions are often performed in partnership with other Government departments, local authorities and private welfare agencies, as well as a range of

non-governmental organisations. The department aims to create a social welfare safety net for the poor, the vulnerable and those with special needs. In this regard, the three core functions are those of:

- The delivery of a developmental social service;
- Providing social security safety nets; and
- Poverty alleviation.

The department also performs a social service delivery function, being responsible for rendering developmental welfare services to people who find it difficult to fulfil their own welfare needs. The function is performed in partnership with other Government departments, local authorities, private welfare agencies and a range of non-governmental organisations. The Department of Social Development provides monthly cash grants to certain people who legally qualify for social grants, as a service towards providing a social security net for all citizens. The grants include:

- Foster parents;
- Child support grants;
- Old age pensions;
- War veterans' pensions;
- Grants-in-aid;
- Disability grants;
- Care dependency grants; and

- Social relief.

The Department of Social Development has handed over the disbursement of social security (welfare) grants to the South African Social Security Agency (SASSA).

4.9.12 The Department of Transport and Public Works

The department aims to deliver an integrated, accessible, safe, reliable, affordable and sustainable transport system and make available a quality property infrastructure (Cape Gateway Information Portal, 2007). These objectives are achieved by means of the employment of socially just, developmental and empowering processes in order to improve the quality of life for all. The current five main focus areas of the department are embodied in the following Branches:

- Corporate Services provides overall leadership and management of the department through the Minister and Head of Department, as well as administrative and financial support to all the branches within the department;
- Public Works focuses on the construction of new facilities, as well as and on the upgrading, rehabilitation and maintenance of existing facilities in consultation with user departments. The Branch also manages the Province's property portfolio;
- Roads Infrastructure manages the construction and maintenance of proclaimed provincial roads and the administration of all aspects relating to motor vehicle licensing and registration fees, as well as the Government Motor Transport division;
- Expanded Public Works Programmes makes use of empowering processes in order to provide related community development programmes; and
- Public Transport provides public transport services and infrastructure.

4.10 SERVICE DELIVERY WITH PEOPLE PLACED FIRST

The public service must furnish services, which are dispensed impartially, fairly, equitably and without bias, with the provision of services occurring particularly well at the citizen-Government interface (Public Service Commission State of the Public Service Report dated April 2007, as issued by the Public Service Commission, 2007:31-32). The legislated route to efficient and effective service delivery is described in the White Paper on Transforming Service Delivery (*Batho Pele*) published in October 1997. The White Paper (1997) emphasises Government's commitment to effective and efficient service delivery to all citizens. According to the DPSA *Batho Pele Handbook: A Service Delivery Improvement Guide* dated 2002, as issued by the DPSA (2002:2), *Batho Pele* is an IsiXhosa term which promotes the notion of *putting people first*. The policy framework embodied in the *Batho Pele Handbook* is intended to give effect to the various transformation priorities identified in the White Paper on the Transformation of the Public Service, 1997. In the White Paper (1997) the ultimate goal of the public service transformation programme is defined as one of improving the delivery of services, with eight principles of *Batho Pele* being reflected in the White Paper, requiring the public sector to:

- Consult with citizens on the level and quality of service delivery;
- Regularly set standards of service;
- Increase access to services;
- Ensure higher levels of courtesy;
- Provide more and increasingly better information about available services;
- Increase levels of transparency and openness with regards to service;
- Remedy errors and mistakes promptly, in the delivery of services; and

- Provide citizens with the best possible value for money.

Since the publication of the White Paper on Transforming Service Delivery (1997), two additional *Batho Pele* principles have been identified (DPSA Report on the Implementation and Promotion of *Batho Pele* dated 2004, as published by the DPSA: 11):

- Increasing responsiveness from public service departments and institutions; and
- Encouraging innovation and rewarding excellence from public service officials.

The demands currently placed on public service officials by such prescripts as the principles of *Batho Pele* above require public servants to operate in an environment different to that which prevailed prior to 1994, the year when a new democratic Government came into power in the country. Service delivery for all citizens and achievement is now emphasised, bringing with it the potential for high stress levels within public service officials. Negative implications occur within such change of direction. Closely related to the presence of sustained stress in the public sector workplace is the likelihood of worker fatigue, excessive absenteeism, diminished productivity and ultimately, through a direct link, decreased levels of satisfaction (Robbins, 1986:377).

4.10.1 A human rights-based approach

The PGWC promotes a human rights-based approach to promote the management of individuals and groups within the work environment and in its service delivery to the citizens of the Western Cape (PGWC Declaration on the Mainstreaming of Human Rights and the Human Rights Based Mainstreaming Implementation Protocol dated 29 June 2007, as issued by the Department of the Premier, 2007:10-11). A human rights-based approach is guided by universally

accepted human rights principles that bestow rights of equality upon all citizens.

The principles include:

- Universality and inalienability, meaning that the rights cannot be taken away or forfeited;
- Indivisibility, referring to the absence of any hierarchy regarding the rights and progressive realisation of them;
- Interdependence and inter-relatedness, meaning the absence of any silo-type operations;
- Non-discrimination, whether consciously or unconsciously and without the violation of the rights of others;
- Participation and inclusion leading to self-empowerment; and
- Accountability and the rule of law, requiring that individuals must be held accountable and the rule of law enforced where necessary.

A key purpose of the human rights based approach is to ensure that provincial Government departments, in the promotion of service delivery, shall remain respectful of the human rights of their employees and will fulfil human rights obligations towards their own staff. However, it appears that "a large gap" exists between the theory and practice of the PGWC's fulfilment of human rights equality (Interview held with Misbach, 2007). The disparity was evidenced at a Focus Group workshop held in Elsenburg near Cape Town. Representatives of the twelve departments of the PGWC gathered on 08 March 2007 to develop an implementation plan for mainstreaming human rights equality issues relevant to gender, disability, youth and children within the PGWC.

The delegates were each asked to write the gist of any recent and personal experience on a piece of coloured paper. The incident should reflect an

experience that either engendered the fulfilment of equal human rights or one that reflected a human rights equality violation in the workplace. Surprisingly, every one of the 17 delegates recounted a violation of human rights in the workplace without a single delegate opting to describe an incident of human rights fulfilment. In certain cases, more than one of the delegates cited the same type of violation, which includes:

- The right to be safe in the Metrorail rail service, without the need to travel with a companion in the carriage for protection;
- The right not to be verbally abused by managers in front of peers and subordinates;
- The right to freedom of expression especially where the expression of an opinion is intended to be constructive and aimed at the achievement of organisational goals;
- The right to refuse voluntary counselling and testing for HIV infection;
- The right to experience conflicting emotions at times, such as professional ethics versus the requirements of the job. The incident quoted by the delegate related to her having to perform abortions where such action is in conflict with her personal value system;
- The rights of a delegate who has a disability to enjoy easier access to mainstream public facilities;
- The right to equal education for children, with relevance to the need to drop off school-going children in the mornings and collect them in the afternoons. The right is directed at encouraging a sympathetic reaction from the employer when a mother expresses concern regarding the safety of her children while she is at work;

- The right of freedom of movement, especially to feel safe to walk outdoors at night;
- The right to equal employment opportunities; and
- The right to acknowledge the increasing “blurring” of the boundaries between the political arena and the employees of the apolitical public service administration.

According to the White Paper on an Integrated National Disability Strategy dated 1997 as issued by the Office of the Deputy President (1997:i) the democratic Government in South Africa viewed the enshrinement of fundamental human rights for all citizens as a paramount objective, including disabled people, children and women. However, Government departments, and society in general, have tended to view disability issues exclusively within a health and welfare framework instead of placing an emphasis on human rights and the development of people with disabilities. Such traditional approach to disability contributes to the failure to integrate disability issues into mainstream Government employment programmes and processes (White Paper, 1997:9). The demand for the placement of disabled people and other related human rights issues such as gender equality, youth and children dimensions to the task faced by those public service Human Resource Managers who have not yet been transformed to meet such challenges.

Notwithstanding the intentions of ensuring fundamental human rights contained within the Constitution (1996), the White Paper of 1997 and other related legislation, disability is “...still seen as the poor cousin of race and gender” (Office on the Status of Disabled Persons. Implementing the Integrated National Disability Strategy: Manual Two-Using the Integrated National Disability Strategy dated 2003, as issued by the Presidency, 2003:6-7). Affirmative action is primarily perceived as an issue of racial and gender equality, with disability being viewed, equally incorrectly, as a separate issue and being ignored both in employment and in society. Hence, there is no clear policy instruction to all Government

departments to mandate disability issues in all provincial Government documents, with accountability to top management.

4.11 SUMMARY

Together with the focus falling on increasing the employment levels of people with disabilities within the public service, pronouncements by the DPSA have brought new hope to people who have disabilities. Such people have historically been treated with disrespect and excluded from the mainstream of society. Nevertheless, the hopes of people with disabilities have not been translated into an increased number of people with disabilities in employment within the PGWC.

The democratically elected Government in South Africa has emphasised that the advent of democracy has been marked by conscious attempts to redress the engineered inequalities of the apartheid era. The concept of employment equity is a relatively new one that aims at equitable representation in terms of gender (men and women), youth and people with disabilities. All departments in the public service are required to promote equality between men and women in order to redress the imbalances inherited from the past ideology. Gender equality in the workplace has received much attention, but disability remains the poor cousin in the family, as evidenced by the gap between Government intentions and current practice with regards to employment opportunities.

Chapter Five will examine contemporary employment procedures within the PGWC, where the employees are geographically distributed throughout the Western Cape. The Chapter will also document current PGWC strategies to retain the categories of existing employees by means of a system of incentives and disincentives. The overall objective of the following Chapter is to examine the PGWC recruitment and selection practices in order to determine whether a disability perspective has been incorporated into the documentation. The absence of a perspective with respect to disability may identify a contributory factor for the slow rate of disability employment within the PGWC.

CHAPTER 5

RECRUITMENT AND SELECTION PRACTICES WITHIN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

5.1 INTRODUCTION

The Chapter will examine the recruitment and selection practices within the PGWC. The overriding objective of the Chapter is to do so in order to determine whether a disability perspective has been incorporated into the documentation. A *disability perspective* refers to the existence of specific actions and directives within the documentation aimed at promoting the employment rate of people with disabilities. In a case of a disability perspective with regards to the interview process, the PGWC should, for example, stipulate that the interview room is located in an area that is accessible to a candidate who uses a wheelchair. Similarly, in the case of a deaf applicant, the need for a sign language interpreter to accommodate a deaf applicant should be incorporated into the recruitment policies and procedures.

5.2 LITERATURE ON CURRENT RECRUITMENT PRACTICES

The literature sourced for use throughout the Chapter is identified when sourced and has been largely confined to documentation dedicated to the recruitment and selection processes within the PGWC. The Chapter will reflect only the intent of the current policy and procedure documents. The matter of the measurement and evaluation of actual recruitment and selection practices against the prescribed requirements should constitute the subject of further research. The scope of the study is limited to an examination of the recent prescribed recruitment policy procedures and processes. The research therefore does not extend to scrutiny of the actual employment practices in order to evaluate the implementation of the prescribed policy requirements that have come into effect, a notable example being the DPSA Human Resource Development Strategy for the Public Service: Strategic Framework Vision 2014, which took effect on 15 March 2007. The above

DPSA strategic framework (2007) incorporates ten core principles with regards to the implementation of a human resource development strategy. One such principle relates to people with disabilities and expounds the necessity for “responding to [the] needs of Designated Groups, with particular reference to women and disabled.” The strategy admits to being “not prescriptive in intent” nor “overly rigid ... in implementation” (2007:3). Neither is there any reference within the above strategic report to the actual employment of people with disabilities.

It has been previously noted that several sets of documentation, which address the recruitment and selection of persons for employment, exist within the public service. Such documents have mostly emanated from the DPSA and the PSC. External partners such as consultants have prepared additional documentation. Many earlier public service policy frameworks and directives have been superseded by the work of consultants who possess expertise in the field of recruitment and selection. One such organisation is PMA Consulting, which compiled a comprehensive report after being commissioned by the DPSA (PMA Research on Recruitment and Selection Best Practices, 2000).

The PMA Report (2000) above found that “...there is a problem attracting scarce skills [especially] to the rural areas of the provinces” (2000:16). The nature of such skills varies across the PGWC departments in accordance with departmental core functions. In the Department of Health, for example, critical shortages exist in the professional health and technical fields, such as medical doctors, dentists, psychologists, veterinarians, pharmacists, nurses, engineers and IT specialists. The PMA Report (2000) established that the common method of matching candidates to the requirements of the post is based on each applicant’s curriculum vitae and his/her performance observed during the interview. “There is insufficient background checking of references and qualifications with relevant institutions” (PMA, 2000:16). For the purposes of the examination of the PGWC recruitment and related policy practices, documents have been arbitrarily categorised into two distinct periods:

- Documents relating to recruitment practices up to 01 March 2006; and

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- Documents relating to recruitment practices up to 01 March 2006; and

- Documents relating to recruitment practices after 01 March 2006.

The rationale underpinning the decision to split the documentation into two separate time periods has been shaped by a surge in progress, during 2006, towards new approaches to recruitment within the public service. Some of the change requirements are progressive in terms of normal public service standards. The changes emanate from the finalisation and implementation of related research projects initiated by the DPSA and the PSC in order to address challenges posed by the shortages of skilled human resources within the public service.

5.2.1 Documents selected from the literature search

A variety of existing public service documentation relating to the recruitment and selection within the public service was referred to in the preceding paragraphs. The Chapter is focussed on the examination of documents and directives specifically relevant to the employment of people with disabilities. The documents, which have been selected for closer examination in the Chapter, are deemed to hold greatest relevance to the research topic relating to the development of a normative model for the employment of people with disabilities. Some of the key documents selected are listed below.

5.2.1.1 Recruitment policies prior to 01 March 2006

- PMA: Research on Recruitment and Selection Best Practices, dated 04 December 2000;
- Department of Public Service and Administration: Letter to Heads of National and Provincial Departments and Organisational Components: Rigid Requirements Stated in Advertisements, dated 19 September 2002;
- Department of Public Service and Administration: Competency Framework for Middle Managers on Salary Levels 11 and 12, dated 13 February 2006;

- Provincial Government Western Cape: Policy Statement on the Management of the Employment, Development and Career Progression of People with Disabilities, dated 2004; and
- Western Cape Provincial Government: Provincial Strategic Framework on Staff Retention and Scarce Skills, dated 2005.

5.2.1.2 Recruitment policies after 01 March 2006.

- Department of Public Service and Administration: Human Resource Development Strategy for the Public Service: Strategic Framework Vision 2014, dated 15 March 2006;
- Public Service Commission: A Toolkit on Recruitment and Selection, dated 2006;
- Department of Public Service and Administration: Managing Staff Retention: An Information Guide for Government Departments, dated March 2006; and
- Provincial Government Western Cape: Transversal Human Resource Management Policy, dated 15 March 2007.

5.3 SITUATIONAL ANALYSIS OF CURRENT RECRUITMENT AND SELECTION PRACTICES

In line with the theme promoted throughout the study, it is essential for growth and development that "...the current inequalities that exist are addressed" (Public Service Commission State of the Public Service Report dated April 2007, as issued by the Public Service Commission, 2007:32) (PSC). Accordingly, the PSC aims to ensure equitable access to all public services and benefits, including access for people with disabilities. Disability equity forms one part of the broader transformation drive pursued by the government towards fundamentally reshaping the public service. The achievement of disability equity should be facilitated by a

structured approach in order to remove barriers to disability in the workplace and from within society in general.

It has been stated in Chapter Four that progress with disability employment in the public service has thus far been slow and limited (Daweti, 2007 in proceedings of DPSA Roadshow, Cape Town). Daweti (2007) states that the Cabinet target of 2% for disability by 2010 should be viewed in a particular context where "...disability must be visible at all levels" and not concentrated in the lower structures within the public service. In reality, there remains deprivation in both the social and economic setting. People with disabilities are mostly economically and socially disadvantaged and "...also live in degraded environments with fewer jobs, unsafe and ugly streets" (DPSA Job Access 2006-2010 dated 2006, as issued by the DPSA, 2006:7).

5.3.1 Inflexible recruitment processes

One finding of the PMA (2000) research commissioned by the DPSA indicates that recruitment and selection methods are "...weak and limited" (PMA, 2000:36). Recruitment and selection processes within the public service have, historically, been highly standardised. In practice, little or no flexibility is permitted in the structure of selection interviews or the posing of follow-up questions to candidates in these interviews. Standardisation is taken to inappropriate levels during interviews when probing questions are disallowed where candidates appear to be liberal with the truth. Objectivity levels are fairly clinical in interviews, with the raw scores obtained by candidates totalled and the post awarded to the candidate with the highest overall raw score. There is little or no scope for intuition or "gut-feel". Generally, recognition is not awarded for previous job achievements obtained in the face of adversity. New interview panels are formed for each vacant position and are disbanded at the conclusion of interviews with short-listed candidates. Panel members are drawn from line management and receive no training in interview techniques.

The matching of interest profiles with job requirements is absent, often resulting in a poor fit between job and staff. Subsequently, low levels of motivation and job satisfaction emerge in such cases. The PMA Report (2000) adds that departments have put no systems in place to measure the efficiency and effectiveness of the recruitment and selection processes. The performance of the job candidate during the interview seems to carry more weight in influencing the selection decision, despite the fact that interviews hold low predictive validity for later success in the job. The selection criteria place an emphasis on hard skills as opposed to softer skills. Such an approach to recruitment is contrary to good practice where organisations "...hire for attitude and train for skill" (PMA Report, 2000).

The inept approach of the public service with regard to interviews may be condoned by the fact that many departments are in a transformation mode where the core business and organisational culture are being redefined. Accordingly, a person-organisation fit is difficult when the organisation itself is in a transitional state. However, evidence collated by the PMA Report (2000) indicates the absence of the realisation of the need to match the candidate's interest profile with that of the job requirements.

The PMA Report (2000) concludes that the interview is the predominant method of selection in all the departments surveyed. Other methods are employed on a limited basis. The interview process, as practised, is flawed in that "...questions are not properly linked to the job profile and required competencies". The correlation between the questions asked, the answers given, the scoring awarded, and selection is not clear. Panellists appear to be lacking in interviewing skills and experience (PMA, 2000:36). Moreover, the duration of the individual recruitment and selection processes has persisted up to twelve months from the date of the vacancy to the date of the appointment of the successful candidate. By April 2002, recruitment and selection processes remained highly standardised and were conducted strictly according to the then-current prescripts (DPSA Recruitment and Selection Procedures, 2002:1-6).

5.3.2 Rigid requirements in advertisements

In one of the measures aimed at the achievement of employment equity, the DPSA has specified that inflexible requirements in job advertisements tend to unfairly discriminate against designated groups. In such cases advertisements exclude groups of previously disadvantaged "candidates on the basis of subjective data such as race, gender, disability..." (DPSA: Rigid Requirements Stated in Advertisements dated 19 September 2002, as issued by the DPSA in the form of a letter addressed to all Heads of Department, 2002:1-4).

The DPSA (2002) maintains that elements of the outdated and inflexible recruitment practices that characterised the previous apartheid regulatory frameworks still persist. It cautions Heads of Department that the inherent requirements of posts should not always be framed as appointment requirements in advertisements in such a way that they unfairly discriminate against any group of candidates according to subjective criteria. When viewed against the current low levels of employment of people with disabilities, it may be concluded that the DPSA directive (2002) is not being implemented with regards to people with disabilities.

Levin (2006:5) has denounced Government departments for failing to proactively recruit people with disabilities. Levin (2006) believes that departments "...are not pursuing these objectives with the required vigour..." and proceeds to question claims that the Government has nonetheless managed to create the "...physical and social conditions within which the disabled can thrive in the Public Service". Twelve months later little improvement in the rate of disability employment was evident. Levin (2007) again lamented at the 7th Annual DPSA Employee Health and Wellness Indaba held in Durban from 21 to 23 October 2007, that "...the 2005 targets have not been met again". Levin's remarks on such failure may be interpreted as an indictment of PGWC departments for not willingly recruiting people with disabilities. Moreover, these statements reflect adversely on the performance of Human Resource Managers who are charged with executing processes in line with official policy and directives.

5.4 SKILLS SHORTAGE IN THE PUBLIC SERVICE

Levin (2007) acknowledges the need to retain staff in general and states, "improved service delivery is one of the highest policy imperatives of Government" (DPSA: Managing Staff Retention dated 01 March 2006, as issued by the DPSA). Levin (2006) adds that staff shortages persist within the public service in regions and in occupations, in spite of the high unemployment rate in the country. In some government departments the staff shortages are critical. Shortages extend from skilled engineering staff in the Department of Transport and Public Works, to medical doctors and nurses in the Department of Health.

Levin (2006:2), as cited in the DPSA: Managing Staff Retention dated 01 March 2006, as issued by the DPSA, proposes that the public service emulate the actions taken by the private sector where they are "...becoming more pro-active and increasingly applying innovative, creative and experimental solutions" aimed at the retention of staff. The solutions to the problem of staff shortages may include the following measures:

- Competitive remuneration;
- More generous service benefits;
- Additional training and developmental opportunities; and
- More flexible working arrangements with additional incentives.

In the Western Cape, staff shortages in the Department of Health remain severe. Essop and Dentlinger (2006:1) report that "...the Western Cape Health Department is in serious trouble, with over 3 000 vacancies for doctors, nurses and psychologists". The writers add that official figures provided to the daily newspaper, the Cape Argus, indicate the current breakdown with regards to the shortage of medical staff:

- Nurses: 2 958 vacancies;
- Medical doctors, specialists and dentists: 343 vacancies; and
- Psychologists: 15 vacancies.

The medical vacancies present a serious problem, according to Provincial Health Minister, Mr Pierre Uys, as quoted in Essop and Dentlinger (2006:1). The situation concerning the medical staff shortage is aggravated by a “knock-on effect”. The impact of the nursing shortage produces a negative effect on the levels of service delivery achieved by the government. One outcome is that high expenditure is being incurred by contracting agency nurses to fill the gaps, where R 62 million has been spent over the past 18 months in order to attract skilled nurses. A shortage of intensive care nurses, for example, prevents all the beds in the intensive care units from being utilised. Similarly, a shortage of skilled theatre nurses has reduced the optimal number of surgical operations that could be performed by the Government hospitals, even where the doctors and specialists were available in a particular medical care unit.

Minister Uys states in the news article that the “skills shortage is a national one” and concludes that the Government remuneration packages need urgent review (Essop & Dentlinger, 2006:1).

5.5 REASONS FOR THE SKILLS SHORTAGE

According to the DPSA Human Resource Development Strategy for the Public Service: Strategic Vision 2014 dated 2007, as issued by the DPSA (2007:17), since the PGWC forms part of the national public service, it must therefore “...compete for the nation’s skills” if it seeks to remain viable and deliver services to all citizens at acceptable standards (DPSA 2007:17). The crisis of a skills shortage represents a major challenge for the public service in general, to maintain an adequate skills base.

The situation with regards to the scarcity of skills is historical in nature. The result of an enforced historical disadvantage has created a situation of under-developed human resources that further affects the Government's ability to retain skills. Certain categories of skills are critically required in order to drive economic development and improve service delivery (DPSA Human Resource Development Strategy for the Public Service: Strategic Vision 2014 dated 2007, as issued by the DPSA (2007:19-20). The PGWC, particularly within the Department of Health, is seriously affected by the scarce skills shortage (Essop & Dentlinger, 2006:1). Some of the reasons advanced for the situation include the following five dimensions sourced from the above DPSA document (2007:19-20).

5.5.1 The effects of history

The historical legacy, which has resulted from the deliberate under-education of a large portion of the population by the previous political dispensation, has negatively affected the number of qualified people. The quality of the qualifications has also been called into question. The present Government remains committed to the expansion of those of its operations that relate to the delivery of services. Previously, the provision of services was restricted to a minority of citizens who were largely located in the urban areas. Accordingly, two of the most critical challenges facing the Government with regard to the effective disbursement of services remain:

- The need to rapidly expand the geographic reach of public services; and
- Backlogs in the recruitment of skilled professional people.

5.5.2 The changing nature of service delivery

There is presently a greater degree of specialisation within the operations of Government. Policy frameworks have been constructed with thoroughness as regards service delivery (O'Sullivan, Rassel & Berner, 2003:39). Restructuring and organisational redesign occurs regularly in order to integrate operations and

reduce the historical silo-type approach evidenced between departments and even within departments. The Government places a greater emphasis on service delivery, thus requiring a wider range of skills (DPSA Human Resource Development Strategy for the Public Service: Strategic Vision 2014 dated 2007, as issued by the DPSA, 2007:19-20).

5.5.3 The skills supply pipeline

The recent developments with regards to globalisation, as well as the expansion of the local economy, have created diverse job opportunities outside of the public sector. Government operates in a highly competitive market. In many fields, the public service is not able to compete with the higher remuneration packages offered in the private sector and elsewhere. The situation of scarce skills is aggravated by the labour mobility trends away from the public service (DPSA Human Resource Development Strategy for the Public Service: Strategic Vision 2014 dated 2007, as issued by the DPSA, 2007:19-20).

5.5.4 Managing and developing employees

The bureaucratic and mechanistic style of management in the public service does not lend itself to the sustainability and retention of skills (Schultz, 2003:232-233). A number of factors contribute negatively to the attraction and retention of skilled staff, such as a lack of effective and targeted training and development programmes. In addition, no structured programmes exist to measure the transfer of skills to the workplace once training interventions have been implemented. No strong links exist between performance management, personal development plans and the choice and content of training programmes. Moreover, levels of human resource planning and forecasting are not adequate; nor do the skills and abilities exist to implement such critical measures. Succession planning is absent, which results in a serious skills gap when professional employees retire.

With regards to the Recognition of Prior Learning (RPL), the mechanism is not used optimally, or even used at all, in order to validate informal competencies and

knowledge (DPSA Human Resource Development Strategy for the Public Service: Strategic Vision, 2014 dated 2007, as issued by the DPSA, 2007:19-20). The process of RPL refers to the formal identification, assessment and acknowledgment of the full range of an individual's capabilities "...irrespective of how and when they have been acquired" (DPSA: Directive of the Filling of Posts in Respect of which an Educational Qualification had been set as an Inherent Requirement, as used by the DPSA, 2005:4).

