



**THE INTEGRATION OF PEOPLE WITH DISABILITIES INTO MAINSTREAM
EMPLOYMENT: A MODEL FOR PROVINCIAL GOVERNMENT DEPARTMENTS**

by

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Thesis submitted in fulfilment of the requirements for the degree

Doctor in Human Resource Management

in the Faculty of Business and Management Science

at the Cape Peninsula University of Technology

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Date submitted: 18 July 2022

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ABSTRACT

As civilisation has advanced, the situation of people with disabilities (PWDs) has featured ever more prominently on global, regional and national agendas. In South Africa, the transition to democracy was a focal point for recognition of the rights and status of PWDs. After the 1994 elections, the new government felt the need to transform the entire institutions, structures and systems of society. Yet despite the many successes achieved by the transformation imperative, the integration of PWDs into mainstream employment in government and private institutions has been poor. This recognition was the inspiration for this study, which seeks to provide a model for the integration of PWDs in mainstream employment within government departments. To achieve this objective, the research was framed as a case study within the transformative research paradigm. A typical department in the Western Cape provincial government was selected for the study. In-depth and context-rich interviews were conducted with top managers within the Department. The results of these led to the construction of a model for the integration of PWDs. The study found evidence that the challenges faced by PWDs in securing employment in the public service are real, and that their integration into mainstream employment is a complex matter that requires the establishment of strong systems and structural institutions. The results of the study also demonstrate that discrimination and negative attitudes towards PWDs still exist, meaning that the environment has not improved sufficiently for the realisation of targets for their integration into mainstream employment. As long as PWDs are marginalised in education they will remain without the skills and knowledge for successful integration, which in turn means that their socio-economic circumstances will remain dire. In addition, it appears that the issue of the employment of PWDs cannot be considered from a micro perspective only. The study's findings indicate the presence of organisational, managerial, societal, and institutional factors affecting the integration of PWDs into mainstream employment. It was established that the successful integration of PWDs into public service mainstream employment has both internal and external or society-wide dimensions. These are discussed and presented in the form of a model. The study recommends strong, collaborative, society-wide dialogue, and community mobilisation for changing the national approach to disability matters. It is hoped that the model will help to advance the goal of equality in South African society that is cherished by all.

ACKNOWLEDGEMENTS

A special thank you to my supervisors, Dr Liiza Gie and Prof. Braam Rust, for your guidance and support throughout this research journey.

I am grateful for the financial assistance of the Cape Peninsula University of Technology's University Research Fund, which enabled me to take a sabbatical year to work on my thesis.

To the Western Cape Provincial Government and the participants in the research project, I extend my thanks and appreciation.

The financial assistance of the NRF towards this research is acknowledged. Opinions expressed in this thesis and the conclusions arrived at are those of the author and are not necessarily to be attributed to the National Research Foundation.

DEDICATION

Wisdom is the principal thing; therefore, get wisdom: and with all thy getting get understanding (Proverbs 4, v.7)

I wish to take this opportunity to acknowledge and express my sincere gratitude to the people who supported me in the completion of my thesis and my Doctoral journey. With your help, encouragement, guidance, support and motivation I have finally seen my research coming to an end.

First and foremost, to my Heavenly Father and saviour Yeshua Hamashiach, without whom nothing would have been possible: thank you for your unmerited grace and favour. Without You, I would have struggled to complete my research – during a pandemic and having contracted Covid-19. You have carried me through.

To my wife, Chantal Charles, my true North Star, you have been a pillar of strength throughout and you are a true woman of God. Thank you for your moral support whilst I was burning the midnight oil. To my children, Joel, Hannah, Sarah-Lee and Levi-Matityahu, this thesis I dedicate to you in your pursuit of greatness.

To the Charles clan: my mother, Mary Charles, my deceased father, Matthew Charles, and deceased mother-in-law Diane Jacobs, may you celebrate with me in heaven on this momentous occasion.

To my disabled son, may this thesis open doors for you one day, as you dream the impossible dream.

Table of Contents

DECLARATION	ii
ABSTRACT	iii
ACKNOWLEDGEMENTS	iv
DEDICATION	v
LIST OF TABLES	xiii
LIST OF FIGURES	xiv
ABBREVIATIONS AND ACRONYMS	xv
CHAPTER ONE	1
INTRODUCTION AND BACKGROUND TO THE STUDY	1
1.1 Introduction.....	1
1.2 Background	1
1.3 Statement of the problem statement	4
1.4 Rationale and significance of the study	4
1.5 Objectives of the study	5
1.5.1 Main objective	5
1.5.2 Sub-objectives.....	5
1.6 Research Questions/Hypotheses.....	5
1.6.1 Main research question	5
1.6.2 Research sub-questions.....	5
1.7 Methodology	6
1.8 Research approach	6
1.9 Research design.....	7
1.10 Field work and data collection.....	7
1.10.1 Population	7
1.10.2 Sampling method and sample size	7
1.10.3 Data collection instruments.....	7
1.10.4 Method of data collection.....	8
1.11 Data analysis	8
1.12 Ethical considerations.....	8

1.13	Delimitation of study	9
1.14	Definition of key terms	9
1.15	Significance and contribution of research study	10
1.16	Outline of the dissertation	11
1.17	Summary	14
CHAPTER TWO		15
MODELS OF DISABILITY AND IMPLICATIONS FOR THE LABOUR MARKET		15
2.1	Introduction.....	15
2.2	Historical background and context	15
2.3	Disability equity.....	16
2.4	The meaning of disability	18
2.5	Disability prevalence in South Africa.....	21
2.5.1	Prevalence by gender.....	21
2.5.2	Disability prevalence per population group	22
2.5.3	Disability prevalence by age	22
2.6	Types of disabilities	23
2.7	Models of disability	24
2.7.1	The religious/moral model	25
2.7.2	The medical model	26
2.7.3	The social model of disability.....	28
2.7.3.1	Origins.....	28
2.7.4	Other models of disability	30
2.8	The labour market and disability	31
2.8.1	Labour market participation of PWDs	32
2.8.2	Barriers to the integration of PWDs in mainstream employment	32
2.9	The employment of PWDs in South Africa	38
2.10	Policy frameworks for the integration of PWDs in mainstream employment.....	39
2.11	Strategies for the employment of PWDs in mainstream employment.....	40
2.11.1	Disability champions and forums	41
2.11.2	Developing a business case for PWDs.....	41

2.11.3	Suggestions from the World Health Organisation	42
2.12	Summary	42
CHAPTER THREE		44
EMPLOYMENT OF PWDs IN THE SOUTH AFRICAN PUBLIC SECTOR		44
3.1	Introduction.....	44
3.2	The South African public sector: situational analysis.....	45
3.2.1	The legacy of apartheid in South Africa	46
3.2.2	The post-apartheid transformation agenda	47
3.3	Disability issues in the South African public sector.....	49
3.4	Stakeholders and role players in disability policy formulation.....	50
3.4.1	International and regional role players.....	50
3.4.2	Internal role players.....	53
3.5	Disability management strategy for the South African public sector	53
3.5.1	Disability strategy formulation.....	54
3.5.2	Strategy implementation.....	54
3.5.3	An evaluation of the success of the transformation agenda.....	56
3.6	Human resource management for the transformation of the South African public service	59
3.6.1	The mission of HR practice in the public service.....	60
3.6.2	The four critical pillars of action for promoting a viable disability management strategy	65
3.7	Strategy evaluation.....	69
3.8	Summary of elements for the integration of PWDs in the public sector labour force	71
3.8.1	Disability and language	71
3.8.2	Commitment as compared to compliance.....	71
3.8.3	Affirmative action.....	71
3.9	Summary	72
CHAPTER FOUR		74
THEORETICAL ELEMENTS FOR A MODEL FOR THE INTEGRATION OF PWDS INTO MAINSTREAM EMPLOYMENT		74

4.1	Introduction.....	74
4.2	Disability mainstreaming.....	74
4.2.1	Reasons for the failure of disability mainstreaming initiatives	75
4.2.2	Management implications.....	80
4.2.3	Expected benefits of mainstreaming.....	81
4.2.4	Disability mainstreaming ideology.....	82
4.3	Compliance and implementation.....	83
4.3.1	The socio-economic theory of compliance.....	83
4.3.2	Deterrence and compliance penalties.....	85
4.3.3	Moral obligations and moral influence	86
4.4	Pillars for the integration of PWDs	86
4.4.1	The right to a discrimination-free workplace	89
4.4.2	Specific actions for securing the right to a discrimination-free workplace.....	89
4.5	Guidelines for the employment of PWDs	93
4.6	Tailored interventions for the employment of persons with disabilities	95
4.6.1	Quotas	95
4.6.2	Incentives to employers.....	96
4.6.3	Supported employment	96
4.6.4	Sheltered employment.....	96
4.6.5	Employment agencies	96
4.6.6	The Fourth Industrial Revolution and disability	96
4.6.7	Lack of funding.....	97
4.6.8	Lack of adequate human resources.....	97
4.6.9	Inappropriate services and institutional frameworks	97
4.7	Conceptual framework.....	98
4.8	Summary	99
	CHAPTER FIVE	101
	RESEARCH METHODOLOGY	101
5.1	Introduction.....	101
5.2	Research paradigm and approach.....	101

5.3	Research approaches.....	102
5.4	Research design.....	103
5.4.1	Population and sampling	104
5.4.2	Target population	104
5.4.3	Sampling	105
5.4.4	Data collection method	107
5.5	The interview process (data collection procedure)	109
5.5.1	Phases and principles of data collection	109
5.6	Data analysis.....	110
5.7	Summary	111
	CHAPTER SIX.....	113
	PRESENTATION OF THE RESEARCH FINDINGS	113
6.1	Introduction.....	113
6.2	Biographical details of respondents	113
6.3	Analysis of interview responses.....	114
6.3.1	Responses to interviewquestion 1: Does the organisation have a strategic plan supporting a collaborative disability management programme?	114
6.3.2	Responses to interviewquestion 2: What do you think are the barriers to integratingPwDs into employment with various departments?.....	120
6.3.3	Responses to interviewquestion 3: What challenges do PwDs face in finding employment within the WCPG?	124
6.3.4	Responses to interviewquestion 4: Does your workplace have a disability management practitioner and/or a disability management committee consisting of both management and worker representatives?	128
6.3.5	Responses to interviewquestion 5: What in your opinion is the main reason why PwDs might find employment difficult within the WCPG?	131
6.3.6	Responses to interviewquestion 6: What are the main barriers to a disabled personclimbing the corporate ladder within WCPG?	133
6.3.7	Responses to interviewquestion 7: In order to ensure that the WCPG management of disability meets the needs of disabled staff, what do you feel are the key areas of WCPG activities that need to be focused on?	136

6.3.8	Responses to interview question 8: Does the workplace provide productive and meaningful opportunities for PWDs to excel?.....	137
6.3.9	Responses to interview question 9: What attitudinal barriers do disabled staff members have to face from able-bodied staff members?.....	138
6.3.10	Responses to interview question 10: How would you rate disabled staff members' opportunities within WCPG to grow and develop in their careers?	139
6.3.11	Responses to interview question 11: Are disability management programmes, roles and procedures clearly defined within WCPG for all employees to understand? If not, what could the reasonable?.....	141
6.4	Summary	142
CHAPTER SEVEN		145
DISCUSSION OF RESEARCH RESULTS AND PRESENTATION OF THE WORKPLACE MODEL.....		145
7.1	Introduction.....	145
7.2	Discussion of the main research results.....	145
7.2.1	Lack of integration of PWDs into mainstream employment.....	145
7.2.2	Socio-economic marginalisation of PWDs	147
7.2.3	Continuation of discrimination against and segregation of PWDs	147
7.3	Disability management practices in SA provincial government departments	148
7.4	An integrative workplace model for PWDs within provincial government departments 149	
7.4.1	Elements for successful integration of the disabled into mainstream public service employment	151
7.5	Summary	155
CHAPTER EIGHT		156
CONCLUSIONS AND RECOMMENDATIONS.....		156
8.1	Introduction.....	156
8.2	Concluding remarks regarding the research objectives of the study	156
8.3	Main contribution of this research study.....	157
8.4	Recommendations.....	158
8.4.1	Adopt a vision for full constitutional equity and egalitarianism.....	158
8.4.2	Adopt society-wide strategies	158

8.5	Limitations of the study and future research.....	160
8.6	Summary	161
8.7	Conclusion.....	161
	References	163

Appendices

Appendix A: Permission to conduct research	169
Appendix B: CPUT clearance certificate	170
Appendix C: Research introduction letter	171
Appendix D: Research Interview questionnaire	172

LIST OF TABLES

Table 2.1: Prevalence of disability by sex	21
Table 2.2: Prevalence of disability by population group	21
Table 2.3: Prevalence of disability by age	22
Table 2.5: Prevalence of the disabled by type of impairment	23
Table 2.6: Other models of disability	30
Table 2.7: Barriers to the employment of PWDs	33
Table 2.8: Strategies for the integration of PWDs in mainstream employment	39
Table 3.2: Strategic objectives in disability policy and relevant principles from the	50
Table 3.3: INDS policy directions	54
Table 3.4: HR functional areas and sub-areas	57
Table 4.1: Guidelines for the integration of people with disabilities into employment	91
Table 4.2: South African Board of People Practice guidelines for the employment of people with disabilities	93
Table 4.3: Themes for the development of assistive technologies for persons with disabilities	96
Table 6.1: Demographical information of respondents	111
Table 6.2: Thematic codes for interview question 1	113
Table 6.3: Emerging themes from interview question 1 and their categories.	116
Table 6.4: Thematic codes for interview question 2	118
Table 6.5: Disability practitioners and structures on disability within the organisation	123
Table 6.5: Thematic template for interview question 3:	125
Table 6.6: The main reasons for the failure to integrate PWDs in mainstream employment within the PG department	130
Table 6.7: Thematic template of responses on the main barriers for a disabled person to climb up the ladder	131
Table 6.8: Suggestions on ways to improve the integration of PWDs in employment	134
Table 6.9: Attitudinal barriers faced by PWDs	137
Table 6.10: Growth opportunities among PWDs within the PG department	138
Table 6.11: Perceptions of clarity of disability programmes and procedures	139

LIST OF FIGURES

Figure 2.1: Categories of disabilities	19
Figure 2.7: Benefits of employing PWDs	41
Figure 3.1: PWDs as a share of the South African workforce from 2002 to 2016	56
Figure 3.2: Reasons for the failure of the public service to reach disability targets	58
Figure 3.3: HRM functions for disability management	59
Figure 3.4: Traditional versus strategic HRM	61
Figure 3.5: Core principles of disability management in the public service	62
Figure 3.5: The JOBACCESS framework for the recruitment and retention of PWDs in the public service	63
Figure 3.6: The four pillars of the JOBACCESS model	64
Figure 3.7: Types of HR strategies	67
Figure 3.8: Summary of HR roles	67
Figure 3.9: Model for monitoring and evaluation of disability policy in the public service	69
Figure 3.10: Key elements in the implementation of disability legislation	71
Figure 4.1: Benefits of integrating persons with disabilities into mainstream employment	81
Figure 4.2: The socio-economic model of compliance	83
Figure 4.3 General pillars of disability mainstreaming in South Africa	85
Figure 4.4 The employment cycle and the need for accommodation in the various employment practices	90
Figure 4.5: Conceptual framework	97
Figure 5.1: Research approaches and methods of data collection	100
Figure 5.2: Outline of the methodology of the study	109
Figure 6.1: Network diagram of themes for the existence of a strategic plan to support a collaborative disability management programme	116
Figure 6.2: Barriers to the integration of PWDs	122
Figure 6.3: Network diagram of responses to the challenges faced by people with disabilities in finding employment within the organisation	125
Figure 6.5: Disability practitioners/structures and their main roles in the organisation	129
Figure 6.7: Barriers faced by PWDs in career progression	133
Figure 6.8: Focus areas for improving the integration of PWDs	135
Figure 7.1: An integrative workplace model for PWDs within a Provincial government department	144

ABBREVIATIONS AND ACRONYMS

4IR	Fourth Industrial Revolution
AT	Assistive Technology
CPUT	Cape Peninsula University of Technology
CRPD	Convention on the Rights of Persons with Disabilities
DPO	Disabled People's Organisation
DPASA	Department of Public Service and Administration
EEA	Employment Equity Act
HRC	South African Human Rights Commission
HRM	Human Resource Management
ICCD	Inter-Departmental Co-ordinating Committee on Disability
ICF	International Classification of Functioning, Disability and Health Framework
ILO	International Labour Organisation
INDS	South African White Paper on an Integrated National Disability Strategy
INDS	Integrated National Disability Strategy
LFS	Labour Force Survey
MOU	Memorandum of Understanding
NDP	National Development Plan
PG	Provincial Government
PSC	Public Service Commission
PSC	Public Service Commission
PWD	People with disability
SABPP	South Africa Board for People Practice
SADC	Southern African Development Community
UN	United Nations
UPIAS	Physically Impaired against Segregation
VET	Vocational Education and Training
WEF	World Economic Forum
WHO	World Health Organisation

GLOSSARY

Barriers: A barrier is a challenge or obstacle (*Compact Oxford English Dictionary*, 2003:77).

Employment Equity: According to the Employment Equity Act 55 of 1998, “employment equity” means, among other things, the prohibition of unfair discrimination in workplaces and employment practices.

Integration: To integrate is to bring together or come into equal participation in an institution or body (*Compact Oxford English Dictionary*, 2003:158).

A **Model:** “A model is a representation of all or part of a system that is constructed to study that system (e.g., how the system works or what triggers the system). While a theory tries to explain a phenomenon, a model tries to represent a phenomenon” (Bhattacharjee, 2012:14).

Provincial Government Departments: Specific departments within the Western Cape Provincial government.

Talent: A natural aptitude or skill (*Compact Oxford English Dictionary*, 2003:1173).

Theoretical Framework: A theoretical framework is an abstraction of a real phenomenon through an illustration of the relationships between variables and concepts that explain the phenomenon (Samson, 2013).

Workplace: The Labour Relations Act 66 of 1995 defines the workplace as “the place or places where the employees of an employer work”.

CHAPTER ONE

INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 Introduction

This study on the integration of people with disabilities (PWDs) in the Western Cape Province into mainstream employment commences with this Chapter which is split into several sub sections. The Chapter begins with a background to the problem integration of PWDs in mainstream public service employment before succinctly stating the problem statement. This led to the specification of the research objectives and related research questions. The Chapter also elaborates on the significance of the study before it summaries the methodology of the study and outlines the key contents of other Chapters. The Chapter ends with a summary and provides directions for the next Chapter.

1.2 Background

Reports suggest that about 15% of the global population lives with a disability (Vornholt, Villotti, Muschalla, Bauer, Colella, Zijlstra, Van Ruitenbeek, Uitdewilligen and Corbière, 2018:40). In Africa, responses to disability have often been characterised by discriminatory attitudes and structural exclusion from mainstream employment and other basic services (Shakespeare, Mugeere, Nyariki, & Simbaya, 2019:1). In South Africa, after the 1994 democratic transition, the new government set up transformation policies to overturn the marginalisation, segregation and racial exclusion that characterised the apartheid era. Redressing the labour market exclusion of people with disabilities (PWDs) was high on the new government's agenda and remains so today. With indications that in excess of seven percent population of South African is disabled (South Africa, Department of Social Development, 2016), the government has sought to achieve structural reforms to facilitate labour market inclusivity for PWDs in order to improve previously disadvantaged groups' life quality.

At policy level, the South African White Paper on an Integrated National Disability Strategy (South Africa. INDS, 1997) attends explicitly to the disability call as it envisages "a society for all, encompassing human diversity and the development of all human potential, encouraging PWDs to make contributions of their experience, capabilities, and talents to both national and international development". In recognition of the need for inclusiveness in national issues, collecting relevant data to inform disability issues formed part of the 2001 national census, the second to be conducted after the 1994 transition. The 2001 census provided comprehensive data on the demographics and socio-economic status of South Africans to inform decision-

making and policy, while ascertaining the progress made in providing basic services to the people. Increasing calls to equalise the labour market for PWDs have been associated with increased disability research over the years, especially concerning the barriers to employment that PWDs face. Rule and Modipa (2012:139) evaluated the attitudes and experience of adult learners with difficulties and concluded that employers still lacked sufficient awareness and understanding of disability. Maja, Mann, Sing, Steyn and Naidoo (2011:25) similarly noted that “employers still lack adequate knowledge, awareness and an understanding of disability that contributes to the ineffective integration of PWDs within the workforce”. This is also supported in McKinney & Swartz (2019) who reiterated that PWDs experience barriers in the initial or integration stage of employment. It has also been observed that businesses in South Africa struggle to meet legislative goals due to a shortage of appropriately skilled and qualified PWDs. While research on inclusion of PWDs in mainstream employment has been an of interest to research, exclusion of PWDs has continued and the integration of PWDs in mainstream employment has remained a problem in the public sector in both private and public entities (Suich & Schneider, 2022).

South Africa’s Constitution, Act 108 of 1996 (South Africa, 1996), protects the rights of PWDs aligned with international legislation. The South African Bill of Rights, a cornerstone of the constitution, grants everyone the right to dignity, freedom and equality with respect to access to employment opportunities. Section 9(3) prohibits discrimination on various bases, including disability. Before the enactment of the 1996 constitution, the apartheid-era administration was based on racial inequality, which meant that the experience of white PWDs was utterly different from that of other races. In its White Paper on the Rights of PWDs, the Department of Social Services in South Africa (South Africa. Department of Social Development, 2016:32) noted that the apartheid government followed a medical model of disability, whose central tenet is to treat PWDs as sick individuals who needed social support. As a result, the primary intervention comprised of social grants and rehabilitation. The medical model is exclusionary as it distinguishes between the able-bodied and the disabled. The White Paper also observed that the treatment of white PWDs was different from that of other racial groups (South Africa. Department of Social Development, 2016:32). White PWDs were more legally and socially protected and cared for than PWDs from other groups.

Post-apartheid South Africa has set about redressing the legacy of workplace discrimination through institutional interventions in the form of statutes, policies, and related structures (Howitz& Jain, 2011:1). Sing (2012:161) notes that the South African government set a transformation agenda following the 1994 elections, including a two percent target for employing PWDs in the public service by 2010. This target meant that by 2010, 2% of all public

service employees were PWDs. Reports indicate that this target has not been achieved by now.

The Employment Equity Act, no. 55 of 1998 is the principal legislation for advancing the rights of the PWDs in the workplace as far as equal access to mainstream employment opportunities are concerned in the workplace, while international guidelines are provided by the United Nations Convention on the Rights of Persons with Disabilities (Sing, 2012:162). The Employment Equity Act explains that PWDs (mentally or physically impaired) as persons who experience challenges entering and progressing in the work world. The major impairment categories include “orthopaedic and limb pathology, spinal cord or neck injuries, neurological injuries, cognitive disabilities, and psychological disorders” (Diedericks (2014).

Despite legislation in place to protect their rights, PWDs continue to face challenges in the world of work which comprise the negative perceptions of the disabled as members of a disadvantaged group in society who are less likely to be employed or obtain an educational qualification. Other challenges include difficulties with communication and transport and the likelihood of earning less and have smaller amounts of financial resources than those without disabilities (Department of Public Service Administration (2011), cited in Van Niekerk & Van der Merwe, 2013).

Ngwena (2004:168) notes that PWDs have historically constituted a minority in society, experiencing discrimination and stigmatisation, suffering indignity, and have lacked economic independence while facing severe challenges and prejudices in the workplace. Ngwena (2004:168) notes that some employers view disability as incapacity and are reluctant to employ PWDs. Van Niekerk and Van der Merwe (2013) examined training and development opportunities of PWDs in the public service, finding that this was generally low-level training that did not contribute to career advancement. Maja et al. (2011) conducted research to identify the knowledge, attitudes, perceptions, and experiences of employers hiring PWDs, that identified the following barriers to the employment of PWDs:

- Companies lacking internal policies that target the recruitment and employment of PWDs
- Employer’s lack of awareness and knowledge of disability issues
- Prospective employers’ negative attitudes towards PWDs
- Unaccommodating physical infrastructure.

Van Niekerk, Coetzee, Engelbrecht, Hajwani, Landman, Motimele, Terreblanche (2011) investigated the use of supported employment strategies for PWDs. The four themes identified as influential to successful employment are: (i) the envisaged nature of employment in South

Africa; (ii) key role-players necessary for the service to be successful; (iii) elimination of barriers to successfully establishing supported employment services; and (iv) the disability grants availability. The World Health Organisation (WHO) disability report (2011) suggests a range of initiatives for the employment of PWDs, including assistant employment, employment quotas and incentives, and affirmative action. Whereas the South African government has introduced several interventions for the employment of PWDs, especially regarding anti-discrimination laws and affirmative action, consideration should be given to assisted employment, employment quotas and sheltered employment.

1.3 Statement of the problem statement

PWDs have not been successfully integrated within mainstream employment in government departments in South Africa, resulting in a poor transformation record over the past 25 years (1994-2021). PWDs still face inhibiting barriers that exclude them from employment (Maja, et al., 2011:25; Rule & Modipa, 2012:139; Vornholt et al., 2018:40; Shakespeare et al., 2019:1). In 2016 only one percent (1%) of the total workforce comprised PWDs (Hart et al., 2018:1). Earlier reports from the Public Service Commission (e.g., 2008) also indicate a failure on the part of the public service to meet two percent (2%) target for the employment of PWDs. These very low statistics indicate that PWDs have remained in a vicious circle of exclusion and poverty over the years (Shakespeare et al., 2019:1). The consensus is that employers lack the necessary understanding to integrate PWDs within the workplace effectively, that is, to place them in positions where they can add critical value. The statistics provided the Public Service Commission (2008) shows that the inability to integrate PWDs stems from employers' lack of supportive infrastructure. Gida and Ortlepp (2007) found that a lack of accessible facilities and public transport prohibited SA's top 100 organisations, according to the Financial Mail, from recruiting PWDs.

1.4 Rationale and significance of the study

The integration of PWDs is imperative for transforming the South African workplace, redressing past inequalities, and making it more representative. This research develops an integrative workplace model that can assist PWDs in finding employment and help employers implement best practices in integrating disabled individuals into the workplace. The provided model for this study can be useful in improving South Africa's transformation agenda by increasing the integration of PWDs in mainstream employment. Additionally, even though the model was designed for the public sector, it will offer a good example for the integration of PWDs in the private sector as well. The research also identifies barriers that inhibit the placement of

disabled people in mainstream employment. There is evidently a strategy vacuum when transforming the South African workplace by integrating PWDs. This study seeks to help transform the South African workplace by enabling PWDs to find employment and participate in the economy.

1.5 Objectives of the study

1.5.1 Main objective

To develop a model for integrating PWDs into mainstream provincial government departments.

1.5.2 Sub-objectives

I.Sub-objective one

To identify barriers that inhibit the employment of PWDs within provincial government departments in South Africa.

II.Sub-objective two

To establish factors that influence the employment of PWDs within provincial governments in South Africa.

III.Sub-objective Three

To provide HR in the provincial government departments with an integrative workplace model for absorbing PWDs into mainstream employment.

1.6 Research Questions/Hypotheses

To achieve the stated objectives, the proposed study was guided by the questions stated below.

1.6.1 Main research question

How can PWDs be successfully integrated into mainstream employment?

1.6.2 Research sub-questions

The sub-questions addressed by the study were as follows:

- I. What are the barriers inhibiting the employment of PWDs in provincial government departments?
- II. What factors are influencing the employment of PWDs?

- III. What components are required to develop an integrative workplace model for PWDs to be integrated into mainstream employment?

1.7 Methodology

The ontology and epistemology of the transformative or critical paradigm forms this study's basis. The transformative research philosophy emerged in the 1980s to 1990s to attend to the needs of marginalised individuals in our society, as well as issues of power and social justice, discrimination and oppression that are inadequately addressed by other research paradigms (Mertens, 2016). The starting assumption of this approach is that disability issues are predicated on the need for societal transformation and require critical examination. PWDs constitute a marginalised and disadvantaged group as described in the Employment Equity Act of South Africa. What is needed is a new order in disability management and employment, which is why the transformative paradigm or worldview is appropriate (Creswell & Creswell, 2018:46).

The transformative paradigm is linked to critical philosophy (Creswell & Creswell, 2018:46). The critical worldview is a research approach for changing the status quo and effecting transformation (Ponterotto, 2005:129). Critical theory emerged from the ideas of popular critical theorists such as Marx and Weber (of the 18th century), who sought to inspire the transformation of societal phenomena deemed to be oppressive or repressive. Creswell and Creswell (2018:46) note that critical theory is associated with emancipatory ideologies such as Marxism and feminism and the struggles of ethnic and racial minority groups, disabled persons, colonised and suppressed groups, gays, bisexuals, transsexuals and other marginalised people. The present study appeared naturally to align itself with the transformative research philosophy. It seeks the emancipation of PWDs, the removal of injustices affecting them and the levelling of the public sector labour market to ensure equal opportunities for all in a way that is free from discrimination.

1.8 Research approach

Studies of research approaches typically recognise three research designs: quantitative, qualitative and mixed-method approaches (Mertens, 2016:6). The transformative paradigm is based on a concern with addressing and resolving issues of social justice and human rights (Creswell & Creswell, 2018:18). It assumes that reality can be understood through the interaction of agents with power and status in influencing the social order. Mertens (2016:9) argues that the transformative researcher should identify the positions from which reality can

be reliably construed and perform their inquiries from all reality-based positions. Epistemologically, the transformative paradigm involves gathering knowledge to respect the cultural situation in communities and encourages them to conceive and realise ways of advancing justice for all groups. This epistemological stance indicated the suitability of a qualitative study based on interviews.

1.9 Research design

Nind (2008) argues that interviews lie at the heart of qualitative research. This was in line with the critical ontological assumption that the reality of social phenomena can best be understood through an ethnographic approach based on interviewing and interacting with the stakeholders. A case study design was chosen for the study to ensure a detailed and contextually rich data gathering process (Creswell & Creswell, 2018). Interviews were thus conducted with members of a Directorate within a provincial government department to explore the working expectations of employees as well as factors relating to the integration of PWDs in mainstream employment. The results enabled the researcher to formulate a model for integrating PWDs in the workplace.

1.10 Field work and data collection

1.10.1 Population

The research population in this study included Directors, Deputy Directors, and Assistant Directors – senior staff members in government departments (the actual number of which was said to vary) who play a pivotal role in implementing the HR strategy and ensuring compliance regarding the integration of PWDs in the workplace.

1.10.2 Sampling method and sample size

The researcher used convenience and purposive sampling to select respondents. This method was used as it is popular in many qualitative approaches and was suitable to get reliable views. Purposive sampling means the selection of participants according to their suitability for the study. In contrast, convenience sampling implies the choice of participants because of aspects of convenience such as proximity, availability, and cost. These non-probability sampling methods were indicated by the limited number of PWDs in government departments). The sample size was made of ten (10) senior management at the provincial government.

1.10.3 Data collection instruments

The study employed an essentially open-ended interview guide typical of in-depth interview guides. The interviews aimed to capture the respondents' views on why the problem of the

non-inclusion of PWDs in mainstream employment existed and their suggestions as to how the problem might be solved. The development of the open-ended Interview guide was based on the research questions and the literature review findings. The questions covered the research questions and considered the department's structures for integrating PWDs and barriers and challenges to the employment PWDs. To ensure the suitability and trustworthiness of the questionnaire, a panel of experts in disability studies scrutinised it.

1.10.4 Method of data collection

Virtual interviews using the Teams Microsoft platform were conducted to collect data pertinent to the study's objectives. The researcher approached the Office of the Premier to discuss the study and the main questions to be answered during the interviews. The official identified the relevant Deputy Directors and assistants most suited to responding to the issues engaged by the study. At the end of the discussion, a memorandum of understanding (MOU) between the researcher and the provincial department was entered into. After signing the MOU in order to meet ethical requirements for voluntary participation, the researcher took a tour of the organisation and was introduced to several staff members within the department. The official from the Office of the Premier then sent an email to all deputy directors and their assistants explaining the researcher's study and inviting them to participate.

1.11 Data analysis

Data collected in the study were analysed using Atlas ti, a popular software package for qualitative data analysis. In the analysis, thematic and in-vivo codes were utilised to ensure effective data reduction for establishing a model for integrating PWDs in mainstream employment. Creswell and Creswell (2018) support that qualitative data analysis is based on a series of data reductions aimed in deducing meaning from large masses of data.

1.12 Ethical considerations

Throughout the research, confidentiality and the integrity of the information obtained were respected. Informed consent was sought and obtained from research respondents. Ethical clearance from prospective organisations, individuals and CPUT's research ethics committee were obtained. Lacono & Murray (2003:49) emphasise that vulnerable groups, especially PWDs, must be protected during research. The participants were also informed that the results of the study would be used for academic reasons unless procedurally requested by government offices wishing to implement change to increase the integration of PWDs in mainstream employment. The terms of reference and participation within this study were

negotiated with everyone involved, protocols were observed, and boundaries respected throughout (Walmsley, 2004). Finally, preserving participants' anonymity is a central ethical principle in qualitative research (Walford, 2005), which was maintained in this study.

1.13 Delimitation of study

The study was conducted at a selected Western Cape Provincial government directorate. It was limited to the strategic administrators of the Directorate since they are involved in the formulation and implementation of disability policy.

In line with the case study approach, the study's focus on a specific provincial Directorate involved interaction with relatively few respondents. To ensure that the study's findings were not affected by this limitation, in-depth and contextually rich discussions were conducted with respondents.

1.14 Definition of key terms

Disability: Disability is a physical or mental impairment that substantially limits life activities (Grobler et al., 2006:553). There has been a shift in the conceptualisation of the meaning of disability. Historically, disability was seen as a purely medical phenomenon, and academic studies were mainly medical. Yet recently, disability has come to be seen as a social construct influenced by how society perceives it (Oliver, 1990; World Health Organisation [WHO], 2011). Oliver (1990) argued that a social theory for disabilities had become necessary, while the WHO (2011) suggested that there should be a balance in approach between the medical model and the social model of PWDs. More specifically, in this study, disability is any form of long-term physical or mental impairment. It involves patterns of re-occurrence that substantially limit an individual's prospects of entry and advancement in employment (Cleaver & Unell, 2011). Sing (2012:162) maintains that there is no 'country-specific' definition of disability in South Africa, which results in confusion and difficulty in identifying PWDs. Sing (2012:164) goes on to cite a broad definition of disability approved by the South African government: "the loss or elimination of opportunities to take part in the life of the community equitably with others that is encountered by persons having physical, sensory, psychological, developmental, learning, neurological or other impairments".

Barriers: A barrier is a challenge or obstacle (*Compact Oxford English Dictionary*, 2003:77).

Framework: A theoretical framework is an abstraction of a real phenomenon through an illustration of the relationships between variables and concepts that explain the phenomenon (Chukwuedo & Uko-Aviomoh, 2015)

A model: A model is a representation of all or part of a system that is constructed to study that system (e.g., how the system works or what triggers the system). While a theory tries to explain a phenomenon, a model tries to represent a phenomenon (Bhattacharjee, 2012:14).

Integration: To integrate is to bring together or come into equal participation in an institution or body (*Compact Oxford English Dictionary*, 2003:58).

Talent: A natural aptitude or skill (*Compact Oxford English Dictionary*, 2003:1173).

Workplace: The Labour Relations Act, Act 66 of 1995, defines the workplace as the place or places where the employees of an employer work (Cameron, 2021).

Employment equity: According to the Employment Equity Act, Act 55 of 1998, employment equity means, among other things, the prohibition of unfair discrimination in workplaces and employment practices (Cameron, 2021)

Provincial government departments: Specific departments with the Western Cape provincial government.

1.15 Significance and contribution of research study

This study's significant contribution lies in the theory of disability management and the development of practical strategies for successfully integrating PWDs into mainstream employment. The strategies appear in the form of a model presented in Chapter Seven. The model depends to an extent on systems thinking that recognises the presence of inputs, processes, and outputs in any system. The study is also relevant theoretically as it expands the available theory on the integration of PWDs in mainstream important and provides a basis for further studies. Regarding systems theory, equity legislation, disability strategic plans, and collaborative initiatives can be regarded as inputs, recruitment and selection can be treated as processes. At the same time, attaining an egalitarian society is the final output. The study also contributes to the practice of disability inclusion in the workplace by offering both internal and society-wide actions that can be taken to achieve this. Internally, the successful inclusion of PWDs involves eliminating barriers, removing bureaucracy, initiating management development for disability matters, introducing appropriate talent development measures, and

implementing collaborative management of PWDs. External or society-wide measures include campaigns to demystify disability and change attitudes, engage society structures, and improve societal knowledge of disability. When implemented, the model has the potential to address the continued marginalisation and poverty of PWDs and help attain an egalitarian society as envisaged by the constitution of the Republic of South Africa.

1.16 Outline of the dissertation

Chapter One: Introduction to the study

In Chapter One, the key features of the study were introduced and described. It was explained that the study is hinged on the transformation agenda that faced the post-1994 government of South Africa. Apartheid was based on the separation of the races and the differential provision of opportunities in various areas of socio-economic life. PWDs had faced exclusion from many facets of life, including the labour market. The new government promulgated various statutes and policies to achieve the vision of an equal society with opportunities for all. In the public service, targets were set regarding the hiring and integration of PWDs in mainstream employment. Unfortunately, there is evidence that these targets have not been achieved, thereby stalling the transformation agenda, which formed the background and basis for the problem to be addressed by the study.

Chapter Two: Models of disability and implications for the labour market

Chapter Two is the initial chapter of the literature review. It examines the concept of disability, discusses various models of disability and reviews disability in the labour market. Its finding is that the concept of disability is not easy to define as it denotes any physical or psychological limitation, and most people have some such disability at some time. The chapter also considered the models of disability that drive disability policy formulation and management. It was found that the medical model of disability was the first to emerge, only recently displaced by the social model of disability, which is currently dominant. Other models of disability canvassed include the religious model, the moral model, and the human rights model. Undoubtedly, the medical and social models of disability have been most influential globally. The medical model assumes that PWDs are limited, their disability is inherent, and there is a need for rehabilitation or other accommodative actions to rectify the situation.

On the other hand, the social model views disability as a social construction and arises from the stigma and discrimination of prejudiced social attitudes towards disability. The chapter also found that PWDs face significant challenges in the labour market as they are considered incapable of performing. However, arguments in line with the social model suggest that there

is a business case for the employment of PWDs, and that being disabled does not imply a lack of ability. Most PWDs can perform many tasks and handle responsibilities just as capably as able-bodied people. Organisations should therefore foster an accommodative workplace environment that allows for the integration of PWDs. Organisations are encouraged to engage in actions that eliminate barriers and ensure that discrimination is eliminated from workplaces.

Chapter Three: The employment of PWDs in the public sector

Chapter Three is concerned explicitly with the employment of PWDs in the South African public service. The review conducted in this chapter showed that the post-1994 public sector had a new mandate to address the limitations concerning justice, equality and inclusiveness associated with the apartheid government. Government policies significantly affected PWDs from the black population who lived in remote and marginalised areas. The post-1994 public service was tasked with implementing far-reaching changes to address the injustices of the apartheid government. The promotion of the rights of PWDs was a critical aspect of service delivery. The chapter reveals that the targets in respect of the employment of PWDs have not been achieved and considers the role of human resources management (HRM) in this failure. The chapter explores the need for a strategic HRM approach in government institutions and how such an approach can be adopted to foster the elimination of discrimination and other barriers to the integration of PWDs.

Chapter Four: Theoretical elements for a model for the integration of PWDs in mainstream employment

Chapter Four examines the foundations for a model for integrating PWDs into mainstream employment by developing certain conceptual elements of the integrative workplace model. It identifies the essential elements in the literature of relevance to data collection and data analysis. The chapter points to theorisations of minority inclusion and contemporary issues in disability, such as the effects of the Fourth Industrial Revolution and megatrends affecting disability.

This chapter also discusses talent management and the possible impact of pandemics on disability matters. It was found that more needs to be done if PWDs are to be successfully integrated into mainstream employment. Equality legislation and policies should be seen as merely an initial step towards the employment of PWDs. The chapter notes that the practicalities of making workplace inclusion a reality demand the cooperation and commitment of a broad spectrum of stakeholders and role players. A conceptual workplace model is proposed that is subsequently improved by findings of empirical data in later chapters.

Chapter Five: Research methodology

This chapter describes the research methods employed in the study, beginning with the research paradigm, philosophy, and design. It explains how interviews were conducted to collect the data used to arrive at the framework provided at the end of the study. The study is based on the transformative or critical paradigm, which recognises and seeks to redress the plight of oppressed and marginalised groups. PWDs are perceived as a marginalised group and their integration into mainstream employment represents a form of emancipation. The qualitative research paradigm is described, and an account given of the interactive, interview-based data collection procedure, with its constructivist and interpretivist leanings. Measures taken to ensure the validity and reliability of the research are explained, along with the strategies adopted to ensure that the study was ethical.

Chapter Six: Presentation of research results

The major objective of Chapter Six is to present the empirical evidence on which the study's findings are based. Data from the interviews are presented and analysed with the software Atlas.ti helping create network diagrams to depict critical patterns and relationships in the data. The analysis emphasises context, with due recognition of how public service institutions are structured and institutionalise their functions such as service delivery, decision making and communication protocols. The analysis was informed by literature to achieve rich and meaningful data, with any emerging data trends and patterns being cross-referenced to related studies. The literature thus provided the background against which new trends could be observed, which was critical in establishing the final implications of the analysis. The main analytical procedure employed was thematic analysis.

Chapter Seven: Discussion and presentation of an integrative workplace model

This chapter discusses the implications of the findings and how the data collected addresses the study's objectives. It presents the study's outcome in the form of an integrative workplace model for integrating PWDs into mainstream employment that can be implemented by the provincial government department from which data was collected and perhaps by other departments in the public service. It explains how the successful integration of PWDs into public service mainstream employment requires engagement with both internal and society-wide (external) dimensions of the process.

Chapter Eight: Conclusion and recommendations

Chapter 8 concludes the study and offers recommendations that can be adopted for the integration of PWDs into mainstream employment.

1.17 Summary

This Chapter has introduced and provided a background for the study. It also outlined the problem statement, research objectives and questions explored in the study. The study's rationale and significance were explained before providing a summary of the study design and methodology. The Chapter also gave an overview of the entire study by providing summaries of the other Chapters of the study. The next chapter provides a literature review for the study, providing directions for the methodology that will follow. In the Chapter, the essentialities of the study were developed and provided. It was explained that the study was hinged on the transformation agenda that faced the post-1994 government of South Africa. In particular, the Chapter pointed out that the new democratic South Africa was faced with the broad task of transforming apartheid policies into a democratic dispensation. Apartheid was based on the separation of the races and the differential provision of opportunities in various areas of socio-economic life. PWDs faced notable exclusion from many fundamental dimensions of life, including in the labour market. Taking note of this, the new government promulgated various statutes and policies to achieve the vision of an equal society that offers opportunities for all. In the public service, targets were set regarding the employment and integration of PWDs in mainstream employment. However, there have been observations that targets concerning the employment of PWDs in the public service mainstream employment have not been realized. Due to the failure to realize targets. As such, the problem statement of the study focused on the failure to achieve targets concerning the employment of PWDs.

CHAPTER TWO

MODELS OF DISABILITY AND IMPLICATIONS FOR THE LABOUR MARKET

2.1 Introduction

As noted in Chapter One, integrating PWDs into mainstream employment has been a challenge in the majority of developing countries, which includes South Africa. This challenge is against a background of rising international concern regarding the promotion of the rights of PWDs. This and related issues gave rise to the key aim of the study: to devise a model for integrating PWDs into mainstream employment. To focus the study, specific research questions and objectives were formulated. In the present chapter, scholarly work and general literature on integrating PWDs into mainstream employment are considered and presented. The aim is to analyse the work of experts in the field, identify major theoretical perspectives, and assess common research methods and problems in the area, including any controversial topics. A significant part of the review critically assesses findings and recommendations pertinent to the South African context.

