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Office



## People with Intellectual Disabilities – Opening Pathways to Training and Employment in the African Region

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Lusaka, Zambia  
9 – 11 March 2010

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Skills and  
Employability  
Department

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## Abbreviations and acronyms

ANDD	African Network for Developmental Disabilities
CED	Community Economic Development
CRPD	United Nations Convention on the Rights of Persons with Disabilities
DPO	Disabled Persons' Organizations
DSA	United Kingdom Down's Syndrome Association
EEF	Ethiopian Employers' Federation
ENAID	Ethiopian National Association on Intellectual Disabilities
ENHAS	Entebbe Handling Services Ltd. (Entebbe Airport)
FAIDD	Finnish Association on Intellectual Developmental Disabilities
FUE	Federation of Ugandan Employers
GSK	GlaxoSmith Kline
IA	Irish Aid
ILO	International Labour Organization
MDG	Millenium Development Goals
M.E.	Mekane Eyesus School
MOLSA	Ministry of Labour and Social Affairs - Ethiopia
NFU	Norwegian Association for Persons with Developmental Disabilities
NELMP	National employment and labour market policy
NGOs	Non-governmental organizations
NUDIPU	National Union of Disabled Persons
SE	Supported employment
TEVET	Technical and Vocational Education Training
UK	United Kingdom
UN	United Nations
UN CRPD	UN Convention on the Rights of Persons with Disabilities
UN DESA	United Nations Department of Economic and Social Affairs
UPACLED	Uganda Parents of Children with Learning Disabilities
UPE	Universal Primary Education - Uganda
ZACALD	Zambian Association of Children and Adults with Learning Disabilities
ZAEPD	Zambian Association for Employment of Persons with Disabilities
ZAFOD	Zambia Federation of the Disabled
ZAPD	Zambian Agency for Persons with Disabilities
ZAPDD	Zanzibar Association for People with Developmental Disabilities



## 1. Introduction

A new era of opportunity for persons with disabilities is heralded with the entry into force of the United Nations Convention on the Rights of Persons with Disabilities (CRPD) in May 2008. This Convention requires States to move away from an approach that caters to people with disabilities in separate facilities towards an inclusive approach that opens doors to training opportunities in general training centres and employment opportunities in the open labour market alongside non-disabled people.

People with intellectual disabilities are entitled to gain from the provisions of the CRPD as well as people with other kinds of disabilities. Yet, they are frequently not well placed to benefit from this changed emphasis on inclusion. In many developing countries, in particular, they are often deprived of the opportunity to attend school or to acquire relevant vocational skills. This leaves them at a disadvantage when it comes to seeking jobs. While this is frequently the case, international experience shows that with the right training, support in acquiring skills in the workplace, and the right opportunities, they can become valued employees.

Many countries of Africa have already declared their commitment to the goal of inclusion of persons with disabilities through ratification of the CRPD, while others have signed it with a view to ratification. Many have also ratified ILO conventions, committing themselves to the goals of equal opportunity and non-discrimination. In light of these commitments, the time was ripe to convene a sub-regional conference *People with Intellectual Disabilities: Opening Pathways to Training and Employment in the African Region* to address the question of how training and employment opportunities can be effectively opened up for persons with intellectual disabilities, through action by governments, employers, trade unions and civil society.

Organized by the International Labour Organization (ILO) with funding from the Government of Ireland, the objectives of the conference were to examine experiences from African countries and the world at large in vocational training, preparation for work and employment of persons with intellectual disabilities; explore policy frameworks that seem most conducive to promoting training and employment opportunities for this group; identify steps that might be taken and measures that might be adopted by governments, social partners and civil society to promote the economic and social inclusion of people with intellectual disabilities; and foster linkages and networks between agencies participating in the conference with a view to establishing lasting collaborative networks.

The conference was attended by 80 participants from five countries in Africa (Ethiopia, Kenya, Malawi, Tanzania, Uganda and Zambia) and the United Kingdom, along with ILO project staff from China, Thailand and Viet Nam. Participants represented government, employers' organizations, trade unions, disabled persons' organizations (DPOs), and parents groups, while several of the participants were people with intellectual disabilities. The gender balance was slightly skewed, with 35 women taking part compared to 45 men.

During the conference, participants discussed the achievements and shortcomings of policies, laws, programmes and services in their respective countries. People with intellectual disabilities made testimonies of their experience in attempting to access education, training and employment, and described what work meant to them. Ideas were exchanged, experiences shared and discussions took place about measures taken,

or to be taken, at national and international level to improve the quality of life of people with intellectual disabilities and their families at all levels of society to increase participation in their communities.

This report contains the presentations made and gives an overview of the discussions that took place and a summary of the recommendations for action. The Lusaka Declaration, adopted in the concluding session, reflects these recommendations in full. The background paper, *Promoting training and employment opportunities for people with intellectual disabilities. International experience* prepared by Professor Trevor Parmenter for the conference is contained in Annex 2.

## **2. Programme**

The conference involved a combination of formal presentations, panel discussion and working group sessions aimed to encourage a high level of participation (see Programme, Annex 1).

### **Thematic presentations**

- Achievements and challenges in vocational training and employment of persons with intellectual disabilities: What works and what doesn't work in different regions.
- Overview of country experience in several countries in the East and Southern African region and in the United Kingdom.
- What lessons can be learned from experience in East Africa?
- International experience in promoting opportunities for people with intellectual disabilities: What is required from government, social partners and civil society?
- Attitudes and stereotypes as barrier to inclusion – Overview.

### **Working groups**

Participants took part actively in the two working group sessions, during which the following questions were discussed:

- What contributions can government, employers, trade unions, non-governmental organizations (NGOs) and international organizations and networks make to improve the employment opportunities for people with intellectual disabilities?
- How can stereotypes and attitudes be changed?

### **Resource persons**

- Ms Barbara Murray, Senior Disability Specialist, Skills and Employability Department (EMP/SKILLS), ILO Geneva
- Ms Pia Korpinen, Regional Technical Officer on Disability, ILO/Irish Aid Partnership Programme, Addis Ababa, Ethiopia
- Ms Emanuela Pozzan, Sub-Regional Coordinator on Disability, ILO/Irish Aid Partnership Programme, Bangkok, Thailand
- Mr George Mubita, National Programme Coordinator, Zambia, ILO/Irish Aid Partnership Programme, Lusaka, Zambia
- Mr Berhan Ayenew, Finance Officer, ILO/Irish Aid Partnership Programme, Addis Ababa, Ethiopia
- Professor Trevor Parmenter, University of Sydney, Australia
- Ms Eve Watts, Consultant, Uganda.



## Resource materials

The following documents were provided to participants in hard copy or electronic format:

- *Promoting training and employment opportunities with for people with intellectual disabilities: International experience*, Professor Trevor Parmenter, University of Sydney (Feb. 2010)
- ILO Fact sheets produced under the ILO/Irish Aid Partnership Programme on the Inclusion of People with Disabilities in Ethiopia, Kenya, Tanzania, Uganda and Zambia, Oct. 2009
- Fact sheets on two ILO-Irish Aid projects:
  - *Promoting the Employability and Employment of People with Disabilities through Effective Legislation (PEPDEL)*, July 2009
  - *Promoting Decent Work for People with Disabilities through Disability Inclusion Support Service (INCLUDE)*, July 2009

## 3. Official opening

The Honourable Michael Kaingu, Minister for Community Development and Social Services, Zambia, who expressed his support for the theme of the event, officially opened the conference. Further opening speeches were made by Mr Gerry Finnegan, ILO Representative for Malawi, Mozambique and Zambia; Ambassador Tony Cotter, Embassy of Ireland, Zambia, and Mr Quincy Mwiya, Self-Advocate, supported by Mr James Mung'omba, Co-Facilitator.

### 3.1 *Honourable Michael Kaingu, Minister for Community Development and Social Services, Zambia*

Minister Kaingu welcomed everyone, stating that it was an honour that Zambia had been selected by the ILO to host this important conference. He was pleased to participate in such a worthwhile event as a senior representative of the Zambian government and also as a father of a young man with an intellectual disability. He went on to give an overview of the situation regarding persons with disabilities in Zambia.

#### **Legal and policy situation in Zambia**

Disability issues have been on the political agenda in Zambia for many years. The Constitution states that “every person in Zambia has been and shall continue to be entitled to the fundamental rights and freedoms of the individual.” The Constitution is now under review and consultations are taking place with disabled persons’ organizations to make it more receptive to the rights of persons with disabilities.

The *Persons with Disabilities Act*, 1996, prohibits discrimination on the grounds of disability. This legislation has recently been reviewed and a draft Act to replace it is currently under consideration. Many other laws have recently been reviewed from a disability perspective with the support of the ILO and proposals for amendments have been made.

Policy development is also continuing to ensure that disability concerns are taken into account. Zambia’s National Policy on Disability aims at integrating people with disabilities in the mainstream of society.

The national employment and labour market policy (NELMP) adopted in 2005, provides a major focus for pro-employment services strategies, and focuses on special

interest groups including people with disabilities. Discussions are underway on the development of an action plan to address disability issues within this policy.

A disability policy concerning the vocational training of persons with disabilities was adopted in 2007 and a national action plan on inclusive vocational training is currently being developed by the Ministry of Science Technology and Vocational Training, with support from the ILO.