5.5.5 The impact of HIV and AIDS

"The HIV epidemic, which is showing no signs of abating and in terms of scale, remains one of the largest epidemics in the world" (Western Cape Provincial Inter-Departmental Aids Committee: Western Cape Multi-Sectoral Strategic Plan for HIV & AIDS & STI's: 2007 to 2011, 2007:7). The increase in the level of HIV and AIDS infection in the country impacts on the ability of the PGWC to deliver effective services. On the one hand, internal staff statistics indicate higher attrition levels through untimely deaths. On the other hand, a collective increase in general illness accompanied by a rise in the number of sick leave days has been recorded. The two elements combined to produce a negative effect on general productivity and levels of service delivery (Deacon, 2005:82).

The current stigmatisation of HIV and AIDS in South Africa has served as a deterrent to the voluntary disclosure of a positive status amongst public service employees. Hence, treatment, care and support programmes for infected employees remain unused and untested in many PGWC departments. Deacon (2005:82) expresses concern that that the public health messages, "...such as the ABC campaigns and the association of AIDS with death, sometimes deepen stigmatisation of HIV and AIDS".

In summarising the Chapter thus far, the overriding challenge is the creation and maintenance of a stable and productive public service workforce that is capable of high functioning, in spite of ongoing organisational and policy restructuring. The skills challenge for the public sector therefore extends to the acquisition and the management of human capital in order to ensure that high levels of service

delivery are achieved in all areas (DPSA Human Resource Development Strategy for the Public Service: Strategic Vision 2014 dated 2007, as issued by the DPSA 2007:20). The PSC Toolkit on Recruitment and Selection dated 2006, as issued by the PSC represents a set of practical guidelines which aim to assist human resource and line managers in order to minimise subjectivity in the recruitment and selection processes (2006:1). The document translates into a comprehensive handbook to guide managers through the recruitment processes. Emphasis is placed on key related elements such as:

- The importance of effective recruitment and selection processes;
- Where departments are making wrong decisions;
- The underpinning regulatory framework;
- Advertising and screening applications;
- The activities to be highlighted, such as the avoidance of [unfair] discrimination; and
- The scoring and final selection of applicants.

Interestingly, the document (PSC Toolkit: 2006) does not incorporate any disability perspective and thus makes no reference to the employment of people with disabilities. However, an ideal opportunity to include a reference to disability presents itself in the section 3.3.1 (c) on page 19 of the PSC Toolkit (2006) document.

The DPSA: Guide to the Middle Management Competency Framework (MMCF) dated 13 February 2006, as issued by the DPSA, which was developed for use within the public service, is a continuation of the Senior Management Service Competency Framework (SMSCF). The MMCF aims to identify the competencies that all employees entering the middle management ranks must possess and

demonstrate. The competency framework establishes a shared understanding of the "critical success factors for performance of middle managers on salary levels 11 and 12" (Letter dated 12 February 2006 issued by DPSA Director General and addressed to Heads of Department, 2006:1). With regards to the inclusion of a disability perspective in the MMCF, a perfunctory reference to disability is noted within the behavioural indicators necessary for competency with respect to diversity management (MMCF, 2006:49). The description of the said behavioural indicator follows: "Ensures that all management practices implemented are free of social, gender, religious, ethnic, disability and cultural discrimination". The MMCF (2006) is intended to facilitate the recruitment of employees who possess the critical success factors for performance at levels 11 and 12.

The absence of detail with regard to the recruitment and management of people with disabilities would seem to be an omission in the MMCF.

5.6 FLAWED RECRUITMENT PROCESSES

The current recruitment and selection processes within the public service are flawed, according to the DPSA: Managing Staff Retention dated 01 March 2006 as issued by the DPSA (2006:3). Various studies, including the PMA Report (2000), "...revealed serious shortcomings in the way departments recruit and train staff" (DPSA, 2006:3).

Some of the shortcomings identified include:

- Recruitment and selection practices and decisions not being aligned with the strategic organisational objectives of departments;
- The job requirements not being properly defined; neither are the human attributes for the person needed to fill the post defined properly;
- Questions asked at the job interviews are not properly linked to job requirements, operational needs and the work environment;

- Interview panel members lack interviewing and selection skills;
- Assessment and scoring techniques are inconsistent;
- No systems are in place to monitor and measure the effectiveness of the recruitment and selection processes; and
- Departments do not use well-researched and planned methods to retain staff.

It follows from the preceding text that serious deficiencies exist within the PGWC recruitment and selection processes, even when dealing with recruitment of able-bodied staff. There is no reference within the above DPSA Report (2006) to the employment procedures in terms of how they affect people with disabilities. The previous paragraph may therefore be interpreted as implying that no application of the collective mind of the DPSA has taken place, with regards to the matter of disability employment, in the compilation of the DPSA Report (2006).

5.7 PRESCRIBED EMPLOYMENT PROCESSES WITHIN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

PGWC recruitment and selection processes are expected to be largely executed in accordance with the PGWC Transversal Human Resource Management Policy: Policy Framework: Recruitment and Selection of Public Service Staff dated 15 March 2006, as issued by the PGWC. The prescribed processes range from acknowledging key guiding principles to pre-advertising preparation, to preliminary screening processes that lead to compiling a shortlist and culminate in a panel interview. The recommendations of the panel interview are considered and approved or amended by a higher delegated authority within each PGWC Department. Some of the key general principles within the PGWC Policy Framework (2006) are explained in the following paragraphs.

5.7.1 Key general principles

Some of the key principles, which are incorporated within the above document, are:

- The making of appointments and the filling of posts are executed in line with the equality and other democratic values and principles enshrined in the following legislation:
 - Section 195 of the Constitution of the Republic of South Africa (Act 108 of 1996); and
 - Section 11 of the Public Service Act (Act 103 of 1994).
- The Head of Department accepts the primary managerial responsibility for the selection of the candidates and ultimately authorises appointments to posts below the level of the SMS (Senior Management Service) cadre;
- The Cabinet holds responsibility for the employment of the most suitable candidates as members of the SMS cadre, including the appointment of senior professionals;
- All applicants who qualify are given the opportunity to compete for appointment, including serving officials in the public service;
- The authenticity of all educational qualifications, certificates and information is meticulously checked with the issuing institutions;
- All permanent appointments are subject to a probation period of 12 months;
- Security clearance may be prescribed for certain posts;

- Interviews are conducted by a selection panel whose members should have no personal or vested interest in the selection process;
- Non-citizens, except for those who hold permanent resident permits, are not permitted to be appointed in any permanent capacity, but may be appointed on contract, for a period not exceeding five years; and
- No absolute barrier exists to the employment of white males who fall outside the definition of the *Designated Groups* as defined in the Employment Equity Act (55 of 1998).

5.7.2 Pre-advertising preparation

Departments are required to focus on employment equity targets before placing any advertisements for a vacancy. In respect of the SMS cadre, Heads of Department must submit the preferred outcome to the Executing Authority (Provincial Minister) for approval (PGWC Transversal Human Resource Management Policy: Policy Framework: Recruitment and Selection of Public Service Staff dated 15 March 2006, as issued by the PGWC). The profile of the preferred candidate type should be compatible with the available statistical data relating to the department's staffing needs in terms of race, gender and people with disabilities. Targets, as set out in each departmental Employment Equity Plan and approved Affirmative Action Plans, provide key direction for deciding on the successful candidates in the recruitment outcomes.

5.7.3 Basic requirements of the selection process

According to the PGWC Transversal Human Resource Management Policy: Policy Framework: Recruitment and Selection of Public Service Staff dated 15 March 2006, as issued by the PGWC, the following reflect the main basic requirements of the recruitment and selection processes within the PGWC:

- All persons who qualify for an appointment, transfer or promotion, will be considered for the appointment;
- The selection process will, as far as possible, accommodate imperatives aimed at meeting numerical targets for achieving equitable representation of suitably qualified employees from designated groups or previously disadvantaged employees;
- With regards to candidates, the points allocated in the short listing and interview phases are not absolute cut-off points; they are, rather, evaluated against a requirement to identify potential for competence within a reasonable time through the provision of training and other support systems;
- Advertisements will reflect the threshold requirements for positions taken from the job description, after which allowance may be made for an incumbent to acquire the required competencies within a reasonable time; and
- The definition of a reasonable time to achieve a level of competence in the post will be determined by the nature and demands of the position.

5.7.4 Preliminary screening of candidates

- Candidates are screened in terms of the threshold requirements of the position. A transparent and accountable process of screening is followed after the closing date of advertisements, with the overall process being fair, reasonable and correct;
- Only relevant, objective and verified information mainly gleaned from the curriculum vitae, application form and accompanying documents, will be taken into consideration during the screening process (PGWC Transversal Human Resource Management Policy: Policy Framework: Recruitment and

Selection of Public Service Staff dated 15 March 2006, as issued by the PGWC).

5.7.5 Procedures for compiling shortlists

- The shortlist is subject to the approval of the Head of Department or, with regards to senior management positions, approval from the Executing Authority concerned;
- Not less than 50% of the selection panel must be involved in compiling a shortlist of candidates;
- A uniform methodology is used to compile a shortlist with the information supplied by the candidate being measured against the advertised requirements of the post;
- Candidates who fail to meet the essential requirements of the post are disregarded. A record is maintained of the reasons for not being considered for the position;
- Shortlists are compiled according to a standard schedule or grid, listing the essential and key requirements;
- There should be a weighting of the various points scored in the shortlisting process; and
- Where possible, applicants who are members of the *designated groups*, namely black, female and disabled people, should constitute the majority on the shortlist (PGWC Transversal Human Resource Management Policy: Policy Framework: Recruitment and Selection of Public Service Staff dated 15 March 2006, as issued by the PGWC). The document is attached to the research in the form of Annexure C.

5.7.6 Assessment and monitoring

The PGWC requires that all provincial departments regularly assess and monitor various areas that influence the retention of staff, particularly those with scarce skills. One of the actions within the retention framework concerns the completion of audits and questionnaires. Such audits include the documents marked C to I, which form part of the Western Cape Provincial Government: Framework on the Staff Retention and Scarce Skills dated 2005. The documents, (marked C to I), are attached to the research in the form of the following annexures:

- C: Framework for Recruitment and Selection [of staff] in the Public Service;
- D: Critical skills identification process;
- E: Assessment of departmental culture;
- F: Climate survey;
- G: Exit interviews;
- H: Checklist for an internal human resource audit; and
- I: Benchmarking exercise: Contributing towards a staff retention strategy.

5.8 RETENTION STRATEGY FOR THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

The PGWC is committed to providing services for all citizens. Hence, the PGWC needs to be adequately resourced by competent staff. Recruiting and retaining skilled staff is therefore a main major challenge faced by the PGWC in order to provide efficient and effective services to its people (PGWC Provincial Strategic Framework on Staff retention and Scarce Skills dated 2005, as issued by the Office of the Premier). Some of the measures introduced to recruit and retain staff include:

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5.8.1 Bursary schemes: Provide a bursary scheme which is made available for full-time, as well as part-time students, who are targeted in accordance with the local population demographics in terms of race and gender;

5.8.2 Effective processes: Improve staff retention with effective recruitment and selection processes and clearly identify the core competencies required for successful performance;

5.8.3 Alignment of competencies: Align employee competencies with job requirements;

5.8.4 Effective induction: Link staff retention with effective induction processes;

5.8.5 Alignment of work interests: Wherever feasible, utilise employees in jobs, which are aligned with their work interest profiles, to provide for appropriate organisational fit;

5.8.6 Opportunity to develop employees: Provide employees with opportunities to develop through the acquisition of skills and competencies that improve their ability to work in other work areas, or at other job levels. The process should be linked to individual performance and development plans and performance agreements;

5.8.7 Reward: Identify and reward high performers and other staff who add value to operations, especially by means of the demonstration of creative and innovative applications in the workplace; and

5.8.8 Personal development plans: The PGWC will develop personal development plans for every employee, linked to their current competencies, performance management outcomes and PGWC needs. The necessary training, development and capacitating of employees form an integral part of effective performance management. Different interventions in this regard will apply to

different categories of employees, some of which are briefly discussed in the following section.

5.9 PUBLIC SERVICE EMPLOYEES TARGETED FOR RETENTION

The PGWC categorises employees for the purposes of enhancing retention measures, as follows. The data has been sourced from the PGWC Provincial Strategic Framework on Staff Retention and Scarce Skills dated 2005, as issued by the Office of the Premier.

5.9.1 Middle and senior management

In the public service, staff are categorised on the public service staff computerised system into various levels, ranging from level one at the lowest to level sixteen, at the top of the hierarchy. The senior management level (SMS) accommodates levels thirteen to sixteen; with middle management being located between levels eleven and twelve. Measures to retain senior and middle management employees include the following actions:

- Provide mentorship, coaching and enhancement programmes in terms of the provincial management strategy for the mentoring of selected staff; and
- Provide enhancement courses and management development programmes, designed specifically for senior and middle managers (PGWC Provincial Strategic Framework on Staff Retention and Scarce Skills dated 2005, as issued by the Office of the Premier).

5.9.2 Knowledge workers

Knowledge workers are employees who are specialists in their field, having gained their expertise by means of formal education or experience over a long period of time, where such knowledge and skills cannot be easily transferred to the department or to other employees (PGWC Provincial Strategic Framework on Staff

Retention and Scarce Skills dated 2005, as issued by the Office of the Premier). Strategies employed to retain so-called knowledge workers include:

- Increasing opportunities for personal growth and development;
- Incorporating intellectual property clauses in employment contracts in order to protect the department from such staff taking, to another employer, certain kinds of knowledge acquired within the PGWC; and
- Linking contracts to any increased investment in these workers' development by providing assistance to gain membership of a relevant professional association and additionally, provide the opportunity for external practical exposure in the applicable discipline.

5.9.3 Promising and talented staff

It is not clear how promising and talented employees can be identified objectively by the PGWC, but the Government's competitors actively seek after such staff members. Consequently, such employees should be bound to the PGWC (and the public service) by a legally enforceable contract in conjunction with accelerated development programmes developed and implemented for such staff (PGWC Provincial Strategic Framework on Staff Retention and Scarce Skills dated 2005, as issued by the Office of the Premier). These programmes could include:

- Promotions, performance awards or increases in salary at certain predetermined career milestones;
- Job rotation and training to improve qualifications through general or specialist training; and
- Special assignments with responsibilities greater than those applicable to the current job level.

5.9.4 Above-average performers

As with the category of *promising and talented staff* mentioned above, it is not clear how high performers are identified objectively by the PGWC (PGWC Provincial Strategic Framework on Staff Retention and Scarce Skills dated 2005, as issued by the Office of the Premier). Nevertheless, high performing people are regarded as those who consistently excel at their work. Appropriate retention strategies for this category include:

- Special bonuses or reward schemes;
- Increased development opportunities; and
- Flexible employment agreements.

5.10 DESIGNATED GROUPS IN TERMS OF EMPLOYMENT EQUITY

The Designated Groups in terms of the Employment Equity Act, 55 of 1998 are defined as comprising persons who are black (African, Coloured or Indian), white women and people with disabilities. According to the PGWC Provincial Strategic Framework on Staff Retention and Scarce Skills dated 2005, as issued by the Office of the Premier (2005:7-10), the retention of staff members who form part of a Designated Group is limited to the following measures:

- Removing unfair discrimination in the workplace;
- Addressing sexual harassment in the workplace in terms of the Provincial Sexual Harassment Policy;
- Providing appropriate reasonable accommodation measures and support towards creating an accessible for staff those with disabilities; and

- Providing flexible employment policies and practices to accommodate operational needs within the various departments of the PGWC (PGWC Provincial Strategic Framework on Staff Retention and Scarce Skills dated 2005, as issued by the Office of the Premier, 2005:7-10).

5.11 INCENTIVES FOR STAFF RETENTION

Current public service prescripts and incentives aim to ensure that jobs in scarce and high-risk categories are properly designed and evaluated in order to maximise the compensation to candidates and employees, for example:

- Section 37(2) of the Public Service Act and the Public Service Regulations, 2001 (Chapter 1, part VIII F and G) permits employees to be rewarded (either financially or in terms of any other fitting reward) for good performance and valuable suggestions or improvements;
- In terms of the Public Service Regulations, 2001 (Chapter 1, part V C.3), the salary and/or salary level for a post (or an employee) can be set at a higher notch, in order to recruit or retain employees with the required skills. Within departments, employees can be deployed to other posts horizontally if such actions address career development expectations. (Refer to the Public Service Regulations, 2001-Chapter 1, part VII C 2.5);
- Employees can be granted special leave for developmental purposes (for example examination and sabbatical leave) in terms of the PGWC Public Service Coordinating Bargaining Council (PSCBC) Resolution No.7 of 2002;
- Certain skills are in such short supply that the Public Service is required to seek these skills outside of the country; and

- The PSCBC Resolution 3 of 1999 allows for a once-off amount (which can be determined by the employing department) to be paid to recruits from abroad for their initial expenses incurred when moving to South Africa.

5.12 DISINCENTIVES TOWARDS PUBLIC SECTOR STAFF RETENTION

The following disincentives encourage employees to remain within the public service:

- Employees who leave before completing 12 months' service will forfeit their service bonus;
- Where employees resign before completing 12 months' service, any relocation costs that were paid to them, such as their expenses for transport, subsistence and storage of their household goods, may have to be repaid by them; and
- Employees must serve at least 12 months in a rank before qualifying for assessment for pay progression.

5.13 DISABILITY PERSPECTIVE

In terms of the above discussion, the researcher reaches certain conclusions: The documentation relating to selection and recruitment and within the PGWC fails to incorporate any degree of disability perspective. The documents are generally silent regarding matters concerning disability employment. There is a lack of urgency within the current recruitment and selection policies, which is needed in order to hasten the rate of employees with disabilities. An increase in the tempo of disability employment is crucial in order to meet the Cabinet's target of 2% disability employment by 31 March 2010. When the situation is viewed against in terms of the current low levels of employment of people with disabilities, it may be concluded that the DPSA and PSC directives in this regard are not being implemented in the PGWC. The preceding statement reflects adversely on the

performance of Human Resource Managers who are charged with executing processes in line with official policy and directives. Within the recruitment and selection processes, elements still persist of the outdated and inflexible recruitment practices that characterised the previous apartheid regulatory frameworks.

Interestingly, key documents such as the PSC Toolkit on Recruitment and Selection: 2006) do not incorporate any disability perspective nor make any specific reference to the employment of people with disabilities. Moreover, the Middle Management Competency Framework (2006) (MMCF) lacks any disability focus and forgoes a powerful opportunity to guide middle managers towards developing the necessary competencies in order to employ and retain people with disabilities.

A document published by the PGWC, namely the Policy Statement on the Management of the Employment, Development and Career Progression of People with Disabilities dated 2004, as issued by the Office of the Premier is dedicated to the employment and progression of people with disabilities. The policy statement of the document (2004) aims to enable departments to ensure disability equity at all levels within the PGWC. The document is a detailed and comprehensive work. If implemented, it should impact positively on progress towards the 2% disability employment target that should be achieved by 31 March 2010. Yet it would seem that the abovementioned critical policy document has not been integrated within the current recruitment and selection processes.

5.14 Schedule of reasonable accommodations

Chapter Two of the research introduced the concept of reasonable accommodation with regards to employees with disabilities. The need was expressed to implement measures in order to reduce the impact of impairment on the employee's capacity to fulfil the essential functions of a job. Table 5.1 below represents a schedule of selected categories of disabilities together with examples of reasonable accommodation measures to be adopted.

Table 5.1: Schedule of selected disability categories and measures of reasonable accommodation

Disability category, with example	Examples of reasonable accommodation measures	Comment on direct cost
<p>Physical: Paraplegia (Uses a wheelchair)</p> <p>Repetitive motion syndrome (for example, difficulty with typing)</p>	<ul style="list-style-type: none"> ▪ Re-design job to eliminate non-essential elements which require mobility ▪ Elevate workstation on blocks for wheelchair access <p>Provide:</p> <ul style="list-style-type: none"> ▪ Ergonomically-designed keyboard ▪ Voice recognition software ▪ Job sharing with colleagues (job redesign) 	<p>Dependent on the nature of job and severity of the disability</p>
<p>Visual: Blind or partially sighted</p>	<p>Provide documents and correspondence in appropriate format such as:</p> <ul style="list-style-type: none"> ▪ Braille ▪ Large print ▪ Audiotape <p>Provide appropriate computer software to enlarge the text on the screen</p>	<p>Dependent on the nature of job and severity of the disability</p>
<p>Hearing</p>	<p>Provide:</p> <ul style="list-style-type: none"> ▪ Sign language interpreter during meetings ▪ Access to GroupWise type of e-mail communication systems ▪ Training for immediate colleagues and managers in sign language skills 	<p>Cost to be calculated on an individual basis, per situation</p>
<p>Psychiatric: Senior office manager is being treated for stress and depression, and has difficulty with concentrating and meeting work deadlines</p>	<p>Schedule "quiet times" during the week to work without any interruptions</p> <p>Provide flexible time off for counselling and exercise</p>	<p>Cost to be calculated on an individual basis, per situation</p>

	Refer the manager to the Departmental Employee Assistance Programme	
Mental: Employee with traumatic brain injury experiences short-term memory loss and auditory discrimination and has difficulty responding to telephone requests for information, entering information into her computer and following verbal instructions	Provide: <ul style="list-style-type: none"> ▪ Sound absorbing office partitions to reduce noise and distraction ▪ Re-programme the telephone ring to allow differentiation between employee's phone and that of colleagues ▪ Anti-glare screens on employee's computer to reduce screen flicker and prevent dizziness and fatigue ▪ Key instructions in writing Refer the employee to the Departmental Employee Assistance Programme	Cost to be calculated on an individual basis, per situation
Intellectual: High school guidance counsellor with attention deficit disorder has difficulty concentrating owing to high levels of school noise	Replace the telephone ring on counsellor's phone with an electric light bulb device which lights up when the phone rings Soundproof the office Provide a floor fan to reduce 'white noise'	Dependent on the nature of job and severity of the disability

Source: U.S. Department of Labor: Office of Disability Employment Policy (2005)

A reasonable accommodation constitutes any change effected in the work environment. The change may concern the manner in which activities are usually carried out in order to allow the person with a disability to perform the essential functions (or fundamental duties) of the job. Accommodation measures operate best when both the employer and the employee with the disability jointly participate in a process that should take the needs and preferences of the employee into account. The employer holds the final say as to which accommodation measure is implemented. The final measures should not create undue hardship for the employer. The determination of undue hardship takes into

account factors such as the nature and cost of the accommodation measure, as well as the impact on the employer's financial resources (U.S. Department of Labor, 2005:1-2).

5.15 SUMMARY

The current recruitment and selection processes within the public service lack a disability perspective, which should be incorporated within the relevant documentation. Furthermore, shortcomings are noted regarding the manner in which PGWC departments recruit and train staff. Two of the most critical challenges facing the Government with regards to the effective delivery of services remain:

- The need to rapidly expand the geographic reach of public services; and
- Backlogs in the recruitment of skilled professional people.

The overriding challenge faced by the PGWC is that of the creation and maintenance of a stable and productive public service workforce which is capable of a high functioning, in spite of ongoing organisational and policy restructuring. The skills challenge for the public sector therefore extends to the acquisition and the management of human capital in order to ensure that high levels of service delivery are achieved in all areas. Human capital includes people with disabilities. Deficiencies exist within the PGWC recruitment and selection processes when dealing with able-bodied recruitment. Within the current recruitment and selection documents no clear linkages are evident with employment procedures that reflect the needs of people with disabilities. Whilst the DPSA and the PSC have produced progressive recruitment policy review documents, there is no evidence of the application of their collective minds to disability employment within the current recruitment processes. Consequently, the relevant range of DPSA and PSC literature has not been integrated into the recruitment processes. The recruitment and selection processes are silent on the issue of disability employment.

Chapter Six details the research design and the methodology employed and includes the rationale and justification for the approach to the study.

CHAPTER 6

RESEARCH DESIGN AND METHODOLOGY

6.1 INTRODUCTION

The Chapter describes the research design and the methodology employed in the study. It also develops the basis for a proposal for a normative model that should promote the employment of people with disabilities within the PGWC, if implemented.

6.2 CLARIFICATION OF THE RESEARCH PROBLEM

The research focuses on subject matter relating to disability employment. Thus, the theme was developed in Chapter One by noting the historical workplace and societal marginalisation of blacks, women and people with disabilities. Against that exclusivist background, the post-1994 government has embarked on various initiatives in order to redress past inequalities such as gender, race and disability discrimination. Consequently, a key objective emphasised by the DPSA is to increase the number of people with disabilities in employment without impairing the quality of the services offered to the general public and other stakeholders. The research problem relates to the need to review current workplace procedures and practices within the PGWC in terms of the current legislative requirements for the achievement of representative employment levels of people with disabilities.

6.3 THE RESEARCH QUESTIONS

The DPSA aims to progress the public service from a situation of disability exclusion within the PGWC, towards the achievement of greater levels of employment while also improving the success rates of people with disabilities once such people have been placed within the work environment (DPSA: Guide to the Middle Management Competency Framework, 2006:3). The statement of the

research problem has been devolved into three sub-problems which translate into the key questions for the current undertaking:

- What knowledge, skills and attitudes are necessary in order for Human Resource Managers to willingly recruit people with disabilities?
- What are the principal barriers, internally and externally to the PGWC, which limit access and career progression for people with disabilities?
- How willing are Human Resource Managers and their personnel to incur additional costs related to reasonable accommodation measures necessary for the employment and retention of people with disabilities?

6.4 OBJECTIVES OF THE RESEARCH

The objectives of the research have been formulated as being to:

- Examine the current legislated definition for disability and propose a definition of disability that will contribute to a faster rate of employment for people with disabilities;
- Examine the current public service recruitment and retention practices and the rate of appointment and progression of people with disabilities;
- Identify barriers that prevent access to employment for people with disabilities; Identify related measures of reasonable accommodation;
- Design and propose a normative model which, if implemented, should advance the employment of people with disabilities; and
- Recommend measures that will promote the employment of people with disabilities, against the background of the numerical targets prescribed for the PGWC.

6.5 JUSTIFICATION OF THE RESEARCH DESIGN

The research design has been located within the parameters of a participative action research paradigm, with the utilisation of a case-study methodology for the purposes of the development of a normative model for the employment of greater numbers of people with disabilities within the PGWC. The said research design is deemed appropriate to address the research problem, as argued below. The current representation of disabled people in the public service is not satisfactory. No significant growth has occurred beyond 0,2 percent overall, compared with the 2% employment target demanded by the Government (DPSA Medium-term Strategic Plan: 2005 / 2008 dated 2005, as issued by the DPSA, 2005:11).