Proponents of the integration of PWDs are both international and local. The United Nations is the chief advocate among many organisations for the employment of PWDs. Shared by these advocates is the notion that PWDs can perform almost all kinds of work, which provokes debate among employers, with various objections being raised to impede the total integration of PWDs in mainstream employment. Governments, however, often intervene with packages of policy measures to promote the employment of PWDs.

This chapter is divided into several sections devoted to specific topics, such as literature trends, the traditional conceptualisation of disability, contemporary theories, legislative frameworks, the labour market and disability, integration of people with disability into employment, existing models and frameworks for integration, future perspectives for integrating people with disability in employment, and a literature-based framework for integration. At the end of the chapter, a summary of key elements is presented, and the subject of Chapter Three is outlined.

2.2 Historical background and context

The South African context for disability transcends historical, demographical, and economic factors. Recent estimates place South Africa's population at 59.62 million people, 48.2 million

(82%) of whom are black Africans, 9 million (5.2%) coloured, 4,7 million (8%) whites, and 1.5 million (3%) Indians or Asians (Statistics South Africa, 2020). Disability among black Africans was a sensitive issue due to apartheid-era injustices when they were side lined and ignored in the context of national development. In the pre-1994 era, South Africa was ruled by a minority group which pursued its self-interests and neglected that of the majority, governing the country through apartheid laws that were unethical and characterised by injustice and skewed values (Hilliard & Ferreira, 2001:88). Disabled people from the black majority suffered multiple challenges associated with exclusion from various socio-economic benefits.

The post-1994 period has been a period of structural and psychological transformation, with South Africa gaining an international reputation as a good example of reconciliation in practice. The new Republic's first president, Nelson Mandela, preached reconciliation and the value of dignity and justice for all. Archbishop Desmond Tutu led the Truth and Reconciliation Commission, which recognised the need to heal apartheid's scars; however, the apartheid past remains an emotional issue. South Africa is still one of the world's most unequal societies with huge discrepancies between the rich and the poor. There are few prospects for poor people to move up the socio-economic ladder, with the World Economic Forum [WEF] ranking South Africa 77th out of 82 countries which promote social mobility for all of its citizens inclusive PWDs (Sharma & Soederberg, 2020:828).

2.3 Disability equity

The concept of 'equity' is associated with popular notions of equality based on providing equal opportunities for all and fairness in employment procedures such as training, recruitment, promotion, and selection (Jongens, 2006:2). Laher (2007:40) argues that the concept of equality is founded on the philosophy of egalitarianism which involves the desire to level society. Section (2)(9) of the Constitution of the Republic of South Africa pronounces that 'equality' is a right for all citizens. This right to equality was denied non-white citizens, PWDs and other marginalised groups during the apartheid period. Swanepoel (2014:46) distinguishes three types of equity: distributive, procedural and interpersonal justice.

Distributive equity relates to the fairness of the distribution of social goods, welfare, benefits and money, which is one of the most contentious forms of equality in the workplace. Procedural equity describes the perceived fairness of processes and procedures (Swanepoel, 2014: 46). Procedural inequities have characterised the history of the South African labour market for PWDs and certain racial groups. The Employment Equity Act, No. 5 of 1998 (hereafter referred to as the EEA) was enacted, amongst other reasons, to promote equality and the exercise of

democracy, eliminate unfair employment discrimination in employment and promote economic development in the workplace. The EEA is one of the post-1994 statutes passed by the new democratic government of South Africa. One of its key objectives is to redress past discrimination and historical imbalances created in the workplace. It was hoped that this would diffuse the principles of equality and democracy into all institutions in South Africa, including the workplace. The labour practices of the apartheid era were characterised by discrimination, exploitation, abuse of employees' rights, and the exclusion of PWDs. The privileging of 'designated groups' envisaged in the EEA has a significant role to play in redressing these wrongs.

Affirmative action arguably means actions or measures designed to enhance the position of previously disadvantaged people under the general rubric of equality. Affirmative action comprises strategies to drive the representativity of persons from designated groups through creating employment opportunities in the labour market (Laher, 2007:7). The prohibition of discrimination clause in the EEA is derived from Section 9(3) of the South African Constitution, which holds that the state may not unfairly discriminate against anyone on any grounds, including ethnic or social origin, race, colour, sex, gender, age, marital status, sexual orientation, pregnancy, religion, belief, conscience, disability, birth, language and culture with respect to equal employment opportunities in the Public Sector.

Labour market inclusion of PWDs is also associated with educational inclusion. Access to quality education is essential for the absorption of PWDs into mainstream employment. Access and inclusion have been important educational goals in many African countries and is especially critical in South Africa, given the historical exclusion of certain racial groups during apartheid. After the 1994 democratic transition, the new government dedicated itself to transformation to ensure the participation of all in every dimension of human existence. Education was at the forefront of the transformation agenda because it forms the foundation for economic participation, poverty reduction, social mobility and the advancement of employment equity in the labour market.

Donohue and Bornman (2014:1) remark that South Africa continues to face a severe exclusion problem, especially of minority groups like people with disability, poor children and women. To enable inclusive participation in education, schools in South Africa have been expected to embrace diversity and foster inclusiveness in terms of integrating PWDs into mainstream employment. Nevertheless, several factors hinder the advancement of inclusive education,

including teaching strategies and methods, as well as the teacher's attitude, orientation, and actions.

The post-1994 transformation agenda that marked the fall of apartheid in South Africa also targeted the education sector for transformation to promote inclusiveness (Mouton et al., 2012:1211). The result has been increased government spending on education and the development of pro-education policies. Despite this, education remains a matter of grave concern. There is an ongoing crisis in the South African education system, often attributed to the legacy of apartheid (Spaull, 2015:2). While the government has launched several initiatives to improve access to education, especially in respect of previously disadvantaged groups, more still has to be done about the quality of education. It is claimed that apartheid left an education system characterised by inequalities, inadequacies and marginalisation that was unsustainable in the post-1994 dispensation. Despite efforts to improve the education system, many South African students, including PWDs, attend marginalised and disadvantaged schools in townships and rural areas (Ngcobo & Tikly, 2010:202). Educational inadequacies are perpetuated, including little chance of securing employment for PWDs. Despite initiatives to improve access to education, and the quality thereof, PWDs have seen little of this. It is therefore essential to establish how PWDs education can be improved to increase their chances of employment. Between 1994 and 2012 the South African government initiated the outcomes-based education (OBE) framework in pursuit of professed objectives (Mouton et al., 2012:1211). It is widely acknowledged, however, that – handicapped by a lack of resources and poorly trained teachers – these objectives have not been fully realised, and the integration of PWDs in mainstream employment has remained low.

2.4 The meaning of disability

An overview of the existing disability literature indicates that available definitions of disability are based on the philosophical bases of social constructivism and phenomenology. Early scholarship on disability based on the social constructivist view is found in the work of Newell (1999) and Harris (2000), while the phenomenological view is discussed extensively in Paterson and Hughes (1999). It is essential to separate these views as they engender different ways of defining disability associated with the competing social and medical conceptual models. The social model postulates that disability is a social and political construction characterised by systemic barriers (Sisti, 2014:1), while the medical model is phenomenological, regarding disability as a disease or sickness.

Disability is any long-term physical or mental condition that imposes limitations that recurs or appears in patterns that significantly impair an individual's probability of entering and advancing in employment (Anon., 2005). Contrary to some sources that provide specific definitions of disability, Sing (2012:162) notes South Africa lacks a 'country specific' definition for disability, with a broad definition of disability being approved by the government (2012:164). In terms of this definition, disability deprives the individual of opportunities to participate in the life of society equitably. This is the lot of persons with physical, sensory, psychological, developmental, learning, neurological and other impairments. Even though this section has the various characterisations of disability, it is emphasised that there is no universally acknowledged disability definition. A lack of consensus on the meaning of disability creates challenges for conducting research and generalising the findings.

One of the reasons why researchers have differing perspectives on the meaning of disability is that there are various categories and forms of disability and different models for conceptualising disability. Figure 2.1, below, depicts the major categories of disability.

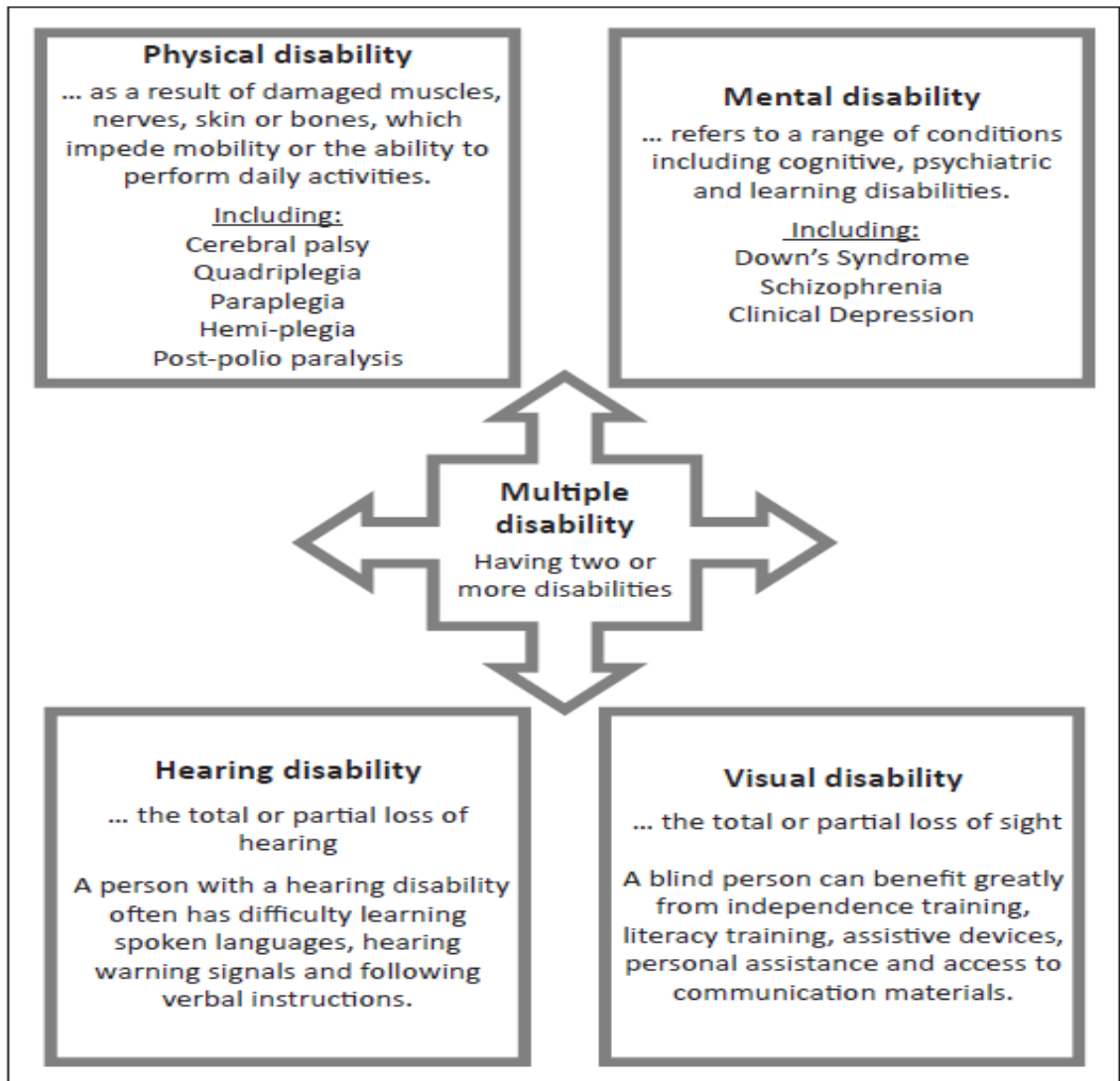


Figure 2.1: Categories of disability

Source: Services Sector Education and Training Toolkit (2006), Employing PWDs

Another aspect that makes the conceptualisation of disability problematic is the difficulty of distinguishing between normal and abnormal situations to characterise being able and being 'not able' (Sing, 2012:162). For instance, it is not always possible to tell normal from abnormal mental conditions. Another challenge rests with the changing nature of conditions. Some disability conditions are intermittent, making them difficult to categorise. Even though these challenges exist, disability remains a reality everyone must handle. Researchers have been able to establish a way to collect disability data. In South Africa, the Labour Force Survey (LFS) and household surveys have been used to collect data on the state of the labour market, including its capacity to absorb and allow the participation of PWDs. These surveys use the notions of limitation and type of limitation to gauge disability and the type of disability,

respectively. From these surveys, data has been collected to establish various facts about disability in South Africa.

If a framework for the integration of people with disabilities (PWDs) in South Africa is to be created, then the extent to which disability manifests itself must be established, together with the types of disability and the social group in which a particular disability dominates (Sing, 2012:162). The following section examines previous studies on the prevalence of disability in various social and economic groups to understand the scope of the research problem. It should be noted that disability prevalence data in South Africa is based on surveys, most of which are national censuses, LFS and household surveys. The use of alternate data collection methods might also be valuable in devising a comprehensive framework for disability in the South African context. This study considers disability simply in terms having limitations that are physically, mentally, or socially observed or that prevents one from fully engaging in some form of desires.

2.5 Disability prevalence in South Africa

The 2011 census provided considerable detail about the extent of disability in the country. The report acknowledged that disability issues had attracted attention at global, regional, and national levels, making it essential to have comprehensive statistics about disability to inform policy and practices that seek to improve the situation of PWDs. In analysing the 2011 census data, Statistics South Africa (2014) reported a disability prevalence rate of 7.5%, excluding information about the nature of these disabilities. Statistics South Africa (2014) also reported that more females (8.5%) than males (6.5%) experienced some form of disability, outlined in Table 2.1 below.

2.5.1 Prevalence by gender

Table 2.1 below illustrates the prevalence of disability by sex. It shows that most disability cases are found among female citizens in South Africa (at 8.5% compared to 6.5% of males). Females are already regarded as a disadvantaged group in the employment arena. The high prevalence of disability within a disadvantaged group renders those affected especially vulnerable.

Table 2.1: Prevalence of disability by sex

Sex	With disabilities		Without disabilities		Total	
	N	%	N	%	N	%
Male	1188 059	6.5	16 998 903	93.5	18 186 962	100.0
Female	1682 071	8.5	18 215 843	91.5	19 897 914	100.0
Total	2870 130	7.5	35 214 746	92.5	38 084 876	100.0

Source: Stats SA (2011)

The female disability statistic emphasises the need to intensify efforts to improve women's economic and general status in society (Stats SA, 2011). In many African societies, women are perceived as being of a lower status than men, which exacerbates the situation of female PWDs.

2.5.2 Disability prevalence per population group

The Table in this section shows disability prevalence among the population groups in South Africa. Black Africans (a disadvantaged group as defined in employment equity) have a higher incidence of disability (7.8%) than all other population groups. These statistics support the earlier observation that disability seems more prevalent among the “designated groups” recognised by the Employment Equity Act. This situation demonstrates the extent of the disability challenge in South Africa. While the Employment Equity Act was crafted to address the labour market situation of designated groups, it appears that more efforts might be required to redress the situation of Black African PWDs.

Table 2.2: Prevalence of disability by population group

Population group	With disabilities		Without disabilities		Total	
	N	%	N	%	N	%
Black African	2381 668	7.8	27 978 293	93.2	30 39 961	100.0
Coloured	207 244	6.2	3 128 955	93.8	3 336 199	100.0
Indian	60 614	6.2	911 648	93.8	972 262	100.0
White	211 502	6.5	3 041 587	93.5	3 253 089	100.0
Other	9 102	5.6	153 263	94.4	163 365	100.0
Total	2 870 130	7.5	35 214 746	92.5	38 084 876	100.0

Source: Stats SA (2011)

The higher incidence of disability among Black Africans should be viewed within the various government initiatives to correct historical imbalances in employment created by apartheid. These policies are mainly enshrined in the Employment Equity Act and the Broad-Based Black Economic Empowerment Initiatives.

2.5.3 Disability prevalence by age

Table 2.3 shows that disability dominates in the older age groups. The fact that disability tends to increase with age has implications for recruitment practices, suggesting that employers should make provision for disability as the workforce ages. The way disability is defined has implications for this result. The old aged tend to have many impairments (Stats, SA, 2011), but

most are no longer employed. But impairments tend to increase from as early as thirty, and employers should take note of this to create a disability-friendly workplace.

Table 2.3: Prevalence of disability by age

Age group	With disabilities		Without disabilities		Total	
	N	%	N	%	N	%
5-9	447 843	10,8	3 719 835	89,3	4 167 678	100,0
10-14	161 828	4,1	3 802 210	95,9	3 964 038	100,0
15-19	108 738	2,6	4 118 948	97,4	4 227 686	100,0
20-24	99 665	2,4	4 128 757	97,6	4 228 422	100,0
25-29	100 371	2,5	3 906 800	97,5	4 007 171	100,0
30-34	96 274	3,0	3 104 571	97,0	3 200 845	100,0
35-39	108 559	3,8	2 735 168	96,2	2 843 727	100,0
40-44	132 672	5,5	2 283 966	94,5	2 416 638	100,0
45-49	189 774	8,7	1 998 996	91,3	2 188 770	100,0
50-54	225 498	12,2	1 626 667	87,8	1 852 165	100,0
55-59	233 735	15,6	1 268 491	84,4	1 502 226	100,0
60-64	216 572	18,7	942 615	81,3	1 159 187	100,0
65-69	184 428	22,7	627 474	77,3	811 902	100,0
70-74	186 401	29,4	447 044	70,6	633 445	100,0
75-79	148 452	36,6	257 502	63,4	405 954	100,0
80-84	120 001	44,5	149 446	55,5	269 447	100,0
85+	109 319	53,2	96 256	46,8	205 575	100,0
Total	2 870 130	7,5	35 214 746	92,5	38 084 876	100,0

Source: Stats SA (2011)

2.6 Types of disabilities

The literature identifies various forms of disability that affect sight, hearing and communication and can be physical, intellectual, and emotional. In the 2001 Census, the relative frequency of sight impairment was (32%), physical limitations (30%), hearing impairment (20%), emotional challenges (16%), intellectual challenges (12%) and communication disability (7%) (Sats SA, 2011). Table 2.4 below illustrates that sight disability was more common among females, while other physical disabilities had a greater incidence among males.

Table 2.4: Prevalence of the disabled by type of impairment

Type of disability	Male	Female	Total
Sight	28,3	35,6	32,1
Hearing	19,4	20,7	20,1
Communication	7,2	5,8	6,5
Physical	30,7	28,6	29,6
Intellectual	13,5	11,3	12,4
Emotional	17,3	14,3	15,7

Source: Stats SA (2001:14)

2.7 Models of disability

This section is based on the belief that the development of any framework for the integration of PWDs into mainstream employment, as described in Chapter One, has to be based on certain assumptions about disability. People's perceptions and ideas about disability are numerous and various, but scholars have simplified them into general models of disability. To be universally acceptable, however, a framework must cater to the several available models.

These models provide a way of comprehending all the pertinent issues, including the meaning, causes, problems and nature of the disability (Retief & Letsosa, 2018:1). There is evidence of progression among these models, with more recent ones evolving in reaction to the early models of disability. There is an inevitable element of cultural relativity in such a field of enquiry, but the focus of the discussion will remain as far as possible on South Africa.

Discussions of disability depend on models of disability, and definitions and conceptualisations of disability differ according to the available models (Retief & Letsosa, 2018:1). Sisti (2014:1) laments that defining disability is fraught with political, ethical and philosophical complexities. While Retief and Letsosa (2018:4) provide nine disability models, most of the literature only focuses on the medical and social disability models.

Scholars who attempt to find solutions to disability problems tend to take an integrative approach to embrace as many models of disability as possible. The purpose of this section and its sub-sections is to examine the concept of disability in terms of the various models proposed: thus, social, medical, moral/religious, cultural, human rights, identity, limits, economic and charity models are presented and reviewed.

2.7.1 The religious/moral model

Literature contends that this model is the oldest and is embedded in most major religious traditions. It is a theological view of disability that derives from the religious beliefs of the people involved. The following sections present the origins, perspectives, and implications of the religious model.

2.7.1.1 Origins

Analysis of disability scholarship suggests that the religious model dominated before the scientific revolution. It emerged at a time when everything observed and experienced in this world was attributed to gods and spirits. Traces of the model, however, still survive today. In ancient African culture, disability was attributed to the ancestors, who were believed to bring fortune or problems to the living (Leshota & Sefotho, 2020:2). In some African societies, this led to the acceptance of the disabled as a creation of their ancestors, and they were treated with pity and kindness. In other societies, children with disabilities were treated as outcasts, even being killed at birth (Makaudze, 2019).

The general conception of disability in ancient cultures meant that PWDs were seen as imperfect and could not engage in essential activities such as sport, hunting and work (Leshota & Sefotho, 2020). Discrimination and exclusion were, therefore, prevalent from the earliest times. In many Western countries, the spread of Christianity brought biblical interpretations of reality. The period of industrialisation and imperialism, which resulted in the colonisation of African nations, brought a new dawn to the religious model of disability as beliefs shifted. Miracles associated with healing PWDs were allegedly witnessed, and religious books featured stories of miraculous healings. The Eugenics movement in the early twentieth century introduced a genetic dimension to attitudes towards PWDs. During the Second World War, the Nazis deemed PWDs unfit to reproduce and, in some cases, even live.

2.7.1.2 Perspectives of the religious/moral model

Two perspectives associated with the religious or moral model exist. The first perspective postulates that disability is an act of God or a product of the supernatural and a form of punishment for violation of a particular moral order by the victim or relatives of the victim (Retief & Letsosa, 2018:2; Henderson & Bryan, 2019). In other words, disability is punishment for a sin committed by the victim or their forebears. Masasa, Irwin-Carruthers & Faure (2005:44) studied the knowledge, belief, and attitudes of caregivers in the multiracial, multilingual, and multicultural society of South Africa. They found that the belief that disability is shaped by witchcraft, God or Allah was prevalent among certain groups.

A second perspective from the religious/moral model is that people with disability are blessed and possess unique talents or gifts (Masasa et al., 2005:44; Retief & Letsosa, 2018:2). This view also maintains that disability promotes the development of specific characteristics such as patience and endurance, which are ordinarily difficult to acquire. Some advocates of the religious model claim that a disability is a trial of their faith, and those faced with it must keep their trust in spiritual powers despite their condition. This traditional and – some would argue – primitive view is found in societies stretching from Zimbabwe to Mexico.

An obvious problem with the religious/moral model is that it lacks the fundamental assumptions required to (desire to) transform the situation faced by PWDs. A person who holds such a view will likely follow a watch and wait approach, expecting the intervention of traditional healers, God, magic or other supernatural forces. Even though it is considered traditional, modern societies may contain people who still abide by such beliefs. In some cultures, this perspective was associated with segregation and discrimination against PWDs.

2.7.1.3 Implications for employment

Beliefs influence actions: the fundamental beliefs associated with the religious model influence activities in the labour market. Rimmerman (2013:24) points out that the moral model is likely to be linked to the exclusion of PWDs from social participation. Suppose PWDs are perceived as sinners (or sinned by association) and are being punished. In that case, the employer can conclude that contact with the disabled can somehow spread the disability to the family of the employer or other workmate's families. The moral model tends to erect barriers to employing PWDs.

The religious model has fortunately not been significant in determining policy directions at international or national levels. It appears that embracing the model is an individual or even private affair: individual employers may nevertheless apply the model to labour issues in the companies they own, even though this is out of step with views held at the national level.

2.7.2 The medical model

A second model that has recently attracted much debate is the medical model, which has received considerable attention from the beginning of modern disability studies in the 1960s (Dirth & Branscombe, 2018). The focus is on the disabled individual, taking no notice of the social context. It also arguably separates the disability from the person (Dirth & Branscombe, 2018:13; Retief & Letsosa, 2018:1). This model views disability as a disease. The PWD is thus seen as a sick person who needs medical attention. The model sees disability as a tragedy and maintains that people afflicted by it deserve pity and sympathy. The primary way to deal

with a disability is through the medical profession. The model is also referred to as the biomedical model of disability and has dominated the treatment of PWDs since the 1850s, when it replaced the moral or religious model (Retief & Letsosa, 2018:3). The medical model views the limitations faced by people with disability as medical conditions that inhibit their capacity to participate in everyday life (Bhabha, 2009). PWDs have deficits that should be diagnosed, treated, and possibly cured (Bhabha, 2009:223). This view clearly distinguishes the able from the disabled. It focuses on the condition of the PWD, as opposed to specific models that take a holistic view of disability. It also considers the environment and society in which PWDs live, interact and socialise daily.

Mall and Swartz (2012:792) criticised the medical model, arguing it assumes that people with disability are ill, whereas in most cases, few PWDs are ill. However, it has been observed that PWDs can perform all kinds of jobs provided the environment is suitable. The intervention for disability advocated by proponents of the medical view is chiefly rehabilitation to mitigate the seriousness of the disability so that PWDs can achieve minimum functionality. Such an intervention is expected to eliminate the exclusion faced by many PWDs. It, therefore, implies that if a framework for integrating PWDs was based on the medical view, its fundamental strategy would be rehabilitation and other medically based interventions.

2.7.2.1 Origins of the medical model

As briefly stated in the preceding paragraph, the medical model emerged as a replacement for the moral/religious model. Its dominance was accelerated by advances in medical science and the scientific revolution (Retief & Letsosa, 2018:3). Scientific thought on the reality of disability rejected the untestable tenets of the religious model and started to see disability as the sum of observable phenomena. The fact that treating disabilities through medical approaches meant that there was general acceptance of the medical model of disability. Bhabha (2009:223) notes that the medical model is now the conventional approach to disability. The medical view fails to fully provide approaches to deal with crucial issues such as discrimination and attitudinal marginalisation that affect PWDs. Access to services and inclusivity are essential considerations in designing a framework for integrating PWDs into the workforce.

2.7.2.2 Tenets of the medical view

The medical perspective views PWDs as ill, differing from the non-disabled, and needing care (South Africa. White Paper on Disability, 1997). According to the White Paper on Disability (1997): (1) disability is a health and wellness issue, (2) issues to do with PWDs are controlled and managed by those with no disabilities and (3) disabled people should be treated.

Olkin (1999), cited in Retief and Letsosa (2018:2) agreed that the medical model is characterised by the view that disabled people are patients'others should assist. The disability is seen as a defect or bodily failure. Retief and Letsosa (2018:3) point out that the medical view has contributed to controversial medical treatments, including involuntary sterilisation and euthanasia. The medical view naturally adopts a negative view of disability and resorts to derogatory language to label PWDs. Improvements in the status of PWDs should start with a change in the model of disability held by society.

2.7.2.3 Implications for the labour market

In terms of the South African labour laws, PWDs should be considered and offered employment if they are suitably qualified and have passed a functionality or medical test. This recommendation, based on the medical model, is found in the Code of Good Practice for the employment of PWDs (Retief & Letsosa, 2018:3). The problem associated with this perspective is its failure to address, let alone eliminate, attitudinal barriers and negative beliefs about PWDs among employers. The medical model emphasises medical check-ups on PWDs, with minimum consideration for the implications of attitudes and beliefs prejudicial to the inclusion of PWDs in employment. Marumoagae (2012:350) notes that no employer is expected to employ people who are disabled just because they are disabled. It is necessary to go beyond the medical view of them as diseased to consider whether they can be developed and capacitated for the job.

2.7.3 The social model of disability

The social model is the dominant disability model (Dewsbury et al., 2004:144). The model posits that disability is situated within a socio-political framework. "The social model starts with a conception of disability as a social and cultural construction" (Bhabha, 2009:223). Disability is thus conceptualised as a creation of society. The social model has resulted in disability being analysed from several philosophical perspectives, including critical theory, postmodernism, feminism, and social constructivism (Bhabha, 2009:224). Therefore, the social model offers several avenues of approach to problematic areas in disability, and any framework for integrating PWDs into mainstream employment should not underestimate its usefulness.

2.7.3.1 Origins

The social model of disability can be traced to the Union of the Physically Impaired Against Segregation (UPIAS) in the mid-1970s (Chappell et al.,2001:46). It emerged as a reaction to the medical model of disability (Brown et al., 2010). The social model distinguishes between the impairment itself and the disabling effects of society on that impairment (Chappell et al.,

2001:46; Brown et al.,2010). The fundamental view is that society plays a critical part in disabling the disabled.

2.7.3.2 Key tenets of the social model

Disability studies as a distinct field emerged in the 1980s following activism from civil rights groups (Cole, 2007:169). Today, disability policy is primarily determined by the social model's postulate that what impairs people is not the disability itself, mental or physical, but the response of the surrounding community or society. The model is considered powerfully political in its approach to disability, and those who advocate it have stressed that it is not a theory of disability but a tool for political action. It has undoubtedly led to an extensive reassessment of how disability should be understood. However, scholars have identified various aspects that need to be clarified and extended, particularly the causal relationship between bodily impairment and disability and the idea of normality as regular human functioning. Some writers argue that the social model has over-socialised disability, with the need to re-connect bodily impairment with disability (Cole, 2007:169)

It is necessary to distinguish between physical impairment and the social setting that limits PWDs (Anastasiou & Kauffman, 2013:442). The social model hypothesises that disability is inflicted in addition to the impairments by how society needlessly excludes PWDs from full mainstream employment. Impairment is viewed as lacking or having a defective limb/organism/mechanism of the body. At the same time, disability comprises the disadvantages and restrictions placed on PWDs by a contemporary social organisation which ignores PWDs, consequently excluding them from partaking in mainstream social activities (Anastasiou & Kauffman, 2013:442). Or, as Barnes (1999:23) puts it, "Impairment is the functional limitation within the individual caused by physical, mental, or sensory impairment. Disability is the loss or limitation of opportunities to participate in the community's normal life equally with others due to physical and social barriers".

The social model equates "disability" with a form of oppression. Once society disables an individual, it marginalises and excludes the individual from social participation, segregating the provision of necessities along the disability line. In South Africa, this function should not come as a surprise, given the nature of the apartheid system, which segregated services along racial lines. Apartheid effectively disabled other races by imposing disability on them. This perspective corroborates the view that disability is a political phenomenon used (or abused) by those with power in its various forms (Retief and Letsosa (2018).

The social model tends to oppose the distinction between a normal person and a person with disabilities, recommending the idea of a person with differences instead. The social model calls for society's accommodation of these differences by proposing the notion of a person with differences. It thus attempts to eliminate negative attitudes towards PWDs by transforming society (Admin, 2012).

2.7.3.3 Implications for employment

The literature is in consensus that the social model has been an influential tool for social transformation and the improvement of many PWDs. It has provided an alternative view of disability and the various avenues for addressing the accompanying challenges. It should be noted that PWDs drove the social model. As such, it commands respect. When the labour market is viewed through the social model lens, it can be contended that the employer disables the impaired (Admin, 2012; Retief & Letsosa, 2018). The social model accepts impairment as embedded differences in possible job seekers. The employer, then, ought not to disable the impaired by failing to accommodate the differences.

2.7.4 Other models of disability

Most scholars maintain that disability policies are based on the above three fundamental models of disability. However, Retief and Letsosa (2018:5) identify other models of disability, summarised in Table 2.5 below.

Table 2.5: Other models of disability

Name of model	Key arguments
The identity model	Disability is an identity, signifying membership in a minority group that is secluded from societal imperatives. Disability is a marker of exclusion from the majority..
The human rights model	Disability is a human right.
The cultural model	Disability can be a basis for establishing a particular culture, e.g disability institutions and shelters where a specific disability culture is enforced.
The charity model	Disability is victimhood. PWDs should be pitied as they are victims of circumstances Able-bodied people should support PWDs and feel pity for them.
The economic model	Disability challenges productivity PWDs have impairments that affect their economic contribution.
The limits model	Disability is a limitation, and every person experiences some limitation in life. Human limits need not be seen as negative or as something that is not or that cannot be done but rather as an important part of being human.

Source:Retief and Letsosa (2018:6)

The abovementioned models outlined in Table 2.5 can be subsumed by the moral, medical, and social models and do not offer significantly new perspectives. Particular mention should, however, be made of the economic model, which has implications for the present study. The main argument of the economic model is that PWDs are limited in production. The argument is problematic as it does not recognise that PWDs can contribute significantly to productivity provided the environment is suitable for them. This study will be more aligned with the social model of disability.

2.8 The labour market and disability

The labour market is generally analysed from the labour supply or the demand for labour perspective (Admin, 2012). This section reviews the situation of PWDs from both the labour supply and labour demand perspectives. It will consider the availability of job seekers among PWDs who possess the required skills and their actual absorption in employment. In addition to the labour market's supply and demand for the skills, other elements must be considered, including inclusivity in the job market. This involves considering the equal spread of job opportunities among job seekers because inequality in this area may mean the exclusion of PWDs from the employment of specific economic, political, social or cultural groups.

The employment of PWDs can also be considered in terms of the developmental status of nations. Recent studies suggest that the employment of PWDs in developing countries is low compared to developed countries (Mizunoya & Mitra, 2012; Shakespeare et al., 2019). In many African countries, cultural and structural factors remain unfavourable for the employment of PWDs. There seems to be challenges from both the supply and demand sides. PWDs are excluded from education, making them unqualified for the labour market. The exclusion arises from inadequate disability support mechanisms (such as wheelchairs and ramps where they can move freely as well spacious rest rooms with the necessary space and facilities that enables unhindered movements) to ease their access to education. In addition, there is evidence that even those PWDs who acquire education find it difficult to fully participate in the labour market owing to poor personal esteem and a lack of confidence, at least partly instilled by a discriminating society. On the demand side, many employers lag in their willingness to employ PWDs, dominated by the tenets of the medical model (Retief & Letsosa, 2018).

Social and economic stratification dominate South African society, partly the legacy of apartheid. South Africa has always suffered from forms of inequality that it has struggled to address fully. It has been noted that PWDs face severe discrimination and exclusion from employment opportunities. A World Health Report on Disability (WHO, 2011:235) observes

that factors affecting the situation of PWDs in the labour market include productivity differences, imperfections of the labour market such as discrimination and prejudice and disability benefits systems that disincentivise employment. A founding tenet of the social model is that PWDs can perform any work or undertake any job or profession provided the right environment exist. South Africa has promulgated various legal frameworks and statutes to correct labour market imperfections and address discrimination against PWDs in the labour market.

2.8.1 Labour market participation of PWDs

PWDs participate in the labour market to a lesser extent than able-bodied persons due to factors affecting both the supply and demand sides of the labour market (WHO, 2011:236). The supply side of PWDs considers the knowledge, skills, competencies, and behavioural attitudes required in the labour market. In contrast, the demand side is concerned with the availability of employers capable of providing an environment favourable to the employment of PWDs. Developing countries like South Africa often suffer from high unemployment and other labour absorption challenges which tend to favour the employment of some groups at the expense of others.

In contrast, developed countries are likely to have better employment rates and situations more conducive to the absorption of PWDs in employment. PWDs are likely to face challenges in reaching work compared to those without disabilities. As a result, they may choose to remain out of employment. In addition, some countries offer disability grants which are only accessible to those who are not employed. Mitra (2009:512) notes that there is evidence from several studies of a negative relationship between disability benefits and labour supply. The implication is that the availability of benefits such as disability grants in high unemployment situations is associated with many people of working age choosing to apply for disability grants rather than seeking employment. On the demand side, employers are inclined to view the productivity of PWDs as lower than their able-bodied contemporaries. As a result of these factors from both the supply and demand sides, most South African PWDs are excluded from mainstream employment (South Africa. White Paper, 1997:2). The White Paper on disability (1997) estimated that around 99% of PWDs are excluded from the labour market.

2.8.2 Barriers to the integration of PWDs in mainstream employment

The integration of PWDs into mainstream employment depends on removing or eliminating specific barriers in the labour market, some of which may be entirely perceptual. The social model has been significant in offering directions for a perceptual shift.

Gida and Ortlepp (2007:147) conducted interviews to investigate the human resource implications of employing PWDs. In their study, barriers to the employment of PWDs were classified into three groups, environmental, attitudinal and resources. A significant number of respondents mentioned that the attitudinal barrier of the stigma surrounding PWDs is a crucial challenge to their employment. It should be noted that attitudinal factors are often rooted in the model of disability. Other attitudinal factors included ignorance of issues relating to disability on the part of management. A second major challenge concerns finding suitable PWDs with the required skills (Gida & Ortlepp, 2007). Both are contributors to the cycle of poverty and inequality affecting PWDs. The lack of adequate access to educational opportunities among PWDs manifests itself in their failure to secure suitable jobs. Efforts to disrupt this cycle must start with providing educational and training opportunities and be followed by interventions in the labour market. Another major barrier observed was the non-disclosure of disability by persons with disabilities themselves. This demonstrates their acceptance of societal labelling and adoption of an isolation strategy to deal with society's negative perceptions. These tendencies reiterate the urgent need for societal reform to foster holistic improvement in the status of disabled persons and allow for their integration into mainstream employment.

Table 2.6: Barriers to the employment of PWDs

Nature of the challenges	Specific aspects	N
Environmental	Inaccessible facilities	3
	Nature of the industry	3
	Inaccessible public transport	1
Attitudinal	Stigma attached to people with disabilities	8
	Ignorance of issues related to disabilities	6
	Not enough will power and involvement from top management	4
	Lack of understanding from colleagues and managers	1
	Management's view that it is just one of HR's interventions	1
	Disability still perceived as a social responsibility issue	1
Resources	Difficulty in finding PWDs who have the right skills for the jobs available	8
	Costs of accommodation required for various types of disabilities	6
	Non-disclosure of disability by employees who have disabilities	4
	Provision of medical aid cover	1
	Not enough role models to learn from	1

Source: Gida and Ortlepp (2007:147)

Another important and similar compilation of the factors contributing to high unemployment rates among PWDs is provided in the White Paper on disability (South Africa. White Paper, 1997). The present study seeks to offer a way of overcoming these structural and systemic barriers by devising a framework to promote the employment of PWDs. As noted in earlier paragraphs, a fundamental principle in implementing policy for integrating PWDs into mainstream employment is accepting that PWDs can perform any work or job provided the environment is suitable. The WHO (2011:235) observes that PWDs worldwide can undertake respected professions, engage in entrepreneurship, be self-employed or work in various responsibilities in both government and private enterprise. The subsections below present an analysis of significant barriers to the employment of PWDs. The formulation of any framework for the employment of PWDs must begin with a proper comprehension of the barriers to this and how they interact with other factors to affect the exclusion of PWDs. Inclusivity as a concept remains fundamental to South Africa as a democracy. The White Paper on disability

(South Africa. White Paper, 1997) identifies the following factors as contributing to high unemployment among PWDs:

- “Low skills levels due to inadequate education.
- Discriminatory attitudes and practices by employers.
- Past discriminatory and ineffective labour legislation.
- Lack of enabling mechanisms to promote employment opportunities.
- Inaccessible public transport.
- Inaccessible and unsupportive work environments.
- Inadequate and inaccessible provision for vocational rehabilitation and training.
- Generally high levels of unemployment.
- The fact that menial labour is often the only option for poorly skilled jobseekers.
- inadequate access to information, and
- ignorance in society.”

The White Paper on disability (1997) notes that PWDs are often employed in the Departments of Welfare and Labour sheltered/protective workshops, private welfare organisations, or by PWDs themselves. These jobs do not provide the PWDs with competitive economic power to support themselves and their families.

2.8.2.1 Discrimination

Disability-based discrimination and stigma are worldwide issues (Parker & Aggleton, 2007:459-474). Since disability is a socially rooted phenomenon, disability is impacted by social challenges, including poverty, societal inequalities, unemployment, violence, and abuse. As noted above, there has been a paradigm shift from medical to social conceptions of disability that focus on effectively manipulating social elements to manage, control and disentangle the complicating elements of disability. Yet despite widespread campaigns, stigma and discrimination against PWDs remain strong and prevalent (Koodibetse, 2015:703). Goffman is widely cited as the originator of stigma theory. Stigma is “a mark of disgrace associated with a particular circumstance, quality or person” (Dos Santos, Kruger, Mellors, Wolvaardt and Van Der Ryst, 2014:1). This definition mirrors that of Goffman, as cited in Skinner and Mfecane (2004:158), who characterised stigma as “a deeply discrediting attribute that reduces an individual to someone who is in some way tainted and can therefore be denigrated”. A significant element of stigma is the “loss of social identity” associated with it (Emlet, 2007:740).

Stigma and discrimination are socially embedded markers of difference among people in particular social settings. Grinker (2021) observes that the term stigma originated in ancient Greece, where the skin of criminals was marked so that they could be recognised and condemned by communities. The term has come to be associated with uncomfortable labelling and negative perceptions, like those associated with contracting HIV/AIDS. Link and Phelan (2012) as cited in Grinker (2021), conceptualise stigma as “the interaction of labelling, stereotyping, separation, and discrimination by community members whose social, political, and/or economic power places them in a position perceived as superior”. Skinner and Mfecane (2004:158) suggest that “stigma and discrimination are political tools which the powerful use to protect their position by denigrating the weak and burdened groups.” Although this view holds significant appeal, it lacks an in-depth analysis of the trade-offs between power, politics, psychological variables and stigma.

Discrimination remains one of the significant barriers to the integration of PWDs in mainstream employment. The literature attributes discrimination against PWDs to negative attitudes and a lack of knowledge or awareness of the concept of disability (Maja et al., 2011:27), arguing that discrimination and its rationales are socially constructed phenomena (Gida & Ortlepp, 2007:135). People without disabilities often see PWDs as inferior, demonstrating the necessity of adopting a social model in handling their employment (Maja et al., 2011:30).

2.8.2.2 Physical environment

The social model of disability holds that society disables and reifies disability, i.e., if society did not take cognisance of disability, there would be no disability at all. Maja et al. (2011:30) argue that the physical environment, comprising equipment, infrastructure and machinery, limits the employment of PWDs. Appropriate physical infrastructure is required to enable the proper employment of PWDs. Morwane et al. (2021) conducted a literature review of barriers to the employment of PWDs, using the levels of barriers set out in the International Classification of Functioning, Disability and Health (ICF) framework. This framework envisages disability in terms of bodily functions and structure, limitations in performing activities, inability to participate, and context-related environmental or personal factors. The study highlighted the significant role that the environment plays in strengthening the notion of disability and the poor employability of PWDs. Similarly, Gida and Ortlepp (2007:140) found that physical environment elements such as parking facilities, transport facilities, and sitting and rest areas for PWDs were challenging. Maja et al.’s (2011:31) literature review on the employability of PWDs found widespread evidence that in industrial settings, many employers have failed to employ PWDs because of inaccessible buildings and infrastructure.

Therefore, the conduciveness of the physical environment significantly affects the employability of PWDs. Adapting the environment could be considered costly or difficult by employers and requires commitment. For instance, technological developments within the Fourth Industrial Revolution (4IR) have made possible assistive devices and technologies capable of creating an enabling environment for the employment of PWDs. Mji and Edusei's (2019) presentation at the Fifth African Network for Evidence-to-Action in Disability conference highlighted how African countries are trailing behind in adopting assistive technologies (ATs) like artificial intelligence and robotics that can improve the environment for the employment of PWDs. Convincing evidence exists of the critical role of ATs in enabling inclusive education. Mji and Edusei (2019) list some of the focal areas for adopting assistive technologies to improve the integration of PWDs in mainstream employment. These are as follows:

- Governments should play a role in enabling universal access to essential and affordable assistive devices for young people with disabilities to be able to access and participate optimally in their education
- There is a need for affordable assistive devices, for example, government subsidies, production of low-cost devices, devices to be readily available and acceptable and appreciated by local people.
- Governments and other relevant sectors need to consider means by which persons with disabilities may be assisted to purchase and repair assistive devices at affordable costs.
- There should be legislation to increase accessibility to AT, for example, Assistive Technology Act programs in the United States
- There is a need to address both the issues of the high cost of imported assistive devices and wheelchairs that come via donations as they are not appropriate and not appreciated by recipients.
- There is a need for strategies to improve communication and information dissemination between caregivers and professionals, and to link AT users with suppliers and providers.
- There is a need for a database or directory of AT suppliers and support networks, to increase general awareness of AT among a diverse range of stakeholders and building linkages between private and public sectors.
- There is a need to give attention to urine incontinence, catheter supplies and challenges of menstrual hygiene management among female adolescents with disabilities.