The 1996 National Policy on Education recognizes the right to education “for each individual” and that, “regardless of personal circumstances or capacity” this inclusive approach aims to ensure equality of educational opportunity for children with special needs and ensure children with disabilities have opportunities of accessing mainstream education. However, there is explicit exclusion for children with severe impairments who will continue to be catered for in segregated special schools.

### **International law**

Zambia ratified the CRPD in January 2010, signaling the Government’s intention to further strengthen the inclusive approach to disability issues in all aspects of society. This comes in addition to the Government’s ratification of ILO Convention No. 111 concerning Discrimination in Employment and Occupation (1979), and Convention No. 159 concerning Vocational Rehabilitation and Employment of Disabled Persons (1983). In addition to the ongoing review of laws and policies, these commitments reflect the Government’s concern to promote equal opportunities for its citizens with disabilities and to unlock their potential.

### **People with intellectual disabilities in Zambia**

A needs assessment of the current situation of persons with a disability conducted in 2002-2003 by the Zambia Federation of the Disabled (ZAFOD) found that there is little awareness of the rights, needs and aspirations of persons with disabilities, who are still victims of stigma. This statement also applies to people with intellectual disabilities. According to a study carried out in 1987, this group makes up approximately 3.6 per cent of the Zambian population.

Children with intellectual disabilities benefit to some extent from special education provided. Several projects have been carried out in recent years to promote opportunities for this group of Zambians, with support from the Government of Finland and other donors. These include a project that aimed to create an employment model for persons with intellectual disabilities, suitable for Zambia, and another that aims to increase opportunities for women and girls with intellectual disabilities to participate in social life, to improve their employment opportunities through peer support, co-op society activities, material in simple language and public awareness campaigns.

Zambia has a dynamic group of DPOs which are active with international donor programmes and liaise with the government and other decision-makers to represent their members constructively and ensure that a focus on intellectual disability is maintained.

Finally, the Ministry of Community Development and Social Services is responsible for formulating policy for people with disabilities. The government is acutely aware that meaningful achievement of its goal of full participation of persons with disabilities will be achieved when governments, DPOs and people with intellectual disabilities successfully work together to generate a change.

### **3.2 Mr Gerry Finnegan, ILO Representative for Malawi, Mozambique and Zambia**

Mr Finnegan said it was a great pleasure for him to welcome participants from five countries of Africa, three countries of Asia, Australia and the United Kingdom. He expressed a particular welcome to participants with intellectual disabilities who would be making an important contribution, by speaking of what work means to them, and expressing how important it is for their dignity to have a job. He then welcomed the Irish Ambassador, Mr Cotter, recently arrived in Zambia, to the first ILO event in which he had the opportunity to participate. This was significant, since it was thanks to the support of Irish Aid that the ILO has been able to focus on disability at work, and to open up decent work opportunities for persons with disabilities in the countries represented, to the extent that it has in recent years. The conference was taking place as part of the ILO/Irish Aid Partnership Programme, which aims to contribute to the realization of *Decent Work for All*, in selected countries in Africa and to some extent, Asia, by working to improve employment opportunities for people with disabilities, among other initiatives.

With the entry into force in 2008 of the UN Convention on the Rights of Persons with Disabilities, whole societies are changing the way in which people with disabilities are catered to in laws, policies, programmes and services. Moving from an approach that segregated disabled people from the rest of society, including education, vocational training and employment, steps are now underway to open access to the mainstream, to general services and to the open labour market. Everyone stands to gain from this new approach, as people with disabilities are enabled to take their place as citizens on an equal basis with others and make their contribution to their communities and the wider society in which they live.

Many African countries have already declared their commitment to the goal of inclusion of persons with disabilities through signing and some ratifying the CRPD. This is a positive move that will provide the requisite legal framework for governments, people with disabilities, DPOs and employers.

People with intellectual disabilities are entitled to benefit from the provisions of the CRPD as well as people with other kinds of disabilities. Yet, they are frequently not well placed to gain from this changed emphasis on inclusion. In Africa, where the intellectually disabled make up an estimated 10 to 15 million people, opening the doors of opportunity will mean improved quality of life not only for the individuals themselves but also for their families and the broader community.

The main hurdle for people with intellectual disabilities is the inaccurate stereotypes, mistaken assumptions and protective, at times negative attitudes. As a consequence, people with intellectual disabilities miss out on opportunities of education, training and full participation.

Research and experience in other countries shows that, with the right training, supports in the workplace and targeted opportunities, people with intellectual disabilities make valued contributions in the workplace. Joint-action by governments, employers, trade unions and civil society is needed to open the doors of opportunity that will bring people with intellectual disabilities in from the margins of society.

Referring to the short video<sup>1</sup> which had been shown at the start of the official opening ceremony, Mr Finnegan concluded by saying that he was very taken by the message it

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<sup>1</sup> Decent Work for People with Disabilities – Count Us In! ILO 2009

gives: that if people with disabilities worked in jobs suited to their interests, skills and abilities, they could make excellent employees. He stressed that, while the ILO has actively promoted equal opportunities for persons with disabilities for many years, this is the first occasion on which the focus has been placed specifically on people with intellectual disabilities. It was also historic in bringing together representatives of governments, employers, trade unions and NGOs to discuss the evidence. He called on participants, including employers, trade union representatives and NGOs to reflect on the evidence presented to them, and make recommendations for follow-up action.

### **3.3 *Mr Quincy Mwiya, Vice-Secretary General, ZACALD***

My name is Quincy Mwiya, a self-advocate. I am very pleased to be invited to this important conference. In Zambia, people with intellectual disability are highly marginalized. This is common to many African countries. In the past, meetings of this nature have never involved the participation of person with intellectual disabilities. Involvement of persons with intellectual disabilities is critical – we also know what our needs are and we have feelings like anybody else.

I am Vice-Secretary General of the Zambia Association of Children and Adults with Learning Disabilities (ZACALD) and elected to the Board of Inclusion Africa and the Council of Inclusion International, as well as being a committee member of International Disability Alliance.

In 2005, an organization from Norway called the Norwegian Association for Persons with Developmental Disabilities (NFU), organized a self-advocacy workshop and I was one of the participants invited to attend. From that workshop and with support from my co-facilitator, James Mung’omba, I have worked very hard in facilitating similar workshops in several parts of Africa. I have had the opportunity to empower fellow self-advocates in 12 countries.

As the result of my commitment, and support from Inclusion International, NFU and UN-DESA, I was nominated to attend two Ad-Hoc Committee meetings in New York on the UN Convention on the Rights of Persons with Disabilities. I had a chance of attending even the last Ad-Hoc Committee meeting when the document we are calling UN Convention on the Rights of Persons with Disability was finalized. We thank our Zambian Government for ratification of the UN CRPD and request that it speedily deposits the Declaration so that the rest of the world can know its stand on the CRPD.

What I expect from this conference? Let’s hope there will be a document that can be used elsewhere to promote opportunities for people with intellectual disabilities. Together, we can have a positive impact on the lives of persons with disabilities.

Following Mr Mwiya’s speech, Mr James Mung’omba added that people always tell people with intellectual disabilities that they are slow, but given time, they can learn. He asked that, as they present at the conference, people take this into account.

### **3.4 *Ambassador Tony Cotter, Embassy of Ireland, Zambia***

The Ambassador thanked ILO for the opportunity to attend the opening conference and acknowledged the dedicated and hard work that it had done in the region for people with disabilities. He also acknowledged the important role played by the ILO Director, Mr Finnegan, in contributing to the region’s success in this area through the long-standing, positive and successful relationship between the ILO and Irish Aid over many years that has been of significant mutual advantage.

Poverty in Sub-Saharan Africa is difficult, and when combined with disability it creates an increased challenging dimension for the individual. Disabled people typically lack

access to the health and education, clean water and sanitation, have poor housing and many live in over-crowded, unsanitary and unsafe areas.

Overall in Africa, there are between 10 and 15 million people with intellectual disabilities. According to the World Health Organization, between 960,000 to 1 million women and men in Zambia, approaching 7 to 10 per cent of the population, have a disability.

Irish Aid (IA) is firmly committed to addressing disability. This is done across all programmes where a focus is placed on the poorest and those most in need of service provision. IA works with the Ministry of Education on special needs education and on bursaries. In Zambia, IA supports the National Programme of Social Protection in partnership with other cooperating partners, including the ILO. This programme targets the poorest 10 per cent of households; often the same households attempting to cope with issues pertaining to disability.

IA support extends to civil society organizations that are taking forward community approaches to support individuals and communities that have been rendered more vulnerable through disability. In this context also, Ireland, and Irish Aid particularly, values the partnership it has had with the ILO since 2001. Support for the inclusion of people with disabilities in the workplace forms a central component of the partnership programme.

The ILO and Irish Aid partnership supports the inclusion of people with disabilities in employment by working on two levels. Firstly, the programme creates a positive environment for the employment of people with disabilities through support for effective disability-sensitive policies and legislation. Secondly, the programme provides practical support and advice on inclusion of people with disabilities in the workplace, including access to small enterprise development activities, vocational training and micro-finance.