The utilisation of the case-study methodology in the research is justified. Case studies are those that “examine in some depth, persons, decisions, programs, or other entities that have a unique characteristic” (O’Sullivan, Rassel & Berner, 2003:39). The research is descriptive in character, employing a narrative style of description, thus focusing on describing the phenomenon of disability employment practices within the PGWC. The study is contemporary, with the researcher enjoying direct access to the people involved in the study.

The research methodology includes research of both a quantitative and qualitative nature. Qualitative research encompasses the collective use of a variety of empirical tools. Examples of the approach “include case studies, personal experiences, introspection, life stories, interviews, artifacts, cultural texts and productions, observational, historical, interactional and visual texts that describe routine and problematic moments and meanings in people’s lives” (Burden, 2006:44).

The choice of the research design is further justified by way of the following reasoning concerning the choice of a qualitative research method:

- In terms of the qualitative approach adopted for the research, the researcher has moved to where the cases are located within the PGWC and therefore obtained information in their natural settings;
- The researcher has been a participant in, and a close observer of the phenomenon studied and evidences the knowledge and interest to design and conduct a sound qualitative study; and
- The researcher's knowledge and insights have assisted the process with regards to the interpretation of the findings (O'Sullivan, Rassel & Berner, 2003:39).

6.6 LITERATURE SEARCH

According to Gash (1989:1), as cited in Garbers (1996:305), "a literature search is a systematic and circumspect search to trace all the published or unpublished information about a specific subject...". The literature search in the study concentrated on government-generated data, in line with the research title and the nature of the said research. For example, Chapter Three described the current legislative and administrative frameworks relevant to disability employment. Chapter Four presented a situational analysis of disability in the PGWC. Chapter Five is dedicated to examining recruitment and selection practices within the PGWC in order to determine whether the (internal) literature incorporates a disability perspective.

The literature search also incorporated a review of related books, journal articles, official reports, government policies, legislation and subordinate legislation, official letters, official publications, unpublished research and other applicable published and unpublished material including:

- Public service policies, documents and directives, at both national and provincial levels;

- Completed local and international research relevant to the topic;
- Other related national and provincial legislation and regulations;
- Newspapers and other relevant sources; and
- Electronic literature sources.

6.7 SELECTED NORMATIVE CRITERIA STEMMING FROM THE LITERATURE

Potential normative criteria were extracted from the literature and recorded at the end of Chapter Two of the study. These raw elements of such criteria have been evaluated for suitability in terms of the research problem and the three research questions. The resulting criteria are organised below into categories in order to facilitate the development of the said normative model.

6.7.1 Categories of normative criteria

6.7.1.1 Legislated framework

- A legislated framework is necessary as a central point of departure in order to validate the rationale underlying a normative model for the employment of people with disabilities;
- The South African legislated definition of disability should be clear and unambiguous; and
- The current legislated definition of disability serves to militate against the achievement of equity within society and the workplace.

6.7.1.2 Ethics and philosophy

- In order to achieve successful outcomes, the employment of people with disabilities should be:
 - Embedded within a particular philosophical approach; and
 - Grounded within a moral code that respects the dictates of legislation;
- Ethical behaviour should not conform only to the dictates of the law, but also to the broader moral code that is common to society as a whole;
- Public service managers should critically reflect on the principles by which they live;
- Public service managers have a duty to maintain appropriate standards of behaviour and should not slavishly follow controls imposed by the organisation or the environment; and
- What is *good* and *correct* is determined by the dominant and prevailing view of a community or institution.

6.7.1.3 Organic organisational structure

- The nature of organisational structuring should lean towards a flexible, organic model, in contrast to a rigid, mechanistic model;
- The administration of a system of delegated authority is essential for the successful execution of disability projects;
- The ability to make good decisions is not necessarily the sole province of the manager, but is present throughout the workforce;
- A degree of decentralisation and flexibility holds the potential to unleash a rush of creativity and innovation. These positive outcomes are currently

denied expression within the PGWC owing to a focus on formalised rules and procedures;

- New learning occurs when objectives are achieved that could not be achieved previously; and
- Followers should be connected to their leaders through shared organisational values, which encourage employees to believe that they are part of a greater vision and goal.

6.7.1.4 Managers' attitudes, skills and knowledge

- Appropriate leadership within the workplace is a precondition for the successful implementation of a normative model for the employment and progression of people with disabilities within the PGWC;
- Successful performance of people with disabilities requires appropriate and supportive attitudes from managers and co-workers;
- Managers with a genuine concern for subordinates tend to achieve higher levels of outputs;
- Managers who emphasise high production and high direction tend to achieve low production levels;
- The progression of people with disabilities is linked to managers gaining an understanding of the motivational needs of their subordinates; and
- The progress of departments towards meeting disability representation requirements reveals a tendency to employ greater numbers of people with a minimal disability, such as those with a missing finger or toe.

6.7.1.5 Funding for disability

- The Public Finance Management Act, 1999 (29 of 1999) serves as the legislated mechanism for procuring funding for disability-related budgets within the various PGWC departments;
- The Skills Development Levies Act, 1999 (9 of 1999) may be utilised for the funding of employer-initiated Learnership Programmes, as well as for refunding wages paid by employers to learners during periods of training.

6.7.1.6 Barriers for disability

- External societal barriers restrict the positioning of disability to the periphery of equity discourse;
- Internal barriers remain in place, such as communication and language, negative attitudes towards disability and environmental impediments (inappropriate technology and poor workplace ergonomics);
- People with disabilities are encouraged to espouse a sense of individualism and self-definition, as well as high levels of assertiveness when interfacing with barriers to accessing employment opportunities;
- People with minimal disability tend to be positioned at the lower post levels where there is little scope for advancement within the hierarchical structures; and
- Disability integration is perceived to be more complex at higher levels within the hierarchy where demands relating to thinking skills and personal mobility are relatively greater.

6.7.1.7 Language

Negative, patronising or inappropriate language (for example saying: *is confined to a wheelchair* instead of saying: *uses a wheelchair*) perpetuates the stereotyping of people with disabilities as being inferior.

6.7.1.8 Reasonable accommodation

- Reasonable accommodation is achieved by making adjustments to either the work environment, or the design of the job, or a combination of both; and
- Reasonable accommodation measures are positively linked to motivation and productivity levels among people with disabilities. Such measures are introduced into the workplace with a view to mitigating the impact of a particular disability or impairment.

6.7.1.9 Disability perspective

Chapter Five explained that a *disability perspective* refers to the existence within the PGWC documentation of specific actions and directives aimed at promoting the employment rate of people with disabilities. In the case of a disability perspective with regards to the recruitment process, for example, the PGWC should ensure that the job interview room is located in an area which is accessible to a candidate who uses a wheelchair. Similarly, a deaf applicant should be accommodated by the provision of a sign language interpreter during the interview processes. Once such elements of accommodation are incorporated into the recruitment policies and procedures, the said policies and practices assume a degree of perspective on disability. Once so transformed they are no longer silent or neutral on matters relating to disability. Policies and procedures that do not advocate specific disability actions serve to maintain the status quo of low levels of disability employment.

6.8 RESEARCH METHODOLOGY

The research methodology comprises research of both a qualitative and quantitative nature. The term *qualitative methods* refer to an array of interpretive techniques that attempt to "... clarify the meaning of naturally occurring phenomena" (Ivancevich & Matteson, 1990:65). According to Ivancevich and Matteson (1996:78), the quantitative approach "is exemplified by precise definitions, objective data collection, use of the scientific method and replicable findings".

The aim of the qualitative approach adopted in the research is also to disclose and to reveal, and not merely order, data and to predict possible outcomes. Qualitative research may be viewed as an interpretative and multi-method approach that investigates people within their natural environment (Christensen, 2001:50). The first of the three elements that characterise the approach involves text, pictures, documents or other non-numerical information. The second element of qualitative research employs a variety of methods to collect data, while the third component constitutes research conducted in the field or in the person's natural surroundings. In the case of the study the workplace was the natural setting and the environment within the Provincial Government of the Western Cape from which qualitative information was collected. Data was gathered from the various departments within the PGWC, as well as from the provincial Disability Network.

The use of both qualitative and quantitative methods has achieved a comprehensiveness that neither approach could produce if employed alone (Ivancevich & Matteson, 1996:78). The said research has used both quantitative and qualitative data as the basis of analysis, as well as of its recommendations. With reference to the social sciences, outlined in Chapter Two, research that is carefully considered and executed may employ human subjects (without experimental methods) and enjoy high levels of vigour and validity. The conclusions reached in the study may ultimately be applied in order to induce social and economic change within areas related to disability employment.

6.9 EMPIRICAL SURVEY

The word *empirical* means "...based on, concerned with, or verifiable by observation or experience rather than theory or pure logic" (Concise Oxford English Dictionary, 1999:467). The empirical survey conducted in the present undertaking constituted the second data stream (where the literature constituted the first) and employed a descriptive method of research.

6.9.1 Description of the research populations

6.9.1.1 Population One

Population One constitutes all the Human Resource Managers employed by the PGWC within the twelve provincial departments. It also includes all the personnel located within the corresponding components who are given responsibility for the recruitment and selection of employees. The research questionnaire was distributed to the recruitment components through the office of the Human Resource Manager in every PGWC Department. The intention was to achieve a census of Population One. The rationale for targeting this segment of the PGWC is that recruitment officials are presumed, at this phase of development of disability processes, to be the only PGWC officials familiar with the procedures relating to the selection and recruitment of new employees, including those with disabilities.

6.9.1.2 Population Two

Population Two comprises the Western Cape Disability Network and its members who interact with the PGWC on matters that relate to disability. The responses from the Disability Network have been analysed for purposes of validation of the PGWC-related research findings. The questionnaire was distributed to the management of the Disability Network who undertook further distribution to members and other related disability organisations that exist in order to create economic opportunities for people with disabilities. The sample population was representative of the membership of the Disability Network. Completed

questionnaires were collected from a wide geographic spread of the Western Cape, including both rural and urban locations. Managers and staff members of disability organisations were represented in the sample population.

In the case of both Populations One and Two, it was considered essential to achieve representative responses in order to provide scientific justification for the conclusions drawn in Chapter Seven.

6.9.1.3 Research sample

No research sample, as such, was employed for research into Population One. As indicated earlier, the intention was to achieve a census of Population One. The response strategies for the two research populations are described in the following paragraphs.

In planning the size and scope of the research sample (in collaboration with a registered statistician), it was initially considered prudent to distribute the research questionnaire to all PGWC employees, with one segment excepted: it was agreed to exclude the lower levels of job category from participation in the said research. The reasoning was that the employees located within the salary bands of Level One to Level Four lack knowledge of disability processes. By implication, their inputs would impact negatively on the internal validity of the study. However, after meetings with the registered statistician and the research supervisors, the final decision was taken to impose a further restriction on the distribution of the research questionnaire. It would be distributed only to:

- All Human Resource Managers within the PGWC; and
- All officials who are employed in the recruitment component of each of the 12 departments within the PGWC.

Based on the initial informal survey and observation, it was accepted that not all line managers possess an understanding of the disability and employment

processes. The following anecdote serves to support the validity of the preceding comment. An audio-visual presentation was made to members of the Department of Transport Human Resources Forum in the PGWC in order to promote the employment of people with disabilities (15 August 2005). The reaction from certain of the senior managers present was one of cynicism. One senior manager asked the researcher: "Does this mean that for every disabled person I employ, I will need a second able-bodied person to do the actual work?" (15 August 2005). The question was interpreted as revealing a lack of understanding with regards to the job-competence of people with disabilities.

6.10 DATA COLLECTION METHODS AND INSTRUMENTS

Leedy (1985:133-134) as cited in Pekeur (2002:147), refers to the "descriptive survey method as the normative survey method". The nature of the research regarding disability is both investigative and descriptive, necessitating a dual approach to empirical data collection of:

- Investigative data; and
- Descriptive data.

6.10.1 Data collection instruments

Two instruments were utilised to collect and analyse qualitative data, namely a questionnaire and interviews. The interviews aimed at addressing specific aspects of the literature search that invited additional commentary. Interviews were conducted to collect qualitative data, as well as to formulate comments on aspects of the literature searched in the first data stream. Examples of additional data on specific disability issues collected through the medium of interviews include:

- The current legislated definition of disability;

- The possibility of people with disabilities functioning competently at all levels within the PGWC; and
- The feasibility of the target of 2% disability employment set by the Government.

The structured qualitative questionnaire was distributed to all the Human Resource Managers and all recruitment staff located in the twelve provincial departments, as described above. The questionnaire was also distributed to the Disability Network in the Western Cape.

The research questionnaire measured, *inter alia*, the understanding of able-bodied managers and recruitment personnel with regards to issues such as:

- The knowledge, skills and attitudes which are needed to employ and manage people with disabilities;
- Disability as a production deficit;
- Employment preferences for a particular form of disability;
- South African legislation which relates to disability;
- Reasonable accommodation measures; and
- Barriers to disability employment.

6.11 THE QUALITATIVE QUESTIONNAIRE DESIGN

The final research questionnaire evolved over a number of phases.

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- South African legislation which relates to disability;
- Reasonable accommodation measures; and
- Barriers to disability employment.

6.11 THE QUALITATIVE QUESTIONNAIRE DESIGN

The final research questionnaire evolved over a number of phases.

6.11.1 Initial considerations

The employees of the PGWC consist of people who speak various languages. The three official languages of the Western Cape predominate within the PGWC, namely Afrikaans, English and IsiXhosa. The questionnaire is constructed in English. Its structure required considerable attention, particularly in terms of the different cultural backgrounds found within the general research population. Care was taken, in discussions with the registered statistician, also to mitigate any possible tendency for respondents to provide what might be referred to as politically correct responses. A Likert Scale was selected as the scaling method for the questionnaire (Gregory, 2000:123). Such a scale presents the respondent with five responses on an *agree / disagree* or *approve / disapprove* continuum. Scores of 1 and 5 were assigned for the extreme outer responses and 2, 3, and 4 for the intermediate responses.

6.11.2 Typology of the questionnaire

The questionnaire was constructed in close collaboration with the supervisors of the researcher, as well as separately with the registered statistician. Various elements of the questionnaire were discussed and agreed in order to ensure the integrity of the data collection and the eventual research findings. The discussions reached agreement on the following elements regarding the questionnaire:

- The number of items to be included;
- The provision of headings for groups of items, especially with unfamiliar terminology such as *reasonable accommodation*;
- The rating scale to be employed;
- The choice of English as the language of the questionnaire;
- The clarity of items;

- The ordering of the items;
- The repetition of certain items using different wording; and
- Correlation of the grouped items with the research questions and objectives.

6.11.3 Pre-testing the questionnaire

The questionnaire was pre-tested on a group of PGWC officials, namely:

- A Human Resource Manager;
- Five staff members from a recruitment component;
- A staff member of the Office on the Status of Disability in the Western Cape;
- A manager with a disability;
- Six other PGWC officials;
- The supervisors of the researcher; and
- The registered statistician involved in the research.

The pre-testing process proved invaluable and revealed certain flaws in the questionnaire, such as:

- *Ambiguity within questionnaire items;*
- Errors within the rating scale;
- Quality control issues; for example, some headings were presented in bold, others not; and

- Language inappropriateness; for example, the reference to *disabled people*, instead of *people with disabilities*.

The abovementioned shortcomings were addressed before final distribution.

6.11.4 Administration of the questionnaire

The questionnaire was self-administered.

6.11.5 Distribution of the questionnaire to departments

A letter was submitted timeously to the Director-General requesting permission to survey the relevant PGWC staff. No written approval was received. Nevertheless, the survey process was continued, justified by the knowledge that the research is being partly funded by one of the PGWC departments, namely the Department of Transport and Public Works. The department had approved the research topic. The distribution and collection of the research questionnaire experienced bureaucratic blockages. One Human Resource Manager cooperated only after he had received written assurance that the authority concerned had approved the survey.

Table 6.1 depicts the number of questionnaires distributed and the number returned. It will be noted that the sizes of the various recruitment staff elements within the Human Resource establishments are small and range from four to thirteen persons in each case. Nevertheless, the validity of the research remains high because the total research population has been surveyed. The responses received from the twelve PGWC departments, constituting Population One, are depicted in Table 6.1 below.

Table 6.1: Distribution and responses of the structured qualitative research questionnaire by department

Department	Number of HR recruitment staff, including the HR Manager	Number of completed questionnaires returned
Agriculture	7	7
Community Safety	4	4
Cultural Affairs and Sport	5	5
Economic Development and Tourism	11	11
Education	8	8
Environmental Affairs and Development Planning	4	4
Health	11	11
Local Government and Housing	6	6
Premier	7	7
Provincial Treasury	5	5
Social Development	4	4
Transport and Public Works	13	13
Totals	85	85

6.11.6 Coordination of the data collection

The sets of completed questionnaires were collected from the Human Resource Managers of the twelve participating departments and sealed in marked envelopes

in order to prevent unauthorised access. The collection of the questionnaires completed by the Disability Network and its members was accomplished in a number of ways, including:

- Faxing;
- Hand delivery into a sealed box placed in 9 Dorp Street in Cape Town;
- Electronically; and
- Other collection processes arranged by the researcher.

6.12 SUMMARY

The Chapter described the research design and the methodology employed in the present undertaking. The research methodology and design were justified. The Chapter adopted the normative criteria which were extracted from the literature and formalised in Chapter Two. These criteria were evaluated for suitability in terms of the requirements of the research problem and the three research questions. Thus, the Chapter has provided the basis for a proposal for a normative model that should promote the employment of people with disabilities within the PGWC.

Chapter Seven will offer a discussion on the findings and the results of the statistical analysis.

CHAPTER 7

FINDINGS AND ANALYSIS

7.1 INTRODUCTION

The Chapter presents the most salient findings and analyses of the qualitative (first data stream) and empirical (second data stream) surveys, with regard to both Population One and Population Two of the research. The Chapter is divided into two main segments; the first segment details the findings related to the literature survey, and the second with the findings stemming from the empirical survey. A discussion on the validity of the data is presented in the next section of the study.

7.2 ANALYSIS OF THE RESULTS OF THE LITERATURE SURVEY

According to O'Sullivan, Rassel and Berner (2003:55-57), research findings may be evaluated in terms of the two principal criteria of *internal validity* and *external validity*. *Validity* is defined as the extent to which inferences and findings arrived at from the research or testing "...are appropriate, meaningful and useful" (Gregory, 2000:96). The degree of *internal validity* of a research study is the degree of confidence with which it can be claimed that a specific independent variable caused the observed changes in the dependant variable (O'Sullivan, Rassel & Berner, 2003:55-57). The level of *internal validity* is assessed through the consideration of factors other than the independent variable.

External validity denotes the generalisation of the findings of a study to a group beyond that involved in the specific case which has been researched. A third criterion, known as *content validity*, may be utilised for the evaluation of research findings. *Content validity* "is the representativeness or sampling adequacy of the content – the substance, the matter, the topic – of a measuring instrument" (Kerlinger, 1986:417). It asks: Is the substance or content of the measure

representative of content of the property being measured? In the case of the research, the literature search has revealed that the key policy and procedure documents, which are regulatory in all nine provinces, emanate from the same Government-established bodies, namely the DPSA and the PSC. On that basis, the findings on disability employment may be generalised from the PGWC to the remaining eight provinces in the country.

7.3 QUALITATIVE ANALYSIS

The qualitative analysis in the study focuses on the research problem and the three research questions that relate to the employment and progression of people with disabilities. The research questions have been answered in the process of the literature review (the first data stream). The third of the three questions, namely that relating to the costs of reasonable accommodation measures, has been further addressed within the empirical survey. The findings noted in the following paragraphs relate to the normative criteria which emerged from the literature review.

7.3.1 Managers' characteristics

The required knowledge, skills and attitudes for Human Resource Managers to willingly recruit people with disabilities are found to be lacking within the PGWC. The relevant normative criteria in this respect have been grouped and recorded in Chapter Six. The literature research indicates that Human Resource Managers should possess certain traits or attributes, for the successful implementation of a normative model for the employment and retention of people with disabilities. Managers' workplace behaviour should reflect the following attributes:

- Appropriate leadership skills (as opposed to management skills) as precondition for the successful employment of people with disabilities. Robbins (1986:532) defines leadership as "the ability to influence a group towards the achievement of goals". Management, by contrast is described as determining how to best attain goals in an organisation (Robbins (1986:532).

- Appropriate and supportive attitudes towards people with disabilities;
- A genuine concern for subordinates in order to achieve higher levels of outputs;
- The avoidance of an emphasis on high production and high direction, which has been found to achieve low production levels;
- An understanding of the motivational needs of employees, which evidences a clear link to the employment and progression of people with disabilities;
- The ability to connect disabled employees to themselves as managers, through shared organisational values, which encourage employees to believe that they are part of a greater vision and goal;
- The ability to promote job and process flexibility in order to unleash creativity and innovation that is currently denied expression (within the PGWC) by a focus on formalised rules and procedures; and
- Ethical conduct that conforms to a broader moral code which is common to society as a whole. Managers should not slavishly follow controls imposed by the organisation or the environment.

7.3.2 Barriers

The previous paragraphs in the Chapter implicitly incorporate some of the key barriers to access and career progression for people with disabilities. The barriers discussed in the next paragraphs relate to the internal and external work environments.

7.3.2.1 Internal barriers:

- The failure of the PGWC to exploit the provisions of current legislation to fund Learnership programmes in order to increase the levels of disability employment;
- The tendency of departments to meet disability employment targets by restricting employment to people with minimal disability;
- The propensity of departments to locate people with disabilities at the lower post levels where there is little scope for advancement;
- Inappropriate communication and language terminology, as well as the display of negative attitudes towards disability;
- Inappropriate technology and poor workplace ergonomics;
- The lack of decentralisation and flexible processes within the PGWC is maintained by a focus on formalised rules and procedures; and
- The reluctance or failure by people with disabilities to espouse high levels of assertiveness when interfacing with barriers to the access of employment opportunities.

7.3.2.2 External barriers:

- Public transport systems are inaccessible and inappropriate for the conveyance of people with disabilities. Hence, the access to employment opportunities is negated by the lack of effective transport systems; and

- The current legislated definition of disability is restricted to the confines of the workplace and thus lacks an impact on relevant societal issues (such as accessible public transport systems) which facilitate the access to job opportunities.

7.3.3 Disability perspective

The PGWC recruitment policies and procedures lack a disability perspective. No disability-specific actions are incorporated within the relevant documents in order to secure an increase in the levels of disability employment.

7.3.4 Theories of motivation

Chapter Two examined various theories of motivation and raised the question of whether or not the effects of motivational theory on employees with disabilities are different to those produced on able-bodied employees. No evidence has been found in the literature review to support the notion that there is a difference in the effects of motivational theory. The finding in this regard is that the effects of motivational theories, in general, are equally applicable to people with a disability.

7.4 EXPRESSION AND INTERPRETATION OF THE EMPIRICAL DATA

A registered statistician was employed to assist with the design of the qualitative research questionnaire, and to determine the appropriate populations and response rate in order to establish relative values from the empirical data and transfer such values in a codified form to a computer database. The analysis of the empirical data was interpreted by statistical methods, as well as by analytical instruments. Care was taken that the study generated accurate and valid findings in order to achieve external validity as well, for sufficient generalisation of the findings and recommendations.

7.5 RESULTS OF THE STATISTICAL ANALYSIS

The statistical analysis comprised two main elements: internal, within the PGWC, and external, within the Disability Network.

7.5.1 Internal statistical analysis

The first population comprising the Human Resource Managers and recruitment personnel furnished the data for the internal statistical analysis.

Table 7.1: PGWC – Categorised by language

	Frequency	Percent	Cumulative Percent
English	41	48.2	48.2
Afrikaans	36	42.4	90.6
IsiXhosa	6	7.1	97.6
IsiZulu	1	1.2	98.8
SeTswana	1	1.2	100.0
Total	85	100.0	

Language

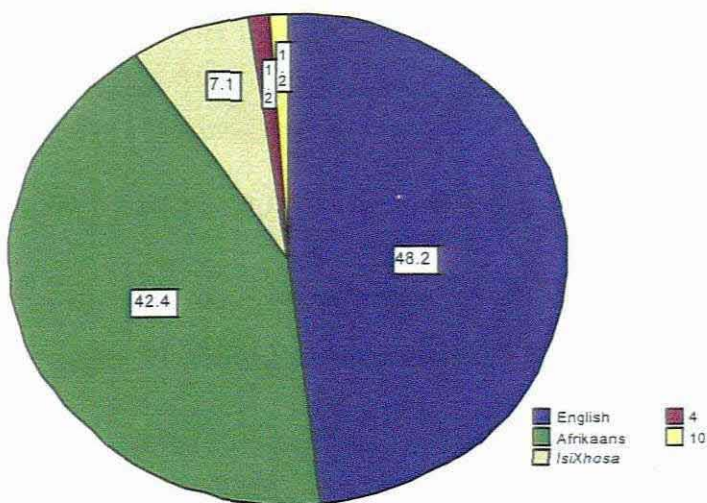


Figure 7.1 above: PGWC - Categorised by language

The results reflected in Table 7.1 and in Figure 7.1 above indicate that collectively, English and Afrikaans are the most prevalent as the first languages spoken in the workplace (90,6%).

Table 7.2: PGWC - Categorised by age group

	Frequency	Percent	Cumulative Percent
16 - 35 years	35	41.2	41.2
36 - 50 years	42	49.4	90.6
51 - 60 years	7	8.2	98.8
61 and over	1	1.2	100.0
Total	85	100.0	

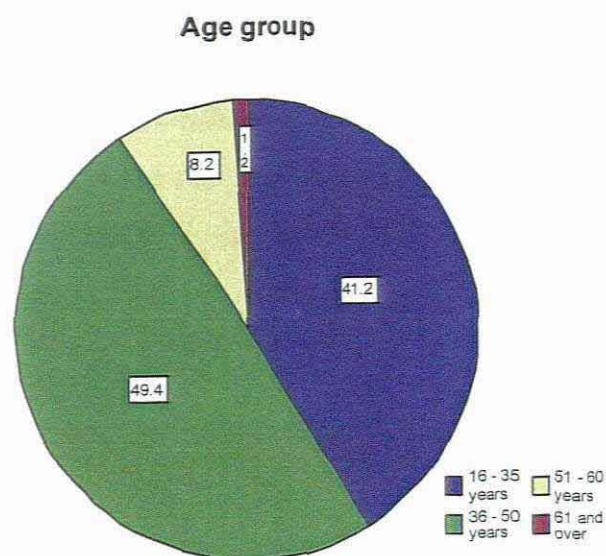


Figure 7.2 above: PGWC - Categorised by age group

The results reflected in Table 7.2 and in Figure 7.2 above indicate that staff aged between 16 and 50 years constitute 90,6% of the population.