- Sign language needs to be introduced in nursing schools – and there is an urgent need for interpreters in the health sector.
- Access to AT for people with intellectual disabilities needs to be improved.
- There is a need for more research to determine the role of AT in disability-inclusive development in Africa” (Mji & Edusei, 2019).

2.9 The employment of PWDs in South Africa

In South Africa, barriers to integrating PWDs in mainstream employment seem closely linked to developmental problems. Research suggests that stigma and discrimination remain significant obstacles to the employment of PWDs in African countries in comparison to nations of the developed world (Oskouie et al., 2017:47)

Studies on the employment of PWDs have often highlighted the impact of stigma and discrimination. Stigma and discrimination often result in PWDs avoiding employment or deciding to leave their jobs. According to Oskouie et al. (2017:47), there is a significant need for more context-specific knowledge about disability stigma and discrimination, specifically in organisational settings as opposed to broader societal contexts (Hewko, Cummings, Pietrosanu & Edwards, 2018). Studies that focus on stigma in the workplace are essential for increasing the inclusion of PWDs in mainstream employment. Marumoagae (2012:345) notes that employers face the challenge of ensuring that people with disability access the labour market in response to the South African government's attempts to improve the levels and conditions of employment of PWDs.

Policy and legislation have been developed in South Africa to address challenges faced by PWDs in the labour force; however, the practical implementation is challenging. A study of Top 100 companies in South Africa by Gida and Ortlepp (2007) showed that the companies' HRM departments lacked a strategy for employing PWDs. Marumoagae (2012:345) seems to support this view, observing that not much has been done to deal with the actual problems that PWDs encounter in the labour market with a low absorption rate of PWDs in the labour market (Statistics South Africa, 2014). South Africa has made strides at the national policy level but now faces an implementation problem. It is unclear whether the failure to implement policy is due to ignorance of policy or because these are not fit for the South African context. Additional research is required to determine the reasons for their slow implementation. South Africa favours a human rights approach to disability based on the United Nations Convention on the Rights of Persons with Disabilities (CRPD), (Mall & Swartz, 2012:792). This is consistent with

a secular moral disability model, whereby the inclusion of PWDs is grounded on the general acceptance that it is a good thing to do.

2.10 Policy frameworks for the integration of PWDs in mainstream employment

South Africa has developed policies to enhance fairness and equality regarding race, gender, and disability. The national policy for the disabled in South Africa was crafted along the lines of internationally accepted principles. Many nations have ratified the Convention on the Rights of Persons with Disabilities (CRPD), which in South Africa has been fused with national-level guidelines from civil society organisations championing the rights of PWDs. Shakespeare et al. (2019) observe that countries such as Zambia, Sierra Leone, Uganda, Kenya, South Africa and many more have accepted and started implementing the guidelines of the CRPD. A summary of South African policies and legislation relating to disability is presented in Table 2.7 below.

Table 2.7: Legislation and policy for PWDs in South Africa

Legislation/ policy	Implications for the employment of people with disability
Constitution of the Republic of South Africa, 1996.	Rights for people with disabilities. The constitution recognises discrimination and laid the foundations for further policies and legislation (Mitra, 2008).
Integrated National Disability White Paper, 1997.	A design for the inclusion and integration of disability in legislation and policies (Mitra, 2008).
The Employment Equity Act, 1998	Outlaws' discrimination by firms based on race, gender and disability during the recruitment process or while in the workplace.
The Promotion of Equality and Prevention of Unfair Discrimination Act, 2000	Prohibits individuals and the state from discrimination based on race, gender and disability.
The code of good practice on the key aspects of disability in the workplace, 2000	Provides guidelines for employees and employers in promoting equal opportunities and fair treatment for people with disabilities as part of the Employment Equity Act of 1998.
The technical assistance guide to the employment of persons with disability, 2004	Provides further guidelines for employees and employers in promoting equal opportunities and fair treatment for people with disabilities as part of the Employment Equity Act of 1998.

Source: Author's construction

Sing (2012) comments that the South African government has received acclaim for its efforts to improve the rights of PWDs, despite failing to achieve targets. Table 2.7 demonstrates South Africa's commitment to improving the welfare of PWDs through economic empowerment by promoting their employability. As noted earlier, it is the implementation of these policies that have proved so challenging. Audits on the implementation of the policies have repeatedly shown poor conformation to policy.

2.11 Strategies for the employment of PWDs in mainstream employment

This literature review aims to establish a framework suitable for integrating PWDs into mainstream employment in the South African context. To do this, it is critical to build upon the knowledge and recommendations provided by previous research. Table 2.8 below summarises some of the strategies for integrating PWDs proposed by scholars and establishes a basis for the following chapters.

Study	Problem investigated in the study	Recommendations provided in the study
Gida and Ortlepp (2007)	The challenges of human resource management associated with the employment of PWDs	Appoint a disability equity champion. Establish a disability forum or team in organisations for capacity building. Develop a business case for disability. Conduct situational analysis. Establish policy and strategy for employment of PWDs. Set a future vision for total equity. Set an implementation and monitoring strategy.
WHO (2011)	World Disability Report	Anti-discrimination laws. Affirmative action. Quotas. Incentives for employers. Supported employment. Sheltered employment. Consideration by employment agencies. Proper disability management programs.
Sing (2012)	Employability and employment of PWDs in the Public Service	Mobilisation of civil society to support strategic interventions and ongoing informed discourse to clarify conceptual challenges, especially regarding a country-specific definition of disability.

Table 2.8: Strategies for the integration of PWDs in mainstream employment

Source: Author's construction

The strategies for integrating PWDs in mainstream employment provided in Table 2.8 will serve as a foundational theoretical platform for the argument in later chapters. The paragraphs below discuss the recommendations to take cognisance of those that have already been implemented and those that appear novel.

2.11.1 Disability champions and forums

Studies that advocate the introduction of a disability equity champion and disability forums insist on the necessity of having someone specifically responsible for disability issues (Admin, 2012). The disability equity champion ought to be a member of the senior management of an organisation whose duty is to ensure that disability equity issues infiltrate organisational strategy formulation and implementation. Top management needs the support and backup of everyone in the organisation for the successful implementation of organisational policy and vision, so the inclusion in the forum of a team of various organisational members from different levels is crucial. One aim of the disability forum is to guide the interpretation of disability policy and its implementation, monitoring, and evaluation. An important measure is the inclusion in the forum of some PWDs, to ensure they have direct input into issues affecting them.

It should be noted that the medical view of disability views PWDs as a pitiful group of people who need to be helped. It follows that it should be people without disabilities who provide the help. This perspective has been challenged by the social model which disabled people themselves formulated. The social model foregrounds the rights and capacity of PWDs to have a say in their welfare (Retief & Letsosa, 2018)

2.11.2 Developing a business case for PWDs

Another suggestion is that organisations take note of the business case for employing PWDs. Interviews conducted by Gida and Ortlepp (2007:147) established that some companies realised certain benefits in employing PWDs, while others did not. This situation is portrayed in Figure 2.7 below. Even though most organisations did not realise any benefits, there is sufficient evidence to suggest that a business case for employing PWDs exists. The most common benefit derived from being perceived as a socially responsible company. This goodwill is an intangible asset capable of attracting customers or clients, depending on the

nature of the organisation. Organisations should be aware of the possible business opportunities associated with employing PWDs.

Benefits	N
No benefits experienced	7
Positive perception that we're a socially responsible company	5
PWDs are more productive and highly committed	2
Contributes to being regarded as an employer of choice	2
Adds to transformation and diversity within the organisation	2
Receiving grants back from the Department of Labour	1

Figure 2.9: Benefits of employing PWDs

Source: Gida and Ortlepp (2007:147)

2.11.3 Suggestions from the World Health Organisation

The WHO (2011) disability report suggests a range of initiatives for the employment of PWDs. These included assistance employment, employment quotas, incentives, and affirmative action. Whereas the South African government has introduced several interventions for the employment of PWDs, especially in the area of anti-discrimination laws and affirmative action, consideration should be given to assisted employment, employment quotas and sheltered employment. Strategies for improving the status of PWDs ought to include these concepts.

2.12 Summary

This chapter's purpose was to situate the present study in the context of existing research literature on PWDs and lay the foundation for subsequent chapters. Important findings from several studies were discussed. It was noted that disability is viewed from various perspectives that are productive of distinct models. The social model of disability was reviewed in detail. It was established that the social model offers helpful ways of construing the exclusion and marginalisation of PWDs. With its focus on problems of access and inclusivity, the social model offers the basics for the framework to be developed in this study.

Earlier, it was noted that PWDs remain excluded from mainstream employment despite national policies for their integration into the labour market. Labour market imperfections limit the full integration of PWDs in mainstream employment. Several barriers to the employment

of PWDs were reviewed. It seems that attitudinal barriers associated with discrimination and negative perceptions of the capability of PWDs are critical barriers to inclusion in the labour market. A framework for integrating PWDs in mainstream employment should consider strategies to deal with discrimination. The next chapter narrows the focus to concentrate on the employment of PWDs in the public service in South Africa.

CHAPTER THREE

EMPLOYMENT OF PWDs IN THE SOUTH AFRICAN PUBLIC SECTOR

“Transforming the Public Service into an instrument capable of fulfilling its role in bringing about the new South Africa depends on many things but, above all, it depends on the commitment and effectiveness of public servants themselves, which in turn depends on the way in which those public servants are managed. The transformation of human resource management is, therefore, the catalyst for the transformation of the Public Service” (South Africa. White Paper, 1997).

3.1 Introduction

The passage quoted above makes a fitting epigraph to the present chapter. It puts human resources at the forefront of policy implementation. In other words, the success of public policies depends on the people who implement the policies. This argument forms the core of the analysis in this chapter. While South Africa has been considered a model in terms of developing disability policy, the success of this policy has been slipping. This chapter will therefore take a close look at the policy implementers because they are vital to the success or failure of policies. Another question which is confronted here is: How can the barriers to the employment of PWDs effectively be eliminated? The failure to meet targets can be taken to mean that barriers to the employment of PWDs are so deep-rooted and of such a nature that the two percent (2%) target for the employment of PWDs has not been reached.

It should be noted that the employment of PWDs in mainstream employment is an issue that has implications for HRM practices. The transformation imperative must be coordinated with HRM transformation because traditional HRM practices cannot achieve the expected target. Lastly, the argument is sustained throughout by taking regard that PWDs are the key stakeholders in disability policy. As long as disability policy is not marketed or accepted among PWDs, success will likely remain elusive.

The previous chapter explored various theories of disability, including the medical and social models. We now move on to the second part of the literature review, which covers the employment of PWDs in the South African public sector. The following section discusses the structure of the South African public service to identify possible structural challenges inherent within it that might inhibit achieving set targets for the employment of PWDs.

3.2 The South African public sector: situational analysis

The South African public service was set up under the provisions of Section 197(1) of the Constitution of the Republic of South Africa (Act 108 of 1996) (South Africa. Constitution of the Republic of South Africa, 1996) (hereafter referred to as the Constitution). The promotion of the rights of PWDs was an important aspect of service delivery assigned to the new public sector by the Constitution. As argued by Fagin (2011:2), the post-1996 Public Sector had a new mandate to redress the shortcomings regarding justice, equality and inclusiveness associated with the apartheid government. Apartheid policies significantly prejudiced PWDs from the black population who lived in remote or marginalised areas (Morwane et al., 2021:2). Morwane et al. (2021:2) note that this situation is not uncommon in African countries. In the South African case, the new public service was tasked with implementing wide-ranging changes to address the injustices and exclusion of PWDs of the apartheid era (South Africa. Department of Social Development, 2016).

The Public Service comprises more than one million people, making it the largest employer in South Africa (Sing, 2012:161). The public service falls under the administration of the Ministry of Public Service and Administration (DPSA) and is led by a responsible Minister. In its 2017/2018 Annual Report, DPSA stated that the public service of South Africa is made up of 44 national departments and 144 provincial departments. To promote effectiveness, accountability and achievement of quality service delivery, the South African Constitution established an independent and impartial Public Service Commission to report to Parliament about public service operations.

The 1996 Constitution states that the public service of the Republic of South Africa “must function and be structured in terms of national legislation and must loyally execute the lawful policies of the government of the day. According to section 7(2) of the Public Service Act (Proclamation 103 of 1994) (South Africa. Public Service Act, 1994) (hereafter referred to as the Public Service Act), responsibility for the administration of national policies and legislative frameworks is shared by the national and provincial departments and organisational components named in the Public Service Act. Also included are the National Defence Force, the South African Police Service, the Department of Correctional Services, the Department of National Intelligence Services, and state educational institutions. Section 8 of the Public Service Act notes that the South African public service constitutes all persons holding fixed positions or permanent additional appointments in these bodies.”

As a constitutionally established entity, the public service is expected to adhere strictly to constitutional provisions and set an example for the private sector. This fact compounds the research problem formulated in Chapter One: that PWDs in the South African public service are not being integrated into mainstream employment as expected, as reflected in the fact that targets set for the purpose are not being achieved. The problem is exacerbated by the fact that although additional constitutionally linked legislation, statutes and policies have been advanced to further the employment of PWDs, limited progress has been recorded. Commenting on the operations of the public service, Crous (2002:17) observes that the public service operates in a legal environment that is highly formal, following directives and orders from policymakers in central, provincial, and local governments. This scenario seems to leave no scope for government policy and legislation failure, which is not the case. The situation invites further investigation.

3.2.1 The legacy of apartheid in South Africa

The starting point for the study of the employment of PWDs in South Africa is, arguably, the immediately post-1994 period. Currently, the main agenda of the new government was the transformation from segregation and discrimination to equality and fairness. A vital feature of the apartheid era was racial inequality, which meant that the experience of white PWDs was utterly different from that of other racial groups.

The United Nation's 1981 International Year of Disabled Persons was not recognised by the apartheid government; however, 1986 was declared the National Year of the Disabled. The government established the Inter-Departmental Co-ordinating Committee on Disability (ICCD), tasked with advising on policy reform in response to the 1982 World Programme of Action Concerning Disabled Persons (Dube, 2005:34). The committee's recommendations were ignored, indicating that the apartheid government had little commitment to fostering societal transformation.

In its White Paper on the Rights of Persons with Disabilities, the Department of Social Services (South Africa. Department of Social Services, 2016:32) noted that the apartheid government followed a medical model of disability, the tenets of which were the treatment of PWDS as sick individuals who needed social support. As a result, the primary intervention on issues to do with PWDS was based on social grants and rehabilitation. However, the issuance of grants to PWDs has persisted up to the present day. The Department of Social Services (2016:23) reported that 1 111 063 PWDs received social grants in April 2015. The grants were budgeted and administered by the Department of Social Services in South Africa. A study of social protection and grants by McKenzie (2017:12) noted that social grants for PWDS contribute

significantly to improving their living conditions and must be equitably implemented. In respect of rehabilitation policy, Leshota (2013:7) observes that rehabilitation implies the restoration of certain conditions or functions to a particular state which is considered to be normal. Rehabilitation is thus an aspect of the medical model of disability. The Department of Social Services (South Africa. Department of Social Services, 2016:32) also commented that the treatment of white PWDs was different from that of other racial groups and white PWDs had better access to social support. But the underlying problem is the medical model, which is exclusionary as it fully distinguishes the abled from the disabled.

3.2.2 The post-apartheid transformation agenda

Post-apartheid South Africa is determined to redress the legacy of workplace discrimination through institutional interventions in the form of statutes, policies, and related structures (Howitz& Jain, 2011:1). Sing (2012:161) notes that after the 1994 elections, the South African government set a transformation agenda that included a two percent (2%) target for the employment of PWDs in the public service by 2010. This target meant that by 2010, two percent (2%) of all public service employees were to be PWDs. The Disability Framework for Local Government (South Africa. Department of Provincial and Local Government, 2009:9) describes the period from 1994 to 2004 as setting an enabling environment for societal transformation in South Africa. Regarding transformation on disability-related matters, post-apartheid South Africa adopted the social model of disability and rejected the medical model as outdated. In recent years, international disability movements and institutions have also advanced the social model.

Regarding the social model of disability, the new government recognised the need to change how society interprets disability. There was growing acceptance that it is society that disables people. Institutional, legal and structural interventions were crafted to promote equality in South Africa in line with the principles of the South African constitution that everyone is equal before the law and that South Africa belongs to all who live in it.

Through the promotion of the social model for disability, avenues for integrating PWDs in mainstream employment started to emerge. The leading player advocating the integration of PWDs has been the national government through various legislative instruments. But government efforts are only part of the matter because they cannot succeed unless society is receptive to the idea of transformation. Research on the willingness and desire of society in general to transform seems to be lacking. Policies that affect the entire society should be accompanied by strong publicity campaigns to ensure general societal buy-in (Campbell &

Cornish, 2010). To promote policy success, community mobilisation and outreach programmes can be crucial to foster strong links among PWDS, relatives of PWDs or their guardians, employers as well as community leaders (Mehta et al., 2017:125). Outreach programmes that involve many groups in the community – including schools, churches, government organisations, non-governmental organisations, community-based committees, business groups and so on – have been found to be successful in helping to heal social ills (Mehta et al., 2017; Campbell & Cornish, 2020).

Mehta et al. (2017:125) noted that government rhetoric about transformation should cascade from national government to household level. When the idea of inclusion and non-discrimination has infiltrated all social groups, events, and places, then success in the realm of employment can reasonably be expected (Mitra, 2018). Despite the state's adoption of a social model for disability, it appears that much more remains to be done to ensure the total integration of PWDs in the South African context.

The legal framework for the transformation agenda with regards to the integration of PWDs in South Africa provides the guidelines for achieving desired transformation outcomes. It lists the statutes, policies, white papers, codes of good practice and guidelines for policy implementation. It should be noted that this legal framework was devised in close consultation with international policies and guidelines provided mainly by the United Nations (UN) and the International Labour Organisation (ILO), in conjunction with regional blocs such as the African Union and the Southern African Development Community (SADC) (Mitra, 2018). There is no doubt that South Africa has crafted progressive policies to improve marginalised groups such as PWDs (Sing, 2012:3). The legal framework for the disability transformation agenda in South Africa comprises the following:

- The Constitution of the Republic of South Africa, 1996.
- The United Nations Convention on the Rights of Persons with Disabilities and its Optional Protocol, signed and ratified without reservation in 2007.
- The Promotion of Equality and Prevention of Unfair Discrimination Act, 2000.
- Public Service Act, 1994.
- White Paper on the Transformation of the Public Service, 1995.
- The Employment Equity Act, No. 55 of 1998.
- White Paper on Affirmative Action in the Public Service, 1998, and the Code of Good Practice on Employment Equity.
- White Paper on Integrated National Disability Strategy, 1997.
- Code of Good Practice: Employment of PWDs, 2002.

- Technical Assistance Guidelines on the Employment of PWDs.
- The Job ACCESS Strategic Framework on the Recruitment, Employment and Retention of Persons with Disabilities in the Public Service, 2009.
- National Building Regulations and Building Standards Act, 1977 and SANS10400-S
- The Labour Relations Act, No 66 of 1995.
- Public Service Collective Bargaining Council Resolution No. 3 of 1999, Remunerative Allowances and Benefits.
- Resolution 1 of 2007, Determination on Leave of Absence in the Public Service.
- National Development Plan, Chapter 13, Building a Capable and Developmental State.
- Occupational Health and Safety Act, 1993.

3.3 Disability issues in the South African public sector

This section provides a general overview of how disability issues are managed in the public sector. We have already seen how segregation and differentiation were built into the system inherited by the post-apartheid government. It must be recognised that change, especially profound change or transformation, is not a once-off event but a process unfolding over time. Remnants of the apartheid system could well have remained in the South African public sector after 1994. In a study of the employment of PWDs in the public sector, Mahlangu (2009:23) made the same observation and emphasised that the employment of PWDs in an institution that previously had none or very few PWDs is a significant challenge for change management. In a discussion of organisational culture change, Alvesson and Sveningsson (2008:4) note that change management is a complex phenomenon that involves both needs for change and real motives for change. Change management can thus embrace conflicting elements and issues. Change management for the employment of PWDs in the public sector needs to be carefully considered (Mahlangu, 2009:23).

Government policies and decisions influence disability issues in the South African public sector as formulated and promulgated from time to time as white papers. Cabinet decisions on disability in the South African public sector cascade from the national level to localised community levels as directives communicated as written policy decisions. The 1997 White Paper on an Integrated National Disability Strategy (INDS) was the first government policy on PWDs crafted to inform policy on disability after the 1994 change of government. The 2015 Draft National Disability Rights Policy sought to update the INDS.

As already noted, disability policy in the public service has not registered the required level of success. Research on the actual reasons for low policy success is limited and urgently required. This study aims to help remedy this deficit.

3.4 Stakeholders and role players in disability policy formulation

Disability policy in South Africa is informed at international, regional and local levels. This section seeks to discuss all the stakeholders whose interests are represented in the disability strategy formulated and being implemented in South Africa.

3.4.1 International and regional role players

South Africa is a signatory member of various international and regional communities, chief of them being the United Nations (UN) and its various arms. A key instrument is the 2007 United Nations Convention on the Rights of Persons with Disabilities (UNCRPD) (Stein & Lord, 2009:17-40) and its protocols, which South Africa ratified, and which form a key guideline for South African policy. The International Labour Organisation has policies and regulations that also significantly inform South African labour policy (Stein & Lord, 2009:17-40). The ILO declares that it is devoted to promoting 'social justice' and internationally recognised 'human and labour rights' (Stein & Lord, 2009:17-40), and disability issues fall within its purview.

The concept of 'social justice' embraced by the ILO remains a key construct in South African disability and labour policy and a key element of the transformation agenda in South African society. In parallel with the protocols of the ILO, the South African constitution enshrines the notion of equality in its affirmation that 'everyone is equal before the law'. It is this notion that drives disability policy. Table 3.1 shows the primary strategic objectives of disability policy in South Africa and their links with principles articulated in the UNCRPD. South Africa has been commended for its commitment to international principles and guidelines in implementing policies and codes of good practices to transform South Africa into a truly inclusive society.

Table 3.1: Strategic objectives in disability policy and relevant principles from the UNCRPD

Strategic objective	Relevant principles from the UNCRPD
Breaking access and participation barriers	Equality and non-discrimination Accessibility Freedom of expression and opinion Access to information Participation in cultural life, recreation, leisure and sport

Reducing compounded marginalisation	Equality and non-discrimination Women with disabilities Children with disabilities Awareness-raising Right to life Equal recognition before the law Access to justice Freedom from torture or cruel, inhuman or degrading treatment or punishment Freedom from exploitation, violence and abuse Protecting the integrity of persons with disabilities
Empowering persons with disabilities	Equality and non-discrimination Education Habitation and rehabilitation Work and employment Adequate standard of living and social protection Participation in political and public life
Sustainable independent living in the community	Equality and non-discrimination Accessibility Awareness-raising Living independently and being included in the community Personal mobility Respect for and the family Health Habitation and rehabilitation Adequate standard of living and social protection Participation in cultural life, recreation, leisure and sport
Strengthening the representative voice of persons with disabilities	Participation in political and public life National implementation and monitoring
Building a disability rights-responsive public service	Equality and non-discrimination Statistics and data collection National implementation and monitoring Reports by states' parties
International cooperation	International cooperation

Source: UNCRPD (2007)

3.4.1.1 Breaking access and participation barriers

The South African Human Rights Commission (South Africa. Human Rights Commission [HRC], 2017:14) explains that UNCRPD requires that states break broad participation and access barriers by ensuring that the physical environment is accommodative to PWDs. Additionally, the UNCRPD requires member states to ensure access to information, equality, and non-discrimination, while strengthening freedom of association for PWDs. This range reflects the fact that there are both physical and personal factors that have an impact on the inclusion of PWDs in employment (Morwane et al., 2021).

3.4.1.2 Reducing compounded marginalisation

Mwendwa et al. (2009:662) explain that the UNCRPD requires nations to implement poverty reduction initiatives, especially among already marginalised groups such as women, the youth, and old PWDs. Additionally, the UNCRPD recommends for the empowerment of PWDs through education and ensuring that they get involved in economic activities.

3.4.1.3 Empowering persons with disabilities

Hart et al. (2018) reminds us that international consensus on the rights of PWDs maintains that nothing can be done for PWDs without including them. In other words, they must be involved in any attempts to improve their situation. Recent developments, such as the growth of assistive devices in the Fourth Industrial Revolution (4IR), have improved the ease with which barriers to the employment of PWDs can be eliminated (Mark et al., 2019:2). The elimination of barriers has made for the greater involvement of PWDs in the world of work and in the many other matters that concern them.

3.4.1.4 Promoting sustainable independent living

Promoting sustainable independent living means reducing dependency among PWDs by raising awareness of their rights, increasing their participation in society, and guaranteeing justice and equality for them before the law. The ILO (2019) agenda for sustainable development envisages a society inclusive of indigenous people and minorities such as PWDs.

3.4.1.5 Strengthening the representative voice of PWDs

The UNCRPD advocates strengthening the voice of PWDs through supporting disabled people's organisations and civil organisations for PWDs. The UNCRPD also champions increasing the presence of PWDs in all political, social, and economic matters. Chataika and McKenzie (2016:425) found this inclusivity absent in less developed countries.

3.4.1.6 Building a disability rights-responsive public service

Chataika and McKenzie (2016:423) report that there are more than one billion PWDs in the world who are marginalised and are excluded from social and public services, including employment, education, health and development. The UNCRPD advocates responsive service delivery to ensure that PWDs also benefit from public services. Samaha (2007) notes that to achieve responsiveness in the public service, it is necessary to conscientise public service providers about the rights of disabled persons and obtain a psychological commitment.

3.4.2 Internal role players

On the local front, disability policy is crafted in response to disability pressure groups, political players, the electorate, and other stakeholders within the country. Disabled people in South Africa have succeeded in grouping themselves and influencing decisions affecting them through the South African Disability Alliance and Disabled People South Africa (DPSA), which are national disability rights movements and are affiliated with the Disabled Peoples International (DPI). DPSA is the mother forum for such organisations as the South African Federal Council on Disability, the National Council for Persons with Disabilities, the Deaf Federation of South Africa, the National Epilepsy League, the Quadriplegic Association of South Africa, and the South African National Council for the Blind.

Between 1990 and 1994, DPSA was an influential and key contributor to disability policy in South Africa. The Public Service Commission (2008:32) commented that DPSA managed to ensure that the rights of PWDs were accommodated in all institutions and processes in the democratic dispensation. In addition, PWDs have allied with business and traditional leadership representatives to create the National Disability Machinery (NDM) forum. With this degree of organisation of PWDs in various sectors, one would presume a high likelihood of success for disability policies and programmes. However, the literature reports limited success in achieving set disability targets.

Persons with disabilities also increased their representation in various vital offices in the new South Africa. These efforts culminated in the inclusion of disability in the non-discrimination and equality clause (section 9) in the Constitution of South Africa of 1996, which explicitly recognises persons with disabilities as equal citizens of the country (Sing, 2012). The model presented in this study is in harmony with the Constitution.

3.5 Disability management strategy for the South African public sector

The South African Public Service Commission under the Department of Public Service and Administration has been the focal institution governing the affairs of disabled people in South Africa, in line with the constitutional powers. It has conducted several research projects on disability issues in the public service and has crafted policies to influence the status of PWDs in the public service. The Public Service Commission works closely with The Office on the Status of Disabled Persons (OSDP). The OSDP is responsible for implementing, monitoring and evaluating the National Disability Strategy White Paper published in 1997 and its amendments, including the 2015 Draft White Paper for PWDS, which sought to update and extend the reach of the 1997 National Disability White Paper (Moodley, 2017:283-293).

The Job Access Strategic Framework of the DPSA is regarded as a holistic and appropriate step taken by the South African Government to meet its obligation in terms of Article 27(1) of UNCRPD, which emphasises that the Public Service as an employer must be truly representative of the people it serves (Sing, 2012:166).

3.5.1 Disability strategy formulation

As indicated above, the primary disability strategy for South Africa is set out in the Integrated National Disability Strategy (INDS) White Paper of 1997, as updated by the 2015 Draft White Paper on the mainstreaming of the rights of persons with disabilities to equality and dignity. It should be noted that these key policies were formulated in close consultation with various organisations, persons, and stakeholders from several spheres of government and disability movements in general. These stakeholders are both local and international. Since the principal point of reference is the South African Constitution's recognition of the equality of everyone before the law, the South African disability strategy enshrines a rights approach as dictated by law. It has been pointed out that policies based on rights often attract compliance but not commitment in their implementation (Breakfast & Maart, 2019:3).

In updating the INDS, the Draft White Paper (2015:10) mentions that the disability strategy is also driven by the vision outlined in South Africa's National Development Plan (NDP), which envisages South Africa as an empowered and inclusive society that upholds the rights of persons with disabilities to equality, dignity, and self-reliance. The NDP was itself constructed in alignment with the Constitution. In this way, South Africa seems to be ensuring policy integration and consistency, seemingly compliance rather than commitment.

3.5.2 Strategy implementation

To ensure the achievement of the policy objectives outlined above, the INDS issued specific directives for implementation across organisations and institutions in South Africa. The INDS contains twelve policy directives for implementation, set out in Table 3.2 below. All the policy directives are expected to be implemented within the JOBACCESS framework to recruit and retain PWDs.

Table 3.2: INDS policy directions

Policy directive	Policy requirement
Policy directive 1 (Definitions)	Review of statutory documents defining disability to bring them in line with internationally set definitions.
Policy directive 2 (disability terminology)	Use of people first, disability-friendly terminology that does not promote outdated, insulting or derogatory views of disability and persons with disabilities; avoidance of terms like wheelchair-bound, handicapped, sick, crippled,

	afflicted with, suffering from, victims of, lame, sickly, etc. Review and correction of harmful and negative terminology contained in legislation and policy documents and review of all public information pamphlets.
Policy directive 3 (disability statistics)	Establishment of a Disability Statistics Advisory Group within Statistics South Africa to guide disability research, development and data testing.
Policy directive 4 (prevention of impairment and disability)	Removal of barriers and obstacles to ensure the full and equal participation and access to opportunities to be enjoyed by persons with disabilities; and taking positive steps to ensure full and equal access to the full range of life opportunities.
Policy directive 5 (UNCRPD compliance audits)	Ensure all disability legislation complies with UNCRPD.
Policy directive 6 (breaking access and participation barriers)	Implementation of Universal Design Access Plans, including minimum standards and guidelines for the accessibility of facilities and services open or provided to the public, including those rendered by operators/contractors.
Policy directive 7 (reducing compounded marginalisation)	Align policy and legislation to UNCRPD. Implementation of empowerment and Affirmative Action.
Policy directive 8 (empowering persons with disability)	“Ensure access to Disability Specific Services. Persons with disabilities to have access to a basket of minimum, affordable services aimed at supporting independent living in their communities, including access to relevant general and specialised health care at community level and access to relevant rehabilitation services.”
Policy directive 9: Sustainable independent living in the community	“Human settlement design should ensure that persons with disabilities are able to move about freely with their families and choose where and with whom they live. Review of current spatial and human settlement planning design approaches, as well as retrospective upgrading of existing human settlement design to improve, accessibility.”
Policy directive 10: Strengthening the representative voice of persons with disabilities	“Representative organisations of persons with disabilities should represent their constituencies in the development and review of all laws, projects and services which impact on the lives of persons with disabilities. Government institutions at all levels and contexts of governance required to consult representative organisations of persons with disabilities in the design, budgeting, implementation and monitoring of legislation, programmes and services to the public in general, as well as services and programmes designed specifically for persons with disabilities.”
Policy directive 11: Building a disability rights responsive public service	“All public institutions required to include in their Annual Performance Plans/ Integrated Development Plans, a funded Universal Design Access Plan which will ensure that persons with disabilities have the same opportunities as other people to access the services, programmes and any events.”

Policy directive 12: International cooperation	“All bilateral and national agreements expected to mainstream disability with a particular focus on facilitating and supporting capacity-building, including through the exchange and sharing of information, experiences training programmes and best practices.”
------------------------------------------------	--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Source: South Africa. INDS (2015:13)

The following section evaluates the success of the call for transformation to advance the employment of PWDs in mainstream employment. The section will look into the successes and failures of the public service in integrating PWDs. The study thus seeks to identify major areas of concern that require redress to ensure the achievement of targets.

The present study seeks to provide a model for integrating PWDs into mainstream employment. The foundations for the model rest upon strengthening the success achieved so far and adopting a new approach to noted failures.

3.5.3 An evaluation of the success of the transformation agenda

Evaluation of public service performance against required standards is mandated by the Public Service Commission (PSC) in South Africa, an independent and unbiased constitutional body aiming to boost Public Service governance excellence by promoting a professional and ethical environment. It fosters accountability, equity, efficiency, effectiveness, and corruption-free responsiveness to the needs of the people of South Africa (PSC, 2008). Disability equity studies conducted by the PSC in 1999, 2002 and 2005 have found that:

... whilst progress has been made in achieving equity in terms of race and gender in the Public Service many government departments have not met the 2% equity target set by Cabinet for persons with disabilities. In 1999 the disability equity figure was 0.09%. This increased to 0.3% in 2002 but subsequently decreased to 0.2% in 2005. Despite the PSC’s findings on disability equity and the fact that a comprehensive legal and regulatory framework has been in place to guide departments in this regard, departments have not acted to ensure that the situation is improved. The PSC is therefore of the view that drastic intervention is required. In achieving disability equity, a key challenge for government departments would be to move beyond targets by ensuring that an environment conducive to the employment of persons with disabilities is created (PSC, 2008).

This failure to meet targets suggests deeper problems in integrating PWDs into mainstream public service employment. Moreover, if the public service fails to deliver on its policies, the situation in the private sector is likely to be worse. The government can hardly fail to implement its policy while expecting non-government organisations to succeed. It would seem that the success of disability policies and legislation is mainly determined by the level of engagement of the stakeholders. Leaders and heads of departments within the public service should be fully committed to achieving policy goals. The willingness of the PWDs to actively capitalise on the opportunities provided to them by the government requires more consideration.

While it has been established that the public service is struggling to achieve equity targets, the situation in the South African workforce as a whole seems no different.

Year	2002	2004	2006	2008	2010	2012	2014	2016
PWD as a share of the workforce in South Africa	1.0%	0.6%	0.7%	0.7%	0.8%	1.4%	1.5%	1.0%

Figure 3.1: PWDs as a share of the South African workforce from 2002 to 2016

Source: Hart et al. (2018)

Figure 3.1 illustrates the PWDs share in the workforce of South Africa. The figure can imply that the challenges the public service faces in integrating PWDs into mainstream employment are widespread and might be observable throughout the South African workforce. Responsibility for implementing equity plans and disability legislation lies with the HR department. A close analysis of the HRM function, taking note of its key functional areas to link them to the disability imperative, is therefore critical to this study. Research involving HR managers is essential to identify their challenges in executing disability policy. Defining and setting the scope for HR activities and functions, Lee (2011:6) uses a diagram by Armstrong (2009) that divides the HR mandate into several functions and sub-functions, outlined in Table 3.3 below.

Table 3.3: HR functional areas and sub-areas

HR functional area	Sub-area
Employee resourcing	Recruitment and selection
Employee development	Training and development
	Career management/ development
	Performance management
Employee reward	Job evaluation
	Employee compensation and pay systems
	Employee benefits
Employee relations	Labour relations
	Employee involvement and participation
	Communication
Employee services	Healthy and safety
	Welfare
Employment and administration practices	Administration of organisational documents and procedures
Performance management	Performance appraisal

Adapted from Armstrong (2009), cited in Lee (2011:6)

Given the HR functions in Table 3.3, one might argue that the failure to implement disability equity policies can be traced to virtually all of these functions. To achieve greater specificity, a discussion of the HRM function with specific reference to the public service is necessary.

An assessment conducted by the PSC (2008) to establish the progress made by the public service in implementing disability policy established various reasons for the failure to meet disability targets. These reasons include:

- A poor definition of disability causes departments to experience challenges in focusing on the real PWDs.
- The inadequate planning for attaining disability targets is due to a lack of employment equity plans.
- Use of poor recruitment and retention tactics with the priority of normal
- Advertisement strategies that result in the exclusion of PWDs.
- Failure to optimise networks with PWDs with reliance on informal relationships which fail to reach the required pool of PWDs for employment.
- Failure to strategise for the absorption of injured public servants who could become PWDs employed in the public service.
- lack of awareness of public vacant post among PWDs.
- Failure to attract suitably qualified PWDs to occupy some occupations and post.
- Failure to address stigmatisation and victimization result in unwillingness to apply for post among PWDs.
- Poor systems for the management of PWDs.
- Unsatisfactory infrastructure for the absorption of PWDs in employment

- Perceptions that employing PWDs is costly.

The following section considers what is required for HRM to achieve the goals of the transformation imperative within the South African public service.

3.6 Human resource management for the transformation of the South African public service

It should be noted that the integration of PWDs into mainstream employment in the public sector is an HRM issue, and HR policies and practices have a strong bearing on disability policy success (Gida &Ortlepp, 2012). Transformation initiatives within the public service, therefore, involve transforming HRM practices. That this is crucial to the present discussion becomes apparent when one considers the legacy of apartheid. Apartheid South Africa was infused with HRM practices meant systematically to exclude certain sections of the society from mainstream sectors and activities in the nation. This is clearly at variance with the new democratic government, whose reiterated theme is the inclusion of all South Africans in various nation-building fundamentals (Mahlangu, 2009:20).

According to Mahlangu (2009:16), to achieve equity targets and integrate PWDs into mainstream employment, HRM must perform critical functions that support government policy and disability legislation. These essential functions are illustrated in Figure 3.3 below, with the core of affirmative action, employment equity, diversity management and change management. Figure 3.3 also shows that in implementing disability management, HRM should first be guided by affirmative action policy and employment equity considerations.

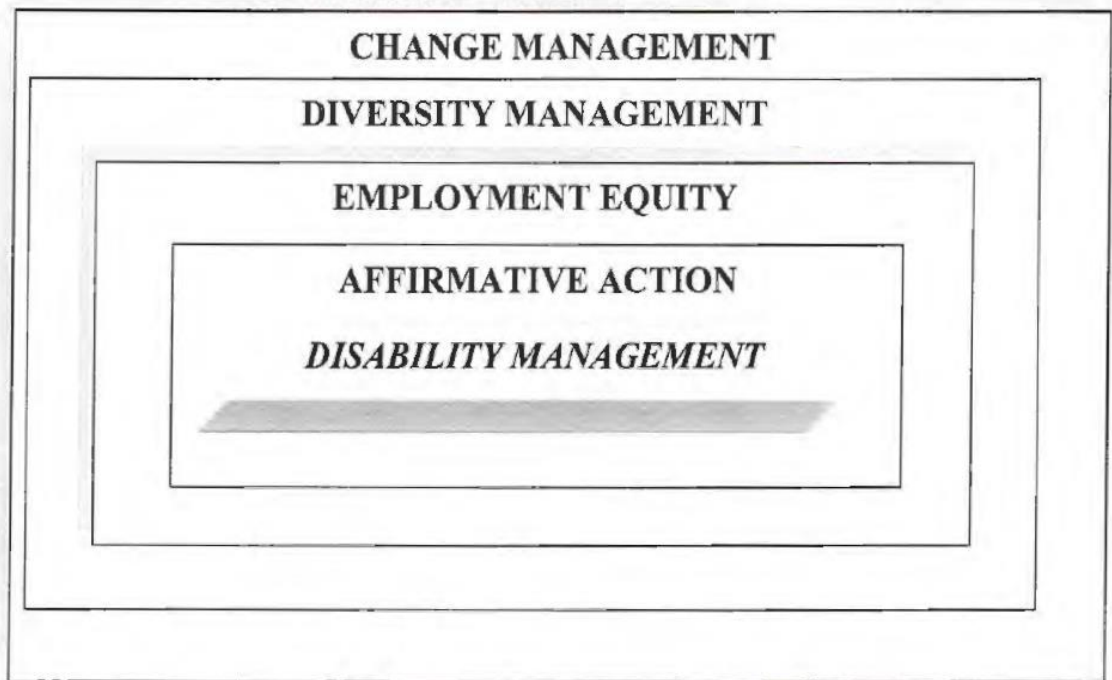


Figure 3.3: HRM functions for disability management
Source: Mahlangu (2009:25)

The Khoisan motto on the national coat of arms means ‘unity in diversity’, which is apparent in all facets of society. All leaders, including political and traditional leaders, must manage and work with diversity to move South Africa forward as a democratic country. The clergy also constitute a group of leaders, guiding a diverse and varied congregation (Masango & Mkhathini, 2016:1). Research informs us that most of the problems confronting governments can be traced to their failure to analyse, understand, and evaluate the prevailing organisational culture(s). This supports the argument that diversity and talent management are critical concerns in implementing disability transformation.

3.6.1 The mission of HR practice in the public service

The Public Service’s human resource management mission is to “become a model of excellence, in which the management of people is seen as everyone’s responsibility and is conducted professionally”. An essential value of HRM in the Public Service is to be broadly representative of the people of South Africa and to ensure that their practices are free of all forms of unfair discrimination so that previously disadvantaged groups can be advanced (South Africa. White Paper, 1997:20).

To ensure the success of its mission, human resource management in the public service should follow a strategy in line with the transformation agenda for the integration of PWDs in mainstream employment. In a paper on HR benchmarking, Hussain and Murphy (2013:23)

claim that in the past, “HRM was viewed as an administrative function where decision making was based on prior experience, feelings and intuition.” Due to the formal nature of HRM, it may encounter the problem of adherence to a traditional operational model and consequent failure to operate at the strategy level. Mathias and Jackson (2009) in Grobler and Warnich (2012:89) noted specific characteristics of traditional as opposed to strategic HRM, which are portrayed in Table 3.4. Table 3.4 shows that traditional HRM has a micro view of the organisation and rates as most important skills associated with compliance, and administrative, organisational, transactional and tactical functions. These skills are prevalent in the public service because of the need to follow policies and directives and comply with legislation. There is little room for value addition (Grobler & Warnich, 2012:89). In contrast, as shown in Table 3.4, strategic HRM takes a macro perspective on the organisation and values most strategic planning, diagnostic, analytic and consultative skills.

A strategic HRM approach might be necessary to succeed in mainstreaming PWDs in employment. Public service members must adopt a more strategic approach and plan for recruiting, developing and managing PWDs, to ensure their inclusion in all important spheres of the South African economy and social order.