Ongoing ILO work is particularly important to ensure a disability perspective is embedded in policy and programming. The ILO focus on building long-term capacity and creating a positive policy environment will help ensure sustainability of its interventions in the years ahead.

Promoting the economic and social inclusion of people with disabilities is crucial. Barriers within society promote exclusion, stigmatization and discrimination against disabled persons. Inclusion requires the removal of any barriers that prevent persons with disabilities from becoming full and active members of society with access to good education, good healthcare, good housing and employment opportunities. This is why Ireland and Irish Aid are particularly pleased to support this very important conference.

## 4. Thematic presentations

### 4.1 Achievements and challenges in vocational training and employment of persons with intellectual disabilities: What works and what doesn't work in different regions.

**Trevor Parmenter, University of Sydney**

Professor Parmenter opened his presentation by stating that it was necessary to turn disability policy 'upside down' because the future of providing necessary support for people with disabilities within Africa rests largely in the hands of Africans and their families. A key to the success would be a person-centred approach, therefore placing people with disabilities at the centre of all policy making.

Whilst international and domestic legislation is crucial, the laws in themselves will not be sufficient. It is essential to develop skill building as well as evidence-based research to provide the necessary statistics to justify the implementation of legislation pertaining to people with disabilities.

Success will be achieved at all levels of society when it is accepted that *people with intellectual disabilities can learn*. While it may take a little longer, through good teaching methods great success can be achieved. It is necessary to commence training at the point where the learner is, that is, from their own stage of understanding and progress task training in small and simple steps.

This method was proven to be successful by Dr Marc Gold who, in the 1970s, demonstrated that people with intellectual disabilities could eventually undertake complex tasks if the teaching methods were staged and progressive.

Professor Parmenter showed a number of video clips throughout his presentation. The first of these was of Dr Gold showing that people with an intellectual disability with quite high support needs were capable of learning complex assembly tasks. The training was basically non-verbal with the use of physical prompts. Through his research, Dr Gold was able to demonstrate that the people trained using his "Try Another Way" technique were able to reach high standards of performance, without errors. The underlying psychology was that workers were being taught to learn how to learn with basic decision-making skills – it was the experience of learning that counted, rather than the tasks which were not relevant. Dr Gold emphasized that competence was its own reward/reinforcement for people learning new tasks.

Professor Parmenter went on to say that a further key to successful inclusion of people with intellectual disabilities in mainstream society is the need to provide *real jobs* in open employment. This can be achieved when the necessary supports are in place and attitudinal change takes place within the community which would acknowledge the rights of people with disabilities to make choices, including having independent relationships and marrying.

People with intellectual disabilities who participate in paid employment may find themselves as the 'bread-winners' for their families, which is positive as it increases their status within their family and community.

The main obstacle for people with intellectual disabilities is the negative attitudes of the community, family and potential employers. That is, the view that any imperfection in intellect can almost be seen as sub-human. This stems from the high value placed upon intellect in all societies.

Previously, the stigma attached to having an intellectual disability was so great that many were viewed in the same light as criminals and other people of low moral standing. Hence they were institutionalized or incarcerated for the protection of society.

### **How do we combat this societal ignorance?**

Professor Parmenter reiterated the need to change societal attitudes and behaviours towards people with intellectual disabilities, stressing the importance of demonstrating competencies obtained from good education, the need to publicize success stories and - in accordance with the CRPD – to emphasize that disability is a natural part of human diversity.

A step towards achieving a change would be to change the way in which we assess people, that is, assess people's 'support needs' and **not** their level of intelligence. The support needs assessments identify the individual's needs regarding health, everyday living, job, social, leisure, recreation and spiritual needs. This person-centred approach is individually oriented and focuses upon the personalization of the individual's quality of life. Considerations in the person-centred approach are social inclusion, self-determination, personal development, rights, interpersonal relationships, emotional, physical and material well being. Other considerations are the necessary disability-related supports, family interaction as well as physical, material and emotional well being.

### **What works in employment?**

Professor Parmenter stated that greatest success in integration of people with intellectual disabilities is achieved when the transition planning is started in early secondary schooling and includes some work experience to enable them to make a choice about what they enjoy doing and experience a taste of the world of work. This individual plan should be made with the support of families, peers and mentors and involve potential employers.

People with intellectual disabilities have greater success in work outcomes when they participate in supported employment (SE). This support may be provided by a Job Coach who would assess the needs, strengths and interests of the individual, assist in the identification of suitable work, help with the application process and provide ongoing on the job support.

Job selection would ideally be on the basis of finding a job that fits the individual, rather than trying to fit the individual to the job. This change in emphasis is called *Job Matching*. Alternatively, where a job exists and the duties are slightly amended to fit the skills of the individual or accommodating the client, this is called *Job Carving*. Both strategies have successful application in placing and supporting people with intellectual disabilities in open employment.

Longevity of employment is achieved when the Job Coach reduces support and passes responsibility to a fellow employee or work mentor, so that the role of the Job Coach diminishes and is only relevant if needed. Research has demonstrated the critical importance of social skills to successful employment outcomes. Here, the Job Coach can play an important role in helping the employee with a disability to discriminate the settings in which certain behaviours are acceptable. The following case study is a good example.

Bill, who has a moderate level of support needs, got a job in a factory where his liberal use of bad language would not be noticed, as the work culture made this acceptable. What no-one had told Bill was that his liberalism didn't extend to the Boss, who was told to "\*\*\*\* off" by Bill when asked to move some boxes out of the gangway. Luckily the Boss saw the funny side of this. When the difference was explained to Bill he understood and never made the same mistake. (Leach, 2002)

Whilst a variety of supported employment models are used around the world, the essential characteristic is that it involves 'place, train and support' in integrated settings in the community, rather than 'train and then place'.

The second video shown focused on 'Community Work Options', a transition programme in Australia directed to people with a moderate level of support needs. The programme was designed to provide a variety of work experiences for people upon leaving school in order for them to be matched to jobs they both liked and did well at. Up to two years might pass in the programme before a permanent placement was made. All training was "on the job" and permanent placement was in open employment, with wages based upon productivity.

In supported employment (SE), the job must be in the community, real wages must be paid and the person with the disability must receive ongoing support.

The following examples of SE models each have varying levels of endorsement from researchers and practitioners.

### *Supported Job Model*

The 'supported job' employment model involves a 'place and train' approach, rather than the practice in rehabilitation facilities where the model is 'train and then place'. Therefore, to provide employment, a job is required at the outset of the service, and not just at its completion.

The 'place, train and support' model for SE usually involves Job Coaches working with the potential employee to identify interests and skills. This is followed by job seeking, matching and placement. The employer might also be encouraged to make adaptations – otherwise known as accommodations - to a specific job in order to match it with the abilities and skills of the employee with an intellectual disability. In many cases, the Job Coach might learn to do the job first, in order to subsequently teach the employee with the disability. In other circumstances, the employer might prefer for a regular staff member to teach the skill. This person may subsequently become a 'mentor' to the person with the disability, become part of the 'natural' support for the person, within the workplace.

Irrespective of who does the initial training, research consistently shows that ongoing 'natural' supports are leading to greater sustainability of the job placements than external supports. However, while natural supports are proving to be a promising method of increasing the integration and support of people with intellectual disabilities in the workplace, a combination of Job Coaching and natural supports may be needed, tailored to individual circumstances and needs.

The third video emphasized the importance of the Job Coach, the focus being upon 'on-the-job training' which demonstrated that the key aspects of the Coach's role were to assess the things that might be holding the workers back and individual needs/strengths through specific work trials rather than standardized tests, to build confidence through



success, strengthen the workers' interests and develop their goals whilst continuing to assess environments which foster success.

### *Enclave Model*

In this approach, a group of people with disabilities are trained and supervised amongst workers who do not have a disability. A key element to this model is the payment method that is based upon productivity. There is moderate support in the literature for this model.

### *Mobile Crew*

This model involves a combination of service and business. It may consist of a crew of people with and without a disability who perform service jobs in the community. Examples include gardening, rubbish collecting and disposal, car washing and window cleaning. Once again the terms of payment are based upon productivity, although there is evidence that this model may provide greater opportunities for community participation than the Enclave model.

### *Benchwork Model*

Initially developed for persons requiring very high support as an employment alternative to day activity programmes, this model is similar to a factory where people with and without disabilities can work together on assembly type jobs. Work is comparable to sheltered employment, but it is generally within small businesses located within a normal community business setting providing access to neighbouring community facilities during lunch and other breaks.

### *Self-Directed Employment or Micro-enterprise*

Evidence demonstrates that this model, involving the establishment of a small business, is more successful in low- to middle-income countries than high-income countries. This could be attributed to existence of the social welfare systems available in more developed countries that make this model less prevalent there.

### *Social Firms*

Social Firms are a type of social enterprise, generally established to trade for a social or environmental purpose. All profits are re-invested back into the company to help them achieve this purpose. This model is common in European countries.

### *Community Economic Development (CED)*

CED is a community-based and community-directed process that combines social and economic development in a 'bottom-up' fashion. Such projects may offer an alternative approach to providing support for people with disabilities and may be an option for regional area of a country to consider.