Table 7.3: PGWC - Categorised by post level

	Frequency	Percent	Cumulative Percent
1 - 4	8	9.4	9.4
5 - 8	43	50.6	60.0
9 - 12	24	28.2	88.2
13 and higher	10	11.8	100.0
Total	85	100.0	

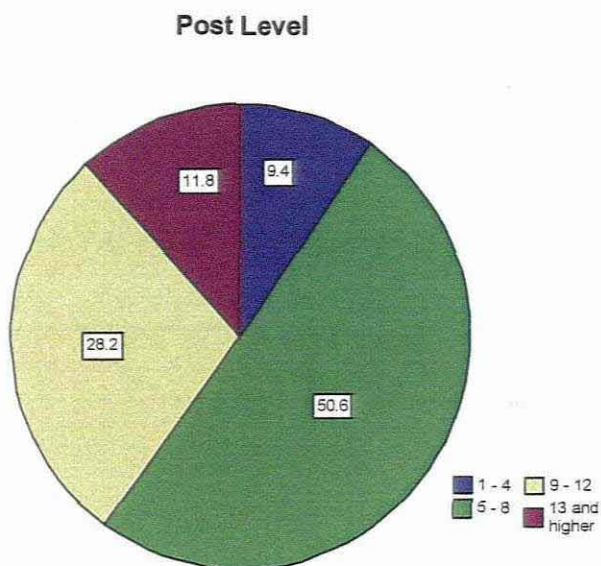


Figure 7.3 above: PGWC - Categorised by post level

The results reflected in Table 7.3 and in Figure 7.3 above indicate that all four age groups are represented in the PGWC research population, with middle and senior managers jointly constituting 40% of the respondents.

Table 7.4: PGWC – Categorised by manager/ non-manager

	Frequency	Percent	Cumulative Percent
Manager	32	37.6	37.6
Not a manager	53	62.4	100.0
Total	85	100.0	

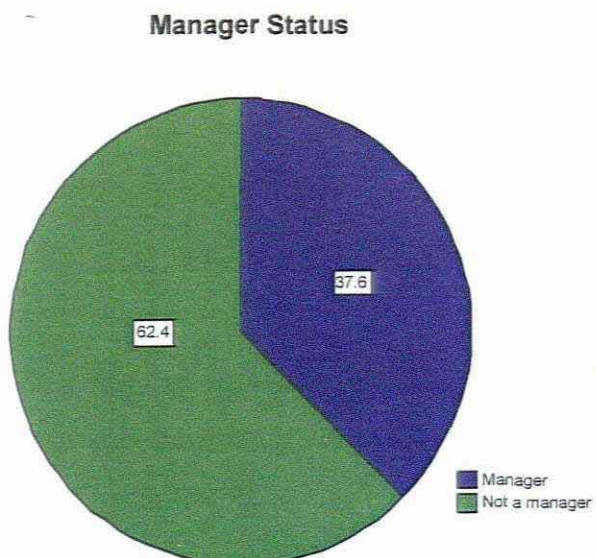


Figure 7.4: PGWC - Categorised by manager / not a manager

The results reflected in Table 7.4 and in Figure 7.4 above indicate that 37,6% of the respondents are Human Resource Managers responsible for the recruitment and selection of people with disabilities. Such managers are expected to be familiar with relevant legislation, as well as the DPSA and PSC prescripts.

Table 7.5: PGWC – Categorised by department

	Frequency	Percent	Cumulative Percent
Agriculture	7	8.2	8.2
Community Safety	4	4.7	12.9
Cultural Affairs and Sport	5	5.9	18.8
Economic Development and Tourism	11	12.9	31.8
Education	8	9.4	41.2
Environmental Affairs and Development Planning	4	4.7	45.9
Health	11	12.9	58.8
Local Government and Housing	6	7.1	65.9
Premier	7	8.2	74.1
Provincial Treasury	5	5.9	80.0
Social Development	4	4.7	84.7
Transport and Public Works	13	15.3	100.0
Total	85	100.0	

The results reflected in Table 7.5 above indicate that all the PGWC departments are represented in the study.

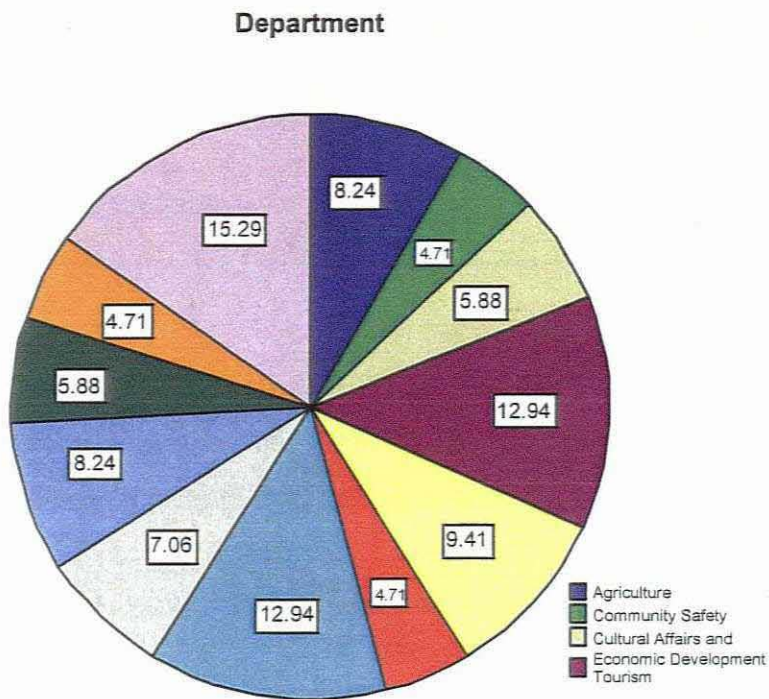


Figure 7.5 above: PGWC - Categorised by department

Figure 7.5 above indicates the percentage responses from the PGWC, with the names of only four of the departments indicated.

Table 7.6: PGWC - Job advertisements should exclusively target people with disabilities

	Frequency	Percent	Cumulative Percent
Strongly Agree	9	10.6	10.6
Agree	20	23.5	34.1
Unsure	11	12.9	47.1
Disagree	39	45.9	92.9
Strongly Disagree	6	7.1	100.0
Total	85	100.0	

The results reflected in Table 7.6 above indicate that 34,1% of respondents believe that job advertisements should be aimed exclusively at people with disabilities.

Table 7.7: PGWC - Managers should not focus on the disability, but on the ability of the person

	Frequency	Percent	Cumulative Percent
Strongly Agree	36	42.4	42.4
Agree	36	42.4	84.7
Unsure	4	4.7	89.4
Disagree	5	5.9	95.3
Strongly Disagree	4	4.7	100.0
Total	85	100.0	

The results reflected in Table 7.7 above indicate that strong agreement exists among respondents, with 84,7% concurring that managers should focus on the abilities of people and not be misdirected by the disability.

Table 7.8: PGWC - People with disabilities need more flexible work times to get to work on time

	Frequency	Percent	Cumulative Percent
Strongly Agree	13	15.3	15.3
Agree	38	44.7	60.0
Unsure	7	8.2	68.2
Disagree	20	23.5	91.8
Strongly Disagree	7	8.2	100.0
Total	85	100.0	

The results reflected in Table 7.8 above indicate that the majority of respondents (60%) agree that people with disabilities should be accorded more flexible working times in order to be able to travel to and from work. Furthermore, people with disability may require more time, or flexible work times to deal with disability-related matters, such as medication or therapy.

Table 7.9: PGWC - Certain jobs are suited for people with disabilities

	Frequency	Percent	Cumulative Percent
Strongly Agree	5	5.9	5.9
Agree	37	43.5	49.4
Unsure	15	17.6	67.1
Disagree	15	17.6	84.7
Strongly Disagree	13	15.3	100.0
Total	85	100.0	

The results reflected in Table 7.9 above indicate that less than half of respondents (49,4%) agree that people with disabilities are unable to perform all categories of work. Some respondents (17,6%) are unsure.

Table 7.10: PGWC - Line managers require special skills and knowledge to employ people with disabilities

	Frequency	Percent	Cumulative Percent
Strongly Agree	15	17.6	17.6
Agree	37	43.5	61.2
Unsure	7	8.2	69.4
Disagree	22	25.9	95.3
Strongly Disagree	4	4.7	100.0
Total	85	100.0	

The results reflected in Table 7.10 above indicate that only 30,6% of respondents disagree that line managers need special skills and knowledge in order to manage the recruitment and retention of people with disabilities.

Table 7.11: PGWC - Line managers are enthusiastic about employing people with disabilities

	Frequency	Percent	Cumulative Percent
Agree	14	16.5	16.5
Unsure	30	35.3	51.8
Disagree	36	42.4	94.1
Strongly Disagree	5	5.9	100.0
Total	85	100.0	

he results reflected in Table 7.11 above indicate little agreement among respondents since slightly less than half (48,3%) indicate managers are not

enthusiastic about employing people with disabilities, with 35,5% being unsure on the matter.

Table 7.12: PGWC - HR personnel who recruit people with disabilities need special interview-related skills

	Frequency	Percent	Cumulative Percent
Strongly Agree	11	12.9	12.9
Agree	37	43.5	56.5
Unsure	14	16.5	72.9
Disagree	23	27.1	100.0
Total	85	100.0	

The results reflected in Table 7.12 above indicate that only 27,1% of respondents disagree that HR personnel require special interview skills in order to successfully recruit people with disabilities.

Table 7.13: PGWC - The organisational culture should support the employment of people with disabilities

	Frequency	Percent	Cumulative Percent
Strongly Agree	34	40.0	40.0
Agree	46	54.1	94.1
Unsure	4	4.7	98.8
Strongly Disagree	1	1.2	100.0
Total	85	100.0	

The results reflected in Table 7.13 above indicate high agreement among respondents since only 1,2% fail to discern a link between the organisational culture and the employment of people with disabilities.

Tables 7.14 to 7.17 below reflect the respondents' findings with regard to the view that people with certain disabilities are able to perform competently at senior manager levels, even if they have a particular type of disability.

Table 7.14: PGWC - A person who has a disability of blindness can perform competently at senior manager level

	Frequency	Percent	Cumulative Percent
Strongly Agree	13	15.3	15.5
Agree	22	25.9	41.7
Unsure	30	35.3	77.4
Disagree	17	20.0	97.6
Strongly Disagree	3	3.5	100.0
Total	85	100.0	

Table 7.15: PGWC - A person who has a physical disability can perform competently at senior manager level

	Frequency	Percent	Cumulative Percent
Strongly Agree	17	20.0	20.0
Agree	45	52.9	72.9
Unsure	16	18.8	91.8
Disagree	6	7.1	98.8
Strongly Disagree	1	1.2	100.0
Total	85	100.0	

Table 7.16: PGWC - A person who has a deafness disability can perform competently at senior manager level

	Frequency	Percent	Cumulative Percent
Strongly Agree	12	14.1	14.1
Agree	24	28.2	42.4
Unsure	31	36.5	78.8
Disagree	17	20.0	98.8
Strongly Disagree	1	1.2	100.0
Total	85	100.0	

Table 7.17: PGWC - A person who has a mental disability can perform competently at senior manager level

	Frequency	Percent	Cumulative Percent
Strongly Agree	1	1.2	1.2
Agree	6	7.1	8.3
Unsure	32	37.6	45.9
Disagree	30	35.3	81.2
Strongly Disagree	16	18.8	100.0
Total	85	100.0	

The results reflected in Tables 7.14 to 7.17 above indicate that a large proportion of respondents feel unsure that people may perform competently in spite of a disability. A high proportion agrees with the statement in the case of blindness (41,2%), physical disability (72,94%) and deafness (42,35%). In the case of mental disability, however, 91,76% disagree or are unsure that performance may be competent.

Table 7.18: PGWC - Not every type of disability can be catered for in the workplace

	Frequency	Percent	Cumulative Percent
Strongly Agree	15	17.6	17.6
Agree	42	49.4	67.1
Unsure	12	14.1	81.2
Disagree	13	15.3	96.5
Strongly Disagree	3	3.5	100.0
Total	85	100.0	

The results reflected in Table 7.18 above indicate high agreement among respondents since 67,1% agree that not all types of disability can be catered for in the workplace.

Table 7.19: PGWC - Numerical quotas are essential for increasing the employment number of people with disabilities

	Frequency	Percent	Cumulative Percent
Strongly Agree	8	9.4	9.4
Agree	41	48.2	57.6
Unsure	21	24.7	82.4
Disagree	14	16.5	98.8
Strongly Disagree	1	1.2	100.0
Total	85	100.0	

The results reflected in Table 7.19 above indicate that only 17,7% of respondents disagree that quotas are necessary in order to recruit more people with disabilities.

Table 7.20: PGWC - Current legislation is adequate to facilitate an increase in the employment numbers of people with disabilities

	Frequency	Percent	Cumulative Percent
Strongly Agree	8	9.4	9.4
Agree	40	47.1	56.5
Unsure	22	25.9	82.4
Disagree	15	17.6	100.0
Total	85	100.0	

The results reflected in Table 7.20 above indicate that 56,6% of respondents agree that current disability legislation is adequate. Only 17,6% disagree with the statement, with 25,9% being unsure.

Table 7.21: PGWC - Affirmative action measures are necessary for filling posts with people with disabilities

	Frequency	Percent	Cumulative Percent
Strongly Agree	16	18.8	18.8
Agree	55	64.7	83.5
Unsure	6	7.1	90.6
Disagree	6	7.1	97.6
Strongly Disagree	2	2.4	100.0
Total	85	100.0	

The results reflected in Table 7.21 above indicate high agreement among respondents, with 83,5% concurring that some form of affirmative action is necessary.

Table 7.22: PGWC - Legislation should not be restricted to the workplace, but should include the social environment

	Frequency	Percent	Cumulative Percent
Strongly Agree	17	20.0	20.0
Agree	49	57.6	77.6
Unsure	15	17.6	95.3
Disagree	4	4.7	100.0
Total	85	100.0	

The results reflected in Table 7.22 above indicate significantly high agreement among respondents, since 77,6% believe that disability legalisation should extend to the social environment.

Table 7.23: PGWC - Legislation should impose strong sanction (penalties) on departments who do not employ people with disabilities

	Frequency	Percent	Cumulative Percent
Strongly Agree	18	21.2	21.2
Agree	34	40.0	61.2
Unsure	20	23.5	84.7
Disagree	13	15.3	100.0
Total	85	100.0	

The results reflected in Table 7.23 above indicate significantly high levels of agreement (61,2%) regarding sanctions being imposed on non-compliant departments.

Table 7.24: PGWC - The costs of adjusting the workplace for disabled people will not be significant

	Frequency	Percent	Cumulative Percent
Strongly Agree	7	8.2	8.2
Agree	21	24.7	32.9
Unsure	26	30.6	63.5
Disagree	23	27.1	90.6
Strongly Disagree	8	9.4	100.0
Total	85	100.0	

The results reflected in Table 7.24 above indicate a mixed reaction among respondents, with 32,9% being in agreement. However, more than one-third of the respondents (36,5%) believe that the costs for reasonable accommodation will be significant.

Table 7.25: PGWC - It is possible to predict costs for adjusting the workplace for budgeting purposes, for people with disabilities

	Frequency	Percent	Cumulative Percent
Strongly Agree	9	10.6	10.6
Agree	45	52.9	63.5
Unsure	25	29.4	92.9
Disagree	6	7.1	100.0
Total	85	100.0	

The results reflected in Table 7.25 above indicate that there is considerable agreement, with 63,5% of respondents stating that it is possible to predict the costs of reasonable accommodation. Only 7,1% disagree with the statement.

Tables 7.26 and 7.27 below reflect the respondents' views on the existence of internal and external barriers to the employment of people with disabilities.

Table 7.26: PGWC - There remain internal barriers that limit access to employment for people with disabilities

	Frequency	Percent	Cumulative Percent
Strongly Agree	16	18.8	18.8
Agree	52	61.2	80.0
Unsure	11	12.9	92.9
Disagree	6	7.1	100.0
Total	85	100.0	

Table 7.27: PGWC - There remain external barriers that limit access to employment for people with disabilities

	Frequency	Percent	Cumulative Percent
Strongly Agree	14	16.5	16.5
Agree	45	52.9	69.4
Unsure	17	20.0	89.4
Disagree	9	10.6	100.0
Total	85	100.0	

The results reflected in Tables 7.26 and 7.27 above indicate that high agreement exists among respondents that both internal (80%) and external (69,4%) barriers remain in existence.

Tables 7.28 to 7.30 below reflect the responses with regards to a willingness to budget for funding to cover measures of reasonable accommodation.

Table 7.28: PGWC - Providing assistive devices and equipment for the special workplace needs of a employee with a disability (for example, special computer software for a blind employee)

	Frequency	Percent	Cumulative Percent
Extremely Willing	30	35.3	35.3
Willing	51	60.0	95.3
Unsure	2	2.4	97.6
Unwilling	1	1.2	98.8
Extremely Unwilling	1	1.2	100.0
Total	85	100.0	

Table 7.29: PGWC - Providing measures to promote access to information, such as the use of sign language for a deaf employee

	Frequency	Percent	Cumulative Percent
Extremely Willing	27	31.8	31.8
Willing	48	56.5	88.2
Unsure	6	7.1	95.3
Unwilling	3	3.5	98.8
Extremely Unwilling	1	1.2	100.0
Total	85	100.0	

Table 7.30: PGWC - Adjusting the workstation height to suit an employee who uses a wheelchair

	Frequency	Percent	Cumulative Percent
Extremely Willing	38	44.7	44.7
Willing	44	51.8	96.5
Unsure	1	1.2	97.6
Unwilling	1	1.2	98.8
Extremely Unwilling	1	1.2	100.0
Total	85	100.0	

The results reflected in Tables 7.27 to 7.30 above indicate that significantly high proportions of the PGWC staff express willingness to budget for costs related to the provision of reasonable accommodation measures (95,3%; 88,2%; and 96,5% respectively).

7.5.2 Selected cross-tabulation of responses within the Provincial Government of the Western Cape

The cross-tabulation of responses within the PGWC has been limited to the groupings of manager and non-manager. In each of the tables below, the words: "PGWC Cross-tabulation" are utilised as the prefix descriptor in order to indicate the relationships to the findings of the (earlier) PGWC internal cross-tabulations. The item descriptors below may therefore be the same, but the findings below differ from the PGWC analysis provided earlier in the group of tables numbered from Table 7.6 to Table 7.30.

Table 7.31: PGWC Cross-tabulation – Managers should not focus on the disability

	Managers should not focus on the disability, but on the ability of the person			Total
	Agree	Unsure	Disagree	
Manager	24	1	7	32
Not a manager	48	3	2	53
Total	72	4	9	85

The results reflected in Table 7.31 above indicate high levels of agreement with the statement but also a high disparity between manager and non-manager with regards to levels of support (75% versus 90,56% respectively).

Table 7.32: PGWC Cross-tabulation - Chi-Square Test: Managers should not focus on the disability

	Value	Degrees of freedom	P- value
Pearson Chi-Square	14.746(a)	6	.022
N of Valid Cases	85		

(a) 6 cells (50.0%) have an expected count less than 5. The minimum expected count is 1.04.

The results reflected in Table 7.32 above indicate that there is a statistically significant difference, in the percentage of respondents who agree with the statement: "Managers should not focus on the disability, but on the ability of the

person", between the two groups of managers (75,0%) and non-managers (90,56%).

Table 7.33: PGWC Cross-tabulation - More flexible work times

	People with disabilities need more flexible work times to get to work on time			Total
	Agree	Unsure	Disagree	
Manager	19	1	12	32
Not a manager	32	6	15	53
Total	51	7	27	85

The results reflected in Table 7.33 above indicate that respondents are divided with regard to the level of agreement on flexible work times. Of the managers surveyed, 59,38% agree with the statement compared to the 60,37% of non-managers in agreement.

Table 7.34: PGWC Cross-tabulation - Certain jobs are suitable for people with a disability

	There are only certain jobs that are suited for people with disabilities			Total
	Agree	Unsure	Disagree	
Manager	14	7	11	32
Not a manager	28	8	17	53
Total	42	15	28	85

The results reflected in Table 7.34 above indicate that non-managers provide greater support for the statement (52,83%), compared to managers (43,75%).

Table 7.35: PGWC Cross-tabulation - Organisational culture must be supportive

	The organisational culture should support the employment of people with disabilities			Total
	Agree	Unsure	Disagree	
Manager	31	0	1	32
Not a manager	49	4	0	53
Total	80	4	1	85

The results reflected in Table 7.35 above indicate overwhelming support for an appropriate organisational culture from both managers (96,87%) and non-managers (92,45%).

Table 7.36: PGWC Cross-tabulation - Blindness disability and performance

	A person who has a <u>blindness</u> disability can perform competently at senior manager level			Total
	Agree	Unsure	Disagree	
Manager	18	9	5	32
Not a manager	17	21	15	53
Total	35	30	19	85

The results reflected in Table 7.36 above indicate that 56,25% of managers agree with the statement compared with only 32,07% of the non-managers. The degree of uncertainty is high, at 37,51% in total.

Table 7.37: PGWC Cross-tabulation - Physical disability and performance

	A person who has a <u>physical</u> disability can perform competently at senior manager level			Total
	Agree	Unsure	Disagree	
Manager	27	4	1	32
Not a manager	35	12	6	53
Total	62	16	7	85

The results reflected in Table 7.37 above indicate that the majority of managers (84,37%) agree with the statement; a smaller majority of non-managers (66,03%) concur.

Table 7.38: PGWC Cross-tabulation - Deafness disability and performance

	A person who has a <u>deafness</u> disability can perform competently at senior manager level, even if he / she has one of the following categories of disability: Deafness			Total
	Agree	Unsure	Disagree	
Manager	15	10	7	32
Not a manager	21	21	11	53
Total	36	31	18	85

The results reflected in Table 7.38 above indicate that a greater proportion of managers (46,87%) agree with the statement than non-managers (39,62%).

Table 7.39: PGWC Cross-tabulation - Mental disability and performance

	A person who has a <u>mental</u> disability can perform competently at senior manager level			Total
	Agree	Unsure	Disagree	
Manager	4	7	21	32
Not a manager	3	25	25	53
Total	7	32	46	85

The results reflected in Table 7.39 above indicate greater disagreement than agreement among respondents. The majority of both groups indicate disagreement with the statement (65,62% and 54,11%). A large proportion (37,64%) is unsure.

Table 7.40: PGWC Cross-tabulation - Not every type of disability can be catered for

	Not every type of disability can be catered for in the workplace			Total
	Agree	Unsure	Disagree	
Manager	28	2	2	32
Not a manager	29	10	14	53
Total	57	12	16	85

The results reflected in Table 7.40 above indicate significant disagreement between the two groups. More than one-quarter of non-managers disagree (26,4%) with the statement, while only 6,35% of the managers disagree. Nevertheless, 93,75% of managers either agree or are unsure, compared to 73,58% of non-managers.

Table 7.41: PGWC Cross-tabulation - Chi-Square Test - Not every type of disability can be catered for

	Value	Degrees of freedom	P-value
Pearson Chi-Square	9.758(a)	2	.008
N of Valid Cases	85		

(a) 1 cell (16.7%) has an expected count less than 5. The minimum expected count is 4.52.

The results reflected in Table 7.41 above indicate that there is a statistically significant difference, in the percentage of respondents who disagree with the statement: "Not every type of disability can be catered for in the workplace", between the two groups of managers (6,25%) and non-managers (26,41%).

Table 7.42: PGWC Cross-tabulation – Numerical quotas are essential

	Numerical quotas are essential for increasing the employment numbers of people with disabilities			Total
	Agree	Unsure	Disagree	
Manager	22	3	7	32
Not a manager	27	18	8	53
Total	49	21	15	85

The results reflected in Table 7.42 above indicate strong support for the statement from both groups. Managers indicate 68,75% agreement, with 50, 94% from the non-managers. One-third of non-managers are unsure (33,96%).

Table 7.43: PGWC Cross-tabulation - Chi-Square Test - Numerical quotas are essential

	Value	Degrees of freedom	P-value
Pearson Chi-Square	6.500(a)	2	.039
N of Valid Cases	85		

(a) 0 cells (.0%) have an expected count less than 5. The minimum expected count is 5.65.

The results reflected in Table 7.43 above indicate that there is a statistically significant difference, in the percentage of respondents who agree with the statement: "Numerical quotas are essential for increasing the employment numbers of people with disabilities", between the two groups of managers (68,75%) and non-managers (50,94%).

Table 7.44: PGWC Cross-tabulation - Legislation should impose strong sanctions

	Legislation should impose strong sanctions (penalties) for departments who do not employ people with disabilities			Total
	Agree	Unsure	Disagree	
Manager	17	11	4	32
Not a manager	35	9	9	53
Total	52	20	13	85

The results reflected in Table 7.44 above indicate high support for the statement from both groups (53,12% and 66,0%).

Table 7.45: PGWC Cross-tabulation - Willingness to provide reasonable accommodation

	Providing assistive devices and equipment for the special workplace needs of a disabled employee (for example, special computer software for a blind employee)			Total
	Willing	Unsure	Unwilling	
Manager	31	0	1	32
Not a manager	50	2	1	53
Total	81	2	2	85

The results reflected in Table 7.45 above indicate overwhelming support for the statement from the total of both groups (95,29%).

7.5.3 External statistical analysis

A sample from the population of the Disability Network and its members provided the data for the external statistical analysis. Selected analysis with respect to the Disability Network is indicated later in the cross-tabulation between the PGWC responses. Selected data extracted from the biographical section of the questionnaire is indicated below. The item descriptions in each table and figure below have been prefixed by the words 'Disability Network' to clarify that the findings relate to the Disability Network (and not to the PGWC).