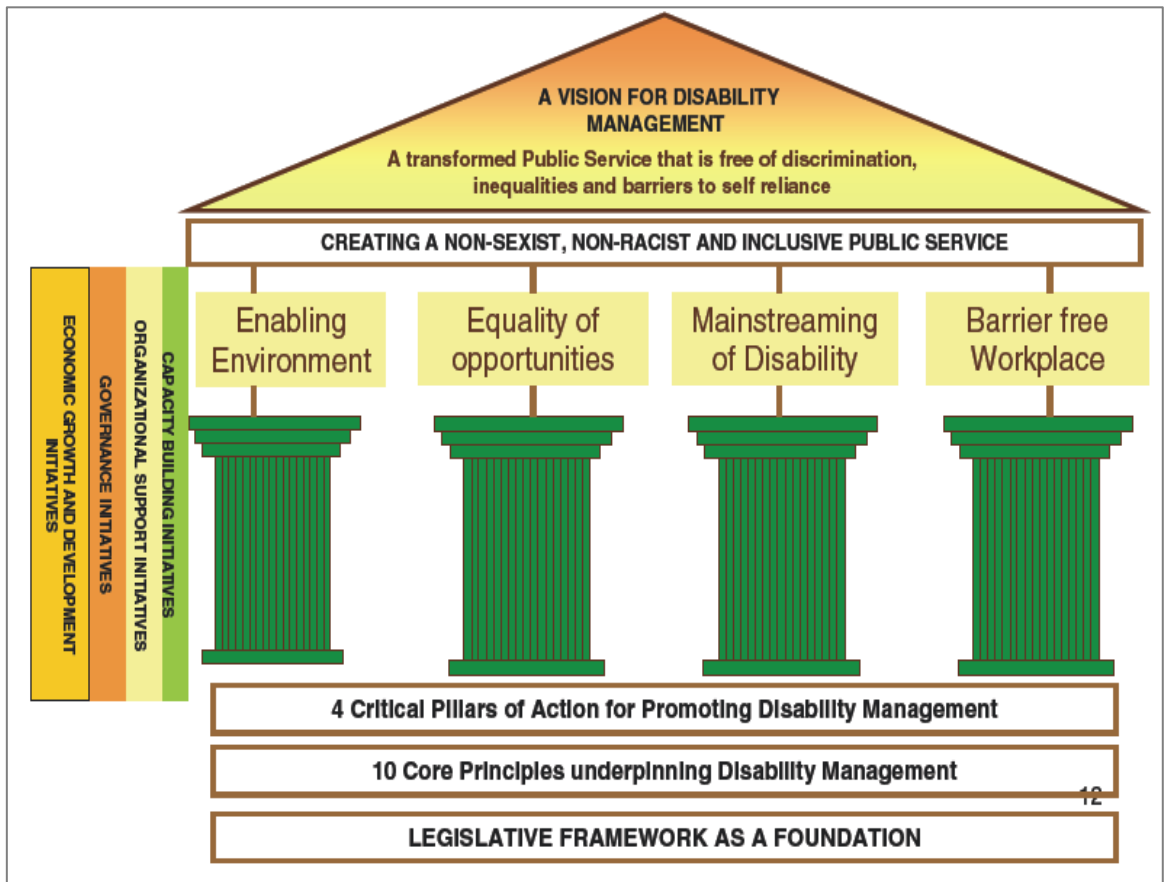
Table 3.4: Traditional versus strategic HRM

Focus	Traditional HRM	Strategic HRM
View or organisation	<ul style="list-style-type: none"> o Micro o Narrow skill application 	<ul style="list-style-type: none"> o Macro o Broad skill application
Critical skills	<ul style="list-style-type: none"> o Organisation o Administration o Compliance o Transactional o Tactical 	<ul style="list-style-type: none"> o Strategic o Planning o Diagnostic o Analytical (metrics) o Consultative
View of employees	<ul style="list-style-type: none"> o Headcount o Cost based o Exploitable resource 	<ul style="list-style-type: none"> o Contributors o Asset based o Critical resource
Planning outlook	<ul style="list-style-type: none"> o Short term o Low risk o Traditional: utilises tried-and-true approaches 	<ul style="list-style-type: none"> o Long term o High-risk o Experimental: tries novel approaches
HR systems and practices	<ul style="list-style-type: none"> o Routine, traditional o Reactive o Responds to stated needs 	<ul style="list-style-type: none"> o Adaptive, innovative o Anticipatory, proactive o Recognised unstated needs
Education and training	<ul style="list-style-type: none"> o Traditional HR generalists and specialists o Other specialities 	<ul style="list-style-type: none"> o Business acumen o Comprehensive HRM body of knowledge o Organisational development

Source: Mathias and Jackson, in Grobler and Warnich (2012:89)

Strategic HRM for the integration of PWDs in the public service is encapsulated in the JOB-ACCESS framework for the recruitment and retention of PWDs. The JOBACCESS framework captures most of the theoretical perspectives implicit in Table 3.4. It is “geared towards assisting heads of departments, disability management practitioners, employment equity practitioners, human resource practitioners, line managers, and the public service workplace in general, with information and guidelines to ensure that disability issues form part of the normal functioning of the DPSA” (South Africa. Public Service Commission, 2008:3). As can be seen in Table 3.5, the JOBACCESS framework is imaged as a house whose roof is the vision for disability management in the public service, while the foundation consists of the legislative frameworks. In between are ten core principles and four critical pillars.

Table 3.5: The JOBACCESS framework for the recruitment and retention of PWDs in the public service.



Source: DPSA (South Africa. PSC, 2008:3)

The vision of the JOB-ACCESS framework is to create a transformed public service free from discrimination, inequalities, and barriers to self-reliance. Any strategic initiative is likely to be based on certain principles and philosophical assumptions that guide the strategy's implementation and act as the glue that brings people together in joint action. Figure 3.5 includes the core principles of the JOBACCESS framework, which are all closely linked to the legislative framework as the foundation for the JOBACCESS framework.

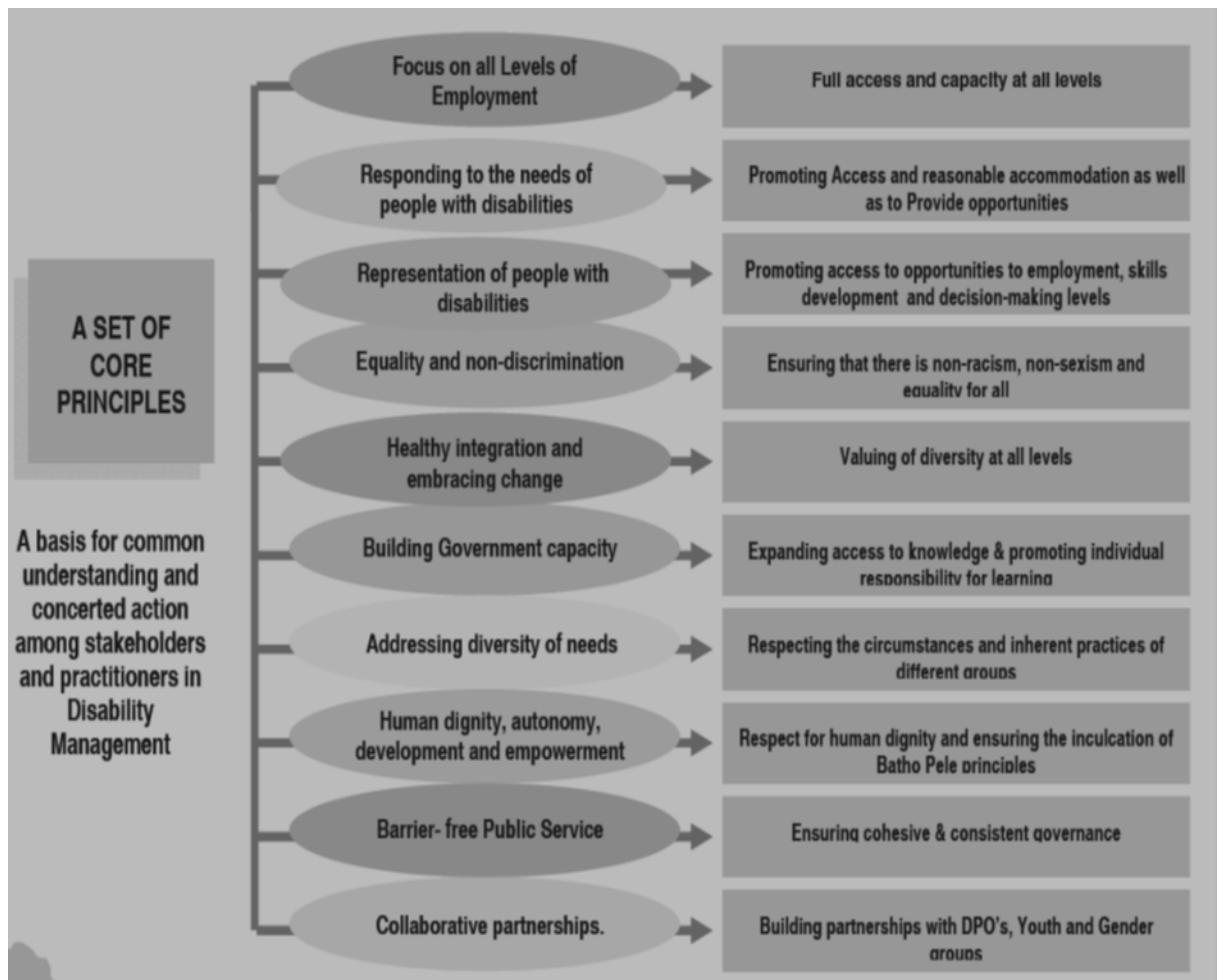


Figure 3.5: Core principles of disability management in the public service

Source: DPSA (South Africa. PSC, 2008:11)

Another critical element of the JOBACCESS model consists of the four pillars of disability management, namely: (1) an enabling environment, (2) equality of opportunities, (3) mainstreaming disability issues and (4) developing a barrier-free workplace. It should be kept in mind that despite significant efforts to ensure a coherent disability management strategy, these efforts have not reached the expected levels of success. This may result from the challenges faced in establishing these four pillars. Further effort is required to strengthen the pillars to support the JOBACCESS framework's mission effectively.

The four pillars are essential to the goals of this study and will be discussed individually below.

3.6.2 The four critical pillars of action for promoting a viable disability management strategy.

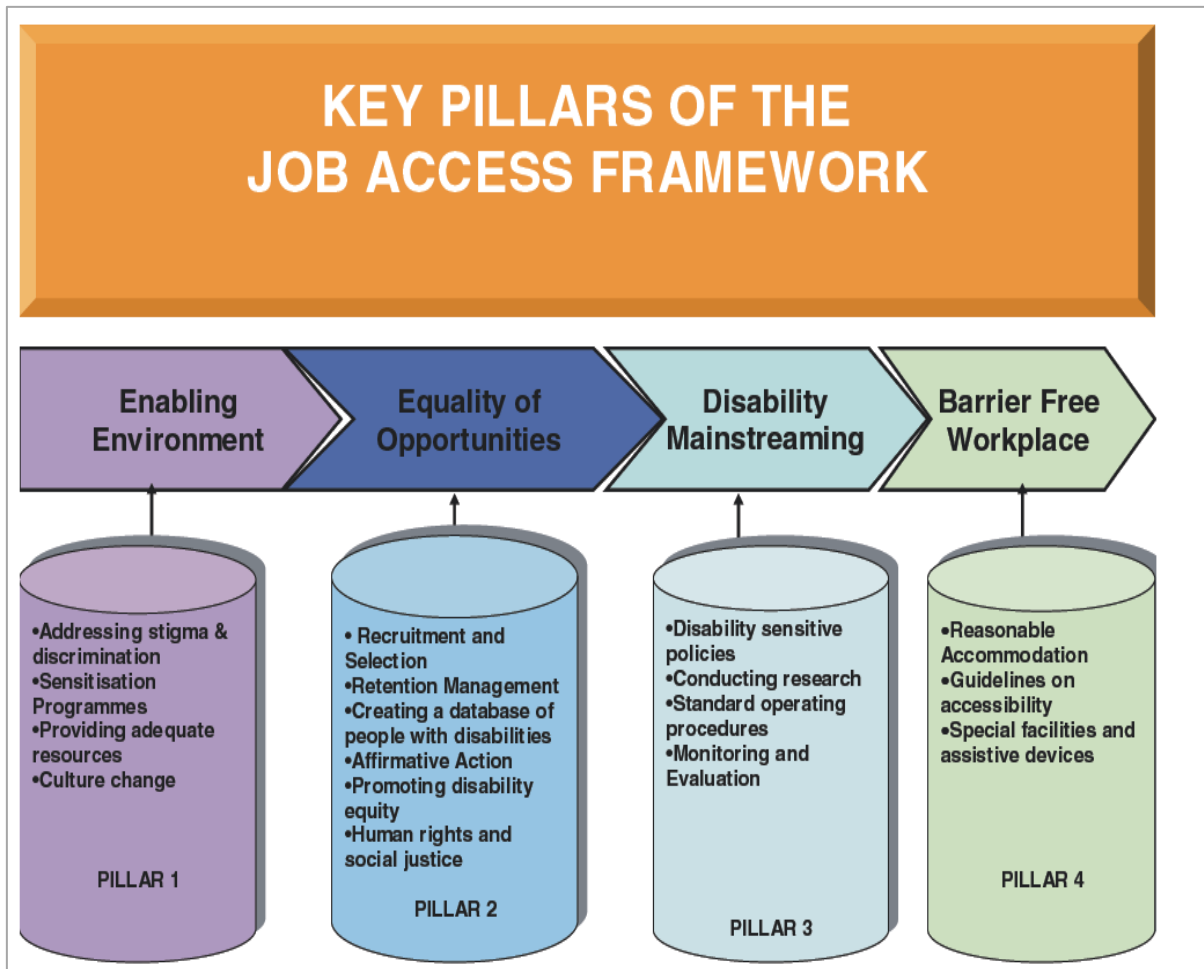


Figure 3.6: The four pillars of the JOBACCESS model
Source: DPSA (2008:16)

The first pillar, an enabling environment, addresses stigma and discrimination, advances disability sensitisation programmes, ensures the availability of adequate resources and promotes culture change within the organisation (Petersen, 2021). Research might be important in establishing the contribution of this pillar to the achievement of disability management targets. Key questions that demand investigation include the following: Has stigma and discrimination been eliminated in the workplace? Has the HRM department managed to develop a proper enabling environment? It would seem that empirical evidence is needed to establish the extent to which discrimination and stigma have been arrested in the public service. Another key element within this pillar is the extent of culture change that has been achieved.

The second pillar is the concept of equality of opportunity within HRM processes such as recruitment and selection, retention management, disability profiling and data basing, the promotion of disability equity and the advancement of human rights and social justice. The extent to which HRM has progressed beyond old methods that attend to disability equity has not received adequate attention (Department of Public Service and Administration, 2014:10). For pillar two to be strong enough for the realisation of the disability vision, it may be necessary for HRM creatively to find new methods of ensuring inclusiveness in the recruitment, selection, and retention of PWDS.

Regarding the third pillar – disability mainstreaming, which includes disability research, monitoring and ensuring disability-friendly policies – research is necessary to ensure policy success. The South Africa Board for People Practice (SABPP) provides guidelines for the implementation of disability-friendly policies that can be implemented to strengthen the third pillar for the successful realisation of equity targets. The SABPP guidelines, as articulated by Petersen (2021), are as follows:

- “Contacting organisations of people with disabilities to ensure that they get enough qualified and experienced persons with disabilities.
- Compiling a database of potential candidates with disabilities from institutions of higher and further learning
- Developing means and creating an enabling environment for employees with non-visible disabilities to disclose
- HR needs to be more proactive and involved in the dealing with issues around people with disabilities.
- Drive talent strategies that incorporate people with disabilities
- Recruit people with disabilities and practice fair and equal opportunities
- Understand the needs and requirements of people with disabilities, and advise leadership on costs, risks, and policy.
- Create a culture of acceptance, tolerance, and respect, through programmes and awareness campaigns.
- Create policies/guidelines that speak to and comply with legislation like the Employment Equity Act No. 55 of 1998, to establish a code of good practice on key aspects of disability in the workplace. Communicate them to the organisation.
- Know your statistics. Disability is a very real issue, and it impacts all races of our population. Understand the statistics and plan your strategy to support the employment of people with disabilities, especially females.
- Ensure that the training provided caters to the requirements of people with disabilities.

- Comply with legislation and add the “heart factor” to it. HR needs to understand the struggle of people with disabilities and support them when they are employees. Understand the challenges and difficulties, and drive employee support around this issue.
- Create a mentorship programme, whereby a person with a disability has the support system to grow within the company.
- Ensure pay equality and fairness.
- Have a solid disability policy and claims process in place (Petersen, 2021).

The final pillar of the JOBACCESS framework for disability management concerns a barrier-free workplace. It includes elements such as strategies for accommodating PWDs through ensuring the accessibility of the workplace and the provision of special facilities to eliminate any barriers to the employment of PWDs. The strategies for the elimination of employment barriers provided by the DPSA (South Africa. Department of Public Service and Administration, 2014:10) in its policy on reasonable accommodation and assistive devices for employees with disabilities in the public service are as follows:

- “Adapting existing facilities to make them accessible, e.g., building a ramp to ensure wheelchair access and making toilets accessible.
- Adapting existing or acquiring new equipment, e.g., computer hardware and software, including voice input/output software for people with sensory impairments
- Re-organising workstations to ensure that people with disabilities can work effectively and efficiently.
- Changing training and assessment materials, processes and systems, e.g., providing training materials on request in electronic format, Braille or on tape for people with visual disabilities, identifying and hiring venues that are accessible to people with disabilities for training sessions that are held at external premises.
- Restructuring jobs so that non-essential functions are re-assigned, e.g., taking routine but physically demanding filing tasks if they are non-essential from the duties of a person who uses a wheelchair and reassigning them on a rotational basis among the employees.
- Adjusting working time and leave,
- Providing specialized supervision, training, and support in the workplace, e.g., interpreters for the deaf, readers to the blind, job coaches for people with intellectual disabilities or personal assistants for people with physical disabilities. Depending on the requirements of the individual, support might be temporary or permanent” (South Africa. Department of Public Service and Administration, 2014:10).

As part of the transformation initiatives, the White Paper on a New Employment Policy for the Public Service of 1997 provided several principles to govern public service members' recruitment, selection, development, and discipline (South Africa. White Paper, 1997). To drive the successful adoption of these principles, Armstrong's (2009) types of HR strategies suggest themselves. Table 3.6 below sets out these strategy types as (1) high commitment HR strategies, (2) high involvement HR strategies, (3) Best fit HR strategies and (4) Best practice strategies. The South African public service appears to be primed for 'best practice' strategies in matters pertaining to the employment of PWDs. This perspective is endorsed by the extensive overlap with the International Labour Organisation and UN principles for the employment of PWDs. The 'high commitment strategy' is also appropriate, given the seemingly high commitment required to ensure the success of current transformation initiatives. A hybrid HR strategy might be best suited to the South African situation, involving adopting and implementing several HR strategies simultaneously.

Table 3.6: Types of HR strategies

HR strategy	Explanation
High commitment HR strategies	Wood (1996) cited in Armstrong (2006:34) define this strategy as a set of management practices that are aimed at eliciting employee commitment so that "employees' behaviours are self-regulated rather than controlled by sanctions and processes. In the study of McClean and Collins (2011) high-commitment HR practices positively relate to firm performance.
High involvement strategy	When following the high involvement strategy, management seeks to give employees a sense of ownership in the organisation by facilitating their treatment as partners in the enterprise whose interests and contributions are taken as valuable (Armstrong, 2006:35)
Best fit strategy	Defined by Boxall and Purcell (2002:186) as the "...appropriate integration of HR strategy with an organisation's context and environment."
Best practice strategy	This is the strategy that involves implementing a set of practices that are known or believed to give significant benefits (Pfeffer, 1998)

Source: Armstrong (2009)

Another essential element in adopting a strategic HR initiative in the public service is some consideration of the roles of HR personnel in implementing a chosen HR strategy. Truss et al. (2012:68) have suggested various roles that HR performs in organisations (see Table 3.7, below). Strategic roles within the HRM function (such as that of change agent) are critical for advancing the integration of PWDs in mainstream employment by supporting the transformation agenda.

Table 3.7: Summary of HR roles

Authors	Operational(tactical roles)	Strategic roles
Legge (1978)	1.Conformist innovator 2. Problematic solver	3.Deviant innovator
Tyson and Fell (1986)	1. Clerk of works 2. Contracts manager	3. Architect
Storey (1992)	1. Regulators 2. Handmaidens	3. Advisors 4. Change makers
Ulrich (1997a)	1. Admin expert 2. Employee Champion	3. Change agent 4. Strategic partner
Ulrich and Brockbank (2005a)	1. Employee advocate 2. Functional expert	1. Human capital 2. Strategic partner 3. HR leader
Caldwell (2001)	1. Adapter 2. Consultant	1. Synergist 2. Champion

Source: Truss et al. (2012:68)

The roles adumbrated above remind us that the overall stance and direction of the HR function needs to be clearly delineated. Government needs to identify the kinds of roles that it wants its HR function to perform to promote the achievement of its goals.

The sections above have discussed various issues that the HR function must perform to realise disability targets. The transformation agenda's success depends partly on how well HRM performs its role.

3.7 Strategy evaluation

Monitoring and evaluation are essential stages in policy implementation. According to Nalubega and Uwizeyimana (2019:3), monitoring and evaluation:

...can be described as a process that aims to continuously track programme, policy, and project progress to systematically and objectively assess the status of the stated programme/policy/project towards the intended or desired results or goals. Monitoring helps in the regular tracking of the necessary information, which provides a basis for evaluation and learning in order to make timely decisions and ensure accountability.

The monitoring and evaluation of disability equity policy in the public service are mainly entrusted to the PSC, which researches the level of compliance organisations have registered in disability policy implementation. The White Paper on disability rights (South Africa. Department of Social Development, 2016:58) provides certain principles for monitoring and

evaluation of disability in the public service that includes consistency, reliability, relevance, transparency, flexibility, manageability, and timelessness. Three pillars are expected to support the monitoring and evaluation of disability policy: the rights of disabled people, their empowerment and equality. The NDP remains a critical element of the outputs expected from government policy, as shown in Figure 3.9 below. Statistical data, sector performance and stakeholder feedback are the three levels of monitoring and evaluation of disability.

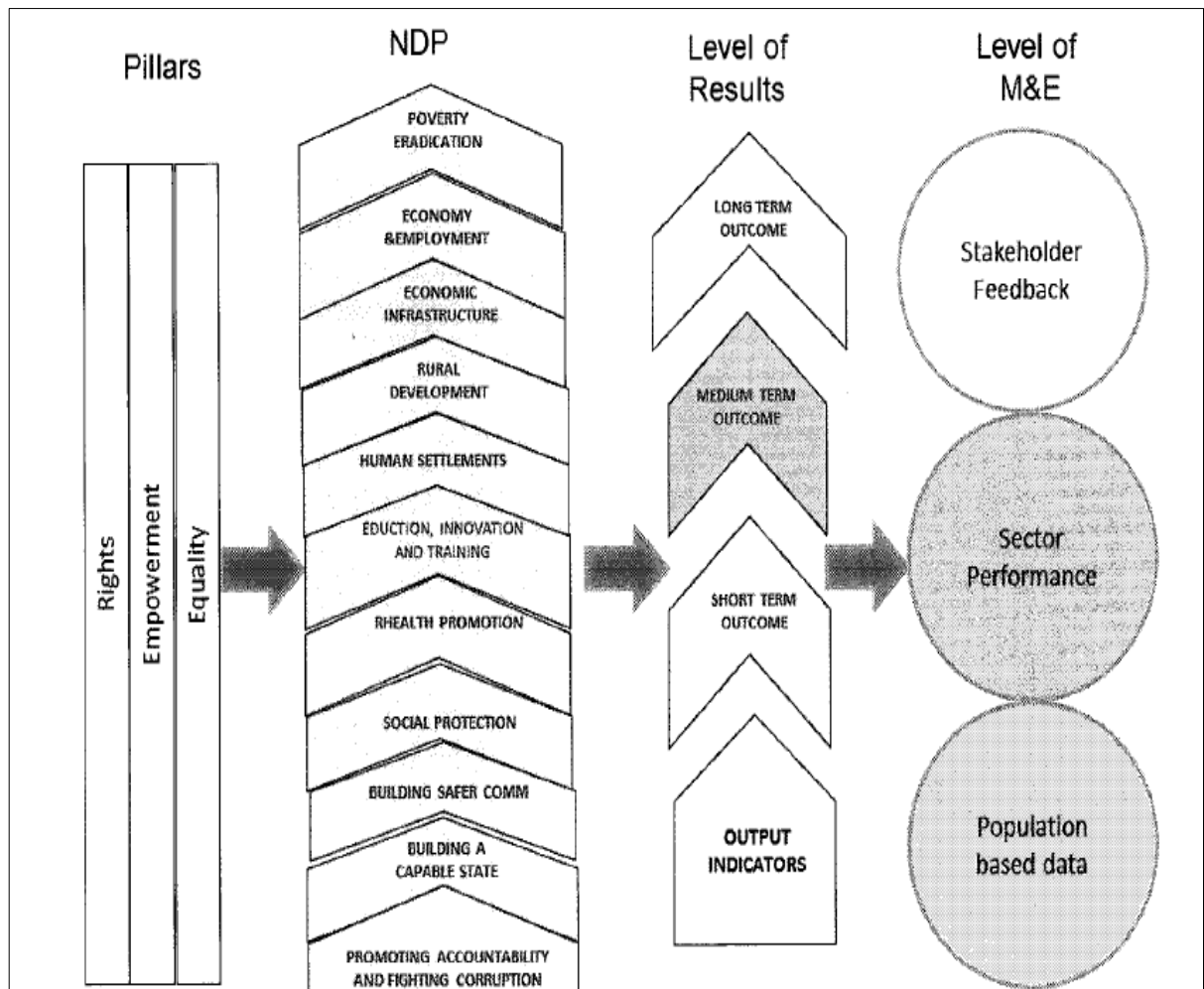


Figure 3.9: Model for the monitoring and evaluation of disability policy in the public service.

Source: South Africa. Department of Social Development, 2016:58)

It is evident in the literature that most of the data for monitoring and evaluation are collected through questionnaires and interviews. However, it is necessary to establish the reasons for the answers provided by the respondents.

3.8 Summary of elements for the integration of PWDs in the public sector labour force

The sections below provide a summary of the elements necessary for integrating PWDs in the public sector, as discussed above.

3.8.1 Disability and language

A key issue that has not received due consideration thus far is the language used to talk about disability. Leshota and Sefotho (2010) studied the implications of the term 'disability' for the transformation in social attitudes that is required. Their study argued for the use of the term 'differently abled' as opposed to disabled (Leshota & Sefotho, 2020:5). The failure to meet targets for disability employment in the public service seems to indicate that certain underlying issues deeply rooted in society are not being fully addressed. There is no doubt that one such issue is that of language. The language associated with disability remains quite negative and at odds with the advocated transformation agenda.

3.8.2 Commitment as compared to compliance

The public service and other organisations in South Africa need to shift from a compliance to a commitment model (Mahomed & Stein, 2017). Such a model will have an organisational culture reflecting the notions of Ubuntu and capacity building as vital for both competitiveness and equity in the workplace (Breakfast & Maart, 2019:3). The failure to attain set targets for the employment of PWDs in the public service can be attributed to the prevalence of compliance and the absence of a commitment to real change. Further research should be undertaken into the level of commitment to disability policy among leaders in public institutions.

3.8.3 Affirmative action

Hermann (2009), cited in Breakfast and Maart (2019:1), notes that affirmative action as a model for transformation and the empowerment of historically marginalised social categories has been rolled out by five countries globally, namely the United States of America (USA), India, Malaysia, Sri Lanka, and South Africa. The Employment Equity Act, No. 55 of 1998 (EEA) was promulgated to address historical imbalances caused by apartheid policies in South Africa. PWDs, as members of a previously disadvantaged group, are expected to benefit from affirmative action policies. All employers, including Public Service departments, must develop employment equity plans that define disability targets within a specific timeframe and implement the plans to meet the targets. While affirmative action sounds necessary and important in bringing equality to the workplace in South Africa, it remains controversial and has encountered problems in implementation. In a literature review of studies on disability in the public service, Mahlangu (2009:65) provides a diagram that summarises the major elements necessary for disability policy implementation (Figure 3.10, below).

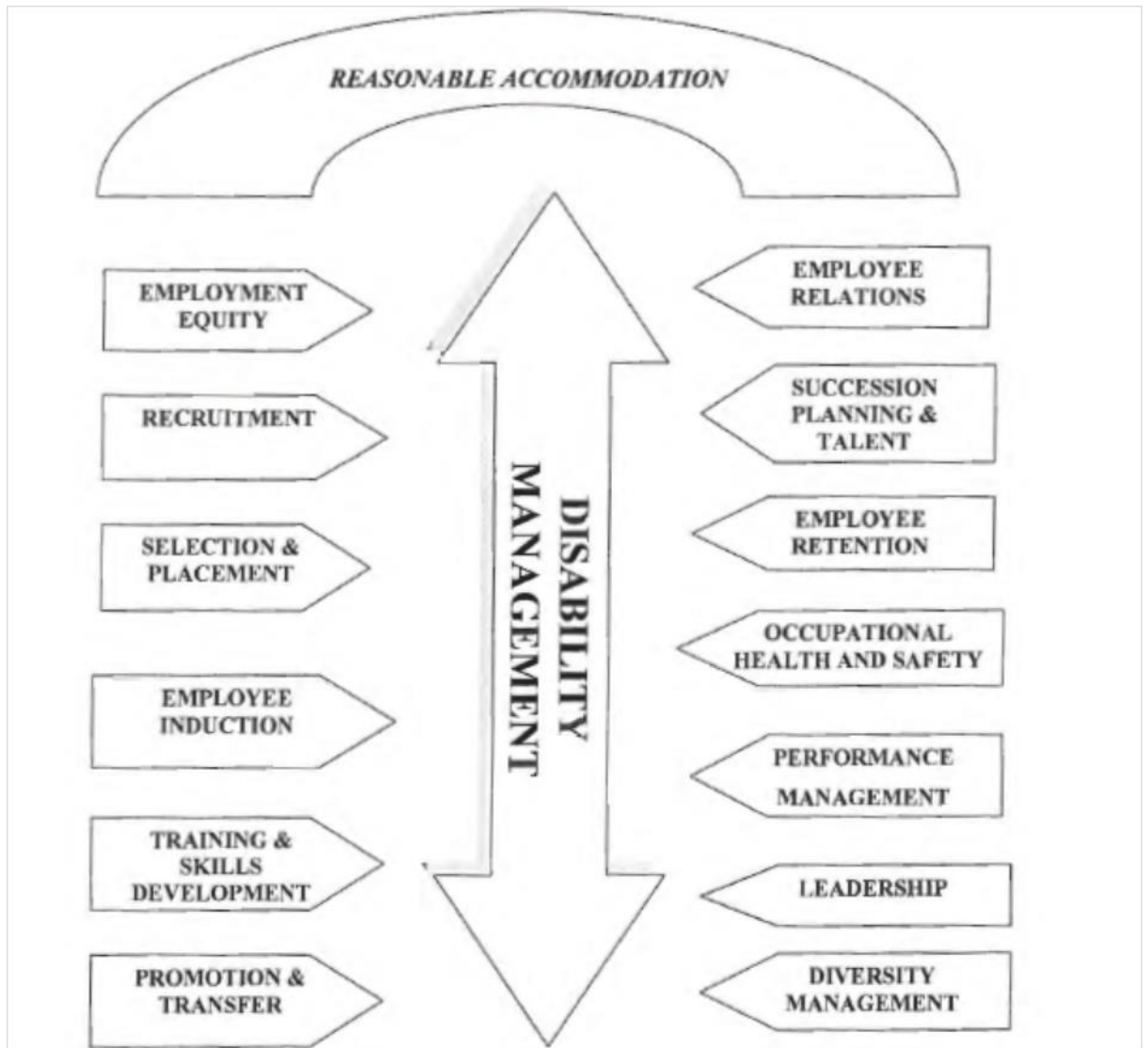


Figure 3.10: Key elements in the implementation of disability legislation
 Source: Mahlangu (2009:65)

As identified by Mahlangu (2009:65), these key elements are essential for consideration in the model for the integration of PWDs in mainstream employment to be provided in due course.

3.9 Summary

The review presented in this chapter has shown that the post-1994 public sector was mandated to address the limitations imposed on justice, equality, and inclusiveness by the apartheid government. That government's principle of separating the races significantly affected PWDs from the black population who lived in remote or marginalised areas. The new South African public service was tasked with implementing wide-ranging changes to address the injustices

of the apartheid government. Promoting the rights of PWDs was an essential aspect of service delivery for the new public sector, as directed by the Constitution. In this chapter, the evaluation of the achievement of employment targets in respect of PWDs has revealed a general lack of success. The chapter has considered HRM in the public service and how it is structured to establish how this might help to account for shortcomings in integrating PWDs into mainstream employment. The chapter explored the need for a strategic HRM approach in government institutions, arguing that such an approach can promote the elimination of discrimination and other barriers to the integration of PWDs.

In the next chapter, the critical imperatives of the study (set out in Table 3.6) are examined pragmatically, to establish a foundation for an empirically based framework for the integration of PWDs in mainstream employment in South Africa. It should be noted that the chapter seeks to find ways of improving current practices and identifying new matters for consideration through interacting with critical players in disability issues.

CHAPTER FOUR

THEORETICAL ELEMENTS FOR A MODEL FOR THE INTEGRATION OF PWDs INTO MAINSTREAM EMPLOYMENT

4.1 Introduction

This chapter focuses on practical steps and strategies that can be used to improve the employment of PWDs in public sector Departments. Earlier, a review of the literature on how disability is conceptualised and the models of disability that have dominated the discourse on disability was presented. The previous chapter focused on disability issues relating to South African public service employment. Three issues can be singled out from these two chapters for further discussion. First, the social model of disability tends to lend itself more readily to improving the general status of PWDs. Secondly, South African legislation on disability covers all the critical concepts of disability as enshrined in the precepts of the World Health Organisation, the United Nations, and the International Labour Organisation. The third issue is the question of compliance with policy and legislation.

The foundations of a model for the integration of PWDs into mainstream employment are provided in this chapter. Theories of minority inclusion are discussed, followed by a look at contemporary issues in disability, such as the Fourth Industrial Revolution and new workplace phenomena and megatrends arising from that revolution. Talent management is also discussed, as well the possible impact of the Covid-19 pandemic on disability matters.

4.2 Disability mainstreaming

In their contribution to the study of international disability issues, Chataika and McKenzie (2016:425) characterise disability mainstreaming as the realisation of disability concerns at all levels of a strategic initiative. Mainstreaming disability in employment thus involves consideration of disability matters at all stages of the employment cycle, including employee recruitment, retention, compensation, development, and termination. In short, disability mainstreaming involves special consideration of issues to do with disability in every aspect of human resource and organisational planning and implementing, monitoring, and evaluating policies. The National Disability Rights Policy for South Africa observes that mainstreaming is: “a strategy for making the concerns and experiences of persons with disabilities an integral dimension of the design, implementation, monitoring and evaluation of policies and

programmes in all political, economic and societal spheres so that persons with disabilities benefit on an equitable basis” (Kamga, 2016:569-570).

As indicated in Chapter One when the research problem was stated, the successful integration of PWDs in mainstream employment has not been fully realised in South Africa. South Africa is not alone in this: many nations, especially developing countries, have not realised their mainstreaming objectives (Mwendwa et al., 2009:663). The WHO (211:237) reports that for many countries, employment rates for PWDs are under those of the whole population, varying from as low as 30% in South Africa and 38% in Japan, to highs of 81% in Switzerland and 92% in Malawi. Available South African sources indicate that the 2% target set for the employment of PWDs has not been achieved. The prevalence of this trend worldwide has recently been confirmed by Bonaccio et al. (2020:137).

4.2.1 Reasons for the failure of disability mainstreaming initiatives

General reasons for the failure to achieve integration targets are frequently suggested. Bonaccio et al. (2020) describe the central inhibiting factor as an underlying set of pessimistic views, beliefs, and positions about the employment-related abilities of PWDs. Mahomed and Stein (2017:17) therefore blame the failure to address the stigma created by these views. Despite concerted attempts to rid society of stigma, it remains a distinctive feature in the South African labour market. Hart et al. (2018:2) agree that stigma is a critical barrier to the attainment of disability targets. The sections that follow attempt a more detailed assessment of some of the main reasons affecting the attainment of disability targets.

4.2.1.1 An unclear definition of disability

The Public Service Commission Assessment (South Africa. PSC, 2008) found that the definition of disability is unclear even though it is provided in legislative instruments. As a result, departments experienced difficulty in identifying persons with disabilities. The definition of disability as a “long-term or recurring physical or mental impairment which substantially limits prospects of entry into or advancement in employment,” as provided by the Employment Equity Act (George & George, 2020), does not dispel concerns about its practical application. In a critical discourse analysis of disability, Grue (2009:308) observes that the term ‘disability’ is ambiguous. Bonaccio et al. (2020:138) argue that some disabilities and impairments are invisible, and employers often underestimate the number of PWDs who can apply for a given job.

It has also been noted that the uncertainty surrounding ‘disability’ and the stigma attached to it means that some people fail to disclose their disability. Many PWDs fail to report their

disabilities and impairments owing to the challenges of acceptance that they face (Jones, 2013:14).

An unclear definition results in a failure to attract as many people as possible from among PWDs. It also fails to modify employment practices across the employment cycle. Managers and employers do not appreciate that many disabilities are not obvious and are effectively invisible. Moreover, some disabilities are episodic, meaning that individuals experience changes in their manifestation and severity over time. As a result, some PWDs tend to conceal their disabilities, fearing negative repercussions on their careers should they disclose them. In the South African context, the Code of Good Practice on the Employment of PWDs (George & George, 2020) clarifies some key elements in the definition of disability. Nevertheless, the definition provided in the Act continues to fail to meet targets. Finally, ambiguity in the definition of disability has been found to affect the assessment of the actual number of PWDs in employment and those out of employment. Employers fail to establish what matters for a person to be classified as a PWD.

4.2.1.2 A lack of employment equity plans

A study by the Public Service Commission on the challenges that public service departments face in implementing disability equity plans established that about forty per cent (40%) of participating departments lacked employment plans (South Africa. Public Service Commission, 2008:41). This situation existed even though the employment Equity Act requires that all designated employers should prepare employment equity plans that show, numerically, the number of people from designated groups who will be recruited. The absence of such equity plans results in inadequate planning for achieving disability equity. The report did not state the reasons for the failure to provide employment plans. This seems to indicate that strategies for absorbing PWDs in mainstream employment ignore certain vital principles. The lack of compliance with this specific requirement of the Employment Equity legislation might imply the existence of some underlying factors in the working culture of the public service that requires investigation. The need to ensure budgetary capacity for the realisation of targets was also provided for in the Public Service Commission Report (2008:42).

Bonaccio et al. (2020:138) report that some managers hold perceptions that PWDs may not fit in with other workers. The solution to this is to improve organisation's culture to accommodate all types of employees. The reluctance to accommodate PWDs could also be attributed to reservations concerning the value of employees with disabilities. Some employers and managers still do not understand and appreciate the value of PWDs and the added value of employing them.

4.2.1.3 Inadequate recruitment and retention strategies are applied

Public institutions continue with normal advertisement practices and thereby exclude potential candidates with disabilities. It has also been found that some public service departments preferred to employ other designated groups rather than PWDs, focusing on the employment of women and black people in general. If the rate of employment of PWDs is to improve, then employers should focus specifically on them. Even though exact reasons for the failure to adopt new employment ethics and practices have not been established, general issues in the literature provide an idea of the likely reasons for the observed scenario. Bonaccio et al. (2020:138) found that a lack of the appropriate skills and proper training to institute accommodative practices and perform the action conducive to the employment of PWDs could result in employers ignoring PWDs in favour of other designated groups. The availability of the skills required to ensure the integration of the PWDs in mainstream employment may require more emphasis. The government may have to ensure the provision of adequate training among officers to ensure that they can perform the actions necessary to integrate PWDs successfully. Engagement with DPOs, as detailed below, can also be crucial in meeting required targets.

4.2.1.4 Failure to link with organisations that represent disabled people

Sing (2012:164) remarks that the major challenge among public service institutions was being able to link up with DPOs in the recruitment process. At the same time, DPOs themselves encountered difficulties in establishing databases for PWDs to facilitate their recruitment. Creating a database required disclosure from PWDs, and issues of discrimination, prejudice and stigmatisation were mentioned as inhibiting factors. It is suggested that links between public service departments and DPOs should be formalised to create predictability in interactions and ensure successful engagement. Bonaccio et al. (2020:138) recommend that employers make an effort to know the various community based DPOs, both in their locality and countrywide, and seek their partnership in dealing with issues concerning PWDs across the employment cycle. For instance, a member of the DPO could be part of an interview panel when PWDs are expected to be involved. PWDs could be linked to employment agencies to facilitate their employment or to non-governmental community-based organisations working to advance the interest of PWDs. The public service needs to foster possible links with such organisations and institutions to ensure that employment equity targets are met.

4.2.1.5 Weak internal rehabilitation strategies

According to the Public Service Commission (South Africa. PSC, 2008:43), rehabilitation applies to persons who acquire some disability during employment. It was found that public service departments had no specific policies or guidelines to ensure employment continuity in

the interests of both themselves and their employees. The WHO (2011:98) notes that rehabilitation can take various forms, including modifying the work environment, providing assistive structures and devices or some form of therapy, to support the continued employment of affected PWDs. The Public Service Commission (South Africa. PSC, 2008:43) observed that in the South African public service, public servants disabled as a result of injuries sustained are not rehabilitated, and their contribution to the public service is lost through early ill-health retirement. This issue deserves attention: the public service cannot earnestly seek to recruit PWDs if it cannot retain those already employed in its departments. There should be management of the retention and the acquisition of PWDs.

4.2.1.6 Failure by disabled people to apply for jobs

Studies such as that of Sing (2012:164) claim that PWDs tend not to apply for posts, either because they are unaware of such opportunities or do not view the public service as an employer of choice. PWDs who did apply for jobs often lacked requisite key qualifications, experience or skills (Sing, 2012:164). Sing explains that public service job advertisements and recruitment procedures were sometimes defective; also, the inaccessibility issue conducted to the perception among PWDs that the public service was not a potential employer. Issues like these call for awareness campaigns to correct societal impressions. Public service departments themselves should demonstrate their commitment to being equal-opportunity employers.

4.2.1.7 Inability to attract talented persons with disability

Talent management as a strategic human resources deliverable envisages attracting and retaining the best talent the marketplace offers. Brewster et al. (2013:160) postulate that for organisations to remain competitive, the management of talented employees is pivotal and that companies need to have workable talent management strategies to meet these objectives. Employees on any level in the organogram can secure the competitive edge that companies always seek. In their 18th annual report for 2017-2018 to the Parliament Portfolio committee in 2019, the Commission for Employment Equity presented statistics that suggest that companies' overall approach to talent management does not explicitly address the appointment of PWDs.

Statistics presented to the South African Parliament Portfolio Committee in 2019 indicate that the representation of persons with disabilities at the unskilled level is 1% of the total workforce. This statistic suggests that talent management strategies within corporate South Africa are deficient in a fundamental requirement of the Employment Equity Act, no. 55 of 1998, which is the incorporation of PWDs into their organisation's workforce profile. Steven Drotter (2016)

has suggested that companies develop a pipeline of talent in their organisations to ensure a flow of talent into vacant positions whenever they crop up. General Electric seems to have gained a competitive edge over its competitors in this regard (Lake, 2020).

The City of Cape Town implemented the “Dial a Ride” in 2005, a transport solution to assist PWDs with getting to their places of work in order to counter the employer argument that barriers to the employment of PWDs included their inability timeously to reach their workplace. The model presented later in this study seeks to ensure that employees have a workable talent management system in place to integrate PWDs into their organisations. The recruitment strategies of organisations also need to be amended to ensure that PWDs are sourced from universities, schools, and VET colleges which in most cases have disability units to assist students with disabilities.

4.2.1.8 Inability to attract suitably qualified and skilled persons with disabilities

The Public Service Commission assessment reported that public service departments found it difficult to attract suitable PWDs with the requisite skills. It was found that the desire to meet equity targets results in competition among organisations. Public service departments claimed that competing with private companies was difficult (Sing, 2012:163). Suitably qualified and skilled potential PWDs were attracted to the private sector, failing to meet targets within the public service. Public service departments should strive to make themselves competitive and attractive to potential PWD recruits who are suitably qualified and experienced.