### **What doesn't work for people with intellectual disabilities seeking to achieve inclusive employment?**

Evidence demonstrates that not all persons with disabilities require the rehabilitation model, which is pre-train for a job and then place in the role; better results may be achieved with the 'place, train and support' model.

Likewise, placement in a sheltered workshop to enable someone to become “ready” for integrated employment is not a pathway supported by research. In fact, the more capable workers are usually not encouraged to leave the sheltered workshops.

The most effective programmes are those that provide ongoing support, particularly with people with intellectual disabilities.

The final video demonstrated the experience of employing a person with intellectual disabilities from an employer’s perspective. The owner of Harris Farm Markets described how he was prompted to help a niece who had Down’s Syndrome by providing her with a job opportunity, which led to the company employing a large number of people with an intellectual disability across its network of fruit and vegetable shops in Sydney, Australia. He found that the advantages of hiring people with intellectual disabilities were that they are loyal and demonstrated perseverance on the job, they developed positive relationships with customers, and they had the ability to do different tasks whilst always showing great pride in their work. A manager commented that he would like to have more employees with the same work ethic, stating that it was good for business - the company did not see it as a charitable commitment.

## **Conclusion**

In conclusion, best practice results for people with intellectual disabilities can be achieved when a person-centred approach is used; early transition planning is undertaken in secondary schools; work experience is a feature of the school curriculum; on-going workplace support is provided, involving families who need to be available and committed to fill in the gaps; and other natural supports are used as in-roads into the workplace.

## **4.2 What works in Zambia: Country experience**

### **4.2.1 *The role of the Zambian Agency for Persons with Disabilities (ZAPD).***

***Mr Imutonge Muyoba, on behalf of Dr Charles Mwape, Director General, ZAPD***

On behalf of Dr Charles Mwape, Mr Muyoba extended a warm welcome to all participants and encouraged their hard work and fruitful deliberations.

The Zambian government has developed the nation’s main policy document called Vision-2030, reflecting the collective understanding, aspirations and determination of the Zambian people to be a prosperous middle-income nation by 2030.

Within the context of the Vision-2030 and the Fifth National Development Plan 2006-2010, it is articulated that the responsible Ministry for domestic and international work on disability is the Ministry of Community and Social Services who have developed a ***National Policy on Disability***, implemented through the ZAPD, a parastatal of this Ministry.

ZAPD’s vision is that by 2030, people with disabilities enjoy equal opportunities which are generally available in society and are necessary for the fundamental elements of living and development. Its mission is to attain full participation, equality and empowerment of persons with disabilities during the plan period 2006-2010.

ZAPD recognizes the need to educate people with disabilities and the community. Its objectives are to provide equal access to education, including community initiatives and equity education provision at all levels; provide capacity building for parents, teachers, health workers, learners, planners and community at large on issues of disability; support and promote adult education; and improve literacy levels for persons with disabilities.

The strategies to fulfil these objectives are to support long-term educational programmes aimed to improve living standards of persons with disabilities, conduct outreach programmes to sensitize the community, promote programmes for equalization and the integration of persons with disabilities into mainstream society and provide human and financial resources to organizations promoting research on disabilities.

The results of this are that people with disabilities continue to be integrated into the National Technical and Vocational Education Training System (TEVET) and that there is effective enforcement of mandatory standards on infrastructure that take into account disability needs regarding accessibility of the physical environment. It also promotes the use of sign language in public institutions, work places and television and ensures transcription of important national documents such as the Constitution of Zambia into Braille. All these initiatives contribute to greater inclusion for people with disabilities.

ZAPD recognizes the importance of other Ministries and the need to have a broader institutional framework to maximize the work being undertaken. Therefore, it has entered into institutional arrangements with the various Ministries, NGOs and private sector to clearly articulate their roles in the National Policy on Disability.

The Ministry of Education and the Ministry of Science, Technology and Vocational Training are responsible for the integration of people with disabilities into the education system through free education and skills development including special needs education, early childhood development, basic high school and tertiary level for persons with disabilities to develop their full human potential and dignity and worthy. All learning institutions can access literature in Braille.

The Ministry of Health provides that persons with disabilities have access to quality medical services at no charge and the Ministry of Finance and National Planning allocates financial resources for persons with disabilities, including tax incentives to organizations and individuals employing persons with disabilities.

As well as the government co-ordination and policy promotion work, ZAPD also manages a number of practical programmes aimed at people with disabilities such as:

- 17 farms and production centres-throughout the nine provinces in Zambia to provide skills and employment to persons with disabilities;
- Sponsorship of persons with disabilities who have been accepted in colleges and universities in Zambia; 70 per cent being women;
- Resettlement of the disabled to enable the disabled to have a guaranteed access to serviced land;
- Household food security and income from agriculture for the improvement in their livelihood; and
- Rehabilitation programmes and skills training and entrepreneurship development for sustainable household income generation

Finally, ZAPD is committed to domesticate the CRPD. This will involve amendments to key pieces of legislation such as the Constitution of Zambia and the Persons with Disabilities Act - CAP 65 of the Laws of Zambia.

#### **4.2.2 What difference does ZAEPD make?**

***Ms Agness Phiri, Project Manager***

The Zambia Association on Employment of Persons with Disabilities (ZAEPD) is a parent-based organization, officially registered in 2001. The purpose of the organization

is to find and create jobs for skilled persons with disabilities and, as a result, improve the living standard of persons with disabilities and their families in Zambia.

ZAEPD's goals are to place and integrate graduates in paid employment, as this facilitates self-determination and participation in the mainstream of society. As an alternative to paid employment it has also developed small business firms as pilot projects for clients who are not successful in obtaining employment opportunities.

The discrimination faced by people with intellectual disabilities by employers and the community is significant and it is a challenge to break down the misconceptions. In general, even skilled individuals with an intellectual disability face considerable competition with non-disabled persons in their search for the limited number of available jobs.

ZAEPD success is a result of its adherence to its core values of transparency, honesty, commitment, respect for human dignity and ability to share information and skills.

ZAEPD collaborates with the Finnish Association on Intellectual Development Disabilities (FAIDD), which financially assists and supports a number of successful capacity-building and employment programmes based in five provinces - Lusaka, Central, Copperbelt, Luapula and Southern.

Continued support has come as a result of previous research undertaken by FAIDD, which assessed unemployment and poverty levels and provided the evidence-based data to design future programmes. The data emphasized that traditional sectors such as agriculture, hospitality and manufacturing were more receptive to employment for persons with intellectual disabilities.

As a result of the research, ZAEPD has invested in a piggery, block marketing, bee keeping, fish farming and poultry initiatives in the above provinces. These initiatives employ both persons with disabilities and non-disabled persons. Each project provides a positive example of what effective vocational training and on-the-job support can provide to people with disabilities. This helps to raise the awareness and sensitize others to the importance of diversity in the workplace.

Additionally, ZAEPD has established resource centres close to communities in the named five provinces where they undertake entrepreneurship programmes in areas such as: home management, knitting, tailoring for the production of pillows, bed sheets, bedspreads, school uniforms and other practical products.

A further programme funded by the FAIDD is the *Inclusion Programme*, which provides peer support for girls and women with intellectual disabilities and was conceived as a result of the obvious absence of girls and women in vocational training courses and employment population. The programme addresses the negative attitudes and practices that hinder girls and women from accessing education, training and employment through public awareness campaigns. It has been supported by the Government as it is consistent with Government of Zambia National Gender Policy.

The success of the ZAEPD model and approach is based on the 'on-the-job' training and support provided to its employees. Thus far, 250 graduates are working in various companies. Its sustainability is attributed to the grassroots approach to the design and implementation of all its activities, which are nurtured through common objectives and a shared understanding, through social acts of facilitation, participation and negotiation.

#### **4.2.3 What work means to me.**

***Mr Quincy Mwiya, Advocate, African Network for Developmental Disabilities (ANDD)***

I am very pleased to have been invited to attend this important conference and would like to thank the organizers, especially for inviting persons with intellectual disabilities, such as me, among other participants.

I am 34 years old. I live in Livingstone at 1060 Kafue Street with my parents, a Tourist Capital Town of Zambia. During my childhood, my parents came to notice that I was not keeping up with my fellow childhood friends. When I got enrolled in grade one, it became even obvious to both my parents and the teachers that I was a person with an intellectual disability. Since my parents wanted me to be in school, it was recommended that I be taken to a special school. I spent several years in a special unit. Later in my life, I was lucky to have attended a skills training at Livingstone Trades where I graduated with a certificate in catering.

I have worked for Sun Hotel in Livingstone and ZAEPD Restaurant as a Manager. I am currently not in any gainful employment, but actively involved in voluntary self-advocacy work internationally. I am a committee member of the International Disability Alliance, a council member of Inclusion International, a board member of Inclusion Africa and Vice General Secretary of the Zambia Association of Children and Adults with Learning Disabilities.

What does work mean to me? Work means everything to me and my fellow persons with intellectual disabilities. Without work, we are marginalized; we remain perpetual beggars for almost everything we need. The community looks at us as:

- persons who do not need to be respected
- persons who have no right to make a choice
- persons who have no rights for participation in community activities
- persons who do not have rights to be independent.