Disability Network, by disability

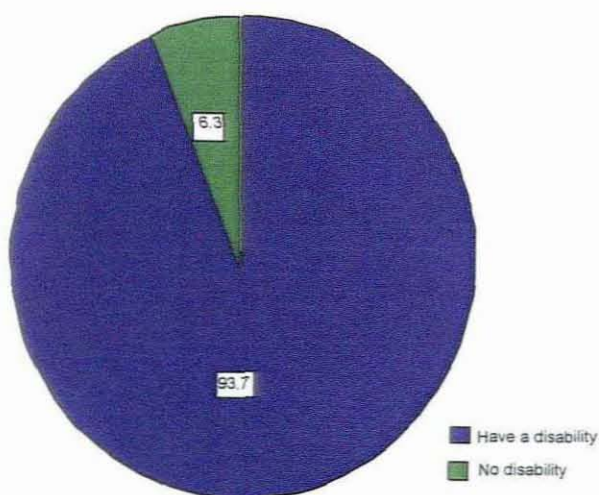


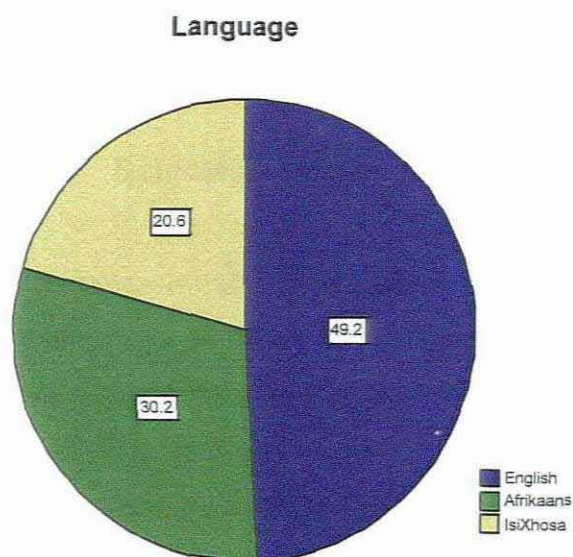
Figure 7.6 above: Disability Network, categorised by disability / no disability

The results reflected in Figure 7.6 above indicate that the overwhelming majority of the Disability Network respondents (93,7%) have a disability.

Table 7.46: Disability Network - Type of disability

	Frequency	Percent	Cumulative Percent
Physical	55	87.3	87.3
Hearing	1	1.6	88.9
Mental (includes thinking and learning difficulties, as well as physical trauma to the head)	1	1.6	90.5
Other	6	9.5	100.0
Total	63	100.0	

The results reflected in Table 7.46 above indicate that the overwhelming majority of the Disability Network respondents (88,9%) have a disability of a physical nature.

**Figure 7.7 above: Disability Network - Categorized by language**

The results reflected in Figure 7.7 above indicate that IsiXhosa is the least-frequently spoken language of the respondents (20,6%). English and Afrikaans collectively represent 79,4% of the respondents' home languages.

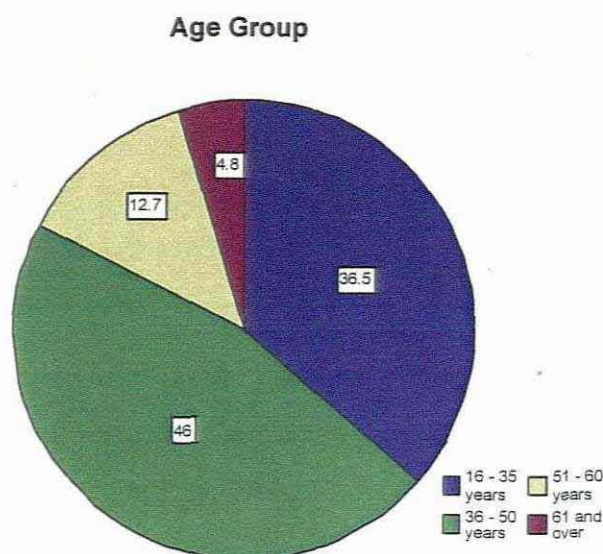


Figure 7.8 above: Disability Network - Categorised by age group

The results reflected in Figure 7.8 above indicate that 82,5% of the respondents are aged 50 years and younger.

7.5.4. Selected cross-tabulation between internal and external responses

The cross-tabulation between the PGWC and the Disability Network has been applied to a selection of ten questionnaire items. Chi-Square tests were conducted within four of the ten tables where significant statistical differences were found to exist. The item descriptors in each table below have been prefixed by the words 'Cross-tabulation PGWC-DN' to indicate that the findings relate to the PGWC and Disability Network response cross-tabulation. Note that the tables and findings below differ from the tables provided earlier in the PGWC analysis, although the item descriptors may be the same.

Table 7.47: Cross-tabulation PGWC-DN: More flexible work times

	People with disabilities need more flexible work times to get to work on time			Total
	Agree	Unsure	Disagree	
Disability Network	48	7	8	63
PGWC Employee	51	7	27	85
Total	99	14	35	148

The results reflected in Table 7.47 above indicate fairly even agreement between the Disability Network and the PGWC with 76,19% and 60,0% respectively supporting flexible work times. There is, however, a disparity in the levels of disagreement. Almost three times as many PGWC employees disagree that more flexible work time is required. It may appear that the PGWC do not want colleagues with disability to receive preferential treatment as far as flexible work times are concerned. Alternatively, the responses from the Disability Network may be reflecting a spirit of independence as far as flexible time is concerned.

Table 7.48: Cross-tabulation PGWC-DN - Chi-Square Test - More flexible work times

	Value	Degrees of freedom	P-value
Pearson Chi-Square	7.296(a)	2	.026
N of Valid Cases	148		

(a) 0 cells (.0%) have an expected count less than 5. The minimum expected count is 5.96.

The results reflected in Table 7.48 above indicate a statistically significant difference, in the percentage of respondents who disagree with the statement: "People with disabilities need more flexible work times to get to work on time", between the two groups of the Disability Network (12,69%) and the PGWC (31,76%).

Table 7.49: Cross-tabulation PGWC-DN: Certain jobs are suitable for people with a disability

	There are only certain jobs that are suited for people with disabilities			Total
	Agree	Unsure	Disagree	
Disability Network	37	16	10	63
PGWC Employee	42	15	28	85
Total	79	31	38	148

The results reflected in Table 7.49 above indicate that 15.87% of respondents from the Disability Network disagree that only certain jobs are suitable for people with disabilities, compared with one-third for PGWC employees (32,94%). The finding may reflect a pessimistic view of reality (false or not), internalised by people with a disability, that there may be limits to what could be achieved in the workplace.

Table 7.50: Cross-tabulation PGWC-DN: Blindness disability and performance

	A person with a <u>blindness</u> disability can perform competently at senior manager level, even if he / she has one of the following categories of disability: Blindness			Total
	Agree	Unsure	Disagree	
Disability Network	40	20	3	63
PGWC Employee	35	30	19	84
Total	75	50	22	147

The results reflected in Table 7.50 above indicate that a large proportion of both groups of respondents are unsure. However, a marked disparity is evident regarding disagreement with the statement from both groups. The Disability Network indicates only 4,76% disagreement compared to that of the PGWC with 22,6%. The finding may be viewed as reinforcing the earlier conclusion with regard to the high level of pessimism held by the Disability Network.

Table 7.51: Cross-tabulation PGWC-DN: Physical disability and performance

	A person with a <u>physical</u> disability can perform competently at senior manager level			Total
	Agree	Unsure	Disagree	
Disability Network	63	0	0	63
PGWC Employee	62	16	7	85
Total	125	16	7	148

The results reflected in Table 7.51 above indicate unanimous agreement among the responses from the Disability Network (100%), with 72,94% of the PGWC participants agreeing with the statement.

Table 7.52: Cross-tabulation PGWC-DN: Deafness disability and performance

	A person who has a <u>deafness</u> disability can perform competently at senior manager level			Total
	Agree	Unsure	Disagree	
Disability Network	36	23	4	63
PGWC Employee	36	31	18	85
Total	72	54	22	148

The results reflected in Table 7.52 above indicate that 57,14% of the Disability Network and 42,35% of the PGWC support the statement, with a large proportion in both groups being unsure.

Table 7.53: Cross-tabulation PGWC-DN - Chi-Square Test - Deafness disability and performance

	Value	Degrees of freedom	P-value
Pearson Chi-Square	6.978(a)	2	.031
N of Valid Cases	148		

(a) 0 cells (.0%) have an expected count less than 5. The minimum expected count is 9.36.

The results reflected in Table 7.53 above indicate that there is a statistically significant difference, in the percentage of respondents who disagree with the

statement: "A person who has a deafness disability can perform competently at senior manager level", between the two groups of the Disability Network (6,34%) and the PGWC (21,17%).

Table 7.54: Cross-tabulation PGWC-DN: Mental disability and performance

	A person who has a <u>mental</u> disability can perform competently at senior manager level			Total
	Agree	Unsure	Disagree	
Disability Network	15	19	29	63
PGWC Employee	7	32	46	85
Total	22	51	75	148

The results reflected in Table 7.54 above indicate that only 23,80% of the Disability Network agree that a person with a mental disability may perform competently at senior manager level. The corresponding response from the PGWC is significantly less at 8,23%. A large proportion of each group is unsure (30,15% and 37,64%). Additionally, 50,67% of the total response is in disagreement with the statement. Clearly, the perception is very strong in both groups that a person with a mental disability is not able to function competently at senior management level.

Table 7.55: Cross-tabulation PGWC-DN: Line managers require certain skills

	Line managers require special skills and knowledge to employ people with disabilities			Total
	Agree	Unsure	Disagree	
Disability Network	58	4	1	63
WC Employee	52	7	26	85
Total	110	11	27	148

The results reflected in Table 7.55 above indicate overwhelming support for the statement from both groups. The Disability Network agrees at 92,06%; the PGWC records high support with a result of 61,17%.

Table 7.56: Cross-tabulation PGWC - DN Chi-Square Test - Line managers require certain skills

	Value	Degrees of freedom	P-value
Pearson Chi-Square	21.498(a)	2	.000
N of Valid Cases	148		

(a) 1 cell (16.7%) has an expected count less than 5. The minimum expected count is 4.68.

The results reflected in Table 7.56 above indicate that there is a statistically significant difference, in the percentage of respondents who disagree with the statement: "Line managers require special skills and knowledge to employ people with disabilities", between the two groups of the Disability Network (1,58%) and the PGWC (30,58%).

Table 7.57: Cross-tabulation PGWC-DN: Current legislation is adequate

	Current legislation is adequate to facilitate an increase in the employment numbers of people with disabilities			Total
	Agree	Unsure	Disagree	
Disability Network	31	14	18	63
PGWC Employee	48	22	15	85
Total	79	36	33	148

The results in Table 7.57 above indicate that the groups are divided on the question of legislation. Only 49,20% of the Disability Network agree, with 22,22% being unsure. The PGWC indicates more support at 56,47% with 25,88% being unsure.

Table 7.58: Cross-tabulation PGWC-DN: Willingness to provide reasonable accommodation (for example, computer software)

	Providing assistive devices and equipment for the special workplace needs of a disabled employee (for example, special computer software for a blind employee)			Total
	Willing	Unsure	Unwilling	
Disability Network	60	3	0	63
PGWC Employee	81	2	2	85
Total	141	5	2	148

The results reflected in Table 7.58 above show that the overwhelming majority of the respondents (92,27%) are willing to budget for funding to provide reasonable accommodation measures.

Table 7.59: Cross-tabulation PGWC-DN: Willingness to provide reasonable accommodation (adjusting workstation height)

	Adjusting the workstation height to suit an employee who uses a wheelchair			Total
	Willing	Unsure	Unwilling	
Disability Network	56	7	0	63
PGWC Employee	82	1	2	85
Total	138	8	2	148

The results reflected in Table 7.59 above show that the overwhelming majority agree with the statement (93,24%) and are willing to provide funding for reasonable accommodation.

Table 7.60: Cross-tabulation PGWC-DN - Chi-Square Test – Willingness to provide reasonable accommodation (adjusting workstation height)

	Value	Degrees of freedom	P-value
Pearson Chi-Square	8.312(a)	2	.016
N of Valid Cases	148		

(a) 4 cells (66.7%) have an expected count less than 5. The minimum expected count is .85.

The results reflected in Table 7.60 above indicates that there is a statistically significant difference, in the percentage of respondents who agree with the statement: "Willingness to budget for funding to adjust the workstation height to suit an employee who uses a wheelchair", between the two groups of the Disability Network (88,88%) and the PGWC (96,47%).

7.6 ARTICULATION OF THE FINDINGS OBTAINED FROM THE STATISTICAL ANALYSIS

The analysis of the data was interpreted by means of statistical methods, as well as analytical instruments. Care was taken that the study generated accurate and valid findings in order to achieve external validity, as well as appropriate generalisability of the findings and recommendations.

The findings have been indicated at the foot of each table of data in the form of frequency distributions. Where appropriate, following from the statistical analysis, Chi-Square test values have been indicated in separate tables.

7.6.1 The three research questions

The three research questions are reproduced below from Chapter One of the study, for purposes of finalisation:

- What knowledge, skills and attitudes are necessary for Human Resource Managers to willingly recruit people with disabilities?
- What are the principal barriers, internally and externally to the PGWC that limit access and career progression for people with disabilities?
- How willing are Human Resource Managers and their recruitment personnel to incur additional costs related to reasonable accommodation measures necessary for the employment and retention of people with disabilities?

The three research questions have been adequately and jointly addressed in the Chapter, through:

- The analysis of the results of the literature survey; and
- The expression and interpretation of the empirical data.

7.6.2 Disability legislation

In South Africa no single, coherent or comprehensive piece of legislation exists pertaining to people with disabilities and their social and workplace rights. Even common law does not adequately cover the rights of disabled people; however, existing legislation, in particular the Employment Equity Act (55 of 1998), offers an important point for redress and furnishes enforceable support. The current legislative discrepancy requires a set of cohesive and comprehensive laws to frame the necessary protection and promotion of employment rights for people with disabilities.

7.6.3 Disability perspective

The overall objective of Chapter Five was to examine the PGWC recruitment and selection practices in order to determine whether a disability perspective has been incorporated into the documentation. In terms of the above discussion, it is concluded that documents relating to selection and recruitment processes within the PGWC fail to incorporate any degree of disability perspective. They are silent regarding matters of disability employment. The absence of a perspective with respect to disability is consequently identified as a key contributory factor for the slow rate of disability employment within the PGWC.

7.6.4 Qualitative responses

The qualitative responses gathered from the empirical survey serve to reinforce findings emerging from the literature survey. Those responses focussed on the following key issues:

- The public transport systems fail to provide a safe and accessible means of transport to and from the workplace;
- The inappropriate attitudes and “mindsets” of PGWC managers militate against the employment and retention of people with disabilities;
- Budget allocations for disability-related matters are inadequate;
- Parking arrangements for employees with disabilities are poor;
- The available supply in the labour market of competent people with disabilities is perceived as being inadequate to meet current demand; and
- Current legislation needs to be reviewed, addressing the challenges faced by people with disabilities, both in the workplace and the social environment.

7.7 SUMMARY

The Chapter presented the most salient findings and conclusions of the qualitative (first data stream) and empirical (second data stream) surveys, with regard to both Population One and Population Two of the research. The three research questions formulated in Chapter One of the study have been addressed in the Chapter. The qualitative findings emanating from the data collected by the structured questionnaire have also been included here. Two key issues have also been included in the above discussion, namely the need for disability-specific related legislation and the absence of any disability perspective in the recruitment and selection procedures and other relevant policy documents.

Chapter Eight will explain the theory of models as a concept and offers examples of existing models according to which a normative model is proposed for the employment of people with disabilities within the PGWC.

CHAPTER 8

PROPOSING A NORMATIVE MODEL FOR THE RECRUITMENT OF PEOPLE WITH DISABILITIES WITHIN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

8.1 INTRODUCTION

The proposal of a normative model for the recruitment of people with disabilities within the PGWC represents the culmination of the study. The proposal is presented in narrative style, supplemented by a tabular representation of the key normative criteria extracted from the literature and empirical searches. In the exploration of a model which is appropriate for the current undertaking, the Chapter investigates theories of models and various types of models.

8.2 THE THEORY AND USE OF MODELS

Models are meant to represent the reality perceived by their developers. "All of us design models as we try to make sense of the everyday world" (Nadler & Nadler, 1994:6). Ferreira (2007) remarks, in an interview with the researcher, that an effective model simplifies the understanding of an essentially complicated process. A model is just a representation of reality, employing either a schematic or narrative method, or using a combination of both. Parker (1984:1032) provides a scientific explanation for a model which he describes as "a mathematical or physical system, obeying certain conditions, whose behavior is used to understand a physical, biological or social system to which it is analogous in some way".

Theories, in turn "...are idea structures" that cannot be reached out and touched since theories only represent reality; they are not reality itself (Tiffany & Lutjens, 1998:14). Chinn and Kramer (1991:72), as cited in Tiffany & Lutjens (1998:14), view a theory as "a creative and rigorous structuring of ideas that project projects a tentative, purposeful and systematic view of phenomena". According to Kaplan (1964) in (Tiffany & Lutjens, 1998:14) a theory is a hypothetical and conjectural construction which may be viewed as "a device for interpreting, and criticising

established laws ...and guiding the enterprise of discovering new and more powerful generalisations”.

A model may consequently be described as a representation of reality achieved by abstracting concepts from a given situation and depicting the relationship between the various concepts (Bobbitt, Breinholt, Doktor & McNaul, 1978:11). A single model may not be sufficient for the purpose intended. Models therefore exist in many forms and types, as the literature indicates. According to Caffarella (1994:7), “...models come in all shapes and sizes”. The choice of model depends on the situation being represented and the answers being sought relative to the situation. On the one hand, educational programme planning models, for example, may be simplistic in their orientation, with a few steps being deemed sufficient for the purpose intended. On the other hand, some models emerge as very complex representations, using highly developed flowcharts in order to depict a wide variety of decision points and situations (Caffarella, 1994:7).

8.3 CHARACTERISTICS OF MODEL DESIGN AND CONSTRUCTION

As Bobbitt *et al* (1978:11) indicate, models “...are used to present concepts and findings”, particularly as regards organisational behaviour. According to Nadler & Nadler (1994:6) a model may be analogous to a road map which is devised to simplify a journey by road, say from Cape Town to Durban. The map is used as a model in the planning process for the trip and is the most basic part of the model. Although the map shows the roads that constitute the planned route, those roads are not actual ones. One cannot place one’s car on the map and journey along the roads marked on it. Simplistically, the map is merely a representation of what one may expect once physically driving on the roads. However, not every map will assist in the planning of a road trip from Cape Town to Durban; consulting the South African Airways flight schedules will not be appropriate in this regard. In order for one to ensure that the correct choice of model is made, Nadler & Nadler (1994:6) suggest that some of the questions to be asked when choosing a model include:

- What is the purpose of the model?
- Does it tell the designer what to look for in the processes, or does it only show the route to take?
- Does it help the designer to anticipate possible challenges and opportunities?
- Does it provide answers or alternatives to the challenges and opportunities?

In the case of a planning model used for training programmes, Munson (1984), as cited in Caffarella (1988:20), lists some reasons why such models are useful:

- Resources such as time, people and money are used more effectively;
- The model provides a continuing guide for action; thus daily work is made easier;
- Teamwork is fostered because roles and responsibilities are clarified; and
- The basis for management control is established in the detail and procedures.

8.3.1 Types of models

Six models are presented or explained under separate headings. Bobbitt *et al* (1978:11-12) submit the first four types namely, the *iconic*, *analogue*, *symbolic* and *verbal* models, followed by a discussion on *schematic* models and *open and closed* types.

8.3.1.1 Iconic models

An *iconic model* looks similar to the reality it seeks to represent. A scale model of a proposed new office block building is an example of such a model, enabling

stakeholders to observe and analyse the new features on the proposed design (Bobbitt *et al*, 1978:11-12).

8.3.1.2 Analogue models

An analogue model behaves in a manner similar to the reality it represents. Such models are frequently used to assist in the type of decision-making concerned with the location of equipment in a plant or factory setting. Templates are cut to scale and placed on a scale drawing of the available floor space to represent equipment. The templates may be moved on the drawing to simulate different layouts (Bobbitt *et al*, 1978:11-12).

8.3.1.3 Symbolic models

A symbolic model uses symbols to represent the reality being studied. An example of such a model would be an accounting model where an accounting equation may be depicted symbolically, as follows:

- $TA = TL + NW$ where *TA* represents *total assets*, *TL* represents *total liabilities* and *NW* represents *net worth* (Bobbitt *et al*, 1978:11-12).

8.3.1.4 Verbal models

The fourth and last model referred to by Bobbitt *et al* (1978:11-12), is a *verbal model*, which uses verbal statements in order to depict reality. The verbal statements illustrate the relationships among the various concepts. In the case of a large organisation such as PGWC, the act of reducing rules and procedures to writing represents this type of model.

8.3.1.5 Schematic models

O'Sullivan, Rassel & Berner (2003:11) support the choice of schematic models for illustration purposes. Such models, which comprise only a few elements, "....can

be understood quickly and they focus people's attention" (O'Sullivan, *et al*, 2003:11). These authors add that a schematic model may serve as an elaborate checklist of the actions necessary for the achievement of objectives. They also acknowledge the distinct strengths of a verbal model, which by its nature uses words to describe these elements and define their relationships with one another. Many researchers elect to construct a combination of a verbal and a schematic model in order to maximise understanding. The verbal component adds clarity and detail to the schematic component which is designed to identify the most essential features of the model (O'Sullivan, *et al*, 2003:11).

8.3.1.6 Open and closed models

According to Nadler & Nadler (1994:6), different types of models exist, all of which may be classified as *open* or *closed*, according to type. An *open model* is a working hypothesis which assumes that external factors can affect the design process. As such, the designer accepts that certain external factors may be beyond the scope of the model. Such external factors should be carefully considered in the design process.

A *closed model* proceeds on the assumption that all inputs into the process are subject to being controlled and consequently attempts are made to build all variables into the model. The *closed model* is predictive; outcomes and conclusions are predetermined and it is expected that the model be used exactly as planned. The underlying concept of a *closed model* is that all variables that may possibly impact on the design process have been identified and built into the model (Nadler & Nadler, 1994:8). Table 8.1 depicts the various characteristics inherent in open and closed models.

Table 8.1: Contrasting open and closed models

Open	Closed
Outside factors exist which cannot be identified at the outset	All factors can be identified or accounted for in the model
A working hypothesis	Outcomes are predetermined
Descriptive	Productive
Verbal	Mathematical

Source: Nadler & Nadler (1994:9).

In summary this far, a model may also be viewed as an analogy that draws parallels between the structure of the model and what it is supposed to represent. In the process, a model assists the designer to plan a course of action for dealing with a situation at hand (such as that studied in this thesis). The analogy referred to above may be represented by a physical structure, a narrative, mathematics, or even by means of a picture (Tiffany & Lutjens, 1998:25).

8.3.1.7 Complexity

Not all models are complex (or simple) in structure (Nadler & Nadler, 1994:6-7). The model proposed in the Chapter utilises a simple schematic representation in conjunction with the *verbal model* described in the preceding paragraph. Conceptual models represent reality in a simplified form that is comprehensible, and should therefore facilitate the understanding of an essentially complicated process. It follows that a simple schematic representation of reality should not be devalued if the salient concepts are embodied in the model (Nadler & Nadler, 1994:6-7).

8.4 EXAMPLES OF RELEVANT, EXISTING NORMATIVE MODELS

Bobbitt *et al* (1978:15) extend the purpose of models from a representation of reality to the analysis of managerial situations, particularly to resolve situations where no universal solution seems to exist. Accordingly, the designer of the model "must develop not only our modelling skills, but also our ability to bring content, both theory and empirical research, to our analysis of situations" (Bobbitt *et al*, 1978:15). The research questions and objectives proposed in the research reflect a managerial situation. Consequently, analysis and directions to a solution should be embodied as key elements in the proposed normative model. In pursuit of the objectives and questions, Chapter Six of the study adopted a set of normative criteria for use regarding the construction of a proposed model for increasing the rate of employment for people with disabilities. The normative model reflects a solution to a management problem, namely how to increase the said rate of disability employment. One of the criteria of the model requires that organisational structuring within the PGWC must tend towards a flexible and organic model, in contrast to a rigid, mechanistic model.

8.4.1 Udy's model of the work system and its constraints

Udy (1970), as cited in Bobbitt *et al* (1978:14), proposes a model that is useful for analysing the determinants of organisational structure. Udy (1970) views organisational structure as the result of five variables, namely *technology*, *work organisation*, *social setting* [work setting], *production objectives* and *physical exigencies*. He posits the *work organisation* as resulting from the consequences of the interaction between *production* and *technology*. These consequences or outcomes occur in spite of constraints imposed by the physical and social settings. The model is illustrated as Figure 8.1.