4.2.1.9 Reluctance to disclose status

Two reasons have been mentioned for jobseekers’ failure to disclose their disabled status: the fear of stigmatisation or victimisation and the virtual invisibility of their disability. More must be done to eliminate discrimination. At the same time, there should be some appreciation that at times disability can be invisible to an employer and can be only understood through disclosure. Organisations also fail to appreciate that disclosing a disability is a personal decision that can be difficult to make, and employers are often ill-prepared to participate in a disclosure discussion that will result in positive long-term outcomes for both parties involved. The impact of this is that disability remains a hidden or secretive issue within the employment cycle. Even when PWDs have been recruited, their disability may remain unknown (Bonaccio et al., 2020:138).

4.2.1.10 Inadequate information management systems

The emphasis on workforce equality appears not to be matched by complementary changes in human resource systems to accommodate employees within the disability category (Sing,

2012:164). When new employees join an organisation such as a public service department, certain information is captured and stored in the form of dossiers or databases. It was found that public service departments did not have an adjusted system that captures pertinent issues relating to disability (Mitra, 2009:513). The fact that disclosure is a problem among PWDs calls for an adjustment of human resource systems to ensure they are disability friendly. Efficient capture and storage of relevant information will make future planning and management of PWDs issues less strenuous.

4.2.1.11 Job hopping within the public service

The assessment by the Public Service Commission (South Africa. PSC, 2008:45) revealed that public service departments were affected by job-hopping involving PWDs. The phenomenon involved the recruitment, training and orientation of PWDs within a department, only for the PWDs to move to another department after being attracted by a better offer. The only way to counter this was for departments to have effective retention strategies to avoid job-hopping by PWDs.

4.2.2 Management implications

It was also found that management faced particular challenges with employing persons with disabilities due to their unique needs that must be accommodated, and the costs associated with this. Managers were less motivated to engage PWDs owing to negative perceptions of the cost of such initiatives. Thus, the cost of sign language interpreters, Braille machines, hearing aids and other assistive devices was found to impact the advancement of recruitment initiatives for PWDs. Departments also mentioned the restructuring of the workplace and other additives required to ensure the proper accommodation of PWDs in the workplace (Gida & Ortlep, 2012:147). Generally speaking, there is poor accessibility for persons with disabilities regarding buildings and workplace ergonomics. Gida and Ortlep (2007:144) found that many employers in the private sector had made infrastructural modifications to accommodate PWDs but could not establish whether this was for mere legal compliance or a genuine commitment to the employment of PWDs.

The inherent “cost implications” of appointing persons with disabilities is a great challenge as most departments do not have adequate financial resources to cater for the needs of PWDs within the workplace. Bonaccio et al. (2020:138) noted that some organisations perform a wrong-headed cost-benefit analyses on employing PWDs. Some employers and managers believe that the productivity benefits associated with the employment of PWDs might not be enough to justify the costs to the business.

4.2.2.1 The marginalisation of PWDs by management

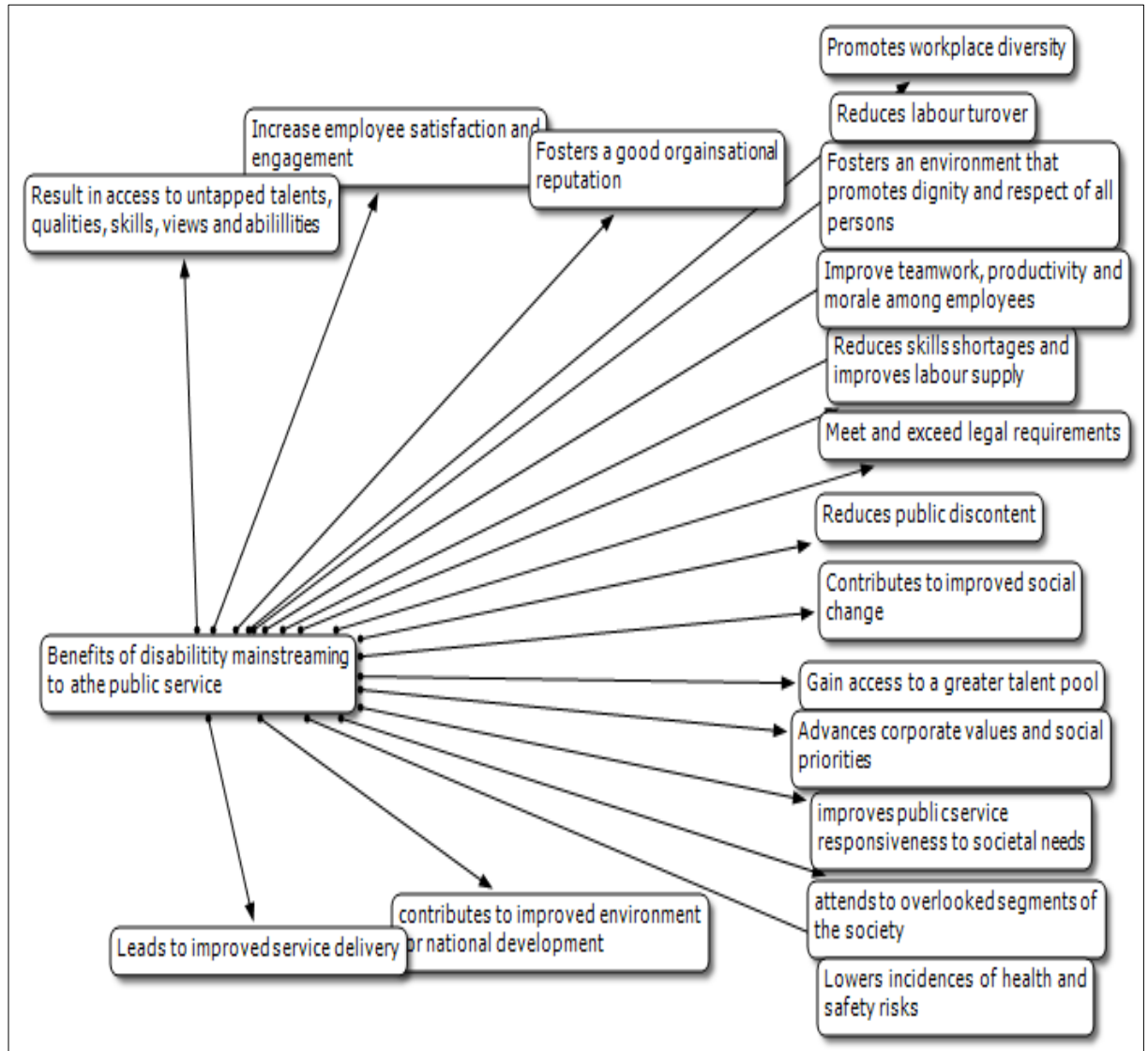
A further observation was that PWDs were marginalised by management by not being included in management decisions and denied access to management meetings (Maja et al., 2011:28). If the integration of PWDs into mainstream employment is to be successful, then organisation-wide changes should be implemented to ensure that the PWDs are satisfied in their jobs.

4.2.3 Expected benefits of mainstreaming

The challenges discussed in the preceding paragraphs necessitate ascertaining and affirming the actual benefits of employing PWDs. Maja et al. (2011:28) report that some organisations in South Africa include the employment of PWDs as part of an overall organisational strategy to enhance profitability and business success. The achievement of equity targets was found to improve the image of an organisation by being attractive to ethically oriented customers (Maja et al., 2011:29). Managers who worked hard to make the organisational environment more accommodating to PWDs were rewarded in that their efforts resulted in organisation-wide improvement. According to Gida and Ortlep (2007:147), the benefits associated with the employment of PWDs include positive perceptions that the company is socially responsible and that PWDs tend to be highly productive and committed.

The Global Compact Guide for Business on the rights of persons with disabilities suggests several benefits associated with the employment of PWDs, some of which are relevant to the South African public service, as noted by McCallum (2020). These are presented in Figure 4.1.

Figure 4.1: Benefits of integrating persons with disabilities in mainstream employment



Source: Author's construction

4.2.4 Disability mainstreaming ideology

Scholars see disability mainstreaming in terms of several paradigms that range from a micro to macro level focus. Naraiian (2020) claims that disability can be viewed from humanist and post-humanist perspectives, while Goodley et al. (2019) note that the need to transform the status of PWDs has led to the emergence of critical theories of disability that are interdisciplinary and transformative. For example, Mwendwa et al. (2009) argue that disability should be considered within the overall context of poverty reduction and development policies; in other words, disability should be conceptualised from the viewpoint of national development. These perspectives make it imperative for a government to adopt a particular way of conceptualising disability to ensure any programme's success.

As mentioned in Chapter One, the present study seeks to offer a model for mainstreaming PWDs that is appropriate and suitable for the South African environment. It was established in the previous chapters that South Africa has adopted various disability protocols at national, regional and local levels. Compliance with vital international ratifications emphasises disability mainstreaming. The model for disability mainstreaming that is to be suggested in the present study takes this into account, together with current South African disability policy, legislation, and best practice.

Additionally, commitment to the disability agenda seems to be a logical element in disability mainstreaming, as does the moral or ethical element, which has received little attention. In this section these three key elements for disability mainstreaming are considered in detail, starting with the key aspect of compliance. Naraian (2020:1) observes that mainstreaming and inclusion have always been a humanist issue. This study aims to strengthen this position by using the social model of disability.

4.3 Compliance and implementation

Compliance is a crucial component in realising the goals of disability policy and legislation. The problem of compliance with disability legislation has been observed and discussed (Sing, 2012:134). The point of departure should remain generally accepted principles and guidelines informed by pronouncements by the WHO, UN, ILO, and regional bodies. South Africa has ratified several policies on disability from the WHO, UN and ILO and has crafted them into legislation for implementation in South Africa. This way, internationally recognised best practices are ready for implementation (Gida & Ortlep, 2004). The question of compliance is the next step, which will be considered from the viewpoint of the social model of disability.

4.3.1 The socio-economic theory of compliance

In their seminal paper on regulatory compliance, Sutinen and Kuperan (1999:174) identify variables that can be used to ensure regulatory compliance: (1) tools of deterrence like sanctions (including questions of certainty and severity); and (2) moral obligations and social influence. More recently, Celis (2018:89) has hypothesised the influence of individual and organisational commitment influence regulatory compliance. The use of sanctions to ensure compliance with regulations can be regarded as an essential element of traditional compliance theory. The recognition of moral and social obligations and the use of commitment to ensure compliance are more contemporary approaches to the topic. Here, the notion that mainstreaming PWDs should begin with legal compliance will be pursued.

Sutinen and Kuperan (1999:174) emphasise that achieving policies and regulations through enforcement is costly and that it is better to ensure compliance through other mechanisms. They argue that policy achievement is best attained through the notion that policy implementers are rational, and that intrinsic and extrinsic motivators must be considered.

In the study by Celis (2018) based on research in the Philippines, organisational commitment was found to be an important mediating variable among moral factors that influence legal compliance. Celis (2018) observed that whereas the use of sanctions to enforce compliance risks evasion through bribery, socio-economic theory offers another dimension to legal compliance by taking account of cognitive and social learning theory. The cognitive theory insists that legal compliance is a function of the moral development of an individual. Celis (2018:94) investigated the role of organisational commitment in influencing compliance from the perspective of socio-economic theory and found that organisational commitment influences the level of regulatory compliance.

The conceptualisation of organisational commitment was advanced significantly by the work of Meyer & Allen (1991:40), who distinguished among the critical components of emotional attachment (identification with and involvement in the organisation), continuance commitment (perceived cost associated with the organisation), and normative commitment (perceived obligation to remain with the organisation).

Figure 4.2 presents the socio-economic model of legal compliance, which this study applies in its analysis. It also considers Celis's (2018) study on the role of organisational commitment in influencing compliance by stimulating the motivation to contribute to achieving desired legislative outcomes.

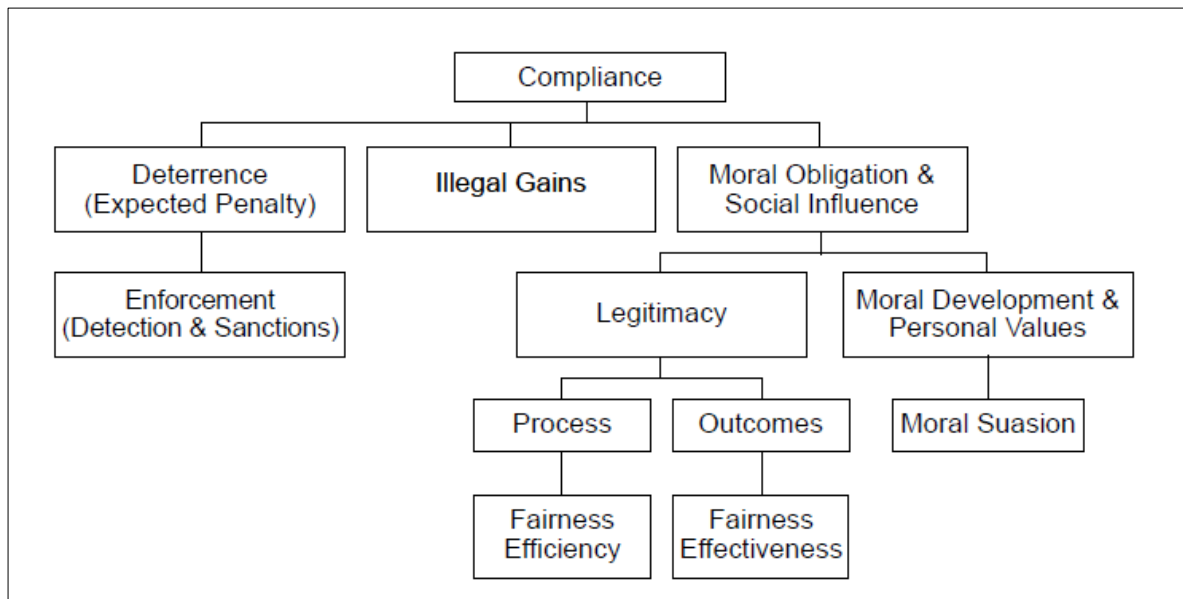


Figure 4.2: The socio-economic model of compliance
Source: Kunen and Kuperan (1999:183)

Compliance theory provides important concepts for identifying reasons for the failure to achieve targets in the mainstreaming of PWDs in the labour arena. Main et al. (2016) refer to policy implementation as a ‘science.’ Implementation science is a new field of research that is driven by reports of policy failure and non-achievement of policy targets as recorded in various disciplines, including politics and medicine, as well as in organisational and management fields. Main et al. (2016:451) propose a four-phase policy implementation model as follows: Phase 1 –Exploration, Phase 2 – Adoption, Phase 3 – Active implementation and Phase 4 – Sustainment of the interventions. These ideas are worth considering in the context of disability policy and legislation and will be incorporated into the model for the integration of PWDs into mainstream employment, which is the final goal of this study.

4.3.2 Deterrence and compliance penalties

Compliance theory and implementation science are valuable points of reference in the present context (Sutinen & Kuperan, 1999; Main et al., 2016). The sanction of fines and penalties has always been associated with implementing national policies and legislation. But in the public service, the use of penalties, charges, and fines for lack of compliance tarnishes the image of government (Sing, 2012). Government, as the formulator of policies, should also be a good implementer. To rely on sanctions to ensure the accomplishment of disability targets may not be the ideal way to go.

4.3.3 Moral obligations and moral influence

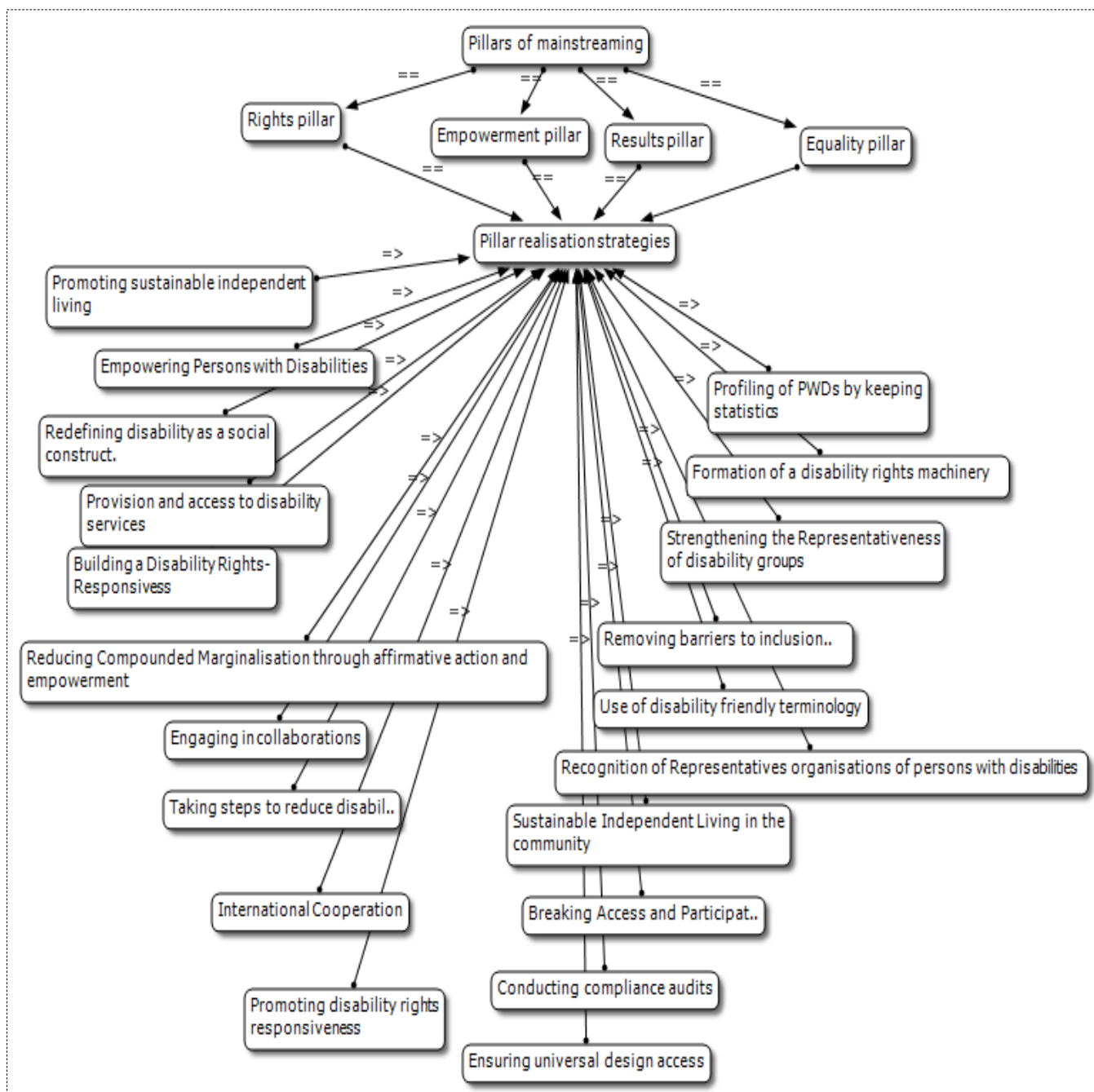
The moral, ethical and social dimensions of disability deserve careful analysis. Sutinen and Kuperan (1999:178) argue for the role of morality in policy compliance after observing that one may do something because it is the 'right thing' to do even if there are benefits associated with non-compliance. A sense of morality induces an inner motivation to do something generally viewed as good by society. So far, compliance policy has been mainly discussed in terms of the authoritative power that the government has over its departments and associated expectations of performance. Little attention has been paid to the intrinsic drive that implementers of policies ought to possess to ensure their success. It should be recalled that in one of the previous sections of this chapter, the benefits of employing PWDs were described. It may be argued that the 'right thing to do' is right for the organisation, the people, the community, the government, and all other stakeholders.

When the moral precepts of compliance are considered, essential elements in the employment relationship are foregrounded. These include the salience of values, legitimacy, moral development, and fairness in discharging duties within the employment relationship and service delivery. Any analysis of the employment of PWDs in the public service has to factor in the ethical principles of compliance. This argument is essential for the interpretation of the model for the integration of PWDs provided in this study.

4.4 Pillars for the integration of PWDs

Figure 4.3 below portrays the pillars of disability mainstreaming and the specific activities associated with these. These pillars are included in the South African disability legislation and are intended to guide the employment of PWDs. The 'rights' pillar is largely dictated by legislation which sees employment as a right for all South Africans. On the other hand, the 'empowerment' pillar is based on the need to capacitate PWDs to participate fully in the labour market and national development. In doing this, the 'results' pillar expects targets to be set and frequently reported on. The employment of PWDs is also expected to be hinged on 'equality' among all who live in South Africa, as enshrined in its Constitution.

Figure 4.3: General pillars of disability mainstreaming in South Africa



Source: Author's adaptation of Department of Social Development (South Africa, 2015)

The pillar of rights has been a key policy frontier for integrating PWDs in mainstream legislation, as it is founded in the South African Constitution itself. It constitutes a critical element of compliance. But arguably, the rights pillar can only be fully realised in conjunction with other variables mentioned above, including commitment and morality.

Weller (2016) has commented on the complexity of Article 12 of the CRPD in advancing "equal recognition before the law." The argument for equality before the law forms the basis of the rights movement. But Weller (2016) notes that equal recognition before the law can only be

fully realised if the philosophy and moral principles upon which these lies are emphasised. In the following sections, the rights pillar will be analysed within the employment laws of South Africa and within the specific functions of human resources management that cover the entry, development and exit functions of PWDs in the workplace.

4.4.1 The right to a discrimination-free workplace

The right to a discrimination-free workplace is enshrined in the Employment Equity Act, 1998, 2(6) as follows:

No person may unfairly discriminate, directly or indirectly, against any employee, in any employment policy or practice, on one or more grounds, including race, gender, sex, pregnancy, marital status, family responsibility, ethnic or social origin, colour, sexual orientation, age, disability, religion, HIV status, conscience, belief, political opinion, culture, language and birth.

Even though the Employment Equity Act guarantees the right to a discrimination-free workplace, compliance has been a problem, as witnessed by the low levels of PWDs successfully integrated into the workforce (Sing,2012).

4.4.2 Specific actions for securing the right to a discrimination-free workplace

To promote the rights of PWDs in the workplace, certain factors need to be enriched in favour of accommodation and inclusiveness and removing all barriers. As mentioned earlier, compliance theory argues for the importance of morality and commitment to the principle of inclusiveness if compliance initiatives are to be successful. The Global Compact Guide for Business on the rights of persons with disabilities (2017:21) provides guidelines for ensuring the fair recruitment of PWDs. It also offers guidance on promoting the right of PWDs to fair labour practices. These measures are essential to guaranteeing equal opportunities for all in the employment relationship.

4.4.2.1 Awareness and training of human resources personnel on the rights of persons with disabilities

The provision of awareness training on the rights of persons with disabilities to staff involved in the recruitment process can take the form of stand-alone training, or form part of a more comprehensive training initiative. This should cover diversity, inclusion, anti-stigma sensitisation and unconscious bias detection.

Such an initiative is in line with Main et al. (2016:451), whose 'implementation science' proposes a phased approach to the implementation of policy and strategy. Phase One,

described as Exploration, involves developing an awareness of an issue of interest. This takes account of the issue's contexts inside and outside of the organisation, and will involve rolling out campaigns, workshops, meetings, and forums in as many areas as possible to create the awareness required.

Main et al. (2016:451) also suggest that during this process attention be paid to the historical context of PWDs in the public service and South African society at large. This clearly demonstrates the need for comprehensiveness in the approach. All participants in the awareness campaign should come to understand that the integration of PWDs in mainstream employment is 'the right thing to do.' The concept of morality as outlined in Stilwell & Galvin (2022:73) should start to coalesce and solidify in participants' consciousness.

It can be argued that in South Africa this stage is essential, but that more must be done to improve the situation. This is the foundation on which the successful integration of PWDs into mainstream employment can be based. Specific resources, both financial and non-financial, are required to ensure the success of this stage of the process. The absence or shortage of resources may limit the success of conscientisation, especially in developing countries with constrained budgets (Bonaccio et al., 2020).

Another element in creating awareness during this phase is the inclusion of PWDs themselves in driving the campaigns and leading training and workshops. This will help ensure that the suitable approaches are emphasised, and the intended objectives are achieved.

4.4.2.2 Inclusive advertisements

The Global Compact Guide for Business on the rights of persons with disabilities (2017:21) explains that inclusivity in advertising involves highlighting in all job advertisements that the organisation is an equal opportunity/inclusive employer that welcomes applications from all groups of society. That reasonable adjustment can be provided, if needed, during the recruitment process as well as during employment. This suggests publicising the organisation's commitment to the recruitment of PWDs. It is a stage that Main et al. (2016:451) describe as the adoption stage. It involves putting into practice the policy to start realising the requisite targets. This is a phase of innovation and change. The organisation commits to adopting new standards and practices that advance the desired policies.

Job advertisements represent a key element in the recruitment process and a clear statement of inclusiveness will serve to invite PWDs and encourage them to apply. Of course, a fair and inclusive recruitment statement in job advertisements is not an end in itself but just part of a

process. Commitment to the principles involved must be evidenced in the stages of the recruitment process that follow.

Talent management is an important element in securing a broad base of job applicants. Talent management itself involves talent acquisition, talent retention and talent development. It was mentioned earlier that one of the benefits of creating an inclusive workplace is the development of a deep talent pool. Meyers and Van Woerkom, cited in Van Zyl et al. (2017:2), describe talent management as the systematic implementation of human resource management (HRM) practices to attract, identify, develop, and retain individuals who are considered to be talented. The recruitment of PWDs should be located within the field of talent management to determine that suitably qualified PWDs who possess the talent to perform are not discriminated against. Ensuring job advertisements are not discriminatory is a key element in acquiring relevant talent from among PWDs (Schur et al., 2017:482).

4.4.2.3 Accommodative practices during the recruitment process

The Global Compact Guide for Business on the rights of persons with disabilities (2017:21), recommends that employers ensure that candidates with disabilities are provided with reasonable accommodation, if needed, during the recruitment process. This involves asking job applicants to indicate the need for any such accommodation. Bonaccio et al. (2020:137) argue that the employment relationship exists in the form of an employment cycle and that throughout the cycle, there should be processes for the accommodation of PWDs. Accommodation entails a broad appreciation of the nature of the disability, including the recognition that many PWDs do not reveal their disability or do not regard it as sufficiently serious to warrant mention.

As already noted, disability can be a variable condition which changes over time. It can disappear and reappear episodically. Therefore, it is important for recruiters to be sensitive to disability in its various categories and ensure that PWDs are reasonably accommodated in the employment relationship (Bonaccio et al., 2020:137). Figure 4.4 shows an illustration provided in Bonaccio et al. (2020:137) of the employment cycle and the various disability issues that concern to the accommodation of PWDs during the various phases of the cycle.

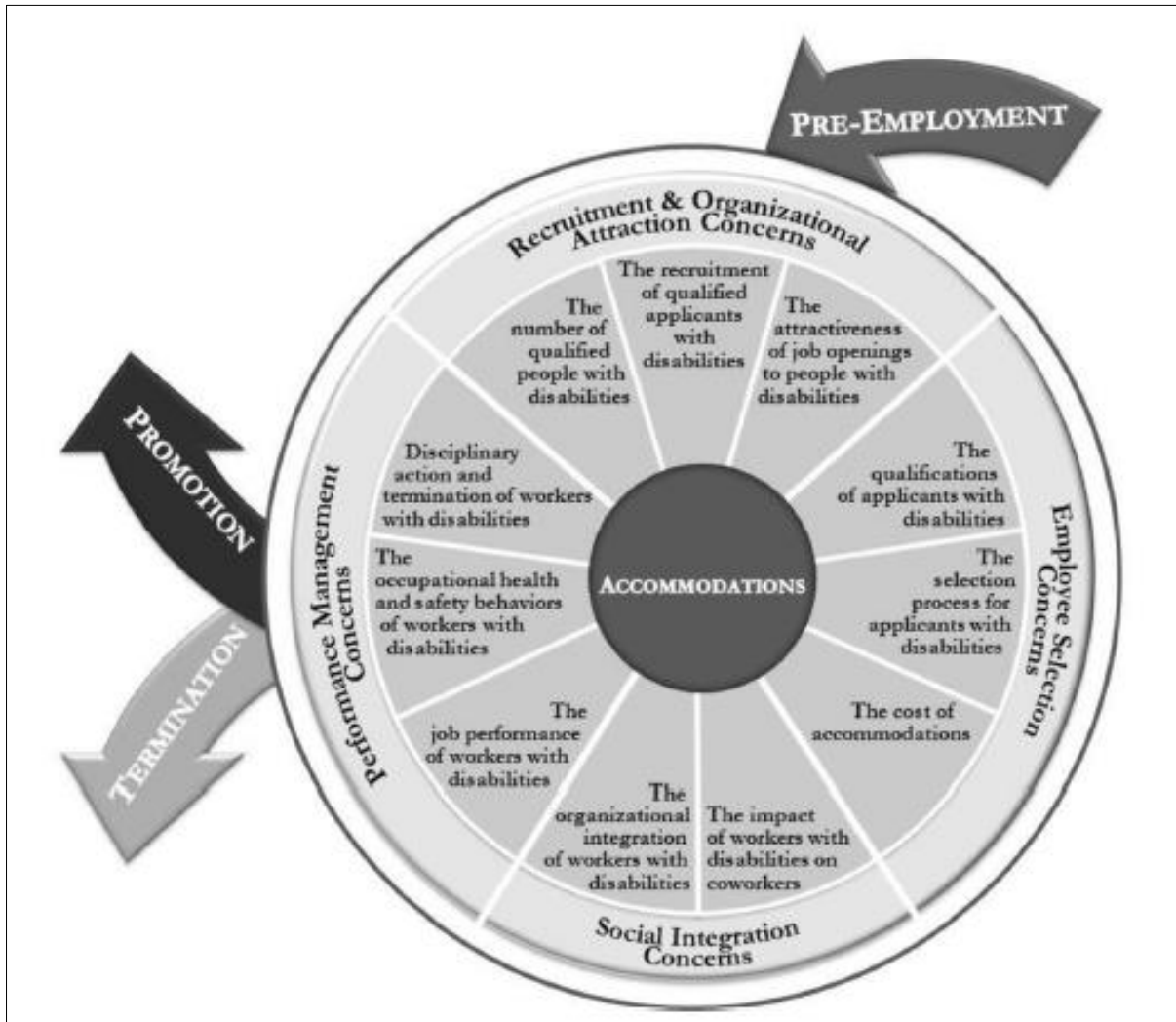


Figure 4.4 The employment cycle and the need for accommodation in various employment practices

Source: Bonaccio et al.,2020:137

Bonaccio et al. (2020:141) observe that PWDs constitute a greatly underutilised talent pool for various reasons. For example, using web-based platforms to advertise jobs may be exclusionary as some PWDs may not have access to online portals or may possess a disability that inhibits access to online material. Bonaccio et al. (2020:141) suggest that guaranteeing inclusivity in job opportunities will involve linking up with relevant community groups and institutions to ensure that the correct information on vacancies reaches job seekers among PWDs. Recruitment and placement agencies targeting PWDs can be approached, as well as PWD organisations. This aspect is essential to implementing the model provided in this study.

4.5 Guidelines for the employment of PWDs

Table 4.1 below provides some guidelines that organisations such as public service departments can take into consideration for the effective integration of PWDs into mainstream employment.

Table 4.1: Guidelines for the integration of PWDs into employment

Guidelines for the employment of PWDs	
<p>To ensure a recruitment process free of discrimination:</p>	<p>Provide awareness training on the rights of persons with disabilities to staff involved in the recruitment process. This can take the form of a stand-alone training or be part of broader training, covering diversity, inclusion, anti-stigma and unconscious bias.</p> <p>Highlight in all job advertisements that the company is an equal opportunity/inclusive employer that welcomes applications from all groups of society and that reasonable adjustments can be provided, if needed, during the recruitment process and during employment.</p> <p>Ensure that candidates with disabilities are provided with reasonable accommodation, if needed, during the recruitment process. This includes asking job candidates to indicate the need for any such accommodation. Unless strictly needed because of the job requirements, avoid pre-selection medical testing.</p> <p>If the company is using online recruitment, ensure that the system is accessible to PWDs, particularly people using screen-readers.</p> <p>Adopt and implement a recruitment strategy that targets explicitly hiring persons with disabilities, as well as partnering and engaging with other organisations that help and support persons with disabilities facing employment barriers to finding a job.</p> <p>If the company is outsourcing its recruitment process to a third party, ensure that this third party complies with the measures mentioned above.</p> <p>If the company uses apprentices, interns or similar work practice schemes, ensure that these schemes also include persons with disabilities.</p>
<p>To promote an accessible working environment</p>	<p>Provide reasonable accommodations for employees with disabilities in the workplace, if needed. Information on this should be made available to all staff and be part of any new staff induction training.</p> <p>Based on an assessment (for instance, through an accessibility audit) of existing barriers in the form of premises, websites, IT systems, emergency evacuation procedures, and implement an accessibility plan to gradually eliminate the current barriers. Involve staff members with disabilities in this process and in identifying priority actions.</p> <p>Ensure that internal and subcontracted facility management staff comply with accessibility requirements, that all new company premises meet relevant accessibility requirements, and that any changes to current premises are also used to improve accessibility.</p> <p>Ensure that accessibility needs are included as part of the company's procurement processes, for instance, when purchasing IT equipment, furniture or software.</p>

<p>To promote a healthy, safe and stigma-free working environment:</p>	<p>Ensure that any company policies to prevent all types of violence and harassment in the workplace are inclusive of staff with disabilities, including introducing grievance policies for employees to raise concerns. Ensure complete confidentiality of any medical information disclosed by the employee requesting a reasonable adjustment. Consider specific measures for staff with disabilities in health and safety plans and workplace emergency and evaluation plans. Raise awareness of the rights of persons with disabilities as ad hoc initiatives or preferably as part of broader diversity and inclusion and anti-stigma initiatives. Promote actions to facilitate work-life balance for all employees, such as teleworking, flexible organisation of work, and other measures that facilitate the rationalisation of working hours and the conciliation of personal, family, and professional life. If the company uses confidential staff satisfaction surveys or other kinds of similar surveys, determine the relative level of satisfaction of staff with disabilities compared to other staff, also disaggregated by sex.</p>
<p>To promote equal opportunities for persons with disabilities for career development:</p>	<p>Provide, if needed, reasonable adjustments to staff with disabilities taking part in staff training, whether provided by the company or outsourced to a third party. Provide training on unconscious bias to all staff in decision-making roles and the human resources department.</p>
<p>To guarantee job retention and return to work for people who develop a disability:</p>	<p>Implement disability management programmes (also referred to as absence management) which allow early identification of staff members who are developing a disability. Provide, if needed, reasonable adjustments to allow staff members who have developed a disability to stay at work. Provide support, including through reasonable adjustments, to staff with disabilities returning to work after a period of rehabilitation.</p>
<p>To help implement the above measures, companies may wish to seek advice, both internally as well as externally, from the following:</p>	<p>Employee networks (also called employee resource groups) of persons with disabilities and other employees committed to disability inclusion. Organisations of persons with disabilities. Their support can include, among others, awareness training on the rights of persons with disabilities for company staff, undertaking accessibility audits, job matching or job training for persons with disabilities who so require. Networks of companies committed to promoting disability inclusion and supporting and learning from each other, such as business and disability networks, universities, vocational training centres and other training institutions that may have students with disabilities searching for jobs or internship/apprenticeship opportunities.</p>

The Global Compact Guide for Business on the rights of persons with disabilities as stated by McCallum (2020:13).

In addition to the recommendations set out in Table 4.1, the South Africa Board of People Practice (2017:21) provides a complementary set of guidelines for the employment of PWDs in mainstream employment outlined in Table 4.2.

Table 4.2: South African Board of People Practice guidelines for the employment of PWDs

Guidelines for the employment of PWDs
Contacting organisations of PWDs to ensure that they get enough qualified and experienced persons with disabilities
Compiling a database of potential candidates with disabilities from institutions of higher and further learning
Developing means and creating an enabling environment for employees with non-visible disabilities to disclose. Further to that, HR needs to be more proactive and involved in the dealing with issues around PWDs by doing the following:
Drive their talent strategies to incorporate PWDs.
Recruit PWDs and practise fair and equal opportunities.
Understand the needs and requirements of PWDs, and advise leadership on costs, risks, and policy.
Through programmes and awareness campaigns, create a culture of acceptance, tolerance, and respect.
Drive a wellness strategy incorporating “disability issues”, as any employee can become disabled in the future.
Create policies/guidelines that speak and comply with legislation like the Employment Equity Act no. 55, of 1998, and its Code of Good Practice on key aspects of disability in the workplace. Communicate with them to the organisation frequently.
Know your statistics. Disability is a genuine issue; it impacts all races of our population. Understand the statistics and plan your strategy to support the employment of PWDs, especially females. This will bring the unemployment rate down and assist PWDs in supporting their families.
Ensure that the training provided includes the requirements of PWDs.
Comply with legislation and add the “heart factor” to it. HR needs to understand the struggle of PWDs and support them when they are employees. Understand the challenges and difficulties, and drive employee support around the issue.
Create a mentorship programme where a person with a disability has the support system to grow within the company.
Ensure pay equality and fairness.
Have a solid disability policy and claims process in place.
Build a disability-friendly environment.
Ensure all policies, processes and guidelines are fluid, accessible and friendly to PWDs.
HR Managers should enrol for the Diploma in Disability Employment Practice accredited by the SABPP.

Source: McCallum (2020)

4.6 Tailored interventions for the employment of persons with disabilities

The literature suggests the tailored interventions below as essential for the integration of PWDs.

4.6.1 Quotas

Some countries use quota systems to promote the employment of PWDs. In South Africa, government departments and state bodies are subject to a quota system that requires at least 2% of the workforce to be PWDs. Some countries impose fines and penalties for the failure to

meet quota targets. However, South Africa has not enforced any sanctions on the grounds that the underlying principle is not punitive but based on ethical precepts (WHO, 2011:242).

4.6.2 Incentives to employers

The WHO (2011:242) observes that where incentives are available for the employment of PWDs, an improvement is likely to be registered. Departments within the South African public are subject to an equity rating but may benefit from some form of incentive to ensure compliance. In addition, the government might create a distinct institution or board that seeks to support employers to enable them to offer reasonable accommodation to PWDs. This may include removing taxes or other forms of financial provision (McMahon, 2012).

4.6.3 Supported employment

These are instances when PWDs who lack the complete skills, knowledge or competencies required for specific jobs are employed on a supported basis. In other words, they are offered work within the confines of various modes of support and training to ensure that they learn to perform effectively. The government could help by setting up structures specifically to support its various departments to ensure that PWDs are employed (Bonaccio et al., 2020:136).

4.6.4 Sheltered employment

Sheltered employment might be made available through the design of specialised work environments and facilities where PWDs can work more easily than in the open labour market. No clear such initiatives exist in the South African labour market. The public service needs to consider employing such an initiative to boost the employment of PWDs (WHO, 2011; Bonaccio et al., 2020)

4.6.5 Employment agencies

Employment agencies for PWDs can be of enormous use, provided employers can link and coordinate regularly with such agencies (WHO, 2011). It is therefore essential for the model that in this study to include the utilisation of employment agencies.

4.6.6 The Fourth Industrial Revolution and disability

The shifts in the technological landscape that characterise today's societies have presented some opportunities for improving the state of PWDs. Technology offers opportunities for assistive devices and infrastructure necessary for enhancing the employment of PWDs (Cunningham, 2018:32).

The WHO (2011:137) notes that most PWDs need assistance and support, though their needs are often not met. For example, sign interpreters, assistance with mobility and other support tools are necessary for PWDs. The WHO (2011:138) observes that PWDs obtain most of their support and assistance from family members and friends. This situation has implications for the workplace, given that family members and friends may often not be allowed to enter the workplace. It then becomes a necessity for co-workers to be available to offer all the support and assistance required. The notion that fellow workers should stand in for family and friends is fundamental to the framework for the integration of PWDs in the workplace that this study presents' require significant support, but several barriers to the provision of support have been identified (McMahon, 2012:4). Some of these are discussed below.

4.6.7 Lack of funding

Funding relates to the provision of the finance necessary to acquire other resources needed to aid and support PWDs. Government should allocate financial resources exclusively for the employment of PWDs, for use in two ways. Organisations require funding both to remunerate support staff and to acquire the necessary assistive and support devices. The WHO (2011:144) recommends that governments should budget for these purposes.

4.6.8 Lack of adequate human resources

As revealed in Sivathanu & Pillai (2018), traditional HRM is an important function that deals with all matters in the employment cycle, from employee recruitment up to exit. It is the responsibility of HRM to engage in many strategic roles to support and ensure the welfare of people in organisations. PWDs require support and assistance to contribute effectively to organisational success. The need for support and assistance may require the availability of aides and personnel to ensure that the work environment is accommodative to PWDs. The WHO (2011:144) notes that where there are support workers, they are often immigrants who are hired to act as aides to PWDs. These immigrant aides tend to be paid little and can be subjected to exploitation, getting less recognition and respect than other employees. But they do perform a useful service. In the South African public service, there is no such support scheme. The public service does not make provision for simple aides, owing to its organisational structure, which is rigid and characterised by bureaucracy.

4.6.9 Inappropriate services and institutional frameworks

Within the public service, there is a need to create structures and institutions within departments to cater for the needs of PWDs, so as to attract and retain them.

The world has entered the Fourth Industrial Revolution (4IR), a phase characterised by the wide use of technologies (Berg et al., 2018:1). Major disruptive technologies associated with

the 4IR include artificial intelligence, robotics, 3D printing, digital work platforms and new computing technologies (Schwab, 2016:10). The role of assistive technologies in encouraging the inclusion and integration of PWDs in the workplace is a new area of research development. Mji and Edusei (2019) reflected on papers presented at the African Network for Evidence-to-Action in Disability (AfriNEAD) conference, which focused on assistive technologies in Africa. The main themes to emerge are presented in Table 4.3 below.

Table 4.3: Themes for the development of assistive technologies for persons with disabilities

Governments should play a role in enabling universal access to essential and affordable assistive devices for PWDs to access and participate optimally in various roles.
There is a need for affordable assistive devices, for example, government subsidies, production of low-cost devices; devices must be readily available and accepted and appreciated by local people.
Governments and other relevant sectors need to consider the means by which persons with disabilities may be assisted in purchasing and repair assistive devices at an affordable cost.
There is a need for legislation to increase access to assistive technologies like, for example, the Assistive Technology Act programmes in the United States.
There is a need to address the high cost of imported assistive devices and wheelchairs that come via donations, as they are not appropriate and not appreciated by the recipients.
There is a need for strategies to improve communication and information dissemination between caregivers and professionals and to link assistive technology users with suppliers or providers.
There is a need for a database or directory of assistive technology suppliers and support networks to increase general awareness of assistive technologies among a diverse range of stakeholders and build linkages between private and public sectors.
Access to assistive technologies for people with intellectual disabilities needs to be improved.
There is a need for more research to determine the role of assistive technology in disability-inclusive development in Africa.

Source: adapted from Mji & Edusei (2019)

4.7 Conceptual framework

Based on the review conducted in this and the previous two chapters, the conceptual framework illustrated below is offered (Figure 4.5). The framework relies on the argument that certain barriers must be overcome to successfully integrate PWDs into mainstream employment.