As persons with intellectual disabilities, we also need to go to school, acquire skills training that will enable us to get paying jobs, like anyone else. We do not need to continue staying at home doing nothing, bothering our parents for life. We can do many productive things in our lives, in the community. So there are different reasons I need employment. I get respect – if I am not working, I face a double disability. I get independence. I am able to choose where I stay, where to take my wife. I have choice. It is evident that, if persons with intellectual disabilities are also accorded the chance to participate in the labour market, issues of respect, choice, participation and independence would naturally fall into place.

It is important that people with intellectual disabilities get access to training that will lead to paying jobs. In Zambia, people with intellectual disabilities are trained in weaving and leatherwork, but I don't see any companies in Zambia making shoes. If I am working, I can choose what training to take; the way things are now, I can't even contribute.

In the UN CRPD, Article 27 on Work and Employment provides for persons with disabilities, including persons with intellectual disabilities, to have access to general technical and vocational guidance programmes, placement services and vocational and continued training. The States Parties, including Zambia, must embrace persons with disabilities in vocational and technical programmes and continuing education. We consider this as a starting point if persons with intellectual disabilities are to have rights to work and employment.

Thank you so much for listening to my presentation.

## **4.3 What works in Ethiopia: Country experience**

### **4.3.1 *The role of Government in promoting employment opportunities for persons with disabilities.***

***Mr Abebe Gebremedihin, Ministry of Labour and Social Affairs***

The Federal Democratic Republic of Ethiopia has a population of 73.9 million and it is estimated that there is approximately 805,000 people with disabilities, and 58,000 with intellectual disabilities.

While Ethiopia has signed the CRPD, it has not yet ratified it. Nevertheless, it continues to make progress on issues relating to disability through a number of government initiatives, including the development of a National Plan for People with Disabilities.

The Ethiopian Government's framework for people with intellectual disabilities does not make specific reference to this group, as all references are generic to people with disabilities more broadly. While there is no explicit exclusion of people with intellectual disabilities, the reality is that exclusion does occur.

#### ***Ethiopian legal framework***

Ethiopia has a Proclamation called the Right to Employment of Persons with Disability Proclamation No. 568/2008. It defines an individual whose equal employment opportunity is reduced as a result of their physical, mental or sensory impairments and protects their rights from social, economic and cultural discrimination.

The working rights of Ethiopian people with disabilities is also protected in a number of Declarations. For example, 101/1994 is focused upon positive discrimination. It states that there must be vacancies reserved for people with disabilities and that only people with disabilities may apply. The Federal Civil Servants Proclamation 515/2007 precludes discrimination on any grounds in the public service and further states 3 per cent of all government employed must be persons with a disability and the Labour Proclamation 37/2003 ensures payment benefits, special obligations for injured workers including people with disabilities.

Finally, all education programmes, including vocational, are focused upon inclusion and make considerations for people with disabilities. Within the National Plan of Action for Rehabilitation, which has nine programmes, it includes one focused upon Vocational Rehabilitation and Employment for people with disabilities.

### **4.3.2 *Employer experience in employing persons with disabilities.***

***Mr Girma Ayalew, Director, Ethiopian Employers Federation (EEF)***

The EEF was founded in 1963. It was dissolved by the socialist military government, however, after 13 years and re-established in 1997.

Membership represents a broad range of sectors including industry, transport, construction, hotels and banks that between them manage approximately 50,000 employees and companies worth about 1 billion USD.

EEF has been promoting *Managing disability in the workplace*, an ILO Code of Practice since May 2003 to promote and assist employment of persons with disabilities. The overall objective of the programme is to promote and assist the employment opportunities of people with disabilities and create awareness so that employers could provide equal opportunities to all. It emphasizes the need to look at developing skills

for people with disabilities within their workplaces and to enlighten employers that there are a lot of people with disabilities who can be role models in their respective work place and communities.

EEF recognizes that public awareness campaigns need to be reinforced regularly and it is organizing workshops to create awareness and popularize the ILO code of practice. Networking with different partners and stakeholders is crucial for achieving its objectives and the Ministry of Labour and Social Affairs (MOLSA), Confederation of Ethiopian Trade Unions, Disabled Persons Organizations (DPOs), ILO and different government agencies and NGOs all collaborate regularly to discuss issues pertaining to people with disabilities and employment.

In partnership with MOLSA, EEF is working towards implementing Proclamation 568/2008 *Right to Employment of Persons with Disability Proclamation*, particularly the development of directives that ensure the enforcement of the Proclamation.

Another initiative, the ILO *Decent Work Country Programme* (DWCP) for Ethiopia is an effort to strengthen and systematize the cooperation between the Ethiopian government and ILO. This has also been endorsed and signed by the EEF. It contains a wide range of strategic interventions including a key outcome which states:

EFF are part of the **Promoting the Employability and Employment of People with Disability through Effective Legislation (PEPDEL)** project which is ILO-Irish Aid initiative. This involves membership on the Project Advisory Committee and participation on a tripartite basis for a National Action Plan to improve the implementation of laws and policies concerning Employability and Employment of people with disabilities.

Finally, EEF is participating in developing a plan for the pilot testing of supported employment and other innovations in the employment of disabled workers in selected companies. It recognizes that inclusion of people with intellectual disabilities cannot be left to governments only but need a concerted effort all parties.

#### **4.3.3 What difference does ENAID make?**

***Ms Tsige Amberbir, General Manager***

The Ethiopian National Association on Intellectual Disabilities (ENAID) was established in 1994, to promote the rights of children and youth with intellectual disabilities and support vocational training and rehabilitation for adults with intellectual disabilities.

The vision of the organization is to see children and youth with intellectual disabilities reach their fullest potential and have equal socio-economic, political and cultural rights as other human beings. Its mission is to advocate that children and youth with intellectual disability are of equal value and have special rights according to UN Conventions.

ENAID provides a number of services to people with intellectual disabilities, including a successful functioning vocational training centre, a small business finance programme and medical services for clients. It also conducts effective advocacy programmes and lobbies government.

There are 120 youth with intellectual disabilities who undertake vocational training in weaving, knitting, carpet making and bamboo work for furniture. The students represent 20 youths with intellectual disabilities (ten male and ten female) who are successfully trained on the job to work at the Centre.

ENAIID's focus on skills training enables clients with intellectual disabilities to learn the requisite skills to enable them to be productive in their jobs and independent in their lives, thereby demonstrating that those with intellectual disability can be trained if provided with the opportunity and appropriate training methods are used.

Other community courses such as computer training and public awareness on HIV/Aids are offered to all members and their families.

Accurate data about clients, stakeholders and training success is kept and shared with local and international researchers. This enables ENAIID to network with other DPOs and collaborate; sharing best practices and generating innovative ideas.

ENAIID also provides money to start up business ventures for people with disabilities and their families. This has been made possible through the funding and training provided by the International Labour Organization (ILO) and has led to 40 female parents successfully establishing small businesses in areas such as food preparation and clothes production.

Physiotherapy and speech therapy are provided for children with intellectual disability who have associated disabilities.

Issues faced by ENAIID are lack of funds to fulfil their plans to:

- expand and establish vocational centres in other regions;
- focus on establishing equal opportunities for the employment of persons with Intellectual Disabilities throughout Ethiopia;
- establish a credit association for cooperation and to improve the sale of the products made in the Vocational Centre.

ENAIID recognizes that finance is only one issue. It must also enforce the laws and policies referring to persons with intellectual disabilities to equalize opportunities for them; establish strong and effective governance, and initiate policy and planning for employment and in partnership with governments. Furthermore, donor and international agencies must develop an intellectual disability-inclusive and design CRPD-compliant, monitoring and reporting framework.

#### **4.3.4 What work means to me.**

##### ***Mr Benyam Fikru (Presentation made on his behalf by Ms Tsige Amberbir)***

My name is Benyam. I was born in 1973. I am the eldest child in my family and I have one little brother. Even though my mom says she had no problems when I was born, she told me I was a fat baby at birth. When I was born, because I was too fat, I couldn't move till I was two. My mom didn't realize that I had some problems. She thought that I am like other kids. I used to have fever constantly, so mom took me to the hospital and one day the nurse told my mom that I have an intellectual disability. My mom didn't want to accept this.

When I was four, mom sent me to kindergarten like any other child but it wasn't long till the school director found out I had some problems. She called my mom and told her that the school is not appropriate for me. From that day, I stopped going to school for three or four years. After those years, my mother heard there is a school for kids like me which is called Mekane Eyesus (M.E.). I started going to this school at the age of 7. I learned many things at school like identifying the English and Amharic alphabetical letters and making simple handicrafts. My mom was very happy because of my constant improvement. I started to read magazines and newspapers at home. I always read in my spare time.



I am known in the compound for dancing and music and also I have good interaction with my family, relatives and neighbours. I am known in my neighbourhood as a respectful, loving and friendly person.

Even though my house is small and I don't have enough room to practice my interests such as sport and music, I know every famous international soccer club and players by name.

I help my mom by cleaning the house, washing the dishes and also take care of my personal hygiene by myself. Additionally, when I get money by any means, for example getting money from my mom and other people as a gift and as a pocket money, I always save it in my saving-box at home and plan to open a bank account soon. My mom always told me that I know how to save and manage money better than my brother. Generally because I didn't stay at home and joined ENAID and M.E., my life has changed and I can do anything like any other persons. I don't have words to express what I feel about ENAID.