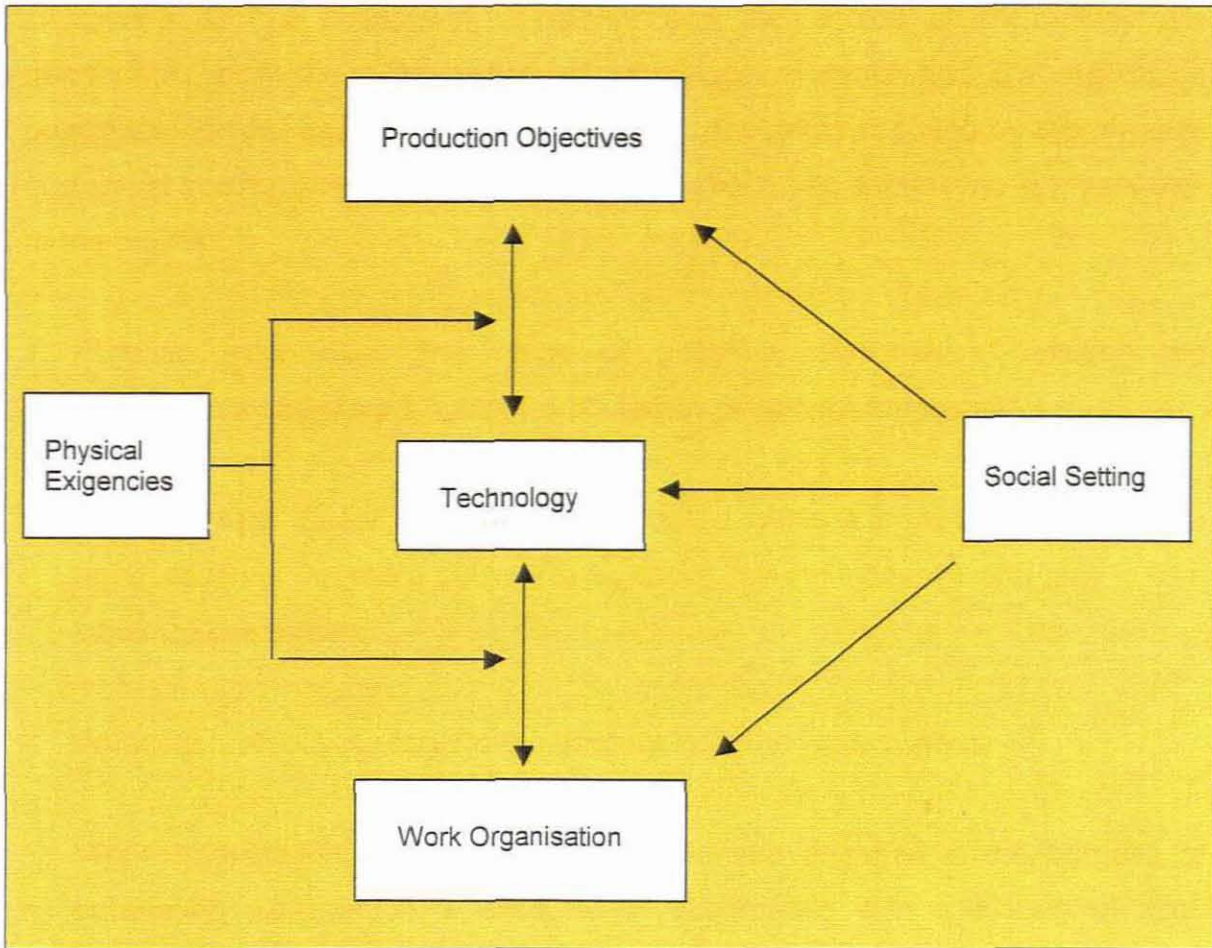


Figure 8.1: Adapted from Udy's model of the work system and its constraints

Source: Bobbitt *et al* (1978:14)

Udy's model (1970) is not especially predictive, other than in the general sense of the interaction among the elements. In this regard, the model fails to meet one of the characteristics of a (closed) model where outcomes and conclusions may be predetermined. Empirical research is needed to make the model meaningful and pass a "major test in determining the usefulness of a model" (Bobbitt *et al*, 1978:13). Nevertheless, such models remain helpful for one to conceptualise and analyse general situations. Udy's model (1970) is useful for analysing the determinants of organisational structure, but does not produce such a structure *per se*.

Udy's model (1970) is relevant to the issue of the employment of people with disabilities, particularly as regards the variables of the social setting and the attendant influences on such people. The model asserts that the optimal

structuring of the production objectives and the choice of technology are dependent upon the organisation of workplace systems and the workplace objectives, viewed against the background of constraints imposed by the physical and social setting. Udy (1970), in Bobbitt *et al* (1978:14), defines the five variables of the model:

- Physical exigencies: The range of possible relationships between the components of the work system is limited by physical relationships;
- Social setting: Every organisation is located within a particular society. The organisation is therefore subject to its social cultural influence and may in turn influence the society;
- Production objectives refer to the outputs from the work system;
- Work organisation: A group of people who are engaged in the purpose of performing work which is executed in accordance with a system of roles expressly designed for such purpose; and
- Technology, which refers to the “totality of combinations of activities and facilities through which production objectives...can be achieved” (Bobbitt *et al*, 1978:14).

The logic employed by Udy (1970) in the above model (Figure 8.1) is appropriate to the construction of a normative model for the said purposes. The social setting (for disability employment) includes the various external barriers and the inadequate legislation, as established in the literature search and the empirical survey. These are constraints which serve to perpetuate the exclusion of people with disabilities from access to work opportunities. Similarly, the remaining four variables of *physical exigency*, *work organisation*, *production objectives* and *technology* fall loosely within the categories identified as key criteria of the proposed normative model for dealing with the given situation. Udy's model (1970) finds ready application in the work setting of the PGWC whenever managers

confront issues relating to the employment of people with disabilities. Consider the impact of the model on technology and the work setting. The choice of particular computer software (technology) within the PGWC, for example, may increase general efficiency and the levels of service delivery (*production objective*). However, if this selection of technology denies access to people with disabilities, the resulting situation may be viewed as an impingement on the rights of people with disabilities.

8.4.2 Schramm's communication models

Schramm (1965), as cited in Steinberg (2003:30-31), describes three models of communication, each demonstrating a progression in his thinking with regard to the subject. The first model is technical in nature and follows the transmission of a message in a linear fashion between the sender and the recipient. It is a relatively simple example of a communication model which accords no attention to the content of the message. Schramm's second model introduced the term *field of experience* (Steinberg, 2003:32), referring to the need for participants within a particular communication chain to be able to share a common language, background and culture. Such conditions allow a message to be understood as intended by the communicator. The third model developed by Schramm (1965) introduced the concept of *feedback* to overcome the problem of "noise" (such as internal prejudices). The concept of *feedback* "...tells us how our messages are being interpreted."

The **first** communication model (Schramm, 1965) may be viewed as an example of the use of a simple yet effective model which ignored the existence of outside factors in the area of communication. The concept of the *field of experience* is introduced into the second model, in order to take into account factors such as the nature of the encoding, the message and the final decoding, or the according of meaning to the message. The **second** communication model is illustrated in Figure 8.2 (Schramm, 1965 as cited in Steinberg, 2003:30-31).

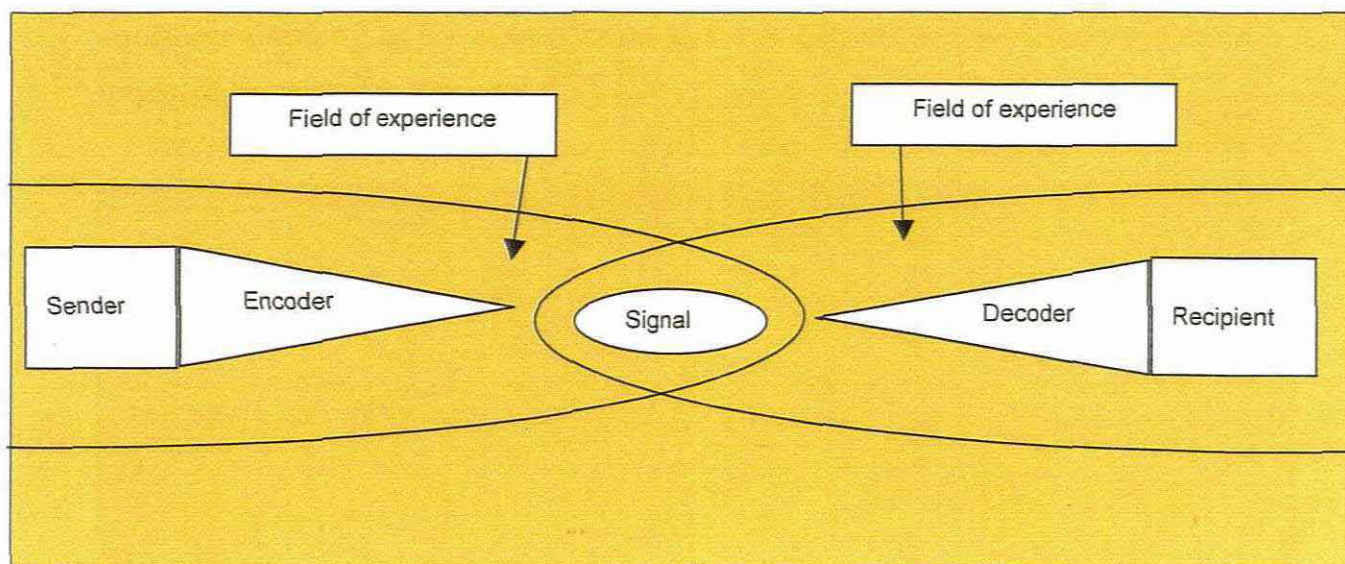


Figure 8.2 Adapted from Schramm's second communication model

Source: Steinberg (2003:30-31)

8.4.3 Easton's input / output - transformation systems model

Easton (1965) devises dynamic response models of a political system which emphasise that system needs generated by external environments serve as "inputs" into the system. Such needs can be satisfied through the setting of goals, which once achieved, will be considered as the "outputs" of the system. (Easton, 1965 as cited in Ferreira, 2007:1-3). Easton (1965) perceives existing external environments as dysfunctional, thus threatening the survival of societies. Consequently, Governments should set goals to address potential hazards in certain external environments, such as goals related to political, cultural, statutory, constitutional and educational and many other environments. As these goals are achieved, feedback occurs to the original (dysfunctional) environment to check for optimal satisfaction of need. The input / output - transformation systems model developed by Easton (1965) involves a dynamic process, incorporating traditionally linear phases of inputs, conversion and outputs. A process of constant feedback and interaction with an identified environment concludes the cycle. Easton's (1965) systems model essentially illustrates the relationships between elements of systems and the desirability of maintaining, or restoring, a state of

equilibrium among all the elements as found in general systems theory. Easton's model is illustrated in Figure 8.3.

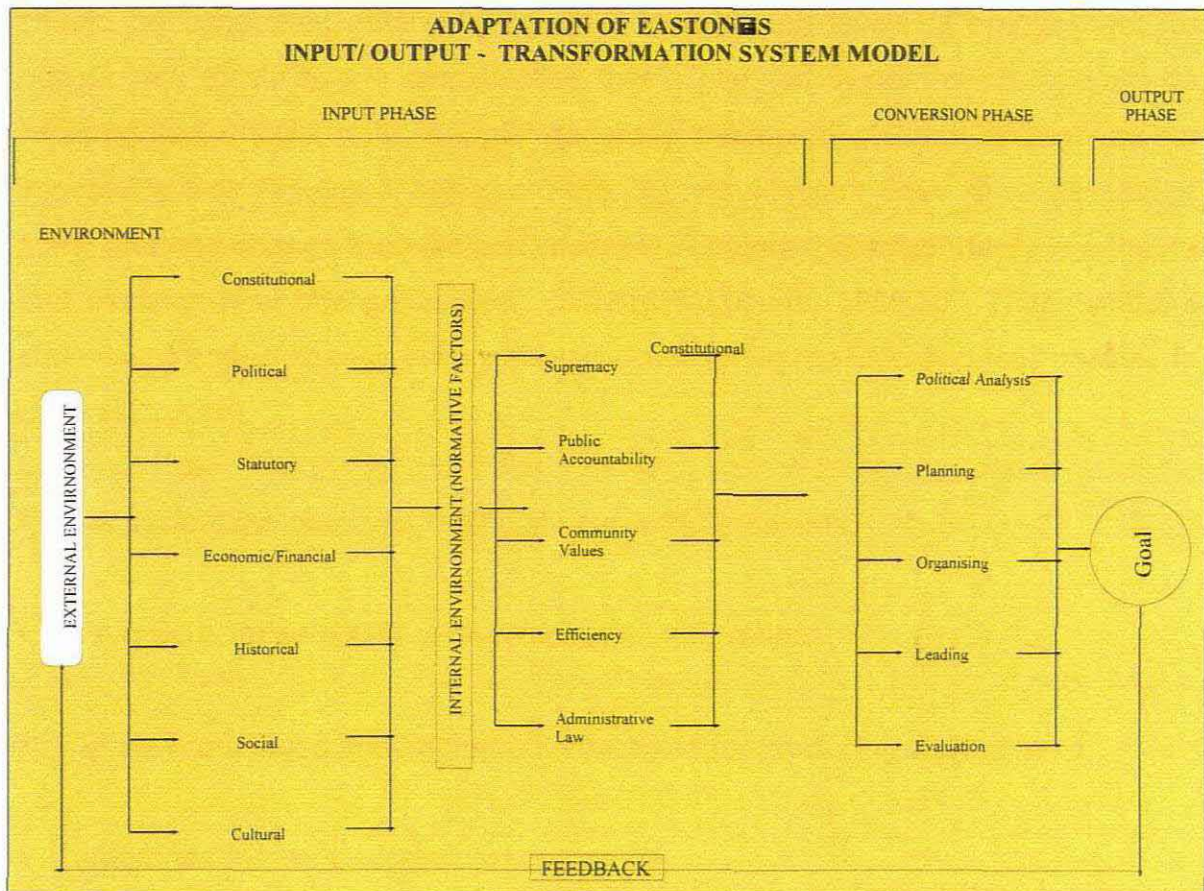


Figure 8.3: Illustration of Easton's input/ output transformational systems model

Source: Easton, (1965) as cited in Ferreira (2007)

Easton's (1965) systems model is relevant to the construction of a normative model for the employment of people with disabilities, especially in terms of an external environment which marginalises such people (Howell *et al*, 2006:69). The proposed normative model would, of necessity, be an open type (as depicted in Table 8.1), thereby permitting the assumption by model designers that not all external factors would necessarily be incorporated during the design stage. Modifications to the model would take place in the implementation phase of the innovation process. As such, it is possible that certain external factors may appear to be beyond the scope of the model at the design stage.

8.4.4 Approach of planned change

The introduction of any normative model within the PGWC implies that matters should be conducted differently in order to raise the levels of employment for people with disabilities. It also implies that a planned system of change will be implemented. In the past, people generally perceived planned change as an impossible task (Tiffany & Lutjens, 1998:24), yet scholars have since developed many planned change theories and models: "A planned change theory is a theory that explains how change occurs." (Tiffany & Lutjens, 1998:25.) These authors state that planned change theory should occur within the following four phases, in its development:

- A system for diagnosis of social [and work] problems;
- A means for selecting or developing an innovation;
- A way to choose and implement strategies for producing change; and
- Methods for the evaluation of outcomes.

8.4.5 The Rogers' Diffusion Model

Rogers (1995), as cited in Tiffany & Lutjens (1998:24-25), developed a diffusion model for planned change that is also relevant in constructing a normative model of the kind envisaged. The model (Rogers, 1995) is viewed as one consisting of stages in an innovative decision process. The so-called diffusion model "...is a time oriented, linear mental formulation that describes the spread of an innovation ...through communication channels over time in a social system" (Tiffany & Lutjens, 1998:233). As a diffusion model, it is designed to cause social [or workplace] change to occur.

The Rogers' model (1995) incorporates an element similar to the *field of experience* built into the communication model described earlier (Figure 8.1). An

examination of prior and existing conditions precedes the five irreversible stages that characterise the model. No feedback loops exist, which represents a deficiency in the model, in terms of evaluating progress. The model addresses previous practices in the social system prior to developing its five stages. This preparatory phase examines felt needs and problems, determines the degrees of innovation present in a social system and examines the prevailing norms in that system. The model “assumes a linear, one-directional pattern where all arrows point towards the culmination of the diffusion process in either continued adoption or final rejection” (Tiffany & Lutjens, 1998:217). The above overview of the model reflects suitability for addressing some of the needs of the PGWC, especially those relating to previous and current recruitment practices, the prevailing mechanistic organisational culture, the cultural norms and the low level of innovation created by a rigid bureaucracy.

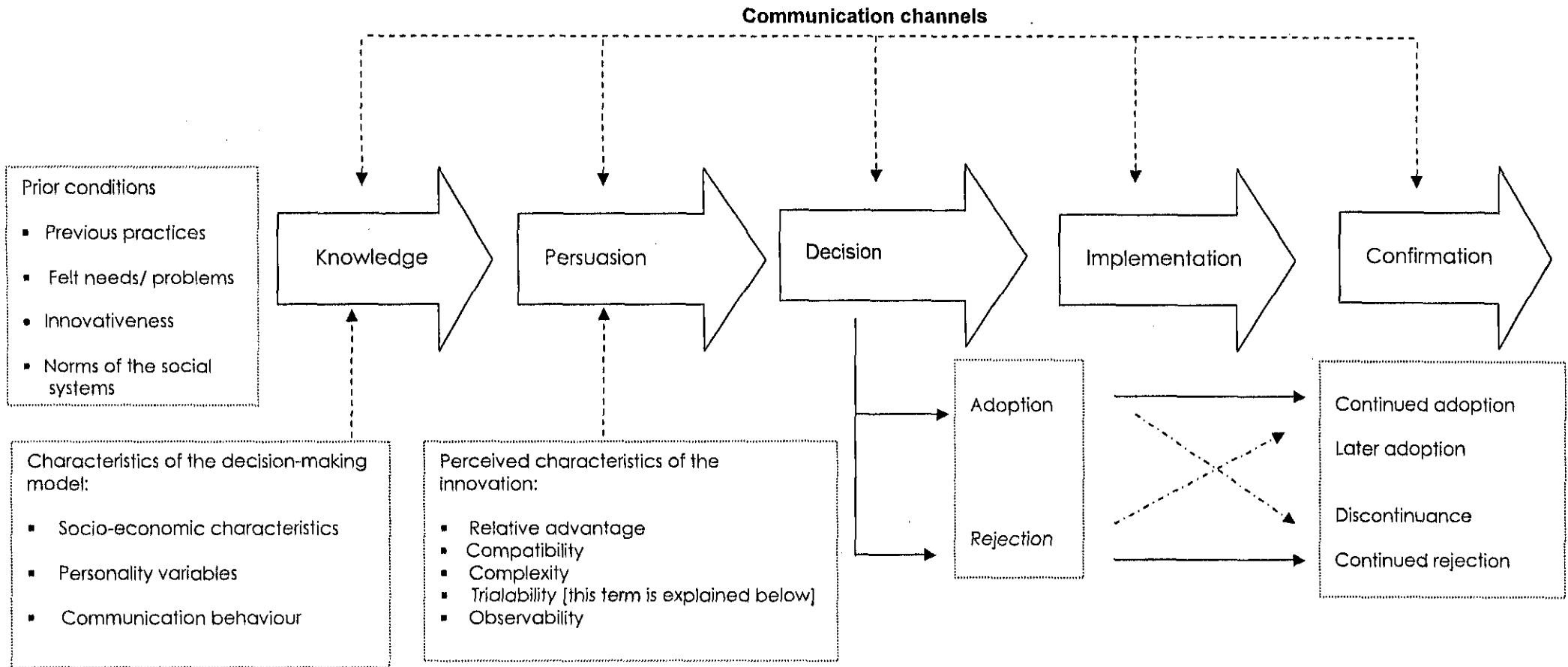
Rogers (1995), as cited in (Tiffany & Lutjens, 1998:218), lists the five stages in the diffusion process as *knowledge, persuasion, decision, implementation and confirmation*. The idea of communication channels features as an overarching concept in the model and is central to its successful implementation. As potential adopters move through the stages, the communication messages increase the understanding of the innovation in question. At the last stage, the understanding of the innovation undergoes modification until the participants are in a position to elect its adoption or rejection. The proposed normative model for the employment of people with disabilities within the PGWC is based on the logic and stages found in the Rogers’ diffusion model (1995). A detailed discussion on the proposed model is provided later in the Chapter. Nevertheless, key differences between the above-mentioned Rogers’ model (1995) and the proposed normative model for the PGWC are that:

- The Rogers’ model (1995) allows the freedom to either adopt the change innovation, or to reject it;
- The proposed PGWC model is characterised by ultimate compliance and adoption, imposed by the pressures emanating mainly from the DPSA, PSC

and legislation. Nevertheless, the cumulative effect of the communication messages relayed throughout the various stages is intended to lead the individual manager to an irreversible point of voluntary adoption; and

- The *confirmation* phase in the Rogers' model (1995) is replaced with an optional phase of *reward or sanction*.

Figure 8.4 depicts the Rogers' diffusion model (1995).



Note: The innovation-decision process is the process through which an individual (or organisation) passes from first knowledge of an innovation, to forming an attitude towards the new concept, to a decision to adopt or reject, to implementation of the new idea and finally, to confirmation of the decision.

Figure 8.4: A model of stages in the Innovation-Decision process

Source: Adapted from Rogers (1995) in Tiffany & Lutjens (1998:219).

8.5 THE SELECTED NORMATIVE CRITERIA

Table 8.2 below depicts the various criteria which emerged from the literature and empirical surveys in the research; they are viewed as the key criteria to be incorporated into the said normative model. The proposed model is based on the model developed by Rogers (1995), which is illustrated in Figure 8.4. The model reflects a process through which an organisation progresses from first knowledge of an innovation, to forming an attitude towards the innovation, to a decision to adopt, followed by confirmation of the adoption.

Table 8.2: Key elements of a normative model for the employment of people with disabilities within the Provincial Government of the Western Cape

Strategic focus areas	Key elements which must be in place
Legislative framework	<ul style="list-style-type: none"> ▪ Dedicated legislation for disability ▪ One national definition of disability ▪ A combination of medical and social approaches to disability
Ethics and philosophy	<ul style="list-style-type: none"> ▪ An appropriate philosophical approach ▪ A moral code that respects the dictates of legislation ▪ Managers critically reflect on personal principles and values
Organisational structure	<ul style="list-style-type: none"> ▪ Flexible, organic organisational model ▪ Good decisions are not the sole province of managers ▪ New learning occurs when objectives are achievable, that could not be achieved before
Managers' attitudes, skills and knowledge	<ul style="list-style-type: none"> ▪ Managers acquire an understanding of the motivational needs of employees with disabilities ▪ Managers hold supportive attitudes towards people with disabilities ▪ Managers are transformed into leaders

Key drivers of funding for disability employment	<ul style="list-style-type: none"> ▪ The Public Finance Management Act (Annual budgetary cycle) ▪ The Skills Development Act (For funding Learnerships) ▪ The Skills Development Levies Act (For funding Learnerships)
Barriers: Internal and external	<ul style="list-style-type: none"> ▪ Disability is brought into mainstream society ▪ Disability representation occurs at all job levels ▪ Individuals with disability espouse a high sense of assertiveness in interfacing with barriers
Reasonable accommodation	<ul style="list-style-type: none"> ▪ Viewed as requiring an individual approach which is linked to the nature of job and the nature of the particular disability
Disability perspective	<ul style="list-style-type: none"> ▪ Recruitment policies and procedures incorporate a disability perspective

8.6 PROPOSING A NORMATIVE MODEL FOR THE RECRUITMENT OF PEOPLE WITH DISABILITIES

According to Tiffany & Lutjens (1998:25) theories of planned change "...differ in scope and intent". The decision to combine theory and model should be accorded careful consideration with regards to their characteristics, in order to create logical and useful combinations and to "...avoid ill-fated mutations" (Tiffany & Lutjens, 1998:25). The normative model, which is being proposed, is an *open model* in type. It acknowledges that organisations and individuals are complex; thus it recognises that the incorporation of every single variable into the design is not possible. Consequently, the proposed model will be subject to ongoing amendment during implementation.

The current organisational culture of the PGWC is in a state of transformation and is therefore identified as one of the variables that could produce a changing effect on the operation of the model due to factors emerging later, that were not incorporated into the design process. The entire range of factors relating to organisational transformation has not been fully incorporated into the design of the proposed normative model, as is characteristic of an open type of model. The full

range of effects from the transformation processes within the PGWC should emerge during the implementation phase of the innovation. Transformation processes are generally wide-ranging and include such elements as:

- An organic organisational structure;
- Equity within gender relations;
- Equitable representation with regards to gender, race and disability;
- A focus on youth development;
- Language usage in terms of the three official languages within the Western Cape;
- Language usage in terms of appropriateness with regard to people with disabilities;
- Multi-directional communication structures;
- The devolution of decision-making powers; and
- A greater focus on service delivery in tandem with a reduced focus on bureaucracy.

Although the proposed normative model is based on the 'Rogers Model' (1995), which is illustrated in Figure 8.4 above, it differs in various aspects. Two differences between the two models are emphasised:

- The ultimate freedom to adopt or reject the innovation is, in a sense, removed from the proposed model. Instead, the assumption is made that the cumulative effect of structured communication through the various stages will lead the individual manager to a point of voluntary adoption; and

- The characteristics of the *knowledge* phase are reduced to specific elements of the knowledge required to understand the innovation process.

The proposed normative model for increasing levels of employment for people with disabilities within the PGWC is illustrated in Figure 8.5.

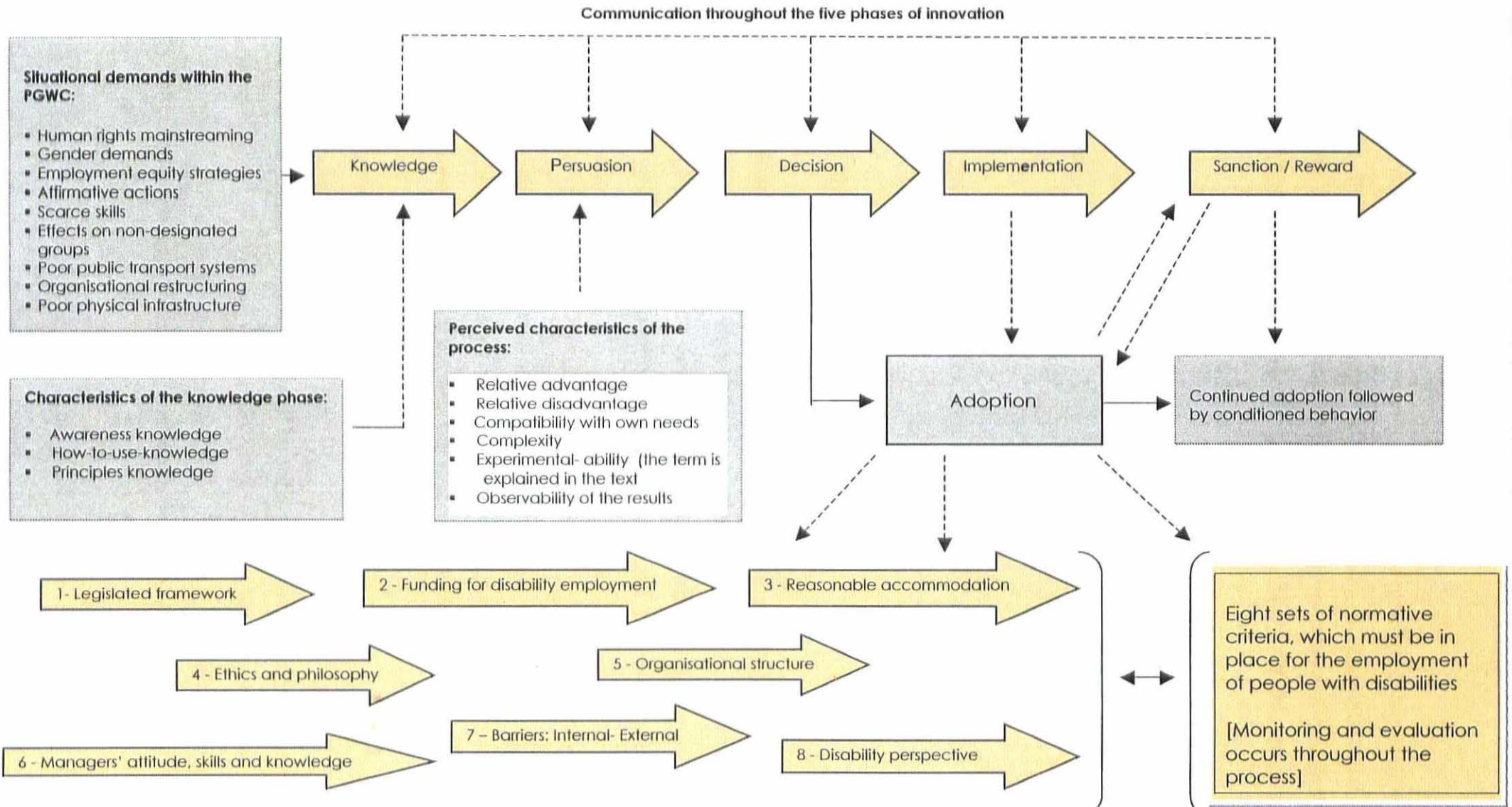


Figure 8.5: A normative model for the employment of people with disabilities within the PGWC [Source: Adapted from Tiffany & Lutjens (1998:219)]

The proposed model lists five phases in the diffusion of planned change. Diffusion is defined as the process through which innovation is communicated and progressed over time, through certain channels among members of any social or organisational system (Tiffany & Lutjens, 1998:218). The said five stages are those of:

- Knowledge;
- Persuasion;
- Decision;
- Implementation; and
- Reward or sanction.