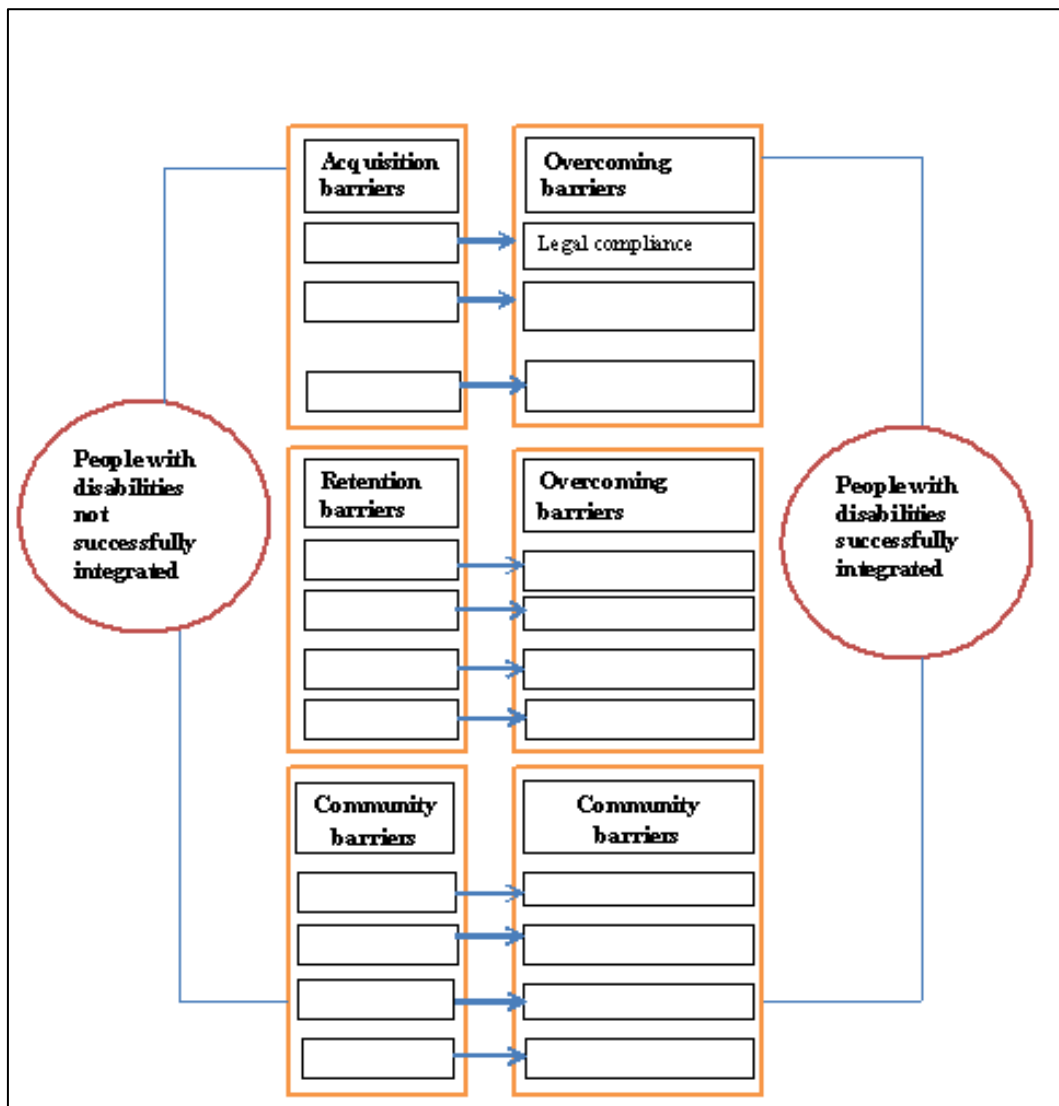


Figure 4.5: Conceptual framework
Source: Author's construction

4.8 Summary

The review conducted in this Chapter has demonstrated that more needs to be done if PWDs are to be successfully integrated into mainstream employment. It is evident that equality legislation and policies are only an initial step in this process. The practicalities of making workplace inclusion a reality demand the cooperation and commitment of a wide spectrum of stakeholders and role players. The chapter has also enabled the construction of a conceptual framework for the study, which will be refined through the collection and analysis of empirical data.

Chapter Four considered the foundations for a model for integrating PWDs into mainstream employment by developing literature or theoretically based conceptual elements of the integrative workplace model. It aimed to point to the essential elements from the literature that

appeared relevant for data collection and data analysis. The Chapter pointed to the possible theories that can be applied in minority inclusion as well as a look at contemporary issues in disability such as the Fourth Industrial Revolution, Megatrends that are affecting disability and new workplace phenomena arising from the Fourth Industrial revolution. Talent management was also discussed in this chapter and the possible impact of pandemics on disability matters. In the Chapter, there were indications that more needed to be done if PWDs are to be successfully integrated into mainstream employment. From the analysis, it was clear that equality legislation and policies should just be seen as an initial step to the employment of PWDs. Additionally, the Chapter noted that the practicalities of making workplace inclusion a reality demand the cooperation and commitment of a wide spectrum of stakeholders and role players. The Chapter also enabled the construction of a conceptual workplace model for the study which was developed for further improvement based on the collection of empirical data in later Chapters. The next chapter focuses on the methodology of the study.

CHAPTER FIVE

RESEARCH METHODOLOGY

5.1 Introduction

This chapter describes the research paradigm that informs the study and explains methodological choices made regarding the research approach, data collection and analysis. The transformative or critical paradigm was chosen because it was deemed to be most closely aligned with the study's objectives.

5.2 Research paradigm and approach

Research philosophies, paradigms or worldviews explain the assumptions underlying a study about the nature of reality, what constitutes knowledge, and how knowledge can be acquired (Creswell & Creswell, 2018). Thus, Trafford and Leshem (2008:94) allege that any statement about a study's research design should reference its paradigm or approach.

Transformation philosophy is a new philosophy of research that emerged in the 1980s to 1990s to attend to issues of marginalised individuals in our society and issues of power, social justice, discrimination, and oppression that were inadequately addressed by other research paradigms such as positivism and post-positivism. Scholars nowadays distinguish between the positivist, post-positivist, transformative and constructivist research philosophies. The philosophical basis for this study is the transformative paradigm. The paradigm is thus concerned with transforming societies at both personal and community levels (Korten, 2018:476-497; Creswell & Creswell, 2018).

The philosophy emerged from the ideas of critical theorists such as Marx and Weber. Pioneers of critical theory sought to inspire change by transforming social phenomena that were found to be oppressive or repressive. Critical theory is thus associated with fields of study based on emancipatory ideologies such as Marxism, feminism, the struggles of ethnic and racial minority groups, persons with disabilities, colonised and suppressed groups, gays, bisexuals, transsexuals and others (Creswell & Creswell, 2018:46).

According to Ponterotto (2005:129), the critical worldview offers a research approach for changing the status quo and effecting transformation. Transformative philosophy emerged as a category within the critical paradigm. The ontological assumptions of transformative philosophy are based on the argument that reality is multifaceted. In order to understand

reality, the researcher should therefore interact with different participants who hold varying levels of power or status. Mertens (2016:9) argues that the transformative researcher should identify the positions from which reality can best be observed and proceed accordingly. The epistemological position of the transformative paradigm is based on the gathering of knowledge in a way that respects the cultural situation in communities and that allows community members to realise possible ways to advance the rights and justice of all groups. This philosophy appeared naturally aligned to this enquiry, which is centrally concerned with the emancipation of PWDs, a marginalised and disadvantaged group as described in the Employment Equity Act 66 of South Africa. The end goal is the removal of injustice and the levelling of the public sector labour market to ensure equal opportunities for all, in a way that is free from discrimination and injustices (Mertens, 2016:20).

The study instituted several strategies to operationalise the principles explained above. First, the study was formulated in a way that ensures that the data collected reviewed the lives and experiences of PWDs in employment at the provincial government department selected for study. Secondly, the study sought to expose the inequalities and barriers to employment faced by PWDs. The idea was to identify the elements that have been key to the failure to integrate PWDs into mainstream employment.

5.3 Research approaches

Research approaches are either quantitative or qualitative (Creswell et al., 2009). These two research approaches arise from the fundamental philosophy of a study and the key focus areas of the study, including the research questions and objectives. The qualitative approach is associated with methodologies such as ethnography, grounded theory, discourse analysis, narrative analysis, content analysis, conversation analysis and so on (Hancock et al., 2009). On the other hand, the quantitative approach relies on such methods as surveys and statistical analysis.

The adoption of the qualitative approach in this study was deemed appropriate as it can yield contextually rich data on PWDs and how they can be integrated into mainstream employment (Christensen et al., 2015:46). Unlike quantitative studies, which rely on objective and numerical and empirical data, the qualitative model is based on subjective data. While recognising the equally important role quantitative designs play in generating knowledge, this study followed the qualitative approach.

Qualitative data consists of data in the form of documents, words, pictures, perspectives, and other unquantified elements (Christensen, 2015:68). The range and depth of data that the qualitative researcher can collect render the approach cognate with the transformative paradigm, which is characterised by the need for an understanding of a phenomenon that is sufficiently broad and deep to inspire change in society. Figure 5.1, below, presents the possible research approaches and the data collection methods that are linked to them.

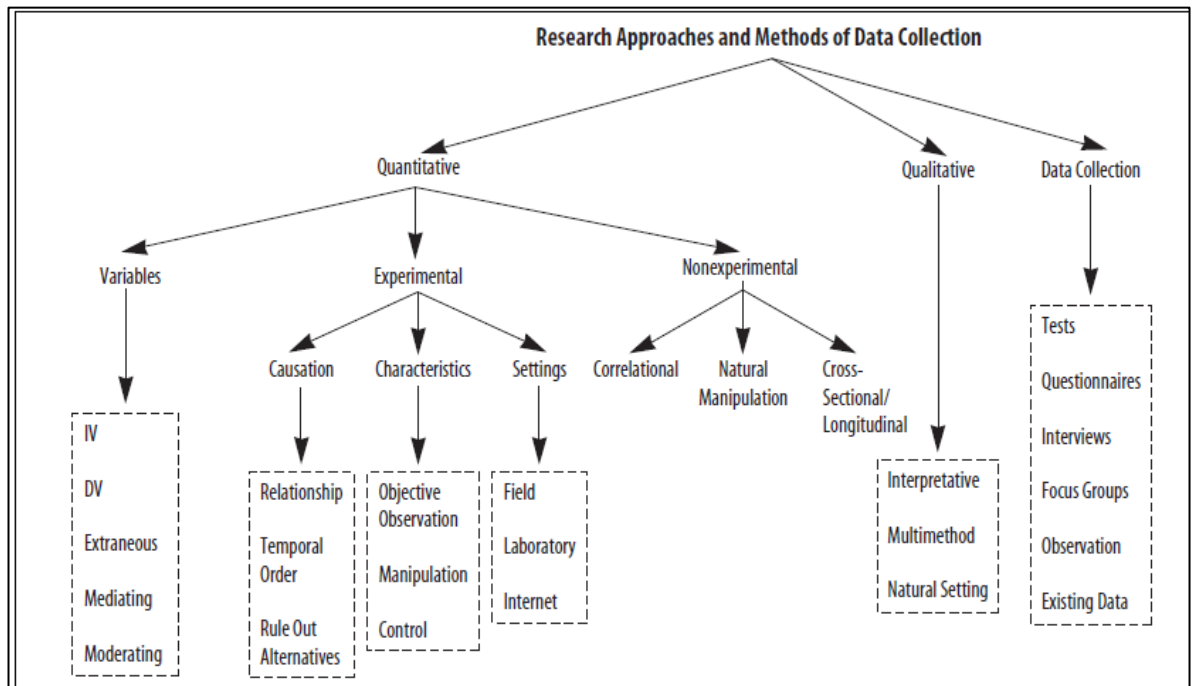


Figure 5.1: Research approaches and methods of data collection

Source: Christensen et al. (2015:46)

In selecting a research design suitable for the present study, due note was taken of the philosophical assumptions of the transformative paradigm in relation to (i) the nature of ethics or axiology; (ii) reality (ontology); (iii) the nature of knowledge including the relationship between researchers and the communities that they study (epistemology); and (iv) the nature of systematic inquiry (Creswell & Creswell, 2018:43).

5.4 Research design

Research designs tend to be based on the research approach, quantitative, qualitative or mixed method. The study adopted a case study design for its qualitative research. The case study research design is based on selecting a case that resembles the phenomenon under study. The case selected is subjected to detailed analysis to generate relevant data. The case study design is, therefore, context-based and allows for collecting in-depth data about a

particular case (Christensen et al., 2015:43). It emphasises the inclusion of environmental and other context-specific factors.

The rationale for adopting the case study design was the need to conduct an in-depth analysis of the employment of PWDs in a particular provincial government department. As noted by Creswell and Creswell (2018), case studies are unique in that they allow for detailed analysis cost-effectively. This study took the view put forward in Creswell and Creswell (2018:40), that directions for any research design are based on the nature of the study problem, the researcher's assumptions and the nature of the research questions and objectives. Driven by the need to improve the situation of PWDs in public service employment, the present study set the objective of establishing a framework for their integration into mainstream employment.

5.4.1 Population and sampling

In describing scientific methods, Bordens and Abbott (2018:8) claimed that after clarifying a problem, a systematic procedure should be set out to collect data to develop explanations and yield solutions. As observed in Chapter One, official reports have revealed that South Africa is failing to meet set targets for integrating PWDs into mainstream employment. Therefore, data relevant to this problem had to be collected from an appropriate population.

5.4.2 Target population

The collection of scientific data follows certain recognised principles, which start with identifying a target population, adopting a sampling strategy, and the development of research instruments for fieldwork.

The study population refers to all the possible participants within the area specified by the study. The population in this study consisted of members of a selected Western Cape Provincial Government Department. The Department was selected according to the way the study was conceived; in that, it was considered a typical provincial government department concerning the integration of PWDs in mainstream employment. The Head of the department asked for the study to be conducted in this department, given the transformational intent of the research.

In its 2017/2018 Annual Report, DPSA stated that the public service of South Africa was made up of 44 national departments and 144 provincial departments. The public service has more than one million employees, making it the largest employer in South Africa (Sing, 2012:161). Since all provincial departments set the same target for the employment of PWDs by DPSA, the selected Department could be considered a typical case.

In line with the transformation paradigm, it was believed that the study might inspire change if conducted at a strategic level capable of contributing to making significant decisions. In research methodology, it is widely accepted that sampling is necessary in cases where it is not possible to interact with all members of the target population. Qualitative studies offer some flexibility in the determination of samples and several sampling strategies are available for selecting study participants.

5.4.3 Sampling

The non-probability sampling method was considered appropriate for selecting interviewees at the provincial government department to provide data on PWDs. Non-probability sampling is popular within qualitative research because it is responsive to contextual factors. This study assumed that members of top management in government departments are usually the people responsible for formulating and overseeing strategy regarding PWDs. Since top managers are few, a non-probability method was considered suitable. Rapley (2014:15) recognises that there are two main sampling strategies: random or probability and non-random or non-probability. Ritchie et al. (2003:78) explain that probability sampling methods are usually associated with quantitative research, while non-probability sampling strategies are associated with qualitative studies. Non-probability sampling strategies focus on selecting participants based on their fit and suitability for the study using specific criteria (Ritchie et al., 2003:78). Whatever criteria are used in the sampling process, they should allow for adequate exploration of the research problem in a convincing way. Since this study was qualitative, it relied on non-probability sampling strategies. Non-sampling strategies include purposive, convenience and opportunistic sampling. The sampling strategies deemed fit for this study were purposive and convenient.

5.4.3.1 Purposive sampling

Berg (2001:32) explains that purposive sampling is also called judgemental sampling in that it relies on the researcher's expertise in identifying participants who possess the attributes or characteristics that best respond to the study's objectives. The study aimed to establish a workplace model for integrating PWDs into mainstream employment, but for the model to be implemented, it would have to be accepted and supported by policy formulators at the top of the provincial department's management hierarchy. Since the study was based on a provincial department, the provincial Deputy Directors and Assistant Deputy Directors were selected.

The researcher approached the office of the Premier to seek advice about who was actively involved in disability issues at the institution. It was mentioned that the deputy directors and

their assistants were responsible for the interpretation of disability policy and the preparation of recruitment strategies. It was clear that, given its transformative orientation, the deputy directors and their assistants would meet the purpose of the study. Patton, cited in Ritchie et al. (2003:80), notes that transformative or critical studies employ 'critical case' sampling based on the purposive selection of participants who are likely to be essential to their purposes. While selecting participants was based on purposive sampling strategies, convenience sampling was also central to the sampling process.

5.4.3.2 Convenience sampling

Some scholars use the term 'availability sampling' as synonymous with convenience sampling because it proceeds according to the availability of respondents. Berg (2001:32) explains that convenience sampling involves focusing on readily available or close at hand respondents. This sampling technique was used for the selection of the provincial government department. Its physical proximity made the study feasible, reducing costs and enhancing the chances of completion. The Constitution of the Republic of South Africa (1996) provides the overarching national framework for the work of all government departments in South Africa. It further stipulates the objectives and mandates of the Department of Local Government. These are:

- To establish municipalities consistent with national legislation.
- To support and strengthen the capacity of municipalities.
- To regulate the performance of municipalities in terms of their functions listed in Schedules 4 and 5 of the Constitution.
- To intervene where there is non-fulfilment of legislative, executive, or financial obligations; and
- To promote developmental local government.

Given the transformational imperative of the Directorate: Municipal Performance Monitoring and Support and having been invited by the Chief Director to consider conducting the research in his Directorate, this department was selected for the study. The Directorate was situated close by and could be easily reached. It was appreciated that the Deputy Directors and their assistants were kept busy by a heavy daily schedule of responsibilities. Convenience sampling became necessary again for the actual scheduling of respondents for interviews. Considering that the interviews were intended to be in-depth to generate as much information as possible, it was appropriate to rely on convenience sampling strategies to select the actual respondents who could be available for the interview.

In addition to the above convenience factors, the selected case was considered reasonably typical of provincial government departments. It had implemented policies for the inclusion of PWDs and had been partially successful, despite failing to meet required targets.

5.4.4 Data collection method

There are many methods of collecting data. The suitability of a data collection method primarily depends on the research philosophy and design as well as the objectives of a study. There are data collection methods suitable for quantitative studies and others that are suitable for qualitative designs. Quantitative methods often rely on closed-ended questionnaires, experiments and observations. Qualitative studies, on the other hand, are associated with interviews and open-ended questionnaires. According to Patton, as cited in Hughes (2002:209), the purpose of the interview is to find out what is in someone else's mind. For Nind (2008), interviews lie at the heart of qualitative research.

The main advantage to using interviews for this study is that an interview enables access to detailed, wide-ranging, and in-depth data on a phenomenon (Hughes, 2002:210). To Christensen et al. (2015:65), interviews also allow for consideration of the contextual factors and mediating circumstances associated with a phenomenon. Creswell and Creswell (2018) note that interviews have remained an essential method in qualitative research for many years.

5.4.4.1 Interviews

Interviews as a method of data collection involve asking questions and the recognition and capture or recording of responses. Berg (2001:80) remarks that interviews can be time-intensive but offer in-depth knowledge of the phenomena under investigation. Interviews can be face-to-face (real or virtual) or telephonic. The most suitable type of interview depends on the nature of the study. The present study was informed by critical theory, which recommends in-depth interrogations to enable a detailed interpretation of a problem to support a call for transformation. The main disadvantage of telephone interviews relative to face-to-face interviews is that they cannot afford consideration of non-verbal cues during the interview.

In this study, face-to-face interviews were employed to collect data. The researcher approached the Office of the Premier to describe the study and indicate the main questions to be answered during the interviews. The official suggested that the Deputy Directors and their Assistants were the most appropriate respondents to be approached.

At the end of the discussion, a memorandum of understanding (MOU) was signed and entered into with the provincial department. After signing the MOU, the researcher was taken on a tour

of the Department and introduced to staff members. The official from the Office of the Premier then sent out an email to all deputy directors and assistant directors, explaining the study and inviting them to participate.

The full number of deputy directors and assistants in the department was not revealed, but ten responded and indicated their willingness to participate in the study. To avoid work disruptions, the interviews were scheduled in a well-spaced manner from December 2020 to March 2021. The average time for an interview was ninety minutes, and they were to start anytime between 09h00 and 13h00. The ten participants were asked to select a date, month, and time of their choice from December 2020 to March 2021. By the end of March 2021, the ten interviews were complete, data saturation having been reached from the sixth interview. This means that the responses solicited had started to resemble one another, and very little to no new information was emerging.

5.4.4.2 Research instrument

The main research instrument was an essentially open-ended interview guide typical of in-depth interviews. The interviews aimed to determine the respondents' views on why the problem of non-inclusion of PWDs in mainstream employment exists and their suggestions on how this problem can be solved. The open-ended interview guide was developed based on the research questions, and the theoretical findings reached during the literature review chapters. The questions ranged from those seeking to establish the department's structures for the integration of PWDs to those asking about the barriers and challenges to the employment of PWDs in the department.

5.4.4.2.1 Validating the interview questionnaire

After the structured interview guide was designed, it was essential to ensure that it attended to the research objectives, followed appropriate ethical guidelines, and that the questions were appropriate in terms of clarity, specificity, and relevance. To this end, a panel of experts in disability studies was assembled to scrutinise the questionnaire.

Five experts made themselves available to validate the interview guide. The experts had all published in various accredited journals and were known for their strength in conducting academic studies. The experts comprised three renowned academics, one member of the disability community and one senior employee in the South African public service. The experts sat three times to validate the research instrument at the beginning of the study. At the first sitting of the panel to discuss and validate the questions, some were eliminated, and others were proposed for inclusion. The panel of experts issued recommendations for review of the

interview guide at the end of the first session. The research instrument was then amended to factor in the suggestions made. The instrument was then re-submitted for another review. The experts convened again and took note of the changes made. Minor corrections and suggestions were conveyed to the researcher via a report. After these matters had been attended to, the instrument was submitted for final review and pronounced valid, trustworthy and in line with the study's problem, objectives, and research questions.

5.4.4.2.2 Pre-testing the research instrument

To confirm that the interview instrument would meet the purposes of the study and could solicit the required data, an arrangement was made for it to be pre-tested. The researcher established contact with a provincial department other than the targeted one and requested an interview with a Deputy Director or Assistant Director. It was explained that the purpose was to ensure the instrument's suitability for application to another provincial department.

The Deputy Director who agreed to participate in this pre-testing process was informed that the aim was to identify inappropriate or poorly constructed questions. The aims and objectives of the study were explained so that the bigger picture, perspective, and orientation could be seen. The pre-testing process confirmed that the research instrument was appropriate as all the items in the guide were satisfactorily understood and answered. After this process, the interview guide was considered appropriate, valid, and ready for implementation.

5.5 The interview process (data collection procedure)

The interviews followed principled guidelines that divided them into phases. These are briefly explained in the sections and paragraphs below.

5.5.1 Phases and principles of data collection

Phase 1 (approximately 3 minutes): Establishing rapport.

The interviews started with introductions, during which general talk was initiated on social or topical issues meant to create an atmosphere conducive to the comfortable exchange of information.

Phase 2 (approximately 3 minutes): Explaining the purpose of the interview.

The second phase of the interview session involved attention to substantial issues in the study. The purpose of the study was explained, and a copy of the interview guide was given to the respondent. A verbatim recording of responses to the questionnaire was made.

Phase 3: Interviewing (approximately 80 minutes with 5-minute breaks after every 20 minutes)

The last phase involved posing the questions and recording the answers.

The study took account of the following suggestions for interviewing provided by Berg (2001:98):

- Natural questioning in a calm but affirmative manner
- Demonstrating awareness and sensitivity to respondent's non-verbal cues
- Professional appearance and posture during the interview
- Appropriate dress for the professional context
- Selection of a proper interview venue
- The interviews were conducted at the provincial department offices in a spacious and well-ventilated office provided by the Premier.
- Use of appropriate probing techniques
- Use of probing questions for more details when a one-word response is provided.
- Noting nonverbal cues as additional information to the answers being provided
- Respect
- The researcher maintained a respectful atmosphere characterised by the use of appropriate language. An attempt was made to ensure that the researcher felt important to the study.
- Cordiality and appreciative demeanour.

At the end of each interview, the respondents were thanked for giving up their time, and for the information, they had provided.

5.6 Data analysis

Drawing on the work of Thorne (2000:68), the qualitative data analysis in this study involved comprehending, synthesising, theorising and re-contextualising data patterns observed. In conformity with a general scientific enquiry that requires a rigorous methodology to ensure the acceptability, trustworthiness, reliability and validity of a study, data analysis for the study was based on well-established methods. Analysis methods were chosen according to objectives and based on suitability and fitness for purpose. Thematic analysis was employed to reduce the data collected to specific themes to answer the research questions. Atlas-ti software was used to support the analysis by creating network diagrams depicting key data patterns and interrelationships. Aspects of context were factored in as essential elements in the analysis.

The extraction of meaning proceeded with close attention to the nature of public service institutions, how they are structured and institutionalise their functions, including service delivery, decision making and communication.

To achieve solid and meaningful results, the analysis was also immersed in the findings of relevant literature. Any emerging data trends and patterns were cross-referenced with the literature. The literature thus provided the background against which new trends could be observed, while serving a critical function in establishing the final implications of the analysis. The data presentation begins with an overview of relevant biographical information about the research respondents and is followed by question-based analysis with summaries of the salient issues.

Thematic analysis often relies on inductive and deductive themes (Braun & Clarke, 2006). Deductive themes arise from literature study while inductive themes arise from the data. This study found that inductive themes were rich in context and provided data more specific to the participants, compared with deductive themes, which were more abstract and had to be accommodated within the data collected. Studies based on deductive themes are more interested in observing how specific theories manifest in data that has been collected, while inductive themes are more aligned to grounded theory concepts which require theory to emerge from the data itself.

5.7 Summary

Figure 5.2, below, summarises the key elements of the study's methodology as explained in this chapter. It should be noted that the whole methodology followed logically from the research questions, objectives, and paradigm.

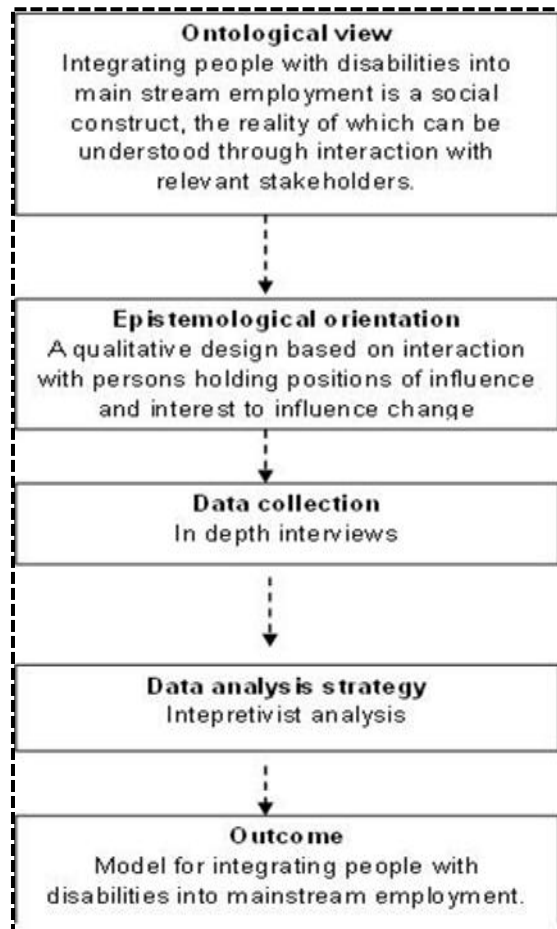


Figure 5.2: Outline of the methodology of the study
Source: Author's construction

This chapter has described the methodology followed in collecting data for the study. It has focused on vital methodological issues such as the research paradigm, philosophy, and design. The chapter has appraised the case study design and how it was used in the study. It has also explained how the interviews were conducted to collect the data used to arrive at the framework provided at the end of the study.

CHAPTER SIX

PRESENTATION OF THE RESEARCH FINDINGS

6.1 Introduction

The qualitative data presented in this chapter was interpreted via a process of “crystallisation” in which the researcher’s understanding of the data emerged concerning the theoretical and thematic structure described in earlier chapters (Williams & Moser 2019:45-55). The chapter analyses the respondents’ responses and establishes meaning related to the study’s objectives. As a result, the analysis is closely linked to the research objectives in Chapter One.

6.2 Biographical details of respondents

According to Robbins and Judge (2009:10), demographic variables constitute individual-level determinants of team and organisational behaviour, making them worthy of attention. In psychology and management sciences, demographic factors such as gender and race are influential in shaping the actions and attributes of individuals. These then affect other variables at team and organisational levels. Table 6.1, below, presents a demographic profile of the ten respondents who took part in the study. Seventy percent of the respondents were Deputy Directors in the provincial government (PG) department selected for analysis in this study, while the remaining 30% were Assistant Directors. The respondents were, therefore, managers familiar with the strategic thrust of the department and fully aware of disability management issues within the department.

The average duration of experience of the respondents as public service officers was 14 years which underlines their seniority and capacity to offer meaningful and relevant information. With six of the respondents being female and four males, there was a reasonable gender balance among them. In sum, these characteristics rendered the respondents suitably qualified to provide in-depth data concerning the integration of PWDs into mainstream employment.

Table 6.1: Demographic information about respondents

	Job title	Gender	Race	Year experience
Respondent 1	Deputy Director	Female	Black	6 years
Respondent 2	Assistant Director	Female	Coloured	13years
Respondent 3	Assistant Director	Male	Coloured	3years
Respondent 4	Deputy Director	Female	Coloured	2years
Respondent 5	Assistant Director	Male	Black	11years
Respondent 6	Deputy Director	Male	Black	20years
Respondent 7	Deputy Director	Female	Coloured	30years
Respondent 8	Deputy Director	Female	Coloured	28years
Respondent 9	Deputy Director	Female	Coloured	12years
Respondent 10	Deputy Directors	Male	Black	14years

The demographics indicate that the respondents were from two racial groups, coloureds and blacks. Of the six women, five were coloured, and one was black. Three of the four male respondents were blacks, and one was coloured. There were seven Deputy Directors and three Assistant Directors. This profile is undoubtedly the result of the employment equity thrust of the post-apartheid government of South Africa, which sought to redress the racial imbalances of the apartheid era through the implementation of affirmative action and preferential treatment.

6.3 Analysis of interview responses

Interviews represent a popular and well-recognised method of data collection. They are open to various methods of analysis, depending on the nature of the questions posed and the study's objective (Maxwell &Chmiel, 2014:21). Interview questions are framed for various purposes, including generating facts, creating narrations of a particular phenomenon, establishing experiences, and so on (Roulston, 2014:297). In this study, it was essential to consider the kind of data sought by each question to conduct individual question-based analysis rather than apply a single analytical method to all the data.

6.3.1 Responses to interview question 1: Does the organisation have a strategic plan supporting a collaborative disability management programme?

The analysis of data collected from answers to interview question one was based on Braun and Clarke's (2006) work on thematic analysis in psychology. Themes are conceptualised through data patterns communicating something meaningful within a data set. Braun and Clarke (2006:83) distinguish between two types of themes: inductive and theoretical. Inductive themes emerge from the specific data being analysed, and as a result can be described as data driven. In contrast, theoretical themes are based on existing theories and can be said to

be deductive. The analysis for this question proceeded according to inductive themes, a strategy that is appropriate when there is a need to address context-based information provided by the respondents.

Research question one was based on the belief that success in disability mainstreaming in the public service is likely based on a clear and precise disability strategy (Breakfast & Maart, 2019:1).

The previous chapter demonstrated that the study was aligned with the critical or transformational paradigm, which advocates social change through the analysis of institutions, practices, discourses and order (Karatas-Oskan & Murphy, 2010:455). The coding template shown in Table 6.2 below was developed to extract themes pointing to a recognition of the need for change to the existing order within the provincial government department concerned. The thematic analysis of responses to research question 1 is shown in Table 6.2. Inductive themes were derived from the data using in-vivo codes derived from particular phrases in the respondents' answers.

Table 6.2: Thematic codes for interview question 1

Respondent	Summary of response	Theme	Category	Sub -category
1	Not aware of such document , the department is Centralised. I haven't seen such a document but it has not been communicated to our Directorate. Usually in the Department of the Premier. I know of other Directorate that do have a strategic management document in terms of how to manage PWDs. So I believe there is such a document, but not communicated effectively within our Directorate.	Poor communication	Centralisation	Lower management not aware Disability management
2	Not aware of such a document. I am aware of the Department implementing programs, where one department, I,e The Department of the Premier will conduct awareness sessions or celebrating Disability Awareness day in September. So whilst there	Poor communication	Centralisation	Centralised disability campaigns Lower management levels unaware

	is emphasis on Disability, we as Deputy Directors or Assistant Directors are not aware of such a strategic document, or maybe it's just not cascaded down to us or our Directorate.			
3	Honestly I am not in a position to respond to this particular question. Usually that's a deliverable from HR in our Directorate	Ignorance.	Departmental isation of disability policy	Disability policy is reserved for HR
4	We do make provisions in our annual reports , for example statistics in terms of PWDs being appointed etc. Provincial Department. Within Provincial government there is provision made for parking for PWDs. Part of our Employment Equity strategy I would believe do cover elements of Disability managements. There are targets in terms of appointing PWDs. Our job-advertisements also include a provision that include that PWDs can apply, which do indicate there are policies in place, whilst we in the Directorate might not be aware of its respective names. We have a centralised internal email notification, and in those email, in the address picker there will always be notices in terms of Disability Awareness or campaigns.	Aware of policy at strategic level	Centralisation Disability specific policy centralised	operation-al level receive directives. Aware of disability friendly infrastructure Disability employment targets Awareness of disability policy in recruitment Poorly communicated
5	Not aware if there are Strategic plan or document in the Directorate. However, the building have favorable conditions for the appointment of PWDs, which do indicate there might be a plan which we are aware of. I know of a lady in a wheelchair etc.	Not aware at operation-al level	Strategic level tool	Disability-friendly environment
6	Not aware if there are Strategic plan or document in the Directorate.	Not aware of strategic policy	Excluded from disability matters	Disability friendly infrastructure observed

	<p>However the the building is disability friendly. Don't think there is a plan or are aware of a strategy. Also, in the years of employment, haven't yet attended any awareness workshop that covers anything on Disability. I do know that the Employment Equity plans do cover elements of the appointment of PWDs.</p>			
7	<p>I would like to think the Department might have a plan but not that I have been exposed to it, hence I am not sure. You will see disabled people in the building and that provision are probably being made for them, but really not sure of a Strategic document of policy that guides it.</p>	<p>Policy document is kept at strategic level</p>	<p>No disability specific document at this level</p>	<p>Disability- friendly actions noticeable</p>
8	<p>I am sure that we have Strategic document in place but not sure. The only times that I encounter certain provisions that are made for PWDs is when we conduct interviews and that special scoring criteria applies, which does indicate that there might be a document in the department of how we should go about in managing or recruit PWDs.</p>	<p>Not aware of document</p>	<p>Poorly communicated policy document</p>	<p>Disability friendly actions during recruitment</p>
9	<p>Yes, there are a Strategic document within Provincial Government, however we in our directorate might not know it by hand. The fact that recruitment and selection make provision for it in documentation stating that we wont discriminate against PWDs. It is probably captured in strategic document.</p>	<p>Strategic level management has policy document</p>	<p>Strategic centralisation</p>	<p>Employment directives</p>
10	<p>With my limited understanding I would think there probably is a Strategic plan or document, hence I would answer yes. We have a</p>	<p>Centralised approach to disability leading to lack of awareness</p>	<p>Aware but not involved</p>	<p>Distinct unit for disability</p>

	unit in the department or Directorate called Public Participation, and they have a Sub-directorate that looks into issue of Disability management. So i know the organisation is looking at the issues of Disabilities within the department.			
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In Table 6.2, the codes arising from interview question 1 are displayed using taxonomic analysis (Verdinelli & Scagnoli, 2013). In this way, the data is distributed in specific domains and sub-domains that allow for identifying central themes and sub-themes. Saldana (2016) observes that themes can be linked to categories and sub-categories. A theme with its categories and sub-categories can lead to a specific theory. Following these ideas, every theme was broken into categories and sub-categories, interpreted in such a way as to create a particular theme. The data analysis process comprises a series of data reduction stages, so the themes, categories and sub-categories evident in Table 1 were subjected to further analysis using Atlas.ti. to establish links, centrality, and relationships. Table 6.3, below, presents the themes, their frequencies, categories, and sub-categories.

Table 6.3: Emerging themes from interview question 1 and their categories

Theme	Category	Sub-category
Exist but not communicated	Centralisation	Lower management not aware Disability management
Exist but not communicated	Centralisation	Centralised disability campaigns Lower management levels are unaware
Ignorance	Departmentalisation of disability policy	Disability policy is reserved for HR
Aware of policy at the strategic level	Centralisation Disability-specific policy centralised	Operational level receives directives. Aware of disability-friendly infrastructure Disability employment targets Awareness of disability policy in recruitment Poorly communicated
Not aware at operational level	Strategic level tool	Disability-friendly environment

Not aware of strategic policy	Excluded from disability matters	Disability-friendly infrastructure observed.
Policy document is kept at a strategic level	No disability-specific document at this level	Disability-friendly actions are noticeable.
Not aware of document	Poorly communicated policy document	Disability friendly actions during recruitments
Strategic level management has policy document.	Strategic centralisation	Employment directives
Centralised approach to disability leading to lack of awareness.	Aware but not involved	Distinct unit for disability

The template of themes, categories and sub-categories was subjected to further analysis using Atlas-ti, which yielded some critical data distribution patterns. The analysis of the coding template resulted in a network diagram displayed in Figure 6.1 below.

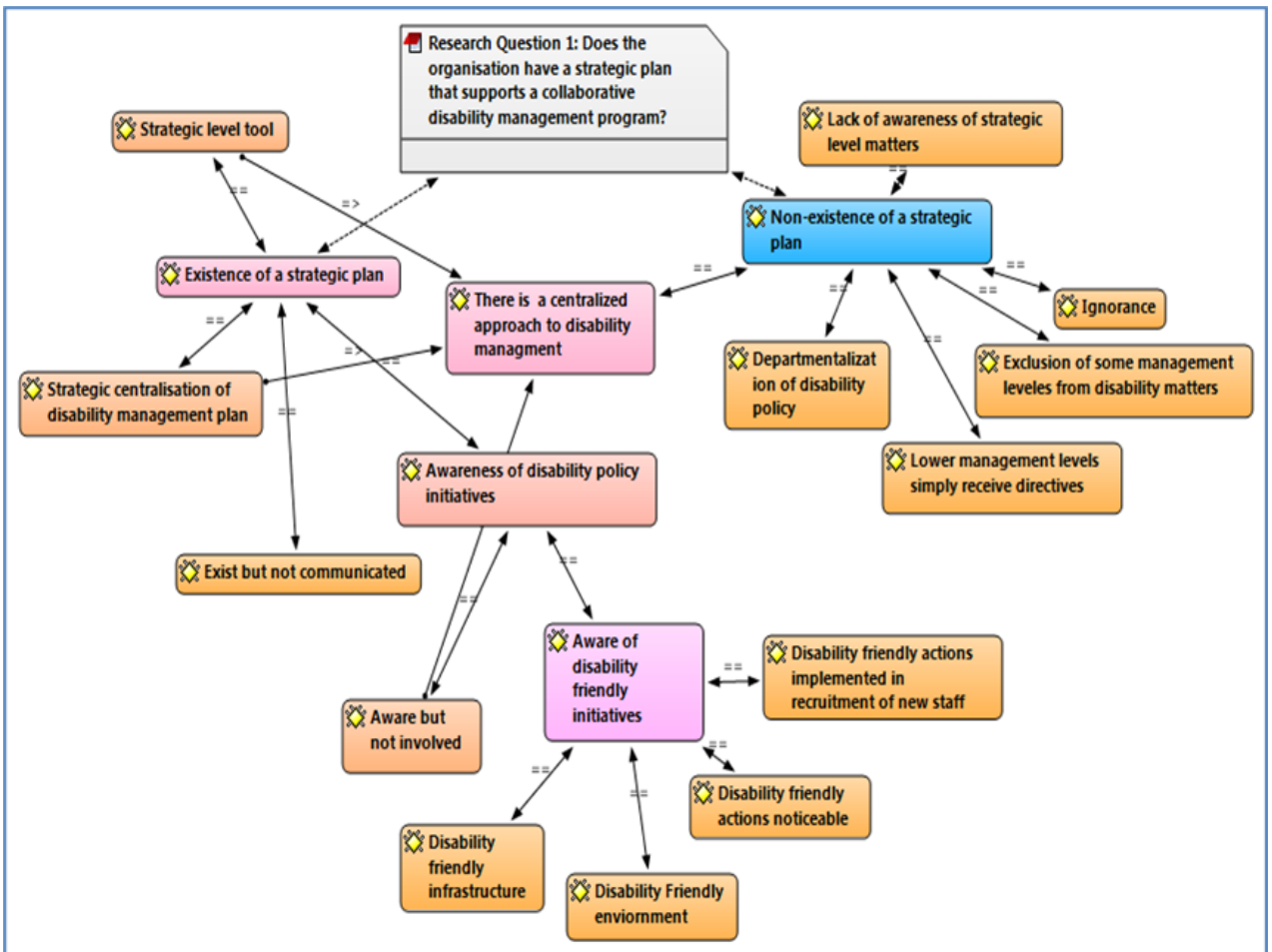


Figure 6.1: Network diagram of themes for the existence of a strategic plan that supports a collaborative disability management program

The network diagram shows that two main views dominated the responses: those who were aware of a strategic policy document for collaborative disability management within the PG and those who lacked awareness of the existence of such a policy document.

6.3.1.1 Existence of a strategic document for collaborative disability management

Respondents who indicated that they were aware of a strategic document for collaborative disability management revealed that such a document was considered a tool kept for use at the strategic levels of the organisation. In other words, they indicated that disability management documents were the province of top management, while lower levels within the organisational hierarchy received implementation directives in line with the policy. This appeared to represent South African public service institutions and their organisational structures. The provincial government in South Africa and many other African countries is often characterised by rigid and inflexible bureaucratic arrangements, where policy and strategic actions are centralised at the top of the organisational hierarchy, and lower levels of management tend simply to receive orders. Nchukwe and Adejuwon (2014:106) agree that public institutions are often structured bureaucratically, following classical and complex colonial traditions that tend to undermine their effectiveness. This seemed to be significantly supported in this study, as a notable group of respondents mentioned a lack of knowledge of the existence of strategic policy, although they had observed specific disability-friendly actions being implemented by the institution.

6.3.1.2 Non-existence of a strategic plan

Some respondents denied any awareness of the existence of a collaborative strategic plan for managing PWDs to advance their integration into mainstream employment. Some respondents maintained that they were not involved in highly strategic matters such as the employment of PWDs. In contrast, others felt that matters to do with PWDs were meant for specific departments such as the HR department or top management. The respondents identified centralisation, bureaucracy, and strict lines of authority within the department as the main reasons for poor or absent awareness of disability management policies. Also blamed were the communication bottlenecks associated with bureaucracies across the world.

6.3.2 Responses to interview question 2: What do you think are the barriers to integrating PWDs into employment with various departments?

In the analysis of responses to interview question 2, deductive themes were used based on the review of literature concerning the data (Braun & Clarke, 2006:83). According to Verdinelli and Scagnoli (2013:360), qualitative researchers rely strongly on data immersion, during which they observe contextually relevant and general data features that are critical in the analysis.

The thematic process that unfolded in this study respected the constant comparison techniques associated with grounded theory, during which researchers juxtapose emerging trends with ideas from previous studies (Glaser & Strauss, 1967). In this process, novel features of data become observable. Considering the second interview question, the data was first considered relative to the literature before it was matched with relevant codes deduced from the literature. These codes mainly emanated from the WHO (2011) guidelines on barriers to integrating PWDs into mainstream employment, which classified barriers as psycho-social and cultural, infrastructural, managerial and attributable to the nature of the organisation. The barriers identified in this study were extracted from the responses shown in Table 6.4 below.