After I came to ENAID there have been many changes in my life. I have good interaction with others, I use the toilet by myself, I control myself and I also developed many handicraft skills like traditional weaving, embroidery, printing, and tapestry /carpet making. Recently I successfully completed computer training and training on HIV/AIDS from our Association.

What does work mean to me? I graduated in weaving at the ENAID Vocational Training Centre. At this time, I worked and produced cultural cloth. Work made me independent like other people. I feel so confident myself that I would be able to work and live my life like any other man.

I can work, but I can't get a job opportunity in Government or in any non-government organization. Legislation on employment in Ethiopia, specifically about persons with intellectual disabilities is very important. In my opinion, a quota programme is necessary.

I hope that I can get a job one day.

## **4.4 What works in Uganda: Country experience**

### ***4.4.1 The role of government in promoting employment opportunities for persons with disabilities.***

***Mr Ilahi Mansoor, Assistant Commissioner Technical Education, Ministry of Education and Sports, Uganda***

Uganda has approximately four million people living with disabilities. The government actively supports civil society groups with a disability focus.

Uganda has requisite disability legislation to address discrimination and focuses upon a rights-based model in all its programme development. An example of positive work by the government is the representation of five persons with disabilities in the Parliament. Selection and approval of these members is as a result of recommendations from the main DPO, the National Union of Disabled Persons of Uganda (NUDIPU) after they have been ruled eligible for Parliament by the Electoral Commission. People with disabilities are also employed throughout various government departments.

The Ugandan National Council on Disabilities represents government and various stakeholder groups. It plays a significant role in attracting finance and influencing policy. Examples of changes it has brought about are amendments and considerations afforded at the National Examinations Board which has implemented a number of

accommodations for those sitting school, tertiary and professional examinations. Verbal examinations have been introduced, assistance is available in writing of exams, and both Braille and sign language interpretation is available.

Further, the Department of Education and Sports has made special considerations to assist people with disabilities in curriculum design and has implemented affirmative action in the recruitment of students to certain courses. Accommodations have been made with respect to enrolment and assessment - blind and/or deaf students are not barred because they cannot pass what could be termed 'normal' education modules.

### *Uganda legal framework*

There is a plethora of legislation that precludes discrimination on any ground – which includes people with intellectual disabilities. In addition, there are laws that require the government to take action if discrimination is evidenced. Specifically, the Employment Act actively encourages employment of people with disabilities and the Ugandan government offers a tax exemption to employers who employ a certain number of disabled persons.

The current legislative framework is evidenced in:

- The Constitution
- Persons with Disabilities Act 2006
- National Council for Disabilities Act
- The Employment Act

### *Public enlightenment*

The Government of Uganda recognizes that the main preclusion to employing people with intellectual disabilities is the fear of employers and negative community attitudes. The employers are anxious about how they will 'manage' the individual, whereas mobility corrections, such as putting in ramps, are seen to be more manageable. Employer's fears can be overcome through public awareness campaigns.

### *Education and vocational training*

A successful employment programme, whether government or civil society managed, must focus upon tailoring vocational training to the employment market.

Early intervention with parents in assisting them to identify their child's likes and dislikes and further encourage and develop their skills towards that role will make a significant difference in the life of the child and its family.

In Uganda, the majority of children with intellectual disabilities live in rural areas and the families keep them at home. Some have never been enrolled in government schools and institutions. Therefore, their future employment is compromised.

Additionally, there are very few teachers who are sufficiently skilled to teach children with special needs and schools will often need the support of the families because children with intellectual disabilities have a host of problems that can only be ameliorated by constant support. More importantly, parents often lack the knowledge on the appropriate care for their children.

Governments should not ignore the families of people with disabilities and must assist wherever possible in supporting these families. It is recognized that when a child is

born with a disability, particularly intellectual, there is usually a marriage breakdown. This is not beneficial to society as a whole, as it usually places a higher burden upon the mother who is left to raise and support the family on her own.

The Government of Uganda acknowledges that it must develop more vocational training centres to meet particular special needs for people with intellectual disabilities. Importantly, we need to see the valid contribution people with intellectual disabilities can make if given the right opportunities. It should not be seen as a sickness, but rather as diversity.

#### **4.4.2 Employer experience in employing persons with disabilities in Uganda.**

##### ***Mr Stephen Jjingo, Federation of Ugandan Employers (FUE)***

The FUE was founded in 1958 and registered as an Association in 1960. It is a voluntary membership organization established and fully owned by the membership representing its membership on social and economic, business and finance issues at government and operational levels.

Its vision is to be the lead Employers' Association in Africa and its mission is to enhance Members' competitiveness through policy advocacy, promotion of Best Human Resource Practices and provision of Business Development Services.

#### **Uganda legal framework for people with disabilities and employment**

The Constitution of Uganda Chapter IV, Section 35 (1) states that:

'Persons with disabilities have a right to respect and human dignity and the State and society shall take appropriate measures to ensure that they realize their full mental and physical potential'.

The *Employment Act* Part 11 on General Principles Section 6 sub-section 3 spells out that:

Discrimination in employment shall be unlawful and for the purposes of this Act

Discrimination includes any distinction, exclusion or preference made on the basis of race, colour, sex, religion, political opinion, national extraction or social origin, the HIV status or disability which has the effect of nullifying or impairing the treatment of a person in employment or occupation, or of preventing an employee from obtaining any benefit under a contract of service.

The *People with Disabilities Act*, 2006 provides comprehensive legal protection for people with disabilities, in accordance with Articles 32 and 35 of the Constitution, and makes provisions for the elimination of all forms of discrimination against people with disabilities towards equalization of opportunities and for related matters. Other relevant laws are:

- Workers' Compensation Act 2000
- Occupational Safety & Health Act.
- Labour Disputes Act
- The Labour Unions Act.
- NSSF Act

#### **FUE and people with disabilities**

FUE started implementing disability programmes in partnership with the ILO in 2002. The intervention was firstly raised awareness amongst its members to ensure that

employers observed the ILO's *Code of Practice on Managing Disability in the Workplace*. Four employers' regional workshops were organized. During these workshops, recommendations were made and, as a result, in 2007 FUE customized this ILO Code to the Ugandan situation.

FUE bargains for placement of people with disabilities among its membership. Most recently, 12 persons with physical disabilities were recruited for ENHAS (Entebbe Handling Services Ltd. (Entebbe Airport); six people with visual impairments were employed by a flower firm and four disabled people were employed at the main post office. FUE has been part of the policy formulation process, for example, the Disability Policy and the People with Disabilities Act 2006.

FUE has undertaken a campaign to sensitize its constituency on the provisions of the national legislation and the ILO's *Code of Practice on Managing Disability in the Workplace*, whilst also actively participating in policy formulation processes.

### **Constraints**

FUE believes that it could be a more effective advocate for people with intellectual disabilities if it had more financial resources and access to a data base of people with disabilities, thereby enabling it to recommend individuals to its members.

#### **4.4.3 What difference does UPACLED make?**

*Ms Monica Barenzi, Chairperson.*

Uganda Parents of Children with Learning Disabilities (UPACLED) was founded by a group of parents in Entebbe Town at the beginning of 1998. From its humble beginnings, UPACLED now boasts 19 branches spread in all the regions of Uganda. Currently the membership stands at over 5,000 parents. On average, each family has one child with intellectual disability, although there are examples of families who have as many as four.

Its vision is for the dignity of children with intellectual disabilities and their family in Uganda; its mission is to advocate for the inclusion of children with intellectual disabilities in all aspects of life.

UPACLED builds the capacity of parents to enable them to relate effectively with, and confidently challenge policy, legislature and services that have a direct bearing on the welfare of children with intellectual disabilities and their families.

It recognizes that empowering parents is not an event but involves process thinking and participation of parents with intellectual disabilities in the capacity building. The process begins when parents come together and share their problems and experiences, among themselves, family members and the community. The aim is to strengthen their communication skills so that they can become change agents for people with intellectual disabilities at large.

#### *Education for children with intellectual disabilities*

Employment for people with intellectual disabilities can only be achieved when they have had the opportunity to receive basic education.

Uganda has a comprehensive programme of Universal Primary Education (UPE) based on Article 30 of the Constitution, under which all persons have a right to education.

Uganda is also signatory to the UN Millenium Development Goals (MDG) which states that by 2015, children everywhere, boys and girls alike, are expected to complete a full

course of primary schooling. Unfortunately, these policy objectives are out of reach for people with intellectual disabilities and have little practical application.

The problem is especially acute in rural areas where there are no government schools to cater for children with disabilities. As a result of issues linked to poverty, access to private schools for these children is out of reach for poor families. This is combined with the long distances children have to travel to reach these schools and the limited transport options available to the families.

The majority of the children with intellectual disabilities stay at home and have no access to training. The few who are admitted in government-aided schools face a lot of challenges, such as lack of ramps for those who use wheelchairs and working frames, dirty toilets, which is a problem particularly for those who crawl, as well as high or very short desks, to mention but a few.