An ongoing monitoring and evaluation process supports and complements the abovementioned five phases, especially to ensure that variables not known in the design phase of the model are incorporated into the implementation processes. Thus, all elements throughout the diffusion of planned change are subject to constant refinement.

An overarching communication strategy creates channels of communications to all phases of the model in order to provide the appropriate information to move potential adopters progressively through the five phases of the proposed model.

8.6.1 The knowledge phase

The knowledge phase is preceded by an analysis of the variables which impact on the employment of people with disabilities within the Western Cape and "...determines the degree of innovativeness present ..." (Tiffany & Lutjens, 1998:218). The poor public transport system in the Western Cape as indicated in

the proposed model remains outside of the scope of the study and may represent a topic for future research.

The knowledge phase in the proposed normative model comprises the time period for managers (adopters) to develop an awareness of the need to increase the rate of employment for people with disabilities. They acquire some understanding of the meaning and function of the proposed innovation. The need to employ greater numbers of people with disabilities is communicated by the relevant public service bodies such as the DPSA and the PSC. This phase incorporates three elements of knowledge which must be imparted or acquired by managers:

- Awareness: Information, which brings about awareness of the innovation, namely the need to employ greater numbers of people with disabilities.
- How-to-use: Information on how to use the innovation properly and to contribute to the successful employment and retention of people with disabilities; and
- Principles: Information that explains the reasons for the innovation to work as it does (explaining the recruitment and selection and other related processes).

8.6.2 The persuasion phase

The persuasion phase in the proposed model is the phase in which potential adopters form enduring attitudes towards the innovation, thus producing a strong predisposition to accept the innovation. *Persuasion*, in the proposed model, relates to the mental and emotional processes that are created within adopters; it does not aim to secure adoption at this early stage. Once potential adopters gain cognitive knowledge about an innovation from the knowledge phase, they develop attitudes and beliefs in the persuasion phase and actively seek additional related knowledge. The main desired outcome of the persuasion phase is the creation of a favourable attitude towards the innovation. *Adoption* relates to the decision to

use an innovation, for example, to employ people with disabilities at a more rapid rate than before. Rogers (1995: 205-208), as cited in Tiffany & Lutjens (1998:218), linked a series of variables to the rate of adoption of innovations. These include the nature of the communication channels present, as well as the characteristics of the innovation, as perceived by the potential adopter. Characteristics possessed by innovations include:

- Relative advantage: The degree of perceived superiority of a new innovation or idea over an existing one;
- Relative disadvantage: The converse of relative advantage, thus referring to the perceived inferiority of a new innovation over an existing one. The characteristic refers to the perceived inferiority of a person with a disability compared to an able-bodied employee;
- Compatibility: The extent to which the innovation is perceived as consistent with current needs, practices, as well as past experiences within the organisation;
- Complexity: The extent to which the innovation is perceived as relatively easy or difficult to understand and implement;
- Experimental-ability: The extent to which the potential adopter may experiment with the innovation for a limited period. It may follow that the employment of people with disabilities within a pilot project may present less risk. Such a project may solicit greater early adoption than would case with an innovation offering no opportunity for a test run; and
- Observability: The extent to which the potential adopter can visibly discern the results of an innovation. The employment of people with disabilities will create high levels of observability. However, high visibility may not necessarily increase the rate of adoption if, say, the nature of the disability is

not compatible with the nature of the job, or for example, the person with the disability lacks appropriate skills and competencies to perform successfully in the post.

8.6.3 Decision phase

During the decision phase the potential adopter accepts (or rejects) the innovation. The adoption may occur incrementally with small-scale trials preceding full adoption. The proposed normative model to increase the rate of employment of people within the PGWC does not disregard the possibility of ultimate rejection, or extensively delayed adoption. Such possibilities are expected to be minimal in number and are catered for in the reward and sanction phase of the proposed normative model. Moreover, the existence of a constitutional and legislated framework, which promotes the recruitment and retention of people with disabilities, should tend to preclude the notion of rejecting the employment of such people. The alternative of "forced adoption" is a consideration only in extreme situations. The role of the concurrent communication strategy, which pervades all phases of the normative model, is therefore viewed as a critical element in the diffusion process, to reduce the likelihood of rejection.

8.6.4 Implementation phase

The implementation phase of the normative model is the period of time within which "adopters end mental rehearsals and start behavioral use of an innovation" (Tiffany & Lutjens, 1998:223). During this phase, the employment of people with disabilities will occur and they will be deployed to the various line managers within the PGWC. Line managers, as adopters, will actively seek information on matters such as reasonable accommodation, appropriate language terminology and policy decisions on such issues as transport arrangements for employees with disabilities. Nevertheless, uncertainty and apprehension will still exist in the minds of adopters and probably in the minds of Human Resource Managers within the PGWC.

The phase of implementation ends when the use of the innovation becomes accepted as standard practice within the organisation. However, before the point of standardisation is reached, variables that were not catered for in the model design may emerge. Reinvention occurs and users modify the processes or the manner in which elements of the innovation are executed. The most likely reinventions will occur in arena of reasonable accommodation after the placement of people into the production processes. The nature of the accommodation will differ in accordance with the nature and the demands of the job. Managers will either seek assistance or require new information on how to deal with particular accommodations, or they will experiment with their own solutions to each challenge. This phase also relates to the slower adopters who now make permanent decisions about the adoption of the innovation.

Earlier adopters continue to solidify their acceptance of the innovation. In this period line-management adopters may experience cognitive dissonance on occasion when demands and pressures from Human Resource Managers, for example, are perceived to be excessive and unreasonable. In this stage, an adopter (as line manager) may experience regression where he [or she] views the job demands of a particular post as being beyond the competence of a person with a disability. Thus, disenchantment may develop with the manner in which the innovation is being operated, or with secondary effects of the innovation. Stories of positive usage within the PGWC may dispel disillusionment and confirm wavering adoption. Hence, the role of the formal communication channels established in the proposed normative model assumes significance, also to ensure the retention of adopters.

The proposed normative model (Figure 8.5) depicts the existence of potential reward and / or sanction measures following positive adoption. If one views the employment and management of people with disabilities as a function of line and other management levels, the matter of choice / rejection is not a consideration. The question of performance management is thus introduced. Managers should be measured on their performances in this regard, in the same way that they are called to account for under-expenditure or over-expenditure relating to their work

programmes. Accordingly, sanction may be imposed on Senior Managers for misconduct in terms of the DPSA Code of Conduct located within the Senior Management Service Handbook dated 2003, as issued by the DPSA. Reward should take a form that is considered appropriate to the level of the adopter within the hierarchy of the department, and the extent of the achievement.

In summary this far, differences between the Rogers' model (1995) and the proposed normative model for the PGWC are:

- The Rogers' model (1995) allows the choice to either adopt the change innovation, or to reject it;
- The proposed model anticipates compliance and adoption, imposed by the pressures emanating mainly from the DPSA, PSC and relevant legislated frameworks. However, the cumulative effect of the communication messages is intended to lead the individual manager to an irreversible point of voluntary adoption; and
- The confirmation phase in the Rogers' model (1995) is replaced with an optional phase of reward or sanction in the proposed normative model.

8.6.5 Continued adoption

During this phase in the process of planned change, line managers generally accept the reviewed recruitment and selection practices. The flow of information from the overarching communication channel is reduced in intensity and focuses on successes with regard to employment of people with disabilities. The progress towards the achievement of the DPSA employment target is monitored and advertised within the individual departments and within the PGWC at large. Systems become routine, subject to refinements to the normative model where new variables emerge.

8.6.6 Monitoring and evaluation of the normative criteria

The eight sets of normative criteria indicated in the proposed model require intensive monitoring and evaluation throughout the five phases. The situational demands illustrated in the pre-knowledge phase will continually impact on progress, as will the perceived characteristics in the persuasion phase. The sets of normative criteria as described in Table 8.5 are both sequential and concurrent. The criteria are indicated in the model as linear and unidirectional but interact *within all phases of the proposed model. The normative criteria operate in an integrated fashion within all five phases as preconditions for the successful implementation of the proposed model.*

8.7 SUMMARY

The Chapter explained the theory of models as a concept and offered examples of existing models according to which a normative model was proposed for the employment of people with disabilities within the PGWC. The proposed normative model is based on a diffusion model which achieves planned change within an organisation such as the PGWC. The change is communicated as an innovation and progresses over time, through the five phases of *knowledge, persuasion, decision, implementation* and either *reward or sanction*.

The introduction of the proposed normative model within the PGWC implies that confutation of current related processes is a necessary prerequisite in order to progress towards increased rates of employment for people with disabilities. As the chief motivators of planned change, Human Resource Managers in the PGWC should use various strategies to create the appropriate environment which is supportive of change. Managers should take into consideration the perceived *characteristics noted in the persuasion phase of the proposed model* and construct appropriate communication networks for potential and confirmed adopters. The proposed model accepts that individuals are complex and will respond differently to the introduction of change processes. Hence, it is an open type of model such that external factors exist which cannot be identified at the

outset. Thus, the incorporation of every single variable into the design has not been possible. Consequently, the proposed model will be subject to ongoing amendment during implementation. The monitoring and evaluation of the normative criteria is therefore a significant function in the implementation process, especially to identify and incorporate newly emerging variables into the processes and to modify the implementation phase accordingly.

Chapter Nine will formulate recommendations which have emerged from the findings and analysis found in Chapter Seven of the study. The Chapter also offers topics that may form the basis of future related research.

CHAPTER 9

RECOMMENDATIONS AND CONCLUDING REMARKS

9.1 INTRODUCTION

The Chapter lists recommendations based on the main trends in the research findings. The recommendations are preceded by a brief exposition of each Chapter of the study and are organised into six broad themes or categories:

- The adoption of the promised normative model;
- Legislation;
- Name changes for Government institutions;
- Recruitment and selection;
- Funding for disability; and
- Training for managers and staff.

9.2 BRIEF EXPOSITION OF THE CHAPTERS

9.2.1 Chapter One

Chapter One provided a general introduction, overview and background to the problem of disability employment and, amongst other things, outlined the research thesis. The Chapter also posited the need to transform existing recruitment and selection processes within the PGWC in order to recruit and retain persons with disabilities. The crucial goal was the design and proposal of a normative model that would advance the employment of people with disabilities within the PGWC.

9.2.2 Chapter Two

The Chapter presented a philosophical and theoretical perspective to manage disability employment within the public service. It also examined how societal norms worldwide have unfairly marginalised people with disabilities by deeming them incapable of performing productively within the workplace. The Chapter also examined various theories of leadership and motivation in order to later establish that such theories are applicable to people with disabilities and to able-bodied employees within the PGWC.

9.2.3 Chapter Three

The Chapter described the constitutional and legislative framework for the recruitment and management of people with disabilities within the PGWC. Whilst an array of legislated protection to assure the equality and other rights of people with disabilities is in place, no single provincial or national legislation relates exclusively to *disability*. The Chapter examined the legislated South African definition of *disability*, as well as that preferred by South African organisations, and also described the various definitions of *disability* as legislated in certain other countries.

9.2.4 Chapter Four

The Chapter examined trends in the employment of people with disabilities within the PGWC as a logical extension of the themes of discrimination and marginalisation developed in the previous three Chapters. Pronouncements made by the DPSA have brought new hope to people with disabilities. Nevertheless, these hopes have not been translated into an increased number of such people being employed within the PGWC.

9.2.5 Chapter Five

The overriding objective of the Chapter was to determine whether a disability perspective has been incorporated into the PGWC recruitment documentation. A *disability perspective* refers to the existence of specific actions and directives within the documentation aimed at promoting the employment rate of people with disabilities. The current recruitment and selection processes within the public service were found to lack such a perspective.

9.2.6 Chapter Six

The Chapter described the research design and the methodology employed in the study. It also adopted the normative criteria which were extracted from the literature and formalised in Chapter Two. The criteria were evaluated for suitability in terms of the requirements of the research problem and the three research questions (in this Chapter). Thus, the Chapter provided the basis for a proposal for a normative model that should promote the employment of people with disabilities within the PGWC.

9.2.7 Chapter Seven

The Chapter presented the most salient findings and analyses of the qualitative (first data stream) and empirical (second data stream) surveys, with regard to both Populations One and Two of the research.

9.2.8 Chapter Eight

The proposal of a normative model for the employment of people with disabilities within the PGWC represented the culmination of the study. The proposal was presented in narrative style, supplemented by a tabular representation of the key normative criteria extracted from the literature and empirical searches.

9.3 RECOMMENDATIONS

9.3.1 Recommendation One: The proposed normative model

It is recommended that the proposed normative model, as illustrated in Figure 8.5 in Chapter Eight of the study, be adopted by the PGWC. The model incorporates eight sets of normative criteria, which were derived from the literature and the empirical survey. These sets must be put in place in order to achieve a sustained increase in the employment of people with disabilities.

The findings of the study and the normative model may be generalised to all Government departments. The literature search has revealed that the key policy and procedure documents, which are regulatory in all nine provinces, emanate from the two Government-established bodies of the DPSA and the PSC. On that basis, the findings on disability employment may be generalised from the PGWC to the remaining eight provinces in the country.

9.3.2 Recommendation Two: Legislation

It is recommended that legislation be drafted, which is dedicated to disability and employment, with the adoption of an unambiguous definition of disability constructed within the context of the employment setting.

Existing South African legislation and related Government policy and directives have created an incontrovertible foundation on which to facilitate the employment and progression of people with disabilities. Whilst an array of legislated protection (that assures the equality and other rights of people with disabilities) is in place, no single provincial or national law relates exclusively to disability. However, the legislated South African definition of disability limits disability empowerment to the confines of the workplace using an approach based on a combination of the contrasting medical and social models of disability. In its simplest terms, the medical approach to disability assumes that the impairment or condition is a key problem, the only responses to which are to cure or care [but not to employ in meaningful jobs].

9.3.3 Recommendation Three: Name changes for Government institutions

It is recommended that the names of at least the following two of the disability bodies established by the Government be reviewed and changed to remove inappropriate language terminology:

- The Office on the Status of Disabled Persons (OSDP) be changed to “The Office on the Status of People with Disabilities”; and
- The Disabled People South Africa (DPSA) be changed to the “People with Disabilities in South Africa”, or similar. The change will also resolve the confusion of acronyms between the institution (DPSA) and the national DPSA department (The Department of Public Service and Administration)

The rationale underlying the name proposals stems from the literature review which indicates the need to place the focus on the person and not on the disability (*I am firstly, a person and secondly, a person with a disability*). A strong movement towards such language will dissuade recruitment personnel and line managers from focussing on the disability and contemplating how an applicant with a disability will perform the job competently. Eminent and influential government institutions, such as the DPSA, DPSA (Disabled People South Africa) and the PSC, have a legal and moral responsibility to practise and promote appropriate language terminology. All three institutions refer to “disabled people” which places the disability first and suggests an “inability” to perform in the workplace. The person is viewed as being disabled. The appropriate terminology should be “people with disabilities”, as is the case with “people living with HIV and AIDS” or “a person who has cancer”.

9.3.4 Recommendation Four: The recruitment and selection of people with disabilities

The documentation relating to selection and recruitment must be reviewed to incorporate a highly developed *disability perspective*. A *disability perspective* refers to the existence of specific disability-related actions and directives within the

documentation which are aimed at promoting the employment rate of people with disabilities. In a case of a *disability perspective* that is relevant to the interview process, the PGWC should, for example, ensure that the interview room is located in an area accessible to a candidate who uses a wheelchair. Similarly, in the case of a deaf applicant, the need for a sign language interpreter should be incorporated into the recruitment policies and procedures.

The current related policies and documents are silent regarding matters concerning the employment of people with disabilities. Hence, a clear policy instruction must be given to all government departments to mandate disability issues in all provincial government documents, with accountability to top management. The current unsatisfactory recruitment and selection practices should be addressed to incorporate a *disability perspective* into all related recruitment and selection documentation.

9.3.5 Recommendation Five: Funding for disability

It is recommended that:

- A centralised budget for reasonable accommodation measures be implemented in the short to medium term in the PGWC; and
- The Skills Development Act (97 of 99) and the Skills Development Levies Act (9 of 1999), which mandates the Learner mechanism, be used more extensively to fund the training and development of people with disabilities, particularly Learnership Programmes for such people.

9.3.6 Recommendation Six: Training for managers and staff

It is recommended that appropriate disability-related training be provided for the categories of staff listed below:

- Managers and supervisors;

- Staff with disabilities;
- Staff responsible for recruitment and selection processes; and
- Line management staff members who provide measures of reasonable accommodation.

9.4 SUBJECTS FOR FUTURE RESEARCH

The following matters emerged repeatedly during the course of the study but fell beyond its immediate scope. Such areas may represent topics for future research:

9.4.1 Accessible public transport systems

The social approach to disability argues that the barriers imposed by society create an environment that effectively disables people. The lack of easy physical access to public transport systems, for example, limits the mobility of people with disabilities and inhibits their ability to access and sustain employment opportunities. Extending the disability perspective holistically by means of offering employment appears futile in the absence of an accessible and reliable public transport system.

The success of disability employment and retention is therefore dependent, to a large extent, upon an efficient and effective public transport system to commute to and from the workplace. These aspects relating to efficient and affordable public transport could become the subject of future research.

9.4.2 The implementation of current recruitment practices

The scope of the research has been limited to the examination the recruitment and selection practices within the PGWC in order to determine whether a disability perspective has been incorporated into the documentation. The efficiency or otherwise of the implementation of policies and directives was not evaluated

during the study. However, there is cause for disquiet, since evidence emerged of practices that are not consistent with the value system adopted by the PGWC. Accordingly, it is recommended that a topic for future research could be the evaluation of the current recruitment and selection practices within the PGWC in terms of how they relate to the prescribed legislation and other Government directives.

9.5 CONCLUDING REMARKS

The Chapter has proposed firm recommendations to increase the rate of employment of people with disabilities. A normative model was also proposed in this regard, indicating eight sets of normative criteria which must be put in place for the successful employment of people with disabilities. Finally, topics were suggested for future related research since these topics fell beyond the scope of the present study.

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ANNEXURE A: Certificate from Language Practitioner

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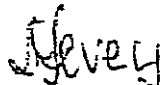
TO WHOM IT MAY CONCERN

This is to confirm that I have edited the following document for English language and style.

Author: Mr Derrick Morton-Achmad

Title: Doctorate on a normative model for the employment of people with disabilities in the PGWC

Date: 2007-11-25



D N R Levey (Dr)

**Senior Lecturer, Dept of English Studies
University of South Africa**

Dear Colleague

RESEARCH: INCREASING EMPLOYMENT FOR PEOPLE WITH DISABILITIES, WITHIN THE WESTERN CAPE PROVINCIAL GOVERNMENT

I am engaged in a research project at doctoral level, which is aimed at increasing the number of people with disabilities employed with the Provincial Government Western Cape. The information you provide will enable the development and presentation of a model to employ and retain greater numbers of people with disabilities, together with a number of recommendations around current disability employment practices.

The questionnaire will not take more than **10 - 12 minutes** to complete and has been so constructed that responses simply require a cross.

A registered statistician will be employed to analyse the responses to the questionnaire, towards making meaningful findings and recommendations on disability and employment. Please complete the enclosed questionnaire and return it to me, **31 October 2007** latest. You may return the completed questionnaire by:

- E-mailing it to dachmad@pgwc.gov.za; or
- Leaving it (stapled / sealed) in the special box at the reception office of the HRM Ground Floor Open-Plan offices in 9 Dorp Street.

Alternatively, the questionnaire will be collected from you when you contact any of the following persons:

- Julia van Stade : Telephone: 483 2089 (083 648 5756)
- Busi Magida : Telephone 021 483 8500
- Derrick Morton-Achmad: Telephone : 483 8748 (079 271 1652)

Thank you for your cooperation.

Derrick Morton-Achmad

E-mail: dachmad@pgwc.gov.za

SECTION A: BIOGRAPHICAL DETAILS: Please mark the appropriate box with an "X"

HOME LANGUAGE	X	HOME LANGUAGE	X	HOME LANGUAGE	X
English		Afrikaans		IsiXhosa	
Isi Zulu		SeSotho		TshiVenda	
IsiNdebele		Sepedi		XiTsonga	
SeTswana		SiSwati		Other (Please specify)	

AGE	X	AGE	X
16 - 35 Years		36 - 50 Years	
51 - 60 Years		61 Years and over	

POST LEVEL	X	POST LEVEL	X
Level 1 - 4		Level 5 - 8	
Level 9 -12		Level 13 and higher	

MANAGER	X	NON-MANAGER	X
Manager		Not a manager	

DEPARTMENT	X	DEPARTMENT	X
Agriculture		Community Safety	
Cultural Affairs and Sport		Economic Development and Tourism	
Education		Environmental Affairs and Development Planning	
Health		Local Government and Housing	
Premier		Provincial Treasury	
Social Development		Transport and Public Works	

SECTION A: BIOGRAPHICAL DETAILS: Please mark the appropriate box with an "X"

HOME LANGUAGE	X	HOME LANGUAGE	X	HOME LANGUAGE	X
English		Afrikaans		IsiXhosa	
Isi Zulu		SeSotho		TshVenda	
IsiNdebele		Sepedi		XITsonga	
SeTswana		SiSwati		Other (Please specify)	

AGE	X	AGE	X
16 - 35 Years		36 - 50 Years	
51 - 60 Years		61 Years and over	

POST LEVEL	X	POST LEVEL	X
Level 1 - 4		Level 5 - 8	
Level 9 -12		Level 13 and higher	

MANAGER	X	NON-MANAGER	X
Manager		Not a manager	

DEPARTMENT	X	DEPARTMENT	X
Agriculture		Community Safety	
Cultural Affairs and Sport		Economic Development and Tourism	
Education		Environmental Affairs and Development Planning	
Health		Local Government and Housing	
Premier		Provincial Treasury	
Social Development		Transport and Public Works	

SECTION B: QUESTIONNAIRE: Please mark the appropriate box with an X

KNOWLEDGE

STATEMENTS	Strongly Agree	Agree	Unsure	Disagree	Strongly Disagree
1 Job advertisements should exclusively target people who have disabilities	1	2	3	4	5
2 Managers should not focus on the disability, but on the ability of the person	1	2	3	4	5
3 People with disabilities need more flexible work times to get to work on time	1	2	3	4	5
4 There are only certain jobs that are suited for people with disabilities	1	2	3	4	5

SKILLS

STATEMENTS	Strongly Agree	Agree	Unsure	Disagree	Strongly Disagree
5 Line managers require special skills and knowledge to employ people with disabilities	1	2	3	4	5
6 Line managers are enthusiastic about employing people with disabilities	1	2	3	4	5
7 HR staff who recruit people with disabilities need special interview-related skills	1	2	3	4	5
8 The organisational culture should support the employment of people with disabilities	1	2	3	4	5

ATTITUDES

STATEMENTS	Strongly Agree	Agree	Unsure	Disagree	Strongly Disagree
9 A person who has a disability can perform competently at senior manager level, even if he / she has one of the following category of disability:					
▪ Blind	1	2	3	4	5
▪ Physical: e.g. paraplegic	1	2	3	4	5

▪ Deaf	1	2	3	4	5
▪ Mental or Intellectual	1	2	3	4	5
10 Not every type of disability can be catered for in the workplace	1	2	3	4	5
11 Numerical quotas are essential for increasing the employment numbers of people with disabilities	1	2	3	4	5

LEGISLATION

STATEMENTS	Strongly Agree	Agree	Unsure	Disagree	Strongly Disagree
12 Current legislation is adequate to facilitate an increase in the employment numbers of people with disabilities	1	2	3	4	5
13 Affirmative action measures are necessary for filling posts with people with disabilities	1	2	3	4	5
14 Legislation should not be restricted to the workplace, but should include the social environment	1	2	3	4	5
15 Legislation should impose strong sanction (penalties) for departments who do not employ people with disabilities	1	2	3	4	5

COSTS

STATEMENTS	Strongly Agree	Agree	Unsure	Disagree	Strongly Disagree
16 The costs of adjusting the workplace for disabled people will not be significant	1	2	3	4	5
17 It is possible to predict costs for adjusting the workplace for budgeting purposes, for disabilities	1	2	3	4	5

BARRIERS

STATEMENTS	Strongly Agree	Agree	Unsure	Disagree	Strongly Disagree
18 There remain INTERNAL barriers that limit access to employment for people with disabilities	1	2	3	4	5
19 There remain EXTERNAL barriers that limit access to employment for people with disabilities	1	2	3	4	5

REASONABLE ACCOMMODATION MEASURES (Adjusting the work environment)

If you were in charge of the budget, how willing would you be to include the following cost items in the budget of your work component?