Table 6.4: Thematic codes for interview question 2

Respondent	Response summary	Theme	Category	Sub-Category
1	Senior staff members are not knowledgeable on "Disabilities" or type of disabilities. A barrier is that people have certain assumptions or opinions about people who are disabled. Resistance to change is another barrier, for example when a disabled person is appointed, a lot of questions are being asked. Our workplace or infrastructure is not disability friendly. For example within a schooling environment children with learning abilities are being accommodated, but in the workplace one still see that lack of reasonable accommodation.	Psycho-social and cultural barriers	The challenge of senior employees	Lack of knowledge Resistance to change Discrimination
		Infrastructural barriers	Infrastructure not disability friendly	Infrastructure Lack of reasonable accommodation
2	There shouldn't be any barriers, but unfortunately, there are. First barrier is reasonable accommodation, hence we have a reasonable accommodation policy. So with the reasonable accommodation policy, the department should help or assist such a person to integrate. For	Managerial barriers	Reasonable accommodation	Workmate based assistance

	example, if a person is appointed and the person is blind, there should be assistance given to disabled person.			
3	Not aware of any barriers. The Provincial government uses “Dial a ride” where PWDs are integrated into the workplace by means of transport from their workplaces to work and back. So transport for a disabled person might be a barrier, and ‘ Dial a ride ’ seems to address that specific need.	Technological infrastructure	Mobility assistive technology	Dial-a-ride
4	Barriers like not making the workplace wheelchair friendly . Another barrier can be hearing impaired people not having someone to transcribe for them in meetings. The Department of Cultural Affairs have a special ramp built to address barriers for wheel-chaired individuals .	Infrastructural	Assistive devices and people	Wheelchair-friendly infrastructure Transcribing Ramp for wheelchairs
5	The workplace might not be occupationally safe for disabled people. Conditions must be favorable for disabled staff members. There might be obvious barriers but I don’t see any barriers, but the department just need to cater for people with special needs.	Nature of organisation	Safety	Special needs Work conditions
6	Staff members need a mind shift in terms of PWDs . For example, when you need to continually assist a disabled staff member, they might think it is burden.	Psychosocial and cultural barriers	Attitudes	PWDs are a burden

7	<p>There a lot of stereotypes around abled staff towards disabled employees. Access to the building might be a barrier. These stereotypes can be huge barrier within the workplace. Staff not showing much empathy towards PWDs. Another barrier might be integration challenges, the building not conducive for disabled staff members, although arrangements are made disabled parking.</p>	Psychosocial and cultural	Attitudes	Discrimination Stereotypes Lack of empathy
		infrastructural	Assistive structures	Disabled parking Building structures
8	<p>There are not a lot of barriers. A barrier can be a lack of awareness amongst staff members about types of disabilities. Issues around access and mobility when potential disabled applicants come for interviews.</p>	Knowledge, psychosocial and cultural	Lack of awareness	
		Infrastructural	Assistive devices	Devices to aid access Devices to assist mobility
9	<p>A barrier might be the accessibility to the building, especially wheelchairs. A barrier can be proper planning, awareness and the necessary tools to assist disabled staff members.</p>	Infrastructural challenges	Assistive devices	Wheelchairs Necessary active devices Access infrastructure
		Managerial challenges	Administrative	Proper planning Organising
10	<p>A barrier might be the intent to appoint PWDs. Recruiting PWDs might be a problem. For example, we visit various municipalities, and driving far distances. Driving engagements are onerous and it might be that driving long distances might be a barrier appointing PWDs.</p>	Attitudes	Intent	Recruiting PWDs is a problem Mobility challenges

The results shown in Table 6.4 were subjected to analysis facilitated by Atlas-ti to reveal relationships among themes, categories and sub-categories. Data display techniques are

essential in analysis as they assist in depicting important links, patterns and relationships within the data (Verdinelli & Scagnoli (2013:360).

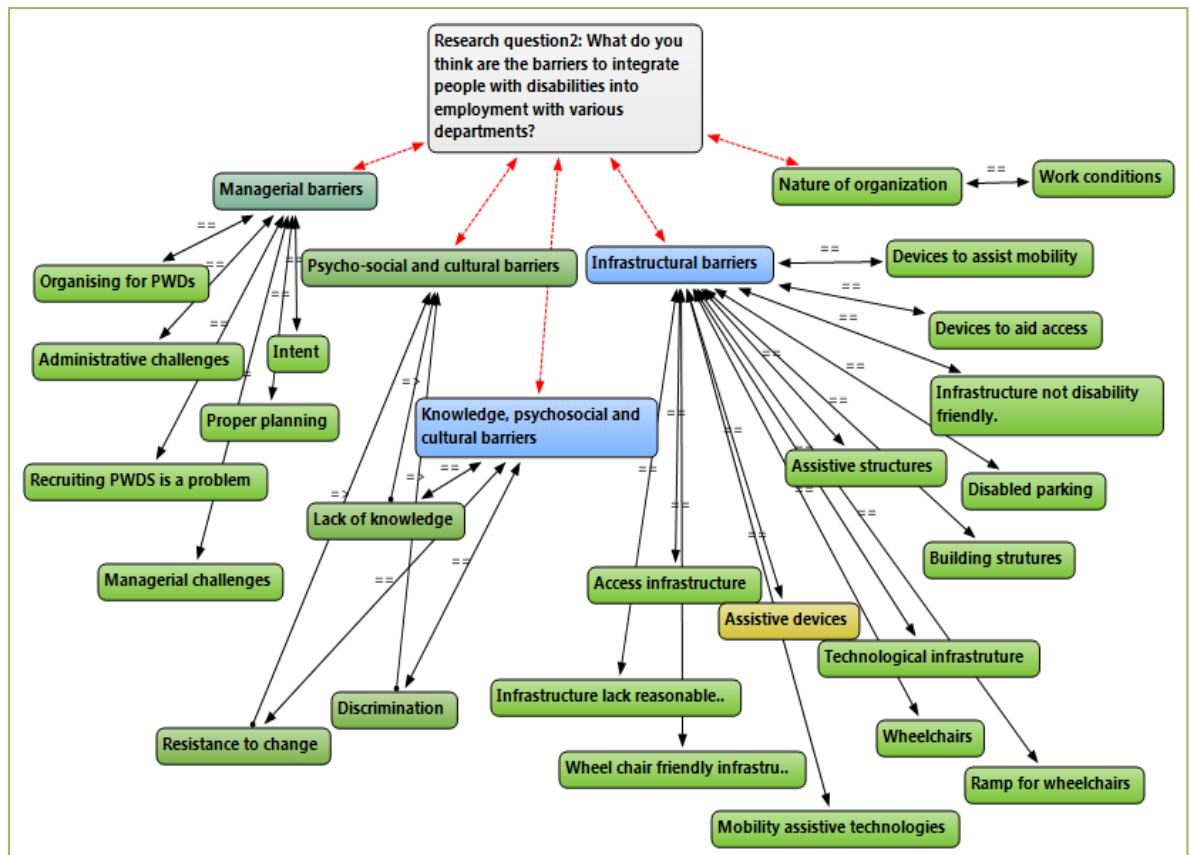


Figure 6.2: Barriers to the integration of PWDs

As illustrated in Figure 6.2, this study found that respondents identified managerial, cultural, psychosocial, infrastructural, and organisational barriers as critical variables affecting the possible integration of PWDs into mainstream employment within the PG. In the case of managerial barriers, the findings support those of Bonaccio et al. (2019:140) that managers often found themselves in a dilemma as a result of the ineffectuality in their performance of their key management tasks regarding PWDs. Some respondents were also of the view that there was a lack of will to achieve goals relating to the integration of PWDs in mainstream employment. Respondents also mentioned that it was difficult to simply accept working with PWDs, thereby exhibiting negative attitudes towards the employment of PWDs. This seems to account for the low absorption of PWDs into mainstream employment.

6.3.3 Responses to interview question 3: What challenges do PWDs face in finding employment within the WCPG?

Inductive thematic analysis of the challenges faced by PWDs in finding employment within the PG department generated themes that were earlier established under the heading of barriers

to the employment of PWDS. In other words, organisational, conceptual, integration approach and infrastructural challenges emerged from the thematic study, as shown in Table 6.5, below. There were, however, some respondents who felt that PWDs did not face any challenges in acquiring employment within the PG department. Their views seemed to resonate with earlier findings that there is a degree of ignorance of problems and issues affecting PWDs in the labour market.

Table 6.5: Thematic template for interview question 3

Respondent	What challenges do PWDs face in finding employment within the provincial department	Theme	Category	Sub-category
1	Departments are not ready and prepared to accept PWDs within the workplace. Hence many departments are not ready to accommodate them. For example, blind workers there are not brail policies or communication for them, neither is certain departments not <i>wheelchair friendly</i> . I would think these are the things disabled applicants look at the environment where they might work in.	Organisational	Readiness	Managerial Infrastructural
2	The Provincial government has a 2% target to appoint PWDs, not sure if the targets are being met or even the target is too low. The 2% criteria is there to accelerate the appoint of PWDE's.	Organisational	Managerial	Strategic planning Evaluation
3	I don't foresee any challenges. Sometimes there are not clear definitions in terms of what a disability entail . I was wheelchair- bound for 6months due to an accident, and the workplace was made accessible and accommodative for my mobility challenges. I don't foresee that PWDs might have challenges finding employment within WCPG. Job vacancies especially imply that PWDs can apply , so the department attempt to eradicate any challenges for PWDE's.	Conceptual	Clarity	Definition of disability

4	I don't foresee any challenges that PWDs might encounter. I haven't see one application for our unit or department. I personally think that they are maybe are not applying. It might be that the Directorate when advertising post, not using the correct platform attracting PWDs . For example, competent blind people might not be able to read a newspaper or computer.	Integration approaches	Inappropriate integration approaches	Wrong job advertisement platforms Lack of job applicants from PWDs
5	I don't foresee any challenges that PWDs might encounter. PWDs applicant do get preferential treatment to accommodate them.	No challenges	Preferential treatment	
6	I don't foresee any challenges.	No challenges		
7	The Employment Equity header on job-advertisements sometimes not visible . Not all municipalities are conductive or accessible for PWDs . Usually most positions held by PWDs is office-bound, but our unit "Property rights" is not office based. We do quarterly workshops in Worcester training centre, but to integrate outside PWDs the workplace is no accessible. In our unit travelling is a priority, hence I think PWDs might be reluctant to apply.	Organisational challenges	Infrastructural	Inaccessible organisations Employment equity not clear
8	The issue of transport to come to an interview surely might be a challenge for a potential PW's job applicant. Access to job-interview etc.	Organisational	Infrastructural	Accessibility
9	I think it might be challenges in relations to access to information. Accessibility and transport to interviews. The department might not use disability friendly platforms to advertise post .	Infrastructural	Accessibility	Inaccessible workplaces Limited access to information No transport
10	I don't foresee any challenges, as the recruitment portals are open to all. A challenge might be mobility.	No challenges		

The responses provided above in Table 6.5 were then configured on Atlas-ti to review relationships and categories that addressed the research question. The network diagram thus generated is presented in Figure 6.3, below.

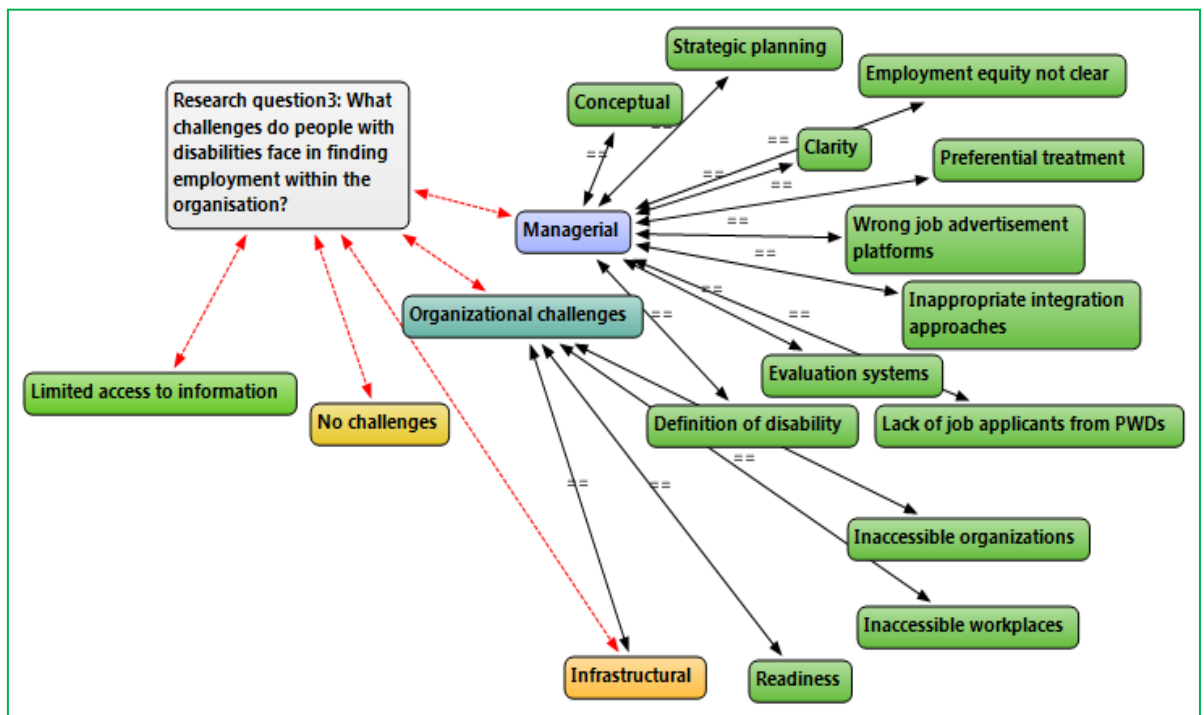


Figure 6.3: Network diagram of responses to the challenges faced by PWDs in finding employment within the organisation

As portrayed in Figure 6.3, there are managerial, organisational and conceptual challenges inhibiting the integration of PWDs into mainstream employment. Additionally, some respondents expressed the view that limited access to information remains another barrier faced by PWDs. Some respondents felt that PWDs did not face any challenges. These findings are further discussed below.

6.3.3.1 Access to information

This can be linked to managerial inadequacies. Respondents highlighted the use of the wrong job advertisement platforms that were inaccessible to PWDs or posed challenges to their effective recruitment. The main job advertisements used by government departments are newspapers and their own internet websites. A study by Maja et al. (2011) reveals that PWDs face significant marginalisation in the education system and therefore lack the skills and experience to compete in the mainstream job recruitment market. They may therefore require other recruitment methods and platforms.

6.3.3.2 Absence of challenges

As observed in earlier discussions, some respondents seemed completely oblivious or ignorant of the challenges faced by PWDs. They argued that PWDs receive preferential treatment, are supported by affirmative action initiatives, and do not face any challenges in recruitment. Some respondents believed that the challenges they faced were no different from those faced by able-bodied persons and were therefore unable to pinpoint anything specific.

6.3.3.3 Organisational challenges

As has been observed, the nature of organisations and how they are managed tend to have notable implications for the ease with which PWDs can be employed. Such organisational challenges included organisational readiness to integrate PWDs as determined by workplace accessibility and the provision of relevant infrastructure for the convenience of PWDs. In Maja et al. (2011), infrastructural challenges are considered as elements of the physical environment that affect the labour participation of PWDs. Bonaccio et al. (2019:140) also emphasise the role played by organisational factors such as infrastructure provision. Yet the respondents in this study felt that there was inadequate infrastructure for the effective integration of PWDs into mainstream employment.

6.3.4 Responses to interview question 4: Does your workplace have a disability management practitioner and/or a disability management committee consisting of both management and worker representatives?

Table 6.5, below, displays the responses provided by the ten respondents to the fourth interview question. The question was factual and simply sought to inquire about the practitioners responsible for matters relating to PWDs within the organisation. Table 6.5 therefore shows information received about the titles and main roles of the practitioners or organisation-based structures that attend to matters concerning disability.

Table 6.5: Disability practitioners and structures concerning disability within the organisation

Respondent	Summary of response	Practitioner/committee	Main roles
1	I am aware of one employee canvassing for the rights of PWDs. She is disabled herself. She is working in the department, and she acts as the Ambassador for PWDs, and she take care of the needs of PWDs. She works in unit "Public Participation".	Disabled advocate	Rights of PWDs PWDs ambassador Public participation practitioner

2	We don't have a specific committee for PWDs, but have a Human Rights committee overseeing vulnerable groups, i.e. woman & PWDs. Our Employment Equity Forum act as a committee overlooking compliance to the 2% target. Our Director in the Department is the chairman of the Employment Equity forum. There is a practitioner , but her focus is more external.	Human rights committee Employment equity forum Practitioner for external issues	Oversee vulnerable groups (women and PWDs) Forum to oversee 2% target compliance
3	I would imagine that our Directorate might have such a person, but can't say for sure . What I do know when we have evacuation drills, there are specific people earmarked to assist PWDs.	No specific person known but PWDs may be assisted	
4	Not of my understanding if there is such an individual. There is a Disability Practitioner on the 07th floor, that runs programs for PWDs for municipalities, but her focus is more external.	Disability practitioner	PWD programmes for external municipalities
5	No, we don't have a Disability Practitioner and never heard of such a committee as well. The only reps I am aware of is OHSAs reps .	No practitioner	
6	Not sure about such committees . We have a lady on the 07th floor, a worker representative , that runs programs for municipalities, abused woman and PWDs, but the focus more on external .	Worker representative	External programmes
7	I think we do have such an individual, however these matters never communicated to staff. For example, we have a OHSAs representative on the floor, but not sure who the person is.	Not sure	May not have been communicated
8	I am not aware of an internal person , other than external municipalities where a colleague are assisting municipalities, which is more an external focus .	Not aware	

9	To my knowledge I am not aware if there is such a person in the Directorate., but with such a lot of people being employed one expect that there should be a designated person.	Not sure	
10	Yes, as indicate earlier, there is a staff member. She is an Assistant Director heading up Disability Management issues within the Directorate. She reports to the Director within the unit, and works predominantly on Human Rights issues.	Assistant Director on disability management	Human rights issues

Despite indications that there was a disabled people’s advocate and an Assistant Director responsible for disability management, the study found that there were some respondents who were unaware of the existence of such a person. Some respondents indicated that a worker representative was available to handle disability matters while others maintained that there was no disability-specific practitioner at the workplace. There were also indications that there was a human rights committee, an employment forum and a practitioner for external affairs who handled disability matters. It appears that the existence of a disability-specific practitioner was not widely known or well appreciated in the organisation. It might be that the available persons who were handling matters concerning disability had a low profile or dealt with many tasks, of which disability matters comprised only one.

In addition, the absence of specific knowledge of the disability practitioner among the respondents seemed to indicate the presence of deeply rooted structural challenges in the management of disability matters within the organisation. The department’s practitioners in disability management and their main roles as revealed by respondents are provided in Figure 6.5, below.

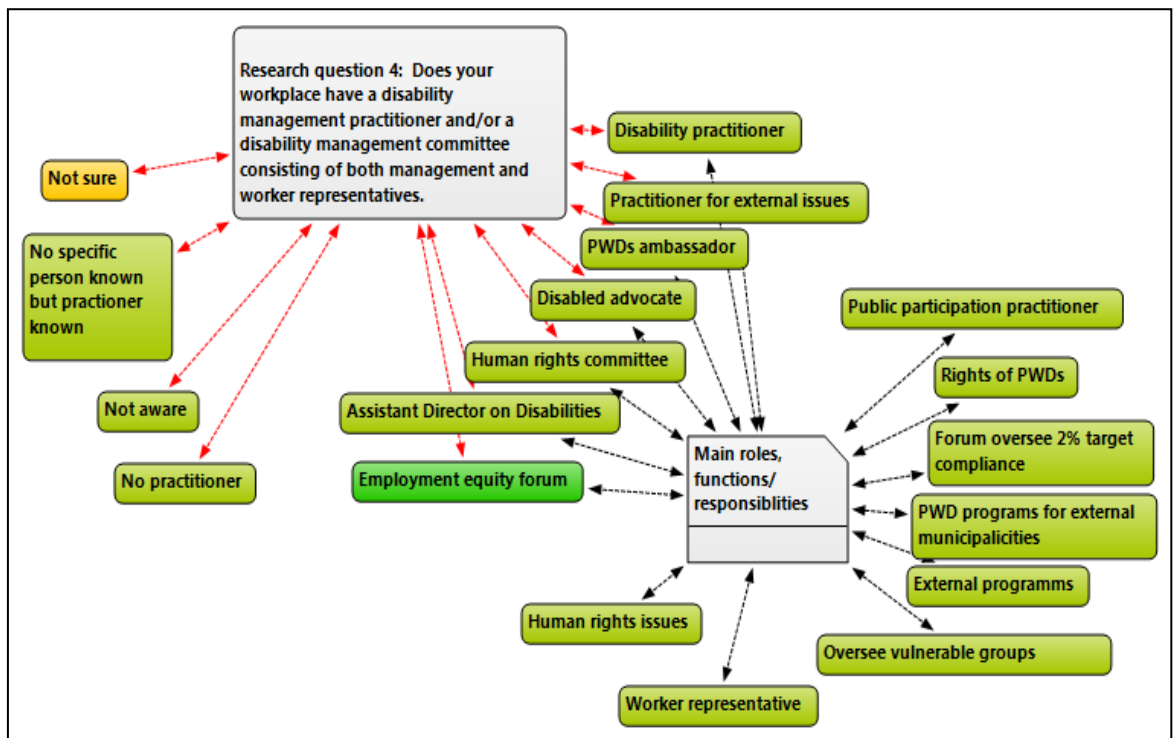


Figure 6.5: Disability practitioners/structures and their main roles in the organisation

Some of the major roles identified in the analysis included the advancement of human rights issues, worker representation and external programmes, as well as public participation in disability matters.

6.3.5 Responses to interview question 5: What in your opinion is the main reason why PWDs might find employment difficult within the WCPG?

Question 5 was a factual question and yielded the factual responses set out in Table 6.6. Opinions on the barriers to the employment of PWDs were wide-ranging but significantly resembled those discussed in the literature review chapters. Some respondents also felt that the attitudes, thoughts, and inferiority complexes inherent among PWDs prevent them from getting absorbed into mainstream employment. Reasons for PWDs' failure to find employment within the provincial government department can be identified from the perspective of the PWDs themselves as well as from the perspective of other people within the PG. As suggested by respondent 5, PWDs feel inferior and lack the confidence to join mainstream employment, while employees hold negative perceptions of the PWDs already employed. This is shown in Table 6.6, below.

Table 6.6: The main reasons for the failure to integrate PWDs into mainstream employment within the PG department.

Respondent	Reasons why PWDs might find it difficult to be employed at the PG department
1	Current workforce is not knowledgeable on the topic PWDs. Disabled worker don't find acceptance within the workplace, but rather pity from co-workers. Staff need to get a level of understanding, acceptance and change-management with PWDs.
2	Difficult accessing employment opportunities as the portals that they use to attract PWDs are not accessible for PWDs. The mainstream advertising media might not even be PWD-friendly .
3	I don't foresee any difficulties for PWDs finding employment within WCPG.
4	Logistics getting to interviews or meetings. Locations can be a barrier.
5	PWDs might have wrong assumptions when applying or viewing advertised positions. – Feeling inferior when applying , even whilst the positions might be earmarked for a disabled person. There might be fears of the unknown or being accepted within the environment.
6	Many PWDs might not feel welcome. Lack of necessary support available to them. Staff might even see them as a burden.
7	Parking challenges for them. Buildings and toilets are PWD-friendly. Mostly the fear of the unknown.
8	Wrong assumptions and mindsets from PWD applicants. There actually shouldn't be any reasons.
9	Advertisement of job-opportunities not communicated on PWDs' career portals, hence lack of access to engage opportunities. Staff might not also be sensitive engaging PWDs.
10	Building in the department does not cater for disabled staff, Access to the building might be difficult. Load shedding , if you an applicant in a wheelchair on the 9th floor and the lifts are not working, that already impedes job applicants .

The other main reasons provided in Table 6.6 can be seen within the psycho-social, infrastructural and organisational framework established for earlier questions. The responses, however, provide another dimension which requires consideration: the attitudes of PWDs themselves, who tend to suffer from certain complexes which prevent them from taking up challenges that characterise the labour market. Respondent 10 also raised the issue of electricity load shedding in South Africa as potentially impeding the mobility of PWDs. There were also responses relating to the lack of knowledge about disability among employees already employed in the organisation. This lack of knowledge about disability conceptually limits the ease with which PWDs can be accepted in the workplace.

6.3.6 Responses to interview question 6: What are the main barriers to a disabled person climbing the corporate ladder within WCPG?

This question was subjected to inductive thematic analysis and the main themes and sub-categories that emerged from the responses are provided in Table 6.7, below.

Table 6.7: Thematic template of responses about the main barriers to a disabled person's climbing the ladder

Respondent	Summary of response	Theme	Category	Sub-category
1	The reality is PWDs scare a lot of people , and that is usually to ignorance etc. The questions will always be asked will they be able to cope, as able people climb the corporate ladder they work more independently, and that might be an issue for some with a disability that might need constant support. The questions one asked, will they be able to cope. The fear of coping in the environment from an employer perspective.	Psychosocial and cultural barriers	Fear	Fear of PWDs Ignorance Failure to cope Need for support
2	I am really not sure what those challenges might be it be a lack of certain skills the PWDs might not have. But there are growth opportunities as we had a HOD of a specific department who was a person with a disability. Might be that you in a specific department and you have a promotional opportunity there might be fears from the disabled person that the new work environment might not be similar to current environment in terms of accessibility of disabled-friendly, hence they will consider staying in current position.	Capabilities	Performance capabilities	Skills Fear for environmental suitability
3	I don't think there might be any barriers as the environment advocate that they an equal opportunity environment, hence career mobility issues will be PWDs friendly.	No barriers		
4	It is generally difficult to climb the corporate ladder, hence the challenges for PWDs might even be more difficult. I don't foresee any challenges that PWDE's might encounter.	General challenges	No unique PWD specific challenges	

5	I don't foresee any career mobility barriers. I would like to think it depends on the person with the disability. They just need to equip themselves.	No barriers	Capabilities	Skills
6	Within Provincial government growth opportunities usually scarce . There is not a lot of PWD' in our environment so career progression might be difficult.	Nature of work	Opportunity for growth	No opportunity for growth
7	I don't foresee any career mobility barriers. There shouldn't be issues when promoting PWDs. Promotion within Provincial government is not determined by your status but skills etc. To climb the career ladder you really need to work and that applies to everyone. Our previous HOD was wheelchair bound , hence I don't foresee that there should be any reason for PWDs not climb the corporate ladder.	No career progression challenges	Capability matters	Skills Determination Work ethic
8	In terms of career mobility, I think the same prejudices apply to able as well as PWDs. It need to be noted, that it is usually difficult to climb he corporate ladder.	General challenges	Non-unique	Same challenges as able-bodied Prejudice
9	Firstly, I need to mentioned it is already challenging for able staff to climb the corporate ladder , thus how much more for PWDs. I don't foresee any challenges for PWDs not the climb the corporate ladder. Currently there are none PWDs on senior level positions within the department.	General challenges	Non-unique	
10	One shouldn't think that the challenges for PWDs will be unique climbing the corporate ladder. Don't think that PWDs have unique challenges. I wouldn't be surprised if I retire as a Deputy Director cause the challenges for a able person climbing the corporate ladder is already challenging, how much more for a PWD.	General challenges	Not unique	Face equal challenges Similar to able-bodied persons

As revealed in Table 6.7, there are psychosocial and cultural barriers to the career progression of PWDs in the PG. Some respondents expressed the view that there were no specific challenges for PWDs, who faced the general challenges encountered by all employees in their career advancement. These respondents seemed to fail to appreciate the unique situation of

PWDs. The main result from the responses provided was therefore that PWDs face psychosocial challenges such as fear, ignorance, and weak attitudes. Apart from these, they face no challenges that vary in any significant way from those faced by other employees.

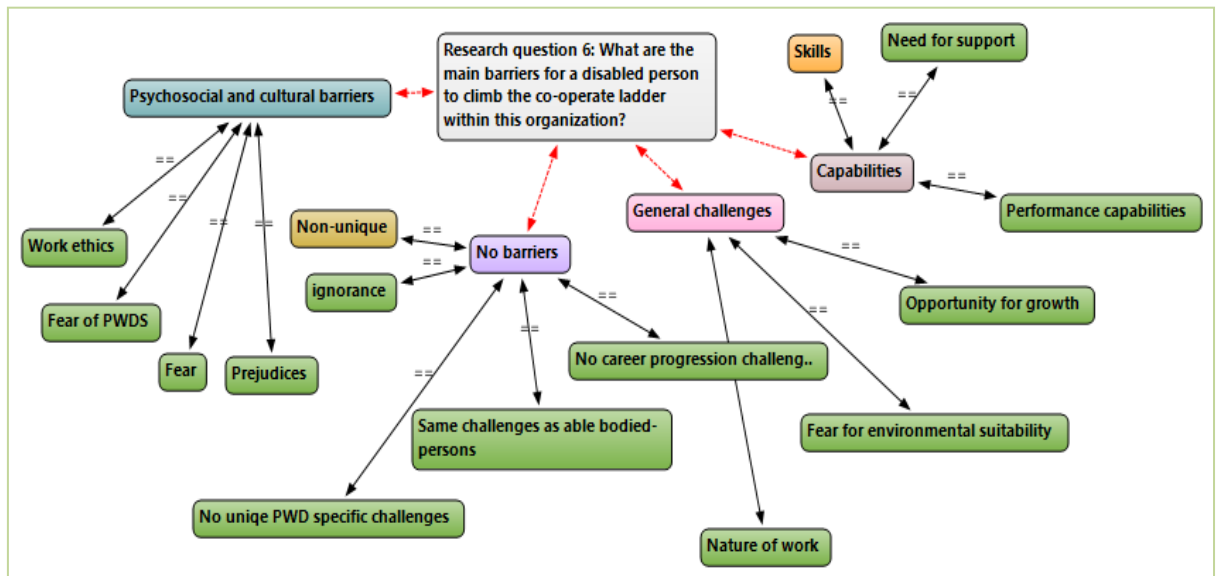


Figure 6.7: Barriers faced by PWDs in career progression

As depicted in Figure 6.7, psychosocial and cultural barriers tend to result in prejudice against PWDs that can express itself as fear. For their part, PWDs tend to be sensitive to prejudice, and may not apply for a post for fear of discrimination. There were also indications from some of the respondents that PWDs are likely to have a poor work ethic, while some employees are actually afraid of them. Such attitudes inevitably affect their selection for promotion and career progression. Several respondents maintained that PWDs face no specific barriers at all in career advancement. They have to deal with the general challenges faced by all employees associated with the existence of growth opportunities and the kind of work involved.

The nature of the work environment can also affect the promotion of PWDs. PWDs may be reluctant to apply for promotion out of fear that the work environment may not be suitable for their special needs. Evidence collected from the study also indicated an assumption that PWDs lack the skills and capabilities necessary to advance in their career. They are likely to require support to perform certain roles, and organisations may not have the ready means and methods for supporting PWDs in assuming new roles associated with climbing the ladder.

6.3.7 Responses to interview question 7: In order to ensure that the WCPG management of disability meets the needs of disabled staff, what do you feel are the key areas of WCPG activities that need to be focused on?

This interview question incorporated six suggestions garnered from the literature on how to improve the integration of PWDs in mainstream employment. Respondents were required to indicate the suggestions that they felt were important in their organisation. The six suggestions and the respondents who agreed to them are shown in Table 6.8, below.

Table 6.8: Suggestions on ways to improve the integration of PWDs in employment.

Ways to improve the integration of PWDs in employment	Interviewees	Number of respondents
Continual assessment of barriers within the workplace	R1, R2, R3, R5, R6, R8, R9, R10	8
Addressing needs of disabled staff	R1, R3, R5, R6, R9, R10	6
Sufficient access for disabled staff into WCPG buildings/offices	R1, R3, R5, R7, R8, R9, R10	7
Communications and marketing services for disabled staff	R1, R2, R3, R4, R5, R6, R7, R8, R9	9
Staff development and training, monitoring and impact assessment	R1, R2, R2, R3, R4, R5, R6, R8, R9, R10	10
Physical environment consultation with disabled staff	R1, R2, R3, R4, R5, R9, R10	7

As can be seen in Figure 6.8, all respondents supported the need for staff development, training, monitoring, and impact assessment. This confirms their acceptance that the integration of PWDs into mainstream employment is a complex matter that requires the training and development of existing staff on how to work with disabled colleagues. These findings are consistent with earlier responses which suggested that there is inadequate knowledge among staff about disability matters. Respondents also significantly supported the need for continued assessment of possible barriers to the employment of PWDs. This suggests that the integration of PWDs can be regarded as a dynamic process that is ever-changing, at least in part in response to changes in the environment. Today, technological developments have been proved to aid in the absorption of PWDs into mainstream employment, as technology can offer assistive devices and other necessary infrastructure for use by PWDs. The infrastructure dimension of the integration of PWDs is an essential component in handling disability matters.

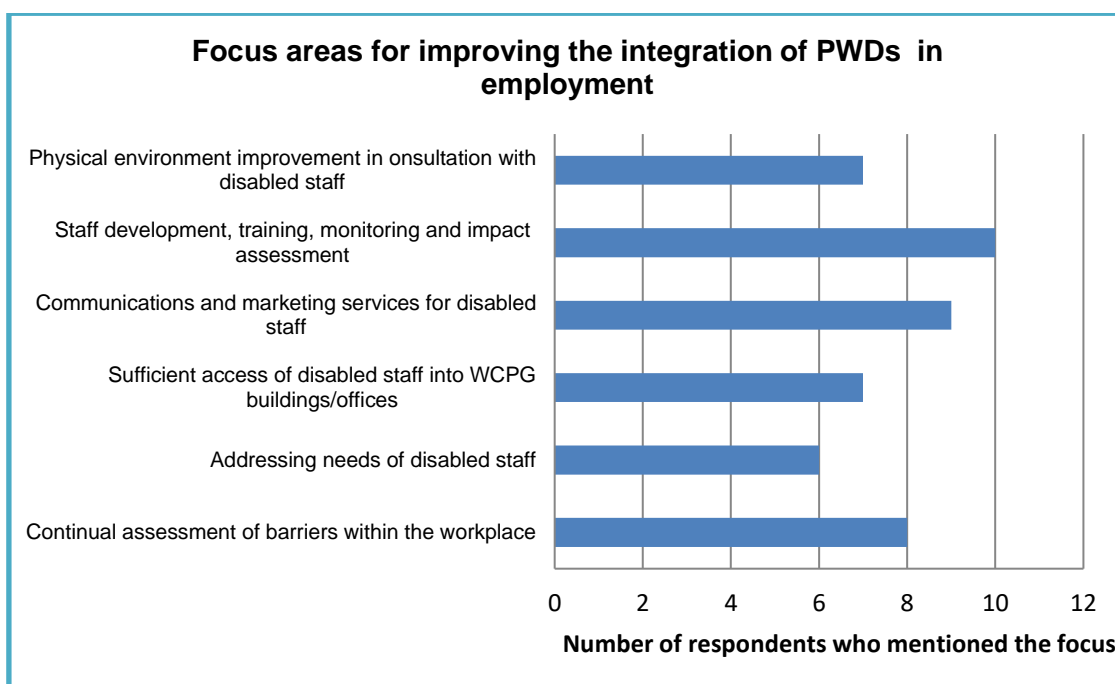


Figure 6.8: Focus areas for improving the integration of PWDs

The data presented in Figure 6.8 is discussed further in the following paragraphs.

6.3.8 Responses to interview question 8: Does the workplace provide productive and meaningful opportunities for PWDs to excel?

Respondents were asked to cite any productive and meaningful opportunities afforded to PWDs that encourage them to excel in the workplace. Table 6.8, below, provides quotes extracted from the responses to research question 8.

Table 6.8: Does the workplace provide productive and meaningful opportunities for PWDs to excel?

Respondent	Does the workplace provide productive and meaningful opportunities for PWDs to excel in the workplace?
1	"...I can't recall any specific interventions for disabled staff members.....So I would argue no we don't. ...There are no engagement and conversations with PWDs in terms of building a culture of assistance. So I don't think the workplace is PWD-friendly."
2	" Not aware of any special interventions. Within municipalities mentorship programmes are available , and I think those are the interventions that are needed."
3	"...Yes I would imagine that there will be but on our floor I haven't seen any such interventions. ... I came to work for 6 months in a wheelchair due to my accident and not much interventions was given to me."
4	"... have a training academy , so one might expect there will be such opportunities."
5	"...Yes I think there might be. Provincial Government does try to create favorable conditions for PWDs , but to identify one specific intervention might be very difficult."

6	"No I don't think so that meaningful opportunities....".
7	"...Within our specific unit the answer is definitely NO . Within our sub-directorate... All staff have reasonable opportunities . I would think it's also how the PWDs would apply themselves in the workplace..."
8	"...There are probably meaningful opportunities provided by HR, but not that I am aware of? These opportunities also not communicated..."
9	"There are currently NO PWDs in our environment, hence I might only speculate ."
10	".....Yes there are. The case in point where there is a disabled lady leading the sub-directorate . But specific other interventions I am not aware of ."

Respondent 1 (R1) painted a negative picture of the situation at the PG department and described the workplace as not disability friendly. PWDs in the organisation were not engaged in mapping a strategy to ensure the provision of opportunities for the growth and development of PWDs at the workplace. R9 also noted the absence of such interventions, as did R6 and R2. R8 reiterated the lack of communication and coordination of disability matters among all management and employee categories. In R8's view, disability matters are considered the preserve of the HR department, with the result that other departments were not fully aware of them. Respondents who assumed the existence of interventions on behalf of PWDs demonstrated no knowledge of such matters. In sum, it was clear from these responses that the organisation is lagging behind on the implementation of disability-friendly strategies and other interventions to create and strengthen opportunities for the integration of PWDs.

6.3.9 Responses to interview question 9: What attitudinal barriers do disable staff members have to face from able-bodied staff members?

In interview question 9 the study considered the attitudinal barriers that PWDs face from able-bodied staff members. As strategic managers, Deputy Directors and their assistants are assumed to have a sound overview of their organisations and are expected to receive and handle complaints and grievances affecting staff in their organisations. This question expected them to describe the attitudinal barriers that had been brought to their attention by PWDs. Table 6.9 is a template of extracts from interviewees' responses to question 9.

Table 6.9: Attitudinal barriers faced by PWDs

Respondent	What attitudinal barriers do disabled staff members have to face from abled staff members?
1	“..We all have assumptions and wrong attitudes . The fact that someone is in a wheelchair doesn’t mean his/her brain is not working. People confused physical limitations with cognitive abilities . Staff members are not evens aware of the various types of Disabilities or categories. Able staff members are under the impression that PWDs constantly needs assistance”
2	“...Wrongful perceptions towards PWDs. Sometimes staff members think that PWDs are token appointments...”
3	“ I don’t foresee that there are any attitudinal barriers . People might have underlying biases . .. many staff do have empathy towards PWDs”
4	“...lack of awareness. Also a huge lack of experience on how to deal with PWDs. People do not know how to react to PDWs...”
5	“...Sometimes PWDs have much anger towards abled body staff members...”
6	“... PWDs are seen as being a burden, constantly needing assistance. Extra workload to assist PWDs. Incorrect uninformed opinions and attitudes.”
7	“... I haven’t encountered any of these barriers . The current x2 PWDs have pleasant attitudes towards staff. Probably wrong perceptions and speak of maturity levels...”
8	“...People judge you based on your disability. People ask themselves will I be rewarded for extra effort? Some argue we being paid the same salary, yet one need to assist PWDs.
9	“...It might be negative behaviours or assumptions. The issue of acceptance and rejection. The debate between assistance vs non-assistance...”
10	“... Workers become irritated by stuttering employees , in meeting when such a person must talk. People won’t say much, but one do pick up innuendos...”

As shown in Table 6.9, skewed perceptions of and attitudes to PWDs are almost universal. There is a general failure to appreciate that the physical limitations of PWDs do not signify cognitive limitations. According to R2, the situation is that able-bodied staff see PWDs as favoured appointees who got their jobs out of sympathy and lack the real abilities and competencies associated with a particular job. Negative attitudes were also reflected in R10’s sentiments that some of the behaviours associated with being disabled such as stuttering are seen as irritating by others. There was also testimony that PWDs themselves held negative attitudes towards the able-bodied, owing to the latter’s lack of appreciation of their circumstances.

6.3.10 Responses to interview question 10: How would you rate disabled staff members’ opportunities within WCPG to grow and develop in their careers?

As shown by the quotations presented in Table 6.10, there were mixed responses to the existence of growth opportunities.

Table 6.10: Growth opportunities among PWDs within the PG department

Respondents	How would you rate disabled staff members' opportunities within WCPG to grow and develop in their careers?
1	"...strive to integrate and accommodate PWDs. We see this in job-advertisements, buildings becoming wheel-chair friendly, as well as more awareness amongst staff which speak to reasonable accommodation for PWD's "
2	"... There were recently a position for which a disabled staff member applied for and for which she also qualifies based on qualification and experience, and she didn't get the post . Which indicates its very difficult . The disabled person complied to all the criteria . There as an opportunity for her to grow, but she was unsuccessful..."
3	"...I know of someone who works in another department being disabled and is a HOD . Also there is a Chief-Director also disabled. So the opportunities are there but it's very difficult as you compete also against qualified abled staff... "
4	"... Opportunities are quite high . I would believe that we working in a equal opportunity environment hence there opportunities for PWDs. I'll rate it as good as anyone, but being appointed in positions is another issue... "
5	"... I will rate it as very good . As discriminatory practices towards PWD's are eradicated and the EE Forum acts as a watch-dog . Most employees respect and welcome PWD's within the workplace, but compete competitively against them if promotional post are available..."
6	"... I will rate it as very poor . If the 2% criteria is being met, there will be a adequate pipeline of PWDs in the various departments. But unfortunately employing PWDs are seen as a compliance issue as oppose to a strategic issue... "
7	"...I will rate the opportunities as being fair. ..."
8	"...I will rate the opportunities as equal to able-bodied staff members. Due to workplace barriers it is unfortunately also very difficult. So will think opportunities as good ."
9	"...From a recruitment process I would say it's equal. Whilst PWDs are being employed, growing and developing might be seen as very difficult working in government where most employees are vying for promotional opportunities..."
10	"...I will rate it very difficult, as I would think already having a disability put you in a slight disadvantage against abled bodies staff members. Barriers are still prevalent in the workplace, as mentioned with travelling to various municipalities might be a huge asked for PWD's, hence they will miss out by not maybe applying for these posts..."

Some responses point to the existence of opportunities, alongside the assertion that the opportunities are difficult to take advantage of. Respondents chose to emphasise that the simple fact of being disabled was associated with growth challenges, despite possession of adequate qualifications and job experience. Some interviewees believed that the growth opportunities were poor while others believed that they were good or fair. This again shows the complex and contentious nature of disability matters within the organisation. There appears to be no commonality and consensus on these matters, with opinions varying from person to person.

6.3.11 Responses to interview question 11: Are disability management programmes, roles and procedures clearly defined within WCPG for all employees to understand? If not, what could the reasonable?

Respondents were also asked whether disability management programmes and procedures within the PG were well defined for all employees to understand, and to provide reasons for their opinions and perceptions.