Moreover, there are very few trained teachers who can effectively teach children with intellectual disabilities. Where they exist and because of the policy of Inclusive Education, the number of pupils in the class is too big. The teacher/pupil ratio overburdens the teacher such that they are unable to give individual attention to the needs of each child, let alone one with intellectual disabilities. There is therefore a need, to train more special needs teachers and equip them with the knowledge and skills to teach learners with intellectual disabilities.

Children with intellectual disabilities have a host of problems. Policy makers, service providers and ordinary people need to be enlightened about what children with intellectual disabilities and their families have experienced from the time the children are born and may continue to experience throughout their lives.

Poverty and limited government funds are not the only factors preventing a child with an intellectual disability from participating in Inclusive Education. Some parents find having children with intellectual disabilities a social embarrassment and confine them indoors, thereby denying them access to education and extra-curricula activities and limiting their access to information essential to their daily living and self reliance.

Both parents of children with intellectual disabilities and their children are affected by outdated and impractical cultural beliefs in Africa. Societies continue to hold negative attitudes towards children with intellectual disabilities and their families. Ridiculous ideas that disability is contagious and a bad omen exist, therefore children with disabilities continue to suffer stigmatizing and discriminatory references.

Raising and caring for children with disabilities is, in most cases, the sole responsibility of women. Husbands avoid responsibility and caring for their children through desertion of their families and divorcing and separating from women who are often blamed for giving birth to children with disabilities. The end result is that most children with intellectual disabilities will come from broken homes, without the love and guidance of a father figure.

Ideally, vocational training would be the answer to assisting many of the children with intellectual disabilities who do have the ability to use their hands to learn skills and become productively employed and live independent lives. However, the requirement of passing formal tests and exams as the basis for admission to training institutions must be put aside to allow persons with intellectual disabilities to take up the training.

UPACLED, in conjunction with Danish Scouts Association, organized a course for ten girls and ten boys with intellectual disabilities at a vocational training centre. The youths had all dropped out of school. The purpose of the course was to train them in

daily living skills with the aim of developing their intellectual, practical and social potentials towards independent living.

An independent consultant evaluated the course and stated that:

- Youths with intellectual disabilities are capable of learning and acquiring vocational skills. However, they had to be given more time (double the usual time) to complete the same syllabus followed by trainees with other disabilities;
- The instructor at the training centre acquired additional knowledge and experience in teaching and handling persons with intellectual disabilities; and
- The model for training persons with intellectual disabilities was effective and could be replicated in other settings.

UPACLED believes that building upon existing programmes and experiences will increase the opportunities for more youths with intellectual disabilities to be admitted to vocational training centres under government sponsorship. Since the learning capacities of the youths with intellectual disabilities vary widely, there should be flexibility in the curriculum design and all training should be concentrated on areas where success is guaranteed.

Finally, it is important to remember that it is not a favour but a right for children with intellectual disabilities to attend school and learn.

#### **4.4.4 What work means to me.**

***Anne Mary Kanyange (read by Ms Jackie Ikoro)***

Anne Mary was born on 11 September 1983 into a large family of brothers and sisters. She is the youngest in her immediate family, and now has many nieces and nephews.

Work for her in the UPACLED office involves greeting her colleague, then cleaning, sweeping, serving tea/water/refreshments to staff members and visitors. Anne Mary can photocopy, count and arrange papers, newsletters and magazines as well as shop for the provisions for the office with her work mentor, Jackie.

Anne Mary expressed happiness and dedication concerning her work as it gave her a purpose throughout the week and an opportunity to wear nice clothes. She relies on supports from her family and the community to get to work and home again, and never misses a day due to sickness.

Her ambition is to continue to work in the UPACLED office and to participate in more dance and drama activities to fulfil her passion of entertaining.

## **4.5 What works in Tanzania: Country experience**

### **4.5.1 The role of the government in promoting employment opportunities for persons with disabilities.**

***Ms Mpaji Ali Maalim, Head of Inclusive Education, Ministry of Education, Zanzibar***

The Government of Zanzibar has signed the CRPD and has taken the following steps to bring it in to domestic law and practice:

- Creation of the policy of people with disabilities was developed in 2004 and the laws in 2006
- Established a National Council of People with Disabilities, where the chairman and the secretary are people with disabilities
- Established government Department under the Chief Minister's Office to deal with disability mandate, where the Director has disability
- People with disabilities are appointed to the Parliament of Zanzibar

- Introduce Inclusive Education policy in the Department of Education in collaboration with interested partners
- Employment of teachers with disabilities within the Ministry of Education and Vocational Training
- Inclusive Education policy is in the process of being developed to ensure effective implementation of Inclusive Education

Whilst other labour laws do not directly refer to people with intellectual disabilities, the Employment Act does address the needs and concerns of people with disabilities. Section 88(1) states that all persons have an equal right to employment. The legislation includes a clause preventing discrimination based upon grounds of disability, whilst also imposing responsibility on the employer to make accommodation for the employee with disabilities and stating that an alternative position must be found for a disabled employee if they are no longer able to carry out the former job - without loss of remuneration.

The Government of Zanzibar has enacted the Disability Act No. 9 of 2006 in accordance with the CRPD. However, there has been little activity to publicize or start planning initiatives to promote the legislation and broader policies of employment of people with disabilities in Zanzibar as a result of inadequate resources, lack of consultation with disabled persons and accurate basic information and materials for people with disabilities and their families such as in Braille notation, large print and sign language interpretation for deaf people.

People with disabilities continue to experience discrimination in Zanzibar as they are presently not visible within the community and are not seen to have skills or opinions to benefit the society. This was evident in the creation of the Disability Act where little consultation with the disabled community was undertaken prior to its enactment.

#### *Recommendations for government*

The government and disability community must collaborate and consult on issues as they relate to people with disabilities and their families. What is more, requisite laws and policy's pertaining to people with disabilities should be implemented.

It is necessary to translate all essential government information into appropriate language, Braille and large print, which would in turn improve activity and relevance of the Council of People with Disabilities. More concretely, this would enable them to effectively lead in mobilizing government, development partners and civil society organizations for resources and advocacy.

Civil society and DPO's should commence lobbying for 5 per cent of the national budget to be allocated to address the needs of people with disabilities, which includes targeting training and employment programmes for people with disabilities in general and those with intellectual disabilities in particular.

#### **4.5.2 Employer experience of employing someone with intellectual disabilities in Tanzania. Mr David Msangi, Tanzanian Employers' Association**

The Tanzanian Employers' Association has a strong membership in Tanzania, although 70 per cent of its membership is based in the capital, Dar es Salaam. Its role is to represent its members in all aspects of business development, including issues of labour and employment and the issues of poverty, disadvantage and discrimination within the labour market.

In Tanzania, the largest employer of people with disabilities is the government. However, there is little evidence of them employing people with intellectual disabilities. This is as a result of the lack of public awareness about the advantages of employing people with intellectual disabilities and furthering the rights that people with disabilities should be able to enjoy in employment as a result of the CRPD.

The Tanzanian Employers' Association welcomes the opportunity to work closer with the government and disability groups to promote the employment of people with intellectual disabilities throughout Tanzania.

#### **4.5.3 What difference does ZAPDD make?**

***Mr Ahmaad Kassim Haji, Director***

The Zanzibar Association for People with Developmental Disabilities (ZAPDD) is an NGO established in 1999 by parents of children with developmental disabilities for the purpose of promoting the welfare of people with developmental disabilities in Zanzibar.

The establishment of this organization occurred when the parents realized problems facing people with developmental disabilities, including lack of education, segregation in different aspects of life, harassment, defamation, abuse and other forms of mistreatment. The focus of the Association's activities is on advocacy and lobbying for the rights of people with developmental disabilities.

ZAPDD's vision is to create a society for ALL that is informed, inspired and responsive to the rights, inclusion and needs of people with developmental disabilities. Its mission is to lobby and advocate for the empowerment of parents and people with developmental disabilities and to create an enabling environment of an inclusive society in Zanzibar.

ZAPDD objectives are to:

- Initiate and protect the policies and the constitution for the needs of the people with developmental disabilities;
- Cooperate with the government and other stakeholders in preparations and operations of the policies that will involve the issues of the people with developmental disabilities;
- Protect the rights of the people with developmental disabilities that includes, education, employment, protection, health and welfare;
- Take reasonable measures to mobilize our people for their rights and other issues which involve the people with developmental disabilities;
- Motivate the parents and the people with developmental disabilities to understand and protect their rights; and
- Establish the network with other local and foreign institutions in order to exchange information and experience for the betterment of the people with developmental disabilities.

To enable successful implementation ZAPDD engages in:

- Advocacy and lobbying
- Awareness creation
- Mobilization and empowerment
- Networking



### *ZAPDD projects*

ZAPDD Development Project is an internal project started in 1998 that continues to raise awareness, improve networking through rights-based training, advocate and lobby government, promote health awareness on HIV/AIDS and its effects on persons with developmental disabilities and their parents, and contribute to the empowerment of youth with developmental disabilities and networking. ZAPDD has expanded this training to 58 branches within all districts of Zanzibar.

The *Inclusive Education and Youth Development Project* is undertaken in collaboration with Ministry of Education and Vocational Training in Zanzibar. The project is focused on Inclusive Education in Zanzibar with a goal to increase the involvement of youth with disabilities in different sectors of life. It also aims at increasing the membership in ZAPDD by recruiting youth with developmental disabilities as full members of the Association.