STATEMENTS	Extremely willing	Willing	Unsure	Unwilling	Extremely unwilling
20 Providing assistive devices and equipment for the special workplace needs of a disabled employee (for example, special computer software for a blind employee)	1	2	3	4	5
21 Providing measures to promote access to information, such as the use of sign language for a deaf employee	1	2	3	4	5
22 Adjusting the workstation height to suit an employee who uses a wheelchair	1	2	3	4	5
23 Qualified people with a disability are able to compete productively with able-bodied colleagues in the workplace with reasonable adjustments	1	2	3	4	5

Additional comments: Do you have any specific comments:

(a) On the barriers that limit the employment and progression of people with disabilities in the provincial government:

Internal barriers:

.....

External barriers:

.....

(b) On legislation that applies only to people with disabilities?

.....

Thank you very much for the time you have taken to complete this questionnaire. Please return it to me, as per the covering letter.

FRAMEWORK FOR RECRUITMENT AND SELECTION IN THE PUBLIC SERVICE

ANNEXURE C

1. Preamble

Awaiting the development of a detailed policy on recruitment and selection, the framework below will serve as the policy guidelines in this regard.

2. Regulatory framework

2.1 The recruitment, selection and placement of personnel is done in terms of the legal framework applicable to the South African public service, namely the –

- Constitution of the Republic of South Africa, 1996;
- Public Service Act, 1994 (as amended);
- Employment Equity Act, 1998;
- Labour Relations Act, 1995, and
- Public Service Regulations, 2001.

2.2 Management of the selection process according to the regulatory framework ensures accountability. Thus all applicants who qualify are given an opportunity to compete for appointment, while serving officials may compete for promotion or transfer.

3. General principles

3.1 The Head of Department on whose establishment the post(s) exist(s) that is/are under review, accepts the primary managerial responsibility for the selection of candidates for appointment to the post(s) in question.

3.2 Within the limits of the applicable policy, all reasonable expenses associated with the attendance of selection interviews by candidates are to be defrayed from the budget of the department by which the candidates were invited for the interview(s).

3.3 Given the renewed focus (at national and other levels) on the authenticity of educational qualifications of candidates, especially where appointments at management level are concerned, this aspect must be handled meticulously yet diplomatically. The Province therefore reserves the right to check with the issuing institutions or persons, the authenticity of all certificates and information submitted by candidates.

3.4 All appointments will be subject to a probation period of 12 calendar months, which process shall be managed in terms of the policy guidelines in this regard.

3.5 Security clearances may be prescribed for certain posts.

- 3.6 Non-SA citizens may not be appointed in a permanent capacity, but may only be considered for contract appointments not exceeding a period of five years, and that only if no suitable South African citizen is forthcoming.
- 3.7 In accordance with section 15(4) of the Employment Equity Act, 1998, no absolute barrier is established to the prospective or continued employment or advancement of applicants who are not from designated groups (as defined in the Employment Equity Act).

4. Basis of the selection process

- 4.1 In terms of section 11 of the Public Service Act, 1994 (as amended), read with section 20(3) of the EEA, all persons who qualify for an appointment or transfer, or for promotion, shall be considered. The evaluation, including the selection of applicants shall be based on the training, skills, competence, knowledge, formal qualifications, prior learning, relevant experience and precocity within a reasonable time to do the job, coupled with the need to redress historical imbalances (pertaining to race, gender and disability). The Employment Equity Act, 1998, which applies to the Public Service as of 1 December 1999, prescribes the drawing up of Employment Equity plans, which must include numerical goals to achieve equitable representation of suitably qualified employees from disadvantaged groups. The selection process is designed to accommodate these imperatives, insofar possible.
- 4.2 Points allocated in the shortlisting and selection processes are not absolute cut-off points, but are indicative of a candidate's relative suitability for a post and should be considered with due regard to the employment equity targets of a department to identify the most suitable candidate.
- 4.3 Threshold requirements for positions are as advertised. Thereafter, this framework should be followed as policy of identifying an incumbent competent to fill the position, or alternatively an incumbent with the ability to acquire the competence within a reasonable time to perform in the position. What constitutes a reasonable time will be dictated by the needs and exigencies of the position as determined by the selection panel. Merit and competency as essential requirements are specifically retained in the process.

5. Preliminary screening of candidates

- 5.1 Candidates must be screened in terms of the threshold requirements of the post.

After the advertisement has closed, a transparent and accountable process has to be followed which must be correct, reasonable and fair. The equity of all candidates must be ensured with due regard to all applicable legislation. Canvassing, favouritism, nepotism or similar practices are under no circumstances allowed. Any person with any personal / vested interest in the process must declare such interest

beforehand and recuse her- or himself from the process. Only relevant, objective and verified information, including that contained in CVs and other documents accompanying the application, may be taken into account during the screening process.

5.2 Standard procedures for compiling a short list.

- 5.2.1 At least 50% of the members of the Selection Panel must be involved in compiling the short list of candidates. The Head of Department and the Executing Authority must finally accept the short list.
- 5.2.2 A short list is compiled on the basis of an uniform methodology. During the process strong emphasis is placed on the information supplied in a candidate's curriculum vitae and in the application form, as measured against the advertised requirements. There are a variety of techniques available, but it should be ensured that equity prevails at all times. Moreover, the constitutional rights of individuals have to be taken into account.
- 5.2.3 Applications of persons who do not meet the threshold requirements need not be considered further. However, such applications must also be listed, and the reason(s) recorded why the candidate in question was not considered. (Should the candidate request it, these reason(s) must be supplied to her/him in writing.) An applicant who is already employed by the public service, and in respect of whom the non-possession of a (PAS) required educational qualification has been condoned, must be considered as being in possession of such a qualification. However, this arrangement will only apply on condition that, where possession of a qualification is required for further progress to higher posts/ranks, the candidate will have to acquire such higher qualification. Short lists should preferably be compiled according to a "grid" comprising the key requirements, competencies and performance areas (as advertised). These areas should focus on the managerial demands, functional skills and key performance areas inherent in the relevant post, as well as the employment equity targets of the department. Weighting of the total points scored may, as a transversal guideline, be considered as per the example given below, which focusses on competency/merit, provided that where possible, applicants who are members of designated groups (i.e. Blacks, female or disabled), should constitute the majority on the short list.
- 5.2.4 Having determined the relative candidature in accordance with the grid, short lists should be compiled as to reflect a department's needs for efficiency and representativity. The short list should ensure that in those cases where relative efficiency and representativity are not reflected in the same candidate, the most suitable candidate should be identified in a balanced manner from all focus areas.

5.2.5 No candidate, including serving officials, may be short-listed or invited to an interview through goodwill.

6. Example of a grid

The following is a framework for a grid suitable for the short-listing process. Please note however that each selection panel may allocate its own weighting and points in regard to its assessment of the relative importance of the competencies and KPAs attaching to the post in question. The fact that different competencies and KPAs have been advertised does not mean that these enjoy equal weight.

Name of candidate	Selection criteria (Examples)						
	Qualifications	Proven strategic managerial and leadership skills	Proven interpersonal and communication skills	Relative competency and suitability for the post	Overall compliance with other generic managerial requirements as advertised	** Meeting of specific, post unique KPAs (as advertised) (score of 3 points for each of 5 KPAs)	Total
Weightings	1 ¹	3 ²	3 ²	3 ²	3 ²	15 ²	28
	<p>Points* are allocated as follows:</p> <p>¹ 1: Meets the minimum qualifications as advertised, 0: Fails to meet the minimum qualifications as advertised, and is not considered further.</p> <p>² For each of the KPAs points are allocated as follows: 3: Complies fully; 2: Complies partially; 1: Does not comply.</p> <p>NOTE: * Based on the information contained in the CV and other application documents.</p> <p>** A certain positive premium may be placed on the fact that a candidate had completed the PEP or similar programme.</p>						

7. Hearsay evidence

During both the short-listing process and the selection interview no hearsay evidence may be presented. Should a member of the Selection Panel be party to information or have knowledge supplementary to or in contradiction of that contained in a candidate's application documents, such information must be verified and declared beforehand. Any member who is party to information of this nature and who is of the opinion that it may impede his/her ability to make objective decisions, must recuse her/himself from the process.

8. Responsibilities of the Selection Panel

- 8.1 Where pre-screening (the short-listing process) takes place based on empirical information (preferably contained in the job description, but where necessary, also in other documentation), the interview situation is utilised to arrive at a qualitative assessment of the candidates. The object of the exercise is to evaluate the expertise and competencies of the candidates by means *inter alia* of a questionnaire. It is essential that the process be unimpeachable, objective and accountable. In addition it is the responsibility of the Panel to -
- 8.1.1 compile a questionnaire directed towards testing a candidate's skills and knowledge of the management level, competencies and KPAs;
 - 8.1.2 expose all candidates to the same questions or testing/evaluating, although follow-up questions may be inevitable depending on candidates' responses;
 - 8.1.3 set norms for evaluation (allocation of points) in accordance with standard practice, and
 - 8.1.4 attend to the probing of projected potential in support of candidates whose appointment would enhance representativeness .
- 8.2 The independent evaluations of individual panel members are to be recorded and these inputs are to be processed as a recommendation of the Panel as an entity. Allocation of points provide the Panel with an indication of the relative assessments of individual Panel members, and forms the basis for motivation by the Panel aimed at either consensus or a majority decision for identifying the most suitable candidate. The decision concerning the most suitable candidate to be recommended for appointment/promotion/transfer to the post must be based on merit as well as the employment equity targets of a department. However, "potential" may be considered by the Selection Panel as one of the facets in their horizontal comparison of candidates, provided that such potential is assessed to be realisable within a reasonable timeframe as determined by the panel, with reference to the position, exigencies and needs of the position and the employer. The candidate who has scored the highest points in the selection process may thus be passed over and a candidate with a relative lower score may be regarded as the most suitable candidate in all the circumstances.
- 8.3 Interviewing can be employed in conjunction with role-playing, testing, skills techniques, case studies, presentations etc, in which event, these techniques will insofar possible be culture and bias free. In terms of current policy/practice interviewing is a primary selection technique of the Province. Proficiency assessment will form part of the selection process for all posts on the level of Director-General and Deputy-Director-General who are Heads of Department.
- 8.4 When a candidate is referred by a participating recruitment agency, the protocol is for all communication with the candidate (for example the invitation to attend a selection interview) to be forwarded via such agency.

9. Documentation

All steps and processes must be fully documented. An applicant has the right to enquire as to why his/her candidature had not been short-listed, and a department/the Province could be taken under administrative review. In such cases only factually documented evidence together with other reliable and relevant evidence, would be considered.

10. Filling of posts in the Senior Management Service

Posts on the level of Deputy-Director General and higher shall be approved for filling by the Executing Authority in consultation with Cabinet. The current Cabinet memorandum shall be utilised for this purpose. Posts on the level of Director and Chief Director may be approved for filling departmentally, subject to the following conditions:

- 10.1 The approval of the Executing Authority (Minister) must be obtained.
- 10.2 The filling of the posts must meet the requirements of the relevant department's Employment Equity Plan.
- 10.3 The filling of the post must be in line with the ten strategic objectives of the Western Cape Province.
- 10.4 The current "Cabinet" memorandum should be prepared as a memorandum for the relevant Executing Authority (MEC) and not for Cabinet.
- 10.5 All other national and provincial policy guidelines and current collective agreements must be adhered to as a matter of course.

11. Follow-up sessions with unsuccessful serving officials

When necessary, departments must make arrangements for follow-up interviews with currently employed applicants whose applications had failed. During these interviews such persons must be given particulars as to why their applications were not successful. Within reason everything possible must be done to restore the motivation of these individuals so that their continued co-operation, as well as that of personnel under their supervision, may be ensured.

CRITICAL SKILLS IDENTIFICATION PROCESS

What are the top three skills or competencies that you will require to achieve the goals set for the unit?
Who could you not stand to lose at this moment and for what reasons?
What are the critical skills areas for your unit now?
What skills do you have amongst your employees now that you will not have in two years?
If all but 10 employees within your unit need to be replaced tomorrow, who would you seriously attempt to keep?
What skills would significantly improve the performance of your unit over the next 12 months?
Of the candidates who declined your job offers during the past year, who do you most regret not signing on to your unit and why?

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Of the candidates who declined your job offers during the past year, who do you most regret not signing on to your unit and why?

ASSESSMENT OF DEPARTMENTAL CULTURE

The following is an example of an assessment that can be used to assess your departmental culture and approach to managing employees. A line manager should complete it with the assistance of the human resource component.

<i>How well is the department doing in respect of:</i>	Score Seldom = 1 Often = 10
Empowerment: Employees are empowered to make decisions about how work should be done.	
Commitment: Employees have a vision and direction that commits them to working hard.	
Challenging work: Employees are given challenging work that provides opportunities to learn new skills.	
Collaboration or team work: Employees work in teams to accomplish goals and tasks.	
Culture: The work environment provides opportunity for celebration, fun, excitement and openness.	
Communication: Employees enjoy open, honest and frequent information-sharing with management.	
Concern for due process Each individual is treated with dignity and differences are openly respected and shared.	
Access to equipment: Employees have access to the appropriate resources to do their work	
Competence: Employees have the skills and knowledge to do their work well	
SCORE TOTAL	

Scores below 6 in any of these areas indicate a need for an in-depth assessment and possible intervention.

CLIMATE SURVEY

This survey is designed to give the department's management guidance on how to improve the workplace environment. This survey is to be answered anonymously.

EMPLOYEE DATA					
Department					
Salary level					
Race	African	Coloured	Indian	White	
Gender	Female		Male		
Do you have a disability?	Yes		No		
Qualifications					
Age	18-29	30-39	40-49	50-59	60+
Years service					

1. Ratings

Please rate the department on the following issues by circling one of the numbers from one to five (one being awful, and five being great).

- | | | | | | |
|-----------------------------------|---|---|---|---|---|
| (a) Compensation to employees | 1 | 2 | 3 | 4 | 5 |
| (b) Opportunity for advancement | 1 | 2 | 3 | 4 | 5 |
| (c) Benefits | 1 | 2 | 3 | 4 | 5 |
| (d) Friendly work environment | 1 | 2 | 3 | 4 | 5 |
| (e) Training | 1 | 2 | 3 | 4 | 5 |
| (f) Performance evaluation | 1 | 2 | 3 | 4 | 5 |
| (g) Quality of supervision | 1 | 2 | 3 | 4 | 5 |
| (h) Management culture | 1 | 2 | 3 | 4 | 5 |
| (i) Job security | 1 | 2 | 3 | 4 | 5 |
| (j) Overall satisfaction with job | 1 | 2 | 3 | 4 | 5 |

2. Employee Morale

- (a) How would you describe the morale (or spirit) of your fellow employees in general?.....

.....

(b) What could the Department do to improve employee morale?

.....
.....

3. Guidance

(a) Are you given enough guidance to perform your job?.....

.....

(b) Are you given enough feedback on your work?.....

.....
.....

(c) How would you change the procedure for performance appraisals?.....

.....

4. Training What additional training could be given to employees (if any) that would improve morale?.....

.....

5. Technology What additional technology do you believe would benefit the department?.....

.....

6. Benefits

(a) Which of the benefits that the department offers do you think are valuable?.....

.....

(b) What other benefits would you like to see the department offer?

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.....

7. Flexibility

(a) Are you given enough flexibility to perform your job?.....

.....

(b) What more flexibility could you be given that would help you to do your job better?.....

8. Supervisor

(a) Are you adequately supervised?.....

(b) Is your supervisor aware of any concerns you may have?.....

(c) How would you improve any of the supervisory procedures in the department?.....

(d) Do you and your supervisor have regular one-on-one staff meetings?

9. Job satisfaction

Please circle the response which you think is appropriate

a. In my job, I have more positive than negative experiences

1. Strongly disagree
2. Disagree
3. Neither
4. Agree
5. Strongly agree

b. In general, how satisfied are you with the benefits you get from the department?

1. Very satisfied
2. Somewhat satisfied
3. Dissatisfied
4. Very dissatisfied

c. Is it easy for you to find out all you need to know about the benefits the department offers?

1. No, the information is poor and not easy to find
2. The information is good, but it is not easy to find
3. The information is easy to find, but it is not very good
4. Yes, the information is good and easy to find

d. Do you understand the benefits offered by the Department?

- 1. A bit
- 2. Absolutely
- 3. Not really
- 4. Not at all

e. Does the department provide benefits that compare favourably with other comparable employers?

- 1. More or less
- 2. Yes, absolutely
- 3. Not really
- 4. Not at all

10. General

What else needs change or improvement in the department?.....

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If you were to change something in the department, what would you have changed?

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Do you believe management in the department adequately recognised your contributions?

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Did you understand the various departmental policies and the reasons for them?

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What did you like:

(a) Most about your position:

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(b) Least about your position?

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Could anything have been done to prevent you from leaving?

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Did you find that the goals and targets of your role were clear during your employment?

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Could your qualifications and skills have been used to better advantage?

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Signature of Interviewer

CHECKLIST FOR AN INTERNAL HUMAN RESOURCE AUDIT

Introduction

1. This checklist covers the following:
 - Part A: Institutional arrangements
 - Part B: Human resource planning
 - Part C: Recruitment and selection
 - Part D: Compensation and performance management
 - Part E: Employee relations and communication
 - Part F: Human resource policies and workplace rules
 - Part G: Equal employment opportunities
 - Part H: Employee development
 - Part I: Labour relations
 - Part J: Employee health and wellness
2. The questions are general and relate only to things that might influence staff retention management.

PART A: INSTITUTIONAL ARRANGEMENTS

1. Does the human resource component participate in the Department's strategic planning?
2. Are human resource considerations adequately addressed in the Organization's strategic plan?
3. Does the departmental human resource component demonstrate a clear understanding of the human resource needs of the department?
4. Does the human resource component participate actively in striving for a more empowered and participative work force (including productivity improvement, cost reduction, quality improvement and improved quality of work life programmes)?
5. Do all employees have job descriptions that state the major job objectives, responsibilities and accountabilities?

6. Do all employees understand their roles and relationships to others in the department?

PART B: HUMAN RESOURCE PLANNING

1. Is there a dedicated team or component accountable for reviewing the organisation's human resource requirements?
2. How often is this review updated (for example, yearly, every two years, three years or more)?
3. Do the projected human resource needs include the following considerations?
 - (a) Availability of outside workforce demographics (age, sex, minority classification, education, skills level, occupations, etc)
 - (b) Anticipated changes in the department's objectives, processes and services.
 - (c) The human resources required (for example in terms of skills, numbers, location and composition).
4. Which sources outside the department provide the information?
5. What sources within the department provided this information?
6. Who are these projections communicated to?
7. Is there a team or unit accountable for reviewing and assessing employee's skills, education, interests and needs?
8. How often is this assessment updated (for example, yearly, every two years, three or more years)?
9. Who are these assessments and projections communicated to?
10. Are these assessments and projections used for training and development?
11. Is there a formal career planning process in place?
12. Is there a career counseling system to identify individual skills, interests and needs?
13. Are high-potential employees identified for key positions?
14. Are human resource projections (i.e. numbers, job classifications, skills, knowledge, ability and education levels) identified in the departmental recruitment plan?
15. If the human resource plan calls for restructuring or downsizing, are there strategies to deal with displaced employees?
16. Are the human resource projections part of the department's budgeting process?

Statistics

1. What is the department's monthly absentee rate?
2. In what areas are absences particularly high and why?
3. What is the annual turnover rate (per occupation or salary level) and why?
4. Are exit interviews conducted?
5. Who is given feedback from exit interviews and how is it used?
6. Are demographics of turnover data analysed?

PART C: RECRUITMENT AND SELECTION

1. Is there a policy in place stating the department's approach to recruitment and selection?
2. Does the approach or policy contain procedures to guide managers through the recruitment and selection process?
3. Is there a team or unit within the department that is accountable for overseeing and co-ordinating recruitment and placement?

Recruitment

1. Is there a formal process in place for identifying job vacancies in advance?
2. Is recruitment done pro-actively in anticipation of imminent staff losses as well as reactively (to immediately replace staff that leave)?
3. Is recruitment linked to human resource planning and the projected staff requirements?
4. Is a job analysis conducted for each position?
5. Does the job analysis accurately identify the key objectives and responsibilities of the position?
6. Does the job analysis accurately identify the essential skills needed?
7. Is sufficient consideration given to internal candidates for all or some job openings before outside recruitment begins?
8. Are the requirements of the job accurately reflected in the job advertisement and are these requirements not unnecessarily stringent?

Selection

1. How many candidates are interviewed before filling a position?
2. How many individuals are involved in the interviewing process?
3. Are hiring managers trained in proper selection techniques (for example, interviewing techniques, competency and position-related questions and legal implications)?
4. Are reference checks conducted?
5. Are competency tests used in the selection process?
6. Is the number of job advertisements in line with the department's overall recruitment and selection capacity?

PART D: COMPENSATION AND PERFORMANCE MANAGEMENT

1. Does the department have a policy clearly stating its position on employee compensation?
2. Is this policy linked to the department's approach on compensating employees and does it reinforce the values of the department?
3. Is the department's compensation policy clearly communicated to all staff?
4. Does the compensation policy contain procedures to guide managers on how to implement the compensation system?
5. Is there a team or unit within the department accountable for overseeing and co-ordinating all compensation-related activities (job evaluation, job classifications, job descriptions and so on)?
6. Is there a process to acquire information about the compensation paid for comparable job functions in the region and/or countrywide?
7. How frequently are market studies performed?
8. Does your department have an employee performance management system?
9. Does the performance management system establish clear objectives, expectations and performance measurement criteria linked to that specific job?
10. Does performance assessments provide objective, interactive and meaningful feedback on performance?
11. Do performance objectives clearly support departmental and organizational objectives?
12. Are assessment criteria discussed with the individual employees?

13. Are employees informed of the outcome of their performance assessments?
14. Do performance assessments include a development plan to improve employees' competencies?
15. Are systems in place to reward performance and excellence through the various mechanisms (pay progression, bonuses and special recognition) available?
16. Does the organization emphasise and reward leadership to ensure success and satisfaction in the organisation?

PART E: EMPLOYEE RELATIONS AND COMMUNICATIONS

1. Is a dedicated team or unit within the department accountable for overseeing and co-ordinating all communications to employees?
2. Is an internal communication policy or strategy in place?
3. How is the communication policy or strategy distributed and to who?
4. Is a system in place for the induction of new employees?
5. Are follow-up employee orientations scheduled?
6. Are there forums that allow for regular interaction and information exchanges between employees and management?
7. Are there forums in which racial and minority concerns are conveyed to management with the intent of affecting positive changes?
8. Does the department engage in employee opinion surveys?
9. Are survey results communicated to employees?

PART F: HUMAN RESOURCE POLICIES AND WORKPLACE RULES

1. Are the human resource policies and procedures aligned with the department's mission and objectives?
2. Do these policies reflect a desire to be an "employer of choice"?
3. Do they balance empowerment of staff with sufficient controls to ensure achievement of the organisation's mission and objectives?
4. Are personnel policies condensed into an employee handbook?
5. Does the organisation regularly assess existing policies for replacement or amendment?

PART G: EQUAL EMPLOYMENT OPPORTUNITIES

1. Does the department have an employment equity policy in place?
2. How is this policy communicated inside and outside the department?
3. Is a dedicated team or unit within the department accountable for overseeing and co-ordinating the equal employment policy and procedures?
4. Are job openings analysed for job-related skills, education, and knowledge and ability requirements?
5. Are all managers trained in non-discriminatory management practices?
6. Is there an internal process for employees to register complaints concerning discrimination and harassment?
7. Does your department have an explicit policy against sexual harassment?

PART H: EMPLOYEE DEVELOPMENT

1. Is a departmental policy on human resource development in place?
2. Is a dedicated unit within the department accountable for overseeing and co-ordinating training and development activities?
3. Is there a process for assessing the department's immediate training needs and individual development needs?
4. If yes, how is this assessment carried out?
5. How often is the assessment updated?
6. Who participates in the assessment?
7. Is there a process to assess the department's future training needs?
8. If yes how is this assessment carried out?
9. Are job skills, knowledge and ability of staff considered in assessing training needs?
10. Are organisational issues (such as the department's mission, objectives and customer orientation) considered in assessing training needs?
11. Are the department's social responsibilities and approach to diversity reflected in assessing training needs?

12. Are employee development plans addressed in performance appraisals?
13. How are training programs and opportunities communicated to employees?
14. Are subscriptions to professional training and development journals maintained and provided to staff?
15. Are the results of training programs monitored and evaluated?
16. Are employees cross-trained to perform duties outside their major areas of responsibility?
17. Are employees provided with adequate training and professional development to meet the departments?
18. Is involvement in professional associations encouraged?

PART I: LABOUR RELATIONS

1. Is a departmental policy on labour relations in place?
2. Is there a dedicated team or unit within the department that oversees and co-ordinates labour relations activities?
3. Is management informed and supportive of labour relations strategies and goals?
4. Is adequate assistance provided to managers in the handling of grievances and disputes?
5. Are managers trained in handling discipline matters, record keeping, counseling skills, precedent-setting issues and so on?
6. When grievances are submitted, are they speedily resolved?
7. Are disciplinary procedures and rules of conduct explained in an employee handbook or other form of notice?
8. Are progressive forms of discipline expressly cited?

PART J: EMPLOYEE HEALTH AND WELLNESS

1. Is a departmental policy on employee safety, health and wellness in place?

2. Is this policy actively supported and executed by management?
3. Does the policy provide guidance to managers on the implementation of related programs?
4. Does a dedicated team or unit within the department oversee and coordinate safety, health and wellness activities?
5. Does the department have a wellness program in place? Does it include:
 - a. A designated senior manager to oversee the departmental policy and processes?
 - b. A health risk assessment?
 - c. Counselling and feedback on health and lifestyle improvements?
 - d. Discussions and training on health-related topics?

BENCHMARKING EXERCISE

The following example of a benchmarking exercise can be used by the human resource component as part of a staff retention strategy:

Key factors for benchmarking	Component or department's offerings	Competitor offerings	Gap
Compensation and benefits			
Provides competitive salary			
Provides comprehensive benefit packages			
Provides incentives such as bonuses			
Career growth and development opportunities			
Provides career growth and career counseling			
Provides promotional opportunities			
Provides employee development			
Interesting and exciting work environment			
Provides challenging work assignments			
Offers job transfers, job rotation, lateral moves and learning opportunities			
Nature of the physical work environment and conditions			
Stability and organisational culture			
Job/employment security			
Positive organisation image			
Communication of organisation's objectives and values			

These factors could be ranked to assess the department's strength and weaknesses in relation to talent attraction and competition and to allow for tailor-made solutions.