Table 6.11: Perceptions of clarity of disability programs and procedures

Respondent	Are disability management programmes, roles and procedures clearly defined within WCPG for all employees to understand? If no, what could be the reasons therefore?
1	"...There are policies and targets in terms of PWDs. Unfortunately lack of awareness to these policies and procedures are lacking. Not enough of focus and training. More could be done in terms of capacity building and training. For example, lifts are not working and we on the 09th floor. If an emergency should happen, I'm not sure how PWDs will be assisted..."
2	"...It might be clearly defined at central level. HR usually knows these policies but sensitising the workforce is lacking. There might be capacity problems. I would think having a senior employee, being a Director be a champion for PWDs would be beneficial. A dedicated person who can champion the cause of PWDs can help a lot..."
3	"...No it's not clearly defined neither communicated. In my years of service I haven't attended capacity building training or awareness training etc..."
4	"...As a Deputy Director I can speak for myself, that roles and procedures are not clearly defined. I will ascribe the reasons for this to a lack of training..."
5	"...In this Directorate, definitely NO. There might be policies and procedures, as we only hear about the 2% target, but that is where it stop. No training in terms of how these targets can be met or how discriminatory practices towards PWDs can be stopped..."
6	"...No not aware of any programmes or specific strategic policies in relation to PWDs. There is also no awareness. I would suggest workshops would be the first step. It's seems the PWDs agenda is a paper exercise in terms of compliance and having a tick..."
7	"...I'm not even aware if there are plans or policies. Only see posters being put up so now and then. It's nice to have programmes, policies but if it is not being implemented it of no use. The culture of embracing PWDs also not right..."
8	"...No policies and procedures not clearly defined. I have worked in the past with PWD's and only when you speak or engage with them, you hear of special privileges they get in terms of parking and starting hours. This for me indicates that there are policies etc., but not clearly communicated to staff or evens supervisors/managers..."
9	"...I'm not even aware if there are programmes or policies. One hears about the 9-values of Provincial Government, but not of PWDs. Hence I am not aware of any..."
10	"...I would say very limited or even minimal. We do see posters and flyers during Disability week etc. So much more still needs to be done in terms of staff understanding implications and challenges..."

The quotes provided in Table 6.11 show that there is a lack of clarity on how disability management programmes and procedures or policies are handled within the organisation. The responses given seem to correspond with each other and echo the answers to an earlier

interview question, which inquired whether respondents were aware of a strategic document relating to the management of disability matters within the organisation.

6.4 Summary

This chapter considered the data collected to achieve the main objectives and sub-objectives of the study. The central problem addressed by the study was formulated as follows: Due to the fact that PWDs are not successfully integrated within mainstream employment in government departments in South Africa, the transformation record over the past 27 years (1994-2021) has been poor. The study has its roots in the commitment to the transformation of society adopted in 1994 to address the marginalisation of racial and other societal groups such as PWDs under the apartheid regime. In respect of the main problem, evidence collected in this study confirmed the following:

- The integration of PWDs into mainstream public sector employment remains slow despite the call for transformation over the years.
- The achievement of the transformation agenda in respect of PWDs requires changes to the structure, form, order and priorities of public institutions.
- The poor integration of PWDs in mainstream employment is an indication of deep underlying structural problems in public institutions.
- The slow achievement of disability targets in public institutions requires a holistic interpretation of the entire transformation agenda of all previously disadvantaged groups. Consequently, the failure to address the marginalisation of PWDs in mainstream public employment is related to the poor transformation record of the government.

The data analysis conducted in this chapter has also confirmed the following problems associated with the main problem investigated in the study:

- Due to the main problem, people with PWDs have continued to suffer from socio-economic marginalisation despite the end of apartheid.
- Due to the main problem, discrimination and segregation of PWDs have prevailed relative to other previously disadvantaged groups.
- Due to the main problem, the current approach to the integration of PWDs in mainstream employment has been ineffective.

In this chapter, the data derived from the interview questions was analysed to address the central problem and research objectives. The further objective was to develop a model for the integration of PWDs into mainstream employment in government departments in South Africa,

to address the poor transformation record of the past 27 years (1994-2021). The main findings of the study in respect of the sub-objectives were as follows:

Sub-objective 1: To identify barriers that inhibit the employment of PWDs within provincial government departments in South Africa.

The poor mainstreaming of PWDs in employment within government departments is related to the continued socioeconomic marginalisation of PWDs. Where PWDs have secured employment in a government department, they continue to face psychosocial and organisational challenges, as well as barriers to their career progression and advancement resulting in the perpetuation of their socio-economic marginalisation. In sum, barriers to the socio-economic progress of PWDs such as infrastructural and psychosocial factors continue to prevail.

Sub-objective 2: To establish factors that influence the employment of PWDs.

The failure to achieve disability mainstreaming targets in employment has led to the impression that employment is offered to the disabled out of sympathy rather than regard for their skills and capabilities. There was evidence that the integration of PWDs into mainstream employment is a complex matter which requires the conscientising and training of existing staff on how to work with disabled colleagues. Some respondents remained ignorant of disability matters; moreover, they considered them the sole preserve of the HRM department. Others did not view disability as a unique issue, claiming that PWDs faced the same general employment problems as the able-bodied.

Sub-objective 3: To provide HR in provincial government departments with an integrative workplace model for the mainstream employment of PWDs.

In respect of this objective:

- The study has confirmed that the integration of PWDs into mainstream employment is affected by the approach being followed.
- The poor integration of PWDs in mainstream employment within the public service has been found to be due to the lack of a transparent, collaborative and well-communicated strategic disability policy.
- The centralisation and bureaucratic structure of the government department chosen for a case study were at least partly responsible for the poor achievement of disability mainstreaming.

- Poor communication of disability policy has meant the poor achievement of disability targets.

Building on the detailed findings presented in this chapter, the next chapter presents a discussion of the research results, showing how they evolved into the proposed workplace model for the integration of PWDs in the public service. The model presented in the next chapter was therefore empirically based on the findings presented and analysed in this chapter, supported by the findings of others discussed in the literature review chapters.

CHAPTER SEVEN

DISCUSSION OF RESEARCH RESULTS AND PRESENTATION OF THE WORKPLACE MODEL

7.1 Introduction

This chapter presents the major outcome of the study in the form of a workplace model for the integration of PWDS into mainstream public service employment. As noted in Chapter One, the point of departure for the study was the limited societal transformation in the public service in the post-apartheid era (1994-2021). This is reflected in its failure to meet its own targets for the employment of PWDs. The study therefore set out to achieve the objective of developing a model for the integration of PWDs into mainstream employment in provincial government departments.

This involved attaining both theoretical and empirical objectives. The literature review chapters pursued the theoretical objectives and informed the methodology of the study, which then focused on achieving the study's empirical objectives. The findings from the empirical enquiry were framed by the theoretical objectives and formed the basis for the preparation of a model for the integration of PWDs into mainstream employment. That model is presented in this chapter.

7.2 Discussion of the main research results

This section considers the elements for the development of a framework for the integration of PWDs in mainstream employment in an effort to illustrate how the main objective of the study was realised. Essentially, the sections consider the main results of the research in relation to the objectives of the study.

7.2.1 Lack of integration of PWDs into mainstream employment

The lack of integration of PWDs into mainstream employment was found to be the result of conceptual, infrastructural, managerial and organisational issues. The themes isolated in the data analysis demonstrated that there were strong organisational and managerial challenges. This endorses the findings of Sing (2012:161), who argues that government departments have not succeeded in fully accommodating PWDs in their employment and structural systems. When this is considered in the light of the marginalisation and exclusion of PWDs during the apartheid era, it can be concluded that there has been deep-rooted failure in the transformation of South African society (Mahlangu, 2009:23).

In the earlier literature review chapters, it was shown that apartheid systems were characterised by the exclusion of certain categories of people from mainstream participation in socio-economic activities. The apartheid administration emphasised the principle of the separation of races, which significantly affected PWDs from the black population living in remote or marginalised areas (Morwane et al.,2021:2). In concert with the findings of previous research, this study has identified several barriers inhibiting the integration of PWDs, including the absence of a broad collaborative strategy for disability management and a centralised approach to disability management.

The failure to address the situation of PWDs seems to point to profound structural inadequacies in the public service (Sing,2012:162). These structural dimensions include a hierarchical structure in government institutions and a reliance on bureaucracy and directive-based management. The study found that issues concerning PWDs are sensitive and evoke a variety of emotions and attitudes. Such issues nevertheless need to be addressed to remediate past failures and promote the transformation agenda in South Africa.

It appears that while there has been some progress in the implementation of employment equity, especially in terms of the accommodation of all racial groups in mainstream employment, PWDs seem to be lagging behind. Further research into the extent to which compounded marginalisation is still prevalent in South African society may be necessary, for instance, by investigating how the situation of PWDs relates to factors of gender, race and economic status.

The discoveries articulated in this study include: (1) as a result of the failure to integrate PWDs into mainstream employment, they continue to suffer from socio-economic marginalisation despite the end of apartheid; (2) due to the failure to integrate PWDs into mainstream employment, the discrimination and segregation of PWDs have prevailed relative to other previously disadvantaged groups; and (3) because of the failure to integrate PWDs into mainstream employment, the present integration strategy must be ineffectual.

The public service is expected to take the lead in implementing government programmes and initiatives. Its failure to address an issue of national concern such as this means that the issue remains problematic in the private sector. If government departments can take the lead by employing the right strategy, private sector employers are highly likely to follow suit.

7.2.2 Socio-economic marginalisation of PWDs

Reasons such as lack of access, lack of information, discrimination, and general lack of trust in being accommodated in the workplace have been identified as factors that continue to reduce the participation of PWDs in mainstream employment. Reasons for the failure to integrate PWDs into mainstream employment were found to be both internal and external and mutually reinforcing. Internally, there are psychosocial cultural barriers, infrastructural barriers as well as barriers inherent in the very nature of the organisation. External or societal factors included negative attitudes and discrimination, which were simply transferred to the workplace. The prevailing context of socio-economic marginalisation was thus found to have a major impact on workplace practices. The continued socio-economic marginalisation of PWDs in the community at large results in their failure to access basic amenities such as education and health. This further worsens their situation and means that they may lack the requisite qualifications and skills to be accepted into mainstream employment (Fagin, 2011:2).

In addition, the failure of PWDs to access other essentials such as healthcare means that they remain in dire need of infrastructural and personal support, which makes it doubly difficult for them to access employment and further accentuates their marginalisation. Even if they gain employment, they remain strongly discriminated against and face serious limitations in progressing up the employment ladder. The result is a vicious circle of discrimination and marginalisation that needs to be addressed in both internal and external systems if the transformation agenda is to be advanced.

7.2.3 Continuation of discrimination against and segregation of PWDs

As illustrated in the previous chapter, stigma, discrimination, and negative attitudes towards PWDs still prevail as major causes of the failure to integrate PWDs into mainstream employment. Despite recognition that stigma and discrimination affect disability management initiatives, stigma reduction has not been a priority (Moodley, 2017:283-293). Disability-related stigma and discrimination have led to limited labour market entry, limited job opportunities, the prevention of promotion and the dismissal of PWDs.

The data generated by this study point to a positive relationship between the failure to meet mainstreaming employment targets and the continuation of discrimination and segregation. It was found that very few PWDs have been absorbed in employment. As a result of their small numbers, the impression created is that they have been employed out of sympathy rather than for their skills and capabilities. This perception exacerbated the prejudice and discrimination, as PWDs continue to be treated with minimum respect and remain largely excluded from organisational decision making.

Some respondents demonstrated complete ignorance of disability issues and provided negative responses or professed that it was not their responsibility to handle matters relating to PWDs. This supports the argument that stigma and discrimination remain strong despite widespread campaigns to address them (Koodibetse, 2015:703). Themes generated in this study support Link and Phelan, as cited in Mahajanet al. (2010:11), who conceptualise stigma as the interaction of labelling, stereotyping, separation and discrimination by members of a community whose social, political, and/or economic power places them in what is perceived to be an elevated position.

This study has also found that the integration of PWDs in mainstream employment is a complex matter which requires existing staff to be sensitised and trained in how to work with disabled colleagues. Several respondents indicated that they found it very difficult to handle PWDs and involve them in their work areas. Some confessed to ignorance in matters to do with PWDs and an unwillingness to be involved or to include PWDs as they would able-bodied persons. This position was also implied in assertions that matters to do with PWDs are reserved solely for the HRM department. It was also established that some respondents did not view disability matters as in any way unique and felt that PWDs experienced general employment problems in much the same way as able-bodied individuals.

Disability management is therefore a complex matter that needs to be broached holistically in a manner that addresses its roots in society as a whole as well as in the miniature societies of workplaces. The desire and will to improve the situation of PWDs should also be developed so that matters to do with PWDs cease to be issues of mere legal compliance but become causes that are ethically, morally and psychologically valent.

7.3 Disability management practices in SA provincial government departments

The study has shown that the success or failure of an initiative largely depends on the approach or model adopted. In the literature review chapters, it was found that government departments often operate according to decisions that are made by cabinet ministers, whose departments craft relevant documents that are then implemented by line managers. Government operations are thus typically top-down hierarchical processes with bureaucratic characteristics. Several challenges have been found to exist within such strategies. Research into public service operations has often suggested that the nature of administration in the public service tends to affect the success of programmes.

The evidence adduced in this study also confirmed that there is a positive relationship between the integration of PWDs into mainstream employment and the kind of approach being followed. The arrangements of the public service department as well the implementation model proposed in the White Papers were deemed largely ineffectual. Specifically, the poor integration of PWDs within the public service was found to be due to the lack of a transparent, collaborative and well-communicated strategic disability policy. The centralisation and bureaucratic structure of the government department studied appears to be at least partly responsible for its poor achievement in disability mainstreaming. In particular, the poor dissemination of disability policy has meant poor achievement in terms of disability targets.

7.4 An integrative workplace model for PWDs within provincial government departments

Earlier in this study, nine models of disability were presented and reviewed: the social, medical, moral/religious, cultural, human rights, identity, limits, economic and charity models. The nature of the model or conception of disability one holds largely determines one's approach to disability management.

The review of disability models revealed that the medical model was historically dominant (South Africa. Department of Social Services, 2016:32). This model treats disability as a functional problem of the body that needs to be rectified by rehabilitation, surgery, or other physical means. In the present day, however, the social model of disability has gained ascendancy. This calls for the acceptance of disability and shifts the problem from the PWDs to how society defines disability. The emphasis therefore falls on the transformation of society.

A major principle within the social model is the acceptance that it is society that disables people, and that societal reform is needed to correct this situation. PWDs are seen as people who are capable of doing anything that can be done by able-bodied people. The central assertion of the social model is that disability must not be regarded as inability. The human rights and the moral models were also found to offer important conceptualisations that have guided the crafting and implementation of disability legislation internationally.

The present study yielded various interconnected themes or codes of meaning. These were converted into diagrams showing the relationships among the various themes. This led to conceptualisations that were compressed and integrated into a model specifically for the management and integration of PWDs into mainstream employment in the public service in

South Africa. This is presented below as Figure 7.1. Note that the Figure seeks to integrate all nine models of disability while placing particular emphasis on the social model.

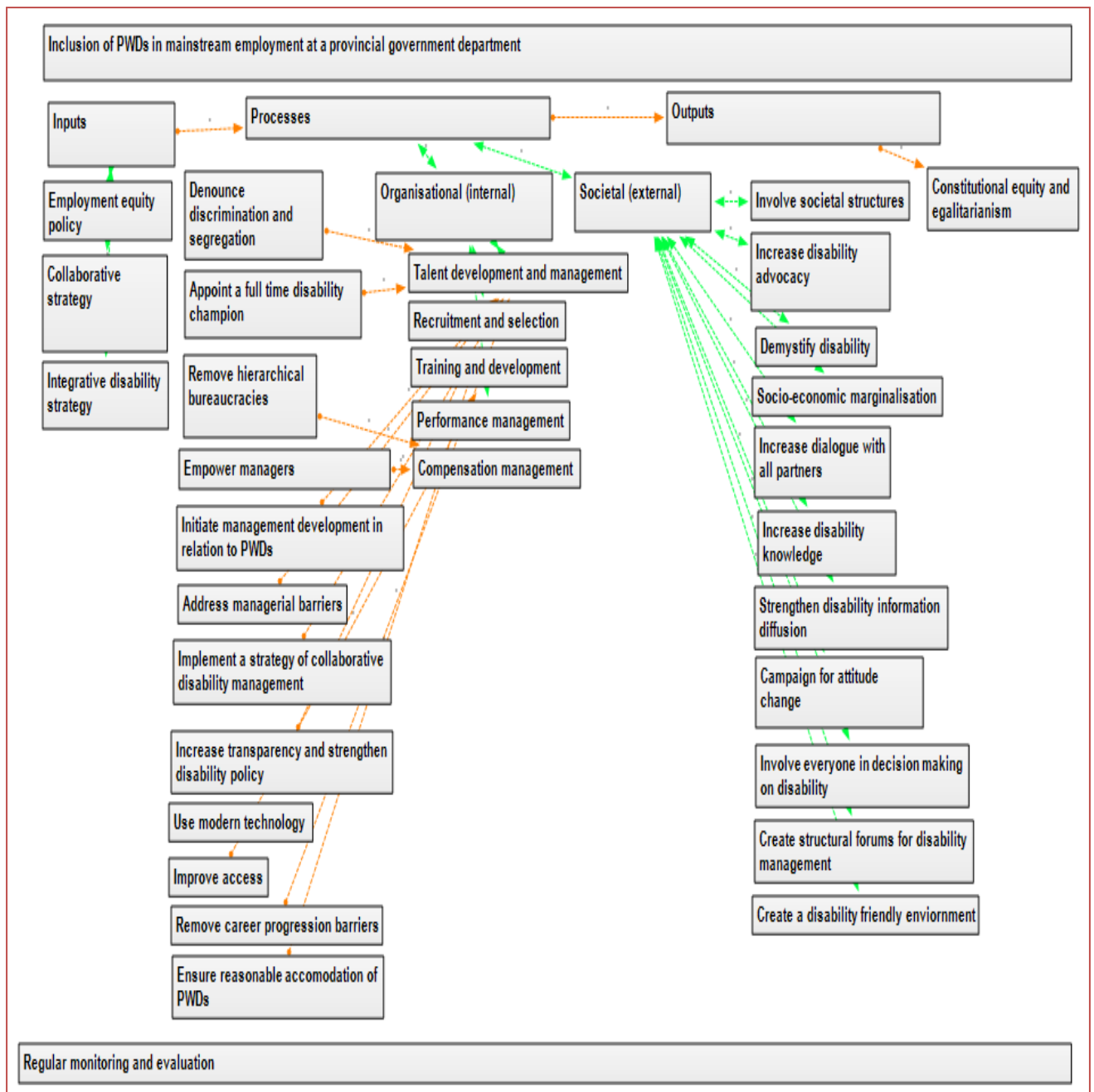


Figure 7.1: An integrative workplace model for PWDs within a provincial government department
 Source: Author's adaptation of findings of the study

7.4.1 Elements for successful integration of the disabled into mainstream public service employment

Figure 7.1 has been constructed from the analysis of empirical data presented in the previous chapter, as well as from the theoretical perspectives canvassed in the literature review chapters.

7.4.1.1 A vision for full constitutional equity and egalitarianism

The study has established the crucial need to keep sight of the vision enshrined in the constitution of the Republic of South Africa. The vision of social equity and egalitarianism is perhaps particularly relevant to PWDs, who suffered from multiple inequalities under the pre-1994 government. It was found in this study that a strategic document for collaborative disability management in the public service was non-existent or at least not widely known across departments. The study pointed to a strong respect for organisational hierarchy, with disability management initiatives being entirely the province of top management. These should rather be guided by a well-crafted and holistic vision, as provided for in the Constitution.

To attain this, it was deemed essential to ensure that vision is fully communicated across all organisational levels. The public service should also consider the decentralisation of disability policy development and communication. This could be a way of making sure that the policy developers are also responsible for its implementation. It would also go a long way towards enhancing the relevance, acceptance, and appreciation of the policy right at the level of practical implementation.

7.4.1.2 Adoption of society-wide strategies

This theme arises from the observation that public institutions operate under the gaze of the general public, and that whatever happens in the society tends to affect them. The adoption of society-wide strategies for addressing issues in respect of PWDs therefore appears critical. This study has established the need to address the psychosocial and cultural impediments to facilitating employment initiatives for PWDs. Once public attitudes start to shift, it will become much easier to handle disability in the workplace. From the literature review conducted earlier in the study, several strategies were identified can be employed to ensure that society-wide initiatives lead to an improvement in the employment situation of PWDs. These include the following:

7.4.1.2.1 Dialogue with partners

While it is fair to say that the government alone cannot improve the circumstances of PWDs in society, the government can lead initiatives to involve other important stakeholders. These

include organisations that seek to promote the welfare of PWDs, community leaders, churches, political institutions, non-governmental organisations and other community-based groups. Dialogue with these groups will create an opportunity for society-wide transformation, which will in turn translate into greater integration of PWDs in the workplace.

7.4.1.2.2 Increasing disability-based advocacy

By appointing competent people and establishing relevant institutions in the community, success in improving the welfare of PWDs can be achieved. Advocacy helps educate the community on disability matters and advances the interests of PWDs generally. The successful integration of PWDs into mainstream employment will be expedited by vigorous advocacy to eliminate socio-cultural and attitudinal barriers to disability.

7.4.1.2.3 Community mobilisation to address stigma and discrimination

Stigmatisation and discrimination burden those affected to the extent of compromising their human rights. South Africa has therefore set formal targets to quantify a reduction in stigma and discrimination (Koodibetse, 2015). These can be achieved through education and mobilisation on issues of stigmatisation and discrimination. South Africa is a multi-racial society that faces other societal evils that conduce to stigma and discrimination, including racial disunity, poor and marginalised population sectors, high incidences of sex work, drug abuse, violence against women and many other problems that compound the difficulties of managing stigma and discrimination. A society-wide approach is therefore essential.

7.4.1.2.4 Collaboration and the creation of community disability forums

The analysis conducted in this study has established that disability matters are deep-rooted and addressing them requires concerted collaborative effort which can be focused through community disability forums. Such forums could be multiracial and involve people from diverse backgrounds and circumstances so that no one is left behind in respect of the transformational objectives. The basic argument for society-wide engagement stems from the recognition that the attitudes and behaviours of people in the workplace are formed by the communities they come from. These attitudes can be changed by conscientising and mobilising the communities.

7.4.1.3 Adoption of internal strategies

Internal strategies are those actions and initiatives that are planned and implemented in the workplace to address the plight of PWDs. This study has identified various internal strategies for public service departments to promote the integration of PWDs into mainstream employment.

7.4.1.3.1 Addressing managerial barriers

To a certain extent, the challenges to mainstreaming PWDs into public service employment result from the actions of leaders (Korten, 2018:476-497). Leadership development initiatives may be important to enhance the capacity of public managers and administrators to ensure the successful integration of PWDs. What is needed is a cohort prepared to fight for the interests of PWDs with a sense of fearless sacrifice for the good of the public. This is after all what is expected of public leaders at all levels of government. There is also a need to exhibit a high level of ethical conduct in standing against corruption in support of the public. The whole concept and mission of leadership needs constant renewal and reaffirmation.

The meritocratic leadership style reflects an organisation where leaders are chosen or elected according to their capabilities and merits (Korten, 2018:476-497). This is surely the only way to achieve public leadership objectives. Challenges faced by public leaders may arise from their lack of certain capacities, skills, and experience. Koodibetse (2015) claim that sound public leadership, governance and administration depend on respect for certain ethical behaviours and values which are important for societal development. The corollary is that a lack of ethical principles is likely to undermine the efficacy of public leadership. Lastly, the theory of transformational leadership values a leader who has a powerful vision and inspires followers to realise that vision. The transformational leader relies on charisma, vision, and intellectual stimulation to influence and inspire others to exceed their previous levels of achievement. These precepts form a framework for revisiting the whole idea of leadership and addressing its challenges.

7.4.1.3.2 Implementing organisation-wide changes

Organisation-wide changes appear to be essential if the integration of PWDs into mainstream employment is to become a reality. These changes may have to start with the design and preparation of a collaborative strategy to uphold the Constitutional vision of equality and fairness, as suggested in Figure 7.1. A strategic collaborative strategy for disability matters may have to be developed with the involvement of everyone so that ordinary members of public service institutions can claim ownership of the disability strategy. A key element noted in the study was the difficulty presented by the centralised hierarchical organisational structure that is typical of government departments. It was established in the empirical study that this had led to poor policy and strategy communication and a failure to fully appreciate the aims and vision of the policy. As such, the implementation of strategic disability policies as outlined in White Papers that are promulgated as directives was poor. The specific measures that need to be included in the collaborated disability strategy include the following:

I. Adoption of accommodative Infrastructure

Accommodative infrastructure was found in this study to be important to promote workplace access for PWDs. Assistive devices can play a vital role here. In particular, the use of artificial intelligence and robots can be essential in improving the integration of PWDs. To ensure the effective adoption of disability-friendly infrastructure, a disability champion should be appointed from within the organisation to carry out assessments of workplace accessibility. Such a disability champion can have oversight of all matters concerning disability.

II. Foster a disability-friendly organisational culture

A disability-friendly organisational climate will address psychosocial issues such as discrimination and stigma that affect PWDs in the workplace. It has been recognised that disability issues are largely shaped by the social environment, which includes culture, social inequalities, status, political and power dynamics, poverty, abuse, violence, religion and more. Organisational transformation and change are founded on societal organisation and mobilisation.

Societal organisation and advocacy against disability-based stigma face several structural inhibitions, which include the large number of people living below the poverty datum line, the prevalence of multiple marginalised groups such as sex workers, same-sex groups, certain racial groups and even women. The specificity of the disadvantage suffered by each group means that advocacy initiatives should be carefully aligned to the unique needs and circumstances of the group concerned.

According to Campbell and Cornish (2014:48), addressing the cognate problem of HIV/AIDS stigmatisation, there are four basic approaches to community mobilisation, namely: (1) instrumental approaches, (2) dialogical approaches, (3) social capital approaches and (4) critical or political approaches. Instrumental approaches view the community as a set of individuals who are compliantly available for the convenience of medical personal. Dialogical approaches are based on the desire to establish dialogue with community groups in order to foster understanding and effect mobilisation. Similarly, the social capital approaches rely on the effective use of social relationships and social networks for effective mobilisation and advocacy on an issue of concern. Lastly, critical/political approaches assume that mobilisation and advocacy are fully in the hands of those who are in power. The writer believes that a hybrid approach involving dialogue and social capital is suitable for the effective organisation and mobilisation of the community against stigma and discrimination.

7.5 Summary

This chapter has reviewed the major findings of the study in relation to the literature, showing how these led to the development of a model for the integration of PWDs into mainstream provincial government departments. Both internal and external (society-wide) dimensions of this integration are discussed and included in the model. The next chapter summarises and concludes the study before offering recommendations based on its findings. Theoretically, the study found the systems thinking paradigm of inputs, processes, and outputs useful as the basis for the model. Inputs include elements from employment equity legislation, disability strategic plans and collaborative initiatives. Processes include recruitment, selection, and accommodation. The final output is nothing less than the attainment of an egalitarian society. The study also contributes to the practice of disability inclusion in the workplace by offering suggestions for both internal and society-wide actions that can be taken internally, eliminating barriers, removing bureaucracy, initiating management development for disability matters, adopting appropriate talent development measures and implementing the collaborative management of PWDs in the workplace. External measures include campaigns to demystify disability and improve people's knowledge about it, engaging societal structures and changing attitudes. When the model presented is implemented it has the potential to address the continued poverty and marginalisation of PWDs, while promoting the achievement of an egalitarian society as envisaged by the Constitution of the Republic of South Africa.

CHAPTER EIGHT

CONCLUSIONS AND RECOMMENDATIONS

8.1 Introduction

This chapter seeks to present a clear overview of the study, highlighting key elements along the way. The study began by drawing attention to the transformation agenda that South Africa faced after the advent of democracy in 1994, and this has been a consistent thread throughout, helping to marshal the material presented in the three chapters of literature review. The literature review advanced the theoretical dimension of the study, which in turn gave direction to the methodology and enhanced the empirical research, enabling the attainment of the main objective of the study.

8.2 Concluding remarks regarding the research objectives of the study

This study has explored the insertion of PWDs in mainstream employment, to develop a workplace model for the integration of PWDs in provincial government departments. The study found evidence that the challenges faced by PWDs in securing employment in the public service are real and that their integration into mainstream employment is a complex matter that requires the establishment of robust systems and institutional structures. The study also found that discrimination and negative attitudes towards PWDs still exist, and that the environment has not improved sufficiently for the realisation of PWD employment targets. There was significant evidence that there are deep-rooted challenges within the public service and how it operates, and that these hinder the integration of PWDs into mainstream employment.

It appears that the transformation record of South Africa in the post-apartheid era is somewhat tarnished by the treatment of PWDs. Evidence from this study suggests that PWDs are trapped in a vicious circle of poverty and marginalisation, where one form of marginalisation translates into another, and the hardships grind on. While PWDs are marginalised in education they remain without the skills and knowledge for successful integration into employment. This means that they remain poor and seemingly helpless. Moreover, the state of employment of PWDs cannot be considered from a micro perspective only. The workplace is a microcosm of society, and it is necessary to address the relevant issues on a society-wide basis.

Sub-objective 1: To identify barriers that inhibit the employment of PWDs within provincial government departments in South Africa

Barriers to the socioeconomic progression of PWDs, including infrastructural and psychosocial factors, continue to prevail and cause the socioeconomic marginalisation of PWDs:

- Informational barriers related to access to platforms being used in recruitment
- Psychosocial challenges in the workplace that include discrimination, wrong perceptions that PWDs cannot perform certain tasks, as well as negative attitudes toward the presence of PWDs in the workplace
- Infrastructural barriers that include the provision of a disability-friendly environment to allow PWDs to reach the workplace and work
- Managerial and leadership barriers, in terms of which managers and administrators in public institutions fail to effectively formulate and implement a strong disability policy
- Fear of victimisation on the part of PWDs, forming negative attitudes and inferiority complexes that take away their desire to become employed
- Poor communication of disability policy owing to the hierarchical nature of public institutions
- Centralisation of policy formulation and other decision-making related activities in the public service
- Poor societal support.

Sub-objective 2: To establish factors that influence the employment of PWDs

The study identified external, society-wide factors such as social attitudes towards disability that influence the employment of PWDs. Also identified were internal factors in the organisation, relating to reasonable accommodation and infrastructure, that affect the integration of PWDs into mainstream employment.

Sub-objective 3: To provide HR in provincial government departments with an integrative workplace model for employing PWDs

A workplace model for the integration of PWDs into mainstream employment was provided in Chapter Seven.

8.3 Main contribution of this research study

The major contributions of this study can be considered to lie in the theory of disability management as well as in the realm of practical strategies that can be implemented for the successful integration of PWDs into mainstream employment. Theoretically, the study found

that systems thinking involving inputs, processes and outputs can usefully be applied to the integration of PWDs into mainstream employment in provincial government departments. In essence, elements from employment equity legislation, disability strategic plans and collaborative initiatives can be considered to be inputs, while matters such as recruitment and selection can be treated as processes, and the attainment of an egalitarian society as the final output. The study also contributes to the practice of disability inclusion in the workplace by suggesting both internal and society-wide steps that can be taken for the successful inclusion of PWDs. The model developed shows that HRM can ensure the successful inclusion of PWDs by eliminating barriers, removing bureaucracy, initiating management development for disability matters, implementing appropriate talent development measures, and instituting the collaborative management of PWDs in the workplace. To achieve success, societal campaigns are necessary to demystify disability, engage community structures, change attitudes, and improve societal knowledge of disability. When the model presented is implemented it has the potential to address the continuing impoverishment and marginalisation of PWDs, and achieve a more equal society, as envisaged by the constitution of the Republic of South Africa.

8.4 Recommendations

Based on the results of the study, it is recommended that organisations in the public service should:

8.4.1 Adopt a vision for full constitutional equity and egalitarianism

The study established the crucial need to respect and be guided by the vision embodied in the constitution of the Republic of South Africa. The vision of social equity and egalitarianism is clearly applicable to the situation of PWDs, a group that suffered from legislated inequalities under apartheid. Evidence from the study indicates the need for government departments to embrace the spirit of the constitution by promoting equality and justice. The principles and precepts involved should be communicated across all levels of the organisation. The public service might also consider the decentralisation of disability policy development and communication. This could be important to ensure that the policy developers are also the implementers, which would enhance policy acceptance and appreciation at the grassroots level.

8.4.2 Adopt society-wide strategies

This recommendation arises from the fact that public institutions operate in the domain of the general public and whatever happens in society tends to affect them. Consequently, the adoption of society-wide strategies for addressing issues regarding PWDs appears critical. For

instance, if the psychosocial and cultural impediments that people bring with them to work can be addressed, it will become much easier to handle disability in the workplace. During the literature review conducted in the study, several strategies were identified that can be employed to ensure that society-wide initiatives lead to an improvement of the situation of PWDs. Some of these strategies are described below.

8.4.2.1 Engage in dialogue with partners

While it may well be that the government cannot improve the circumstances of PWDs alone, the government can lead initiatives for the involvement of other important stakeholders. These stakeholders include organisations that promote the welfare of PWDs, community leaders, churches, political institutions, non-governmental organisations and other community-based groups. Dialogue with these groups provides an opportunity for society-wide transformation. This research suggests that society-wide achievements are likely to translate into success in the workplace.

8.4.2.2 Increase disability-based advocacy

By appointing competent people and establishing relevant institutions in the community, success in improving the welfare of PWDs can be achieved. Advocacy can educate the community on disability matters and advance the interests of PWDs in various social domains. The successful integration of PWDs into mainstream employment will depend to some extent on advocacy that fosters the elimination of cultural and attitudinal barriers to disability.

8.4.2.3 Address stigma and discrimination

South Africa is a multi-racial society beset with stigma and discrimination associated with racial difference, a large population of rural, poor, and marginalised people, a high incidence of sex work, drug abuse, violence against women, HIV/AIDs and many other problems of disadvantage that can compound stigma and discrimination. It is therefore important to ensure a society-wide approach that addresses these triggers of stigmatisation to improve the welfare of PWDs.

8.4.2.4 Collaborate in creating disability forums

The analysis conducted in this study has pointed out that disability matters are deep-rooted, and addressing them requires concerted, collaborative effort. A strategic way of going about this is through community disability forums. Such forums could be multiracial and involve people from diverse backgrounds and circumstances, so that no one is left behind in respect of transformational objectives. The basic argument for social engagement derives from the

recognition that the attitudes and behaviours of people in the workplace are instilled by the communities they come from and require community-wide intervention to be transformed.

8.4.2.5 Address managerial barriers

To a certain extent, the challenges relating to mainstreaming PWDs into public service employment are influenced by the actions of leaders. Leadership development initiatives may be important to enhance the capacity of public managers and administrators to ensure the successful integration of PWDs. Qualities in leaders associated with sacrifice and public-spiritedness should be highly valued and rewarded.

8.4.2.6 Adopt accommodative infrastructure

Assistive devices can be important in helping PWDs access the workplace and perform their roles. To ensure the effective adoption of disability-related infrastructure, a disability champion may be appointed in the organisation.

8.4.2.7 Create a disability-friendly organisational culture

The key is education to sensitise, conscientize and transform. Heightened awareness of disability can lead to a disability-friendly organisational culture free of discrimination and stigma.

8.5 Limitations of the study and future research

Every study faces methodological, spatial, and sectoral limitations. This study adopted a rigorous approach to establish its credibility and validity. The kind of data collected, and the data collection methods could be changed in favour of other methodologies to offer different perspectives. For instance, a quantitative study based on structural modelling would complement and increase the authority of this one.

This research comprised a case study of one provincial government department. Future studies might look more widely at the public service in South Africa or compare public service with private-sector attempts to accommodate PWDs. Another and different direction for research would be to conceptualise and design the kind of community advocacy campaigns that are proposed above.

8.6 Summary

The last seven chapters were guided by the research questions and objectives formulated in Chapter One. The three literature review chapters provided earlier created a theoretical framework and contextual background for the empirical research subsequently reported. Chapter Seven presented the final outcome of the study in the form of a model for the integration of PWDs into mainstream provincial government department employment. This chapter has reiterated in summary form the salient findings of the study in the achievement of its objectives.

8.7 Conclusion

The study's point of departure was the transformation agenda to which the post-1994 government of South Africa committed itself. As is well known, apartheid was based on the separation of the races and the differential provision of opportunities in various areas of socio-economic life. PWDs in particular experienced exclusion from many fundamental dimensions of life, including the labour market. Taking note of this, the new government promulgated various statutes and policies to achieve the vision of an equal society that offers opportunities for all. In the public service, targets were set in respect of the employment and integration of PWDs into mainstream employment. Yet these targets have for the most part not been realised, a disappointment in terms of the transformation agenda. The problem statement of the study therefore focused on this failure to achieve targets for the employment of PWDs.

The literature review conducted showed that the concept of disability is not easy to define as it denotes any physical or psychological limitation and almost everyone tends to have some form of disability at some time. Some scholars argue for country-specific or sector-specific definitions of disability. The review showed that some of the challenges facing disability policy administration can be attributed to the lack of a clear and universal definition of the concept. It was found that the medical model of disability had dominated until well into the twentieth century, when it was displaced by the social model of disability that is presently the dominant model. Although other models of disability discussed included the religious model, the moral model and the human rights model was argued that the medical and the social models of disability had the most significant influence globally. These two views differ in that the medical model assumes that PWDs are limited, their disability is inherent and there is a need for rehabilitation or other accommodative actions to rectify the situation. On the other hand, the social model takes the view that disability is a social construction and arises from the stigma and discriminatory attitudes that society has towards disability. The review also established

that PWDs face significant challenges in the labour market as they are considered inferior or unable to perform. However, arguments in line with the social model suggest that there is a business case for the employment of PWDs and being disabled does not imply inability. The literature emphasised that most PWDs can perform many tasks and handle many responsibilities just as well as able-bodied people. It therefore makes sense for organisations to develop an accommodative workplace environment that allows for the integration of PWDs. Organisations are encouraged to eliminate barriers and ensure that discrimination is banned from workplaces. In line with this desire for change, the study was conducted according to the transformation or critical paradigm which recognises the plight of oppressed or marginalised groups and how research can be undertaken in such circumstances. The perspective adopted is that PWDs are a marginalised group and their integration into mainstream employment represents a form of emancipation. The study was therefore critical of the present scenario regarding the integration of PWDs into mainstream employment. Proceeding according to the qualitative research approach, an interactive data collection process ensued that was based on the constructivist and interpretivist views of phenomena. The result of the study was a model for the integration of PWDs into mainstream employment. The findings of the study indicate that there are organisational, managerial, societal, and institutional factors in the integration of PWDs into mainstream employment, that can be divided into internal and external or society-wide measures. Some of these were described and discussed. The study emphasises the need for promoting equality through the equitable provision of economic participation opportunities. It is hoped that the research will advance the values envisioned in the South African Constitution and cherished by everyone.

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APPENDIX A : Permission to conduct research



Corporate Services Centre
Chief Directorate People Management Practices

Tel: +27 21 483 6743
Cape.Admins@westerncape.gov.za

Reference: 3314R
Enquiries: Cato Adrians

MS LOUISE ESTERHUYSE
CHIEF DIRECTOR: PEOPLE MANAGEMENT PRACTICES

RE: PERMISSION TO CONDUCT RESEARCH

1. Under cover hereof, please find a letter from Mr Warren Charles (Lecturer at CPU) seeking permission to conduct research.
2. Submitted for your consideration.

Kind regards,


MR C ADRIANS
ACTING DIRECTOR: POLICY & PLANNING
DATE: 4/5/2015

PERMISSION GRANTED / DECLINED.


MS L ESTERHUYSE
CHIEF DIRECTOR: PEOPLE MANAGEMENT PRACTICES
DATE: 5/5/15

APPENDIX B: Ethical clearance



P.O. Box 1906 • Bellville 7535 South Africa • Tel: +27 21 6801680 • Email: safefa@cput.ac.za
Symphony Road Bellville 7535

Office of the Chairperson Research Ethics Committee	Faculty: BUSINESS
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At a meeting of the Research Ethics Committee on 16 September 2015, Ethics Approval was granted to CHARLES, WARREN (214304965) for research activities Related to the MTech/DTech: DTech: HUMAN RESOURCE MANAGEMENT at the Cape Peninsula University of Technology

Title of dissertation/thesis:	The integration of people with disabilities into mainstream employment: A model for Provincial Government Departments. Supervisor: Prof C Iwu
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Comments:

Decision: **APPROVED**

	16 September 2015
Signed: Chairperson, Research Ethics Committee	Date

	25/11/2016
Signed: Chairperson, Faculty Research Committee	Date

Clearance Certificate No: 2015/REEC274

APPENDIX C: Research introductory letter



13 March 2015

Re.: Permission to Conduct Research

Dear Sir/Madam

This communique serves as a formal request to conduct a survey amongst Departments and senior staff (Directors, Deputy-Directors, Assistant-Directors, and HR-practitioners) employed at your organization.

My name is Warren Charles, and I am a qualified Industrial Psychologist and a registered doctoral student in the Department of Human Resource Management, Faculty of Business and Management Science, at the Cape Peninsula University of Technology (CPUT) under the supervision of Professor Chux Gervase Iwu.

The intended research project aims to answer the question "How can people with disabilities be successfully integrated into mainstream employment?". The title of my research is "***The integration of the disabled into mainstream employment: A model for government departments***". The researcher is of the ontological view that the reality of this phenomenon can be well understood through an ethnographic approach based on interviewing and interacting with various stakeholders involved in the employment relationship.

Being the father of a physically disabled child myself, one observes various barriers in terms of reasonable accommodation sometimes within a schooling environment, hence wanting to contribute to the body of knowledge to transform South African workplaces, in developing a model on how to integrate people with disabilities into mainstream employment.

Participation in the intended study will be voluntary and all information gathered from the participants will be dealt with in a highly confidential manner. The names of the participants as well as that of the institutions/departments will remain anonymous. I also guarantee no harm to participants both physically as well as psychologically as I am bounded by the Code of Ethics as set out by the Health Professions Council of South Africa (HPCSA) as well as the Code of Ethics as set out by CPUT.

The findings of the intended research will be of great value to government departments and employers in further contributing to the transformation of South African workplaces. Recommendations will be made which can be used by your organisation, and particular your management team, to improve the integration of people with disabilities in your organisation and also see what the best practices are in this regard.

Yours in further education and research,

A handwritten signature in blue ink, appearing to read "Warren Charles", is written over a light blue horizontal line.

Warren P. Charles

B.com (Human Resources), B.com (Hons), M.Com (Ind.Psych.).

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APPENDIX D: Research Questionnaire

DISABILITY MANAGEMENT RESEARCH QUESTIONNAIRE

Name & Surname	
Directorate	
Date & Time	
Place	
Occupation	
Employment Period	

1. Does the organization have a strategic plan that supports a collaborative disability management program?

2. What do you think are the barriers to integrate people with disabilities into employment with various departments?

3. What challenges do people with disabilities face in finding employment within WCPG?

4. Does your workplace have a disability management practitioner and/or a disability management committee consisting of both management and worker representatives.

5. What in your opinion is the main reason why people with disabilities might find employment difficult within the WCPG?

6. What are the main barriers for a disabled person to climb the co-operate ladder within WCPG?

7. In order to ensure that the WCPG Management of Disability meets the needs of disabled staff, what do you feel are the key areas of WCPG activities that needs to focus on?

(tick any that apply)

- Continual assessment of barriers within the workplace
- Addressing needs of disabled staff
- Sufficient access of disabled staff into WCPG buildings/offices
- Communications and Marketing Services disabled staff
- Staff development and training Monitoring and impact assessment
- Physical Environment Consultation with disabled staff
- Other (please give details below)
- Which do you feel is the single most important area?

8. The workplace provides productive and meaningful opportunities for people with disabilities to excel in the workplace?

9. What attitudinal barriers do disabled staff members have to face from abled staff members?

10. How would you rate disabled staff members opportunities within WCPG to grow and developed within their careers?

11. Are disability management programs, roles and procedures clearly define within WCPG for all employees to understand? If no, what could be the reasons therefor?

12. Has this questionnaire missed any important issues or topics with regards to the experience and participation of disabled staff within WCPG?