The main activities of Inclusive Education include the following:

- Training of teachers on the needs of children with disabilities;
- Procurements of teaching/learning materials, advices, equipments such as Braille machines, tricycles, glasses;
- Transcribing text books in to Braille;
- Advocacy meetings and public awareness, advocacy to parents, community members, local leaders, and others through TV, radio and meetings;
- Monitoring and follow up visits to inclusive schools to see how teaching/learning processes are implemented;
- Assessment of children with special needs undertaken by a multi-disciplinary team of professionals; and
- Establishment and education of School Inclusive Education Committees on Inclusive Education related matters

### *Challenges*

- Community members are not yet fully sensitized and a lot of work is needed in promoting inclusive society in Zanzibar;
- Some of the parents for the children with developmental disabilities are not active enough to advocate for the rights of their children;
- Medications for the children with epilepsy are not adequately available in the rural communities;
- Infrastructure of some schools is not conducive for learners with special needs;
- Shortage of qualified teachers;
- Shortage of adequate teaching/learning materials;
- Lack of proper training set up after completion of their formal schools; and
- Government institutions are not fully aware of the inclusive issues and people with developmental disabilities do not enjoy their rights.

The following are some of ZAPDD's achievements:

- ZAPDD has 58 branches that are in all districts of Zanzibar through which members and community at large are receiving training on the rights for the people with developmental disabilities;

- An Inclusive Education programme has been introduced to 86 schools in Zanzibar and a total of 3,883 students (2003 male and 1,880 female) with special education needs have been enrolled in pre-primary, primary and secondary schools;
- About 2,255 teachers (753 male and 1,502 female) from Inclusive Education schools have been provided with training to improve their skills on various subjects related to Inclusive Education;
- ZAPDD membership has increased from 1,200 in 2007 to about 1998 in 2009. This is a clear indication that more community members are becoming aware of ZAPDD interventions and are ready to join the programme;
- ZAPDD has demonstrated the best ways to collaborate with government institutions in its programme implementation. Ministry of Education and Vocational Training in Zanzibar through its strong relationship with the Ministry of Health and Social Welfare;
- ZAPDD has a strong relationship with all other Disabled Persons' Organizations and civil societies in Zanzibar;
- ZAPDD is striving to build and strengthen collaboration and networking with international organizations that are working for the rights of the people with developmental disabilities (Inclusion International, Inclusion Africa, NFU, East Africa network of People with Developmental Disabilities and many others); and
- ZAPDD has started well to lobby government ministries to review their policies to accommodate people with intellectual disabilities related issues. Ministry of Education and Vocational Training in Zanzibar is engaged in drafting Inclusive Education policy.

Building of an inclusive society needs sustained effort from all of us in the world. All government institutions, NGOs, development partners and civil society movements must work together to look for the better ways to implement Inclusive Education that will ensure all children are given education according to their abilities. We need to harmonize our laws and policies to ensure that all have rights to be given jobs according to their capacity.

#### **4.5.4 What work means to me.**

##### ***Mr Rajab Abeid Simba (read by Mr Ahmaad Kassim Haji)***

Rajab Bakar Simba was born in 1971 in a small village of Mbweni in Zanzibar, Tanzania. He is the eleventh child of twelve. His father died of malaria in 1974, leaving his mother to raise him. She died in 2001 and he has since been living with his brothers and sisters.

Rajab suffered a fever at the age of three that resulted in his left leg, left foot and brain being affected. At the age of seven, he attended Kiembesamaki Primary School but after three months in school he was asked to leave because of his disability. He did not continue with any formal education after this.

In 2004, Rajab became a member of the Zanzibar Association for the People with Developmental Disabilities (ZAPDD). He says that it has helped him to develop life skills and have a better appreciation of his human rights. He believes if there had been an Inclusive Education policy when he was growing up it would have enhanced his opportunities for a better standard of living.

Currently, Rajad works within the ZAPDD office and is supported by Madam Ayesi who is the Office Caretaker. His tasks include cleaning the office and the outside yard, photocopying and filing, although he does have other casual jobs, such as gardening and cleaning, outside ZAPDD employment.

A permanent job would enable Rajab to plan a little more in his life and get married and have a family. He believes that the support of ZAPDD has changed his life in a positive and meaningful way.

#### **4.6 What lessons can be learned from experience in East Africa? Trevor Parmenter University of Sydney**

Professor Parmenter emphasized the need for African countries to domesticate the CRPD and develop more inclusive approaches for people with intellectual disabilities.

It is necessary to move towards a ‘rights-based’ model.

Obstacles to this change in focus would be:

- a) Lack of political will
- b) Collection and management of accurate data to assist in implementing the inclusive policies
- c) Lack of educational support including levels for people with disabilities, early intervention methods and policy
- d) Requirement to change the focus of learning for persons with intellectual disabilities to include adult learning
- e) Re-educating educators to acquaint them with new developments in the social, economic, political and technological sectors
- f) Effective sharing of information between all stakeholders, parents and employers and organizations dealing with persons with intellectual disabilities in order to avoid stereotypes, for example, that they are lazy, can’t work properly, incapable of learning.

There is a need to change the approach of vocational training from ‘train then place’ to ‘on the job’ training. This is because job demands change and if we wait to train then place, people with intellectual disabilities may not be able to favourably compete in the job sector. Supported employment or ‘on-the-job’ training has proven the most effective for people with intellectual disabilities and it normalizes the experience.

It is necessary to promote positive examples of achievements for people with intellectual disabilities, this will sensitize and challenge the stigma and general negative attitudes held by society about people with intellectual disabilities. Additionally, there is a need for public representation of all forms of persons with disabilities at all levels of society, whether the disabilities are mild or advanced.

Professor Parmenter emphasized the importance of the family and that it is crucial for them to also receive support, which, in turn, assists their children to live more independent and productive lives.

Finally, effective monitoring and constant evaluation of programmes will ensure that needs are being met and targets achieved, whilst providing the necessary evidence-based assessment methods and data to ensure that future programmes can be designed and targeted appropriately.

#### **4.7 What works in the United Kingdom: Country experience**

##### **4.7.1 *What work means to me.* Jacqueline Minchin**

Jacqueline Minchin introduced herself as a 33 year-old who works part-time as a clerical assistant at Penglais secondary school in Aberystwyth for the past 10 years. She

lives in a flat in Aberystwyth and occasionally visits her mum and dad at weekends. She went on to show a video of herself at work in her school.

The video shows Jacqueline arriving at work early in the morning. She hangs up her coat and takes off her hat and gloves before greeting her fellow workers. She then starts her mail duties - opening envelopes, date stamping letters, putting mail in respective pigeon holes and delivering messages throughout the school, including to the head teacher and sometimes to teachers in their classrooms.

Her supervisor tells her about particular things that need to be done each day, in addition to her usual tasks. She often has to address envelopes, looking up addresses on the computer.

Her favorite time of the day is when she goes to work in the canteen. She has great fun with her co-workers there, and socializes with them outside of work hours. She is in charge of preparing take-away orders, takes payment for these and gives change.

She enjoys her work immensely and loves chatting about football and other events with her friends on the staff. She has her own work section and keeps it clean and tidy. One of her colleagues says that the work Jac does is highly valued and helps the school to operate smoothly.

When the video was over, Jacqueline said that she was keen to return to work after the conference and was not going to go sightseeing!

In addition to work, Jacqueline participates in a number of leisure activities which include supporting Liverpool Football Club and swimming. She swam for Wales in Special Olympics Regional competitions and last October was chosen for the Great Britain team at the Special Olympics European Swimming Championships where she won Gold, Silver and Bronze medals for 50m Backstroke, 100m Freestyle and 50m Medley relay.

#### **4.7.2 *What it takes to translate the promise of law into practice. Dr Ann Minchin, Parent and Activist***

Introducing herself, Ann Minchin said that work is extremely important to Jacqueline, adding that it gives her self esteem, a sense of doing a worthwhile job and having a role in society. Her job provides her with the opportunity to socialize, and gives a structure to her day as well as independence from the family.

Showing a photo of the family of four children at an early age, and a more recent photo, Dr Minchin asked what it took for Jacqueline to get to where she is today? One of the most important ingredients was the family's acceptance of who she is, and the way in which she was included in every aspect of family life. The family have encouraged her to experience life and take decisions for herself, providing her with the confidence, positive attitude and a 'can-do' approach that she has.

Starting her education in a special school, later combined with a mainstream nursery, Jacqueline continued on to primary level, once again, combining this with mainstream primary school, until she started to attend mainstream primary school full-time. She then went on to mainstream secondary school and finished her formal education at a further education college. The opportunity of an education cannot be underestimated in providing Jacqueline with skills and confidence to work in open employment.

## *Government policy*

The policy background to Jacqueline's time at school was shaped by the Warnock Report of 1978 that proposed that children with intellectual disabilities should be integrated where possible into mainstream education. This report was instrumental in forming the Inclusive Education policy adopted by the governments of the United Kingdom in 1981.

Several factors combined to make the Warnock report work in practice. An important element was the 'parent power' exercised by parents of children with intellectual disabilities, who insisted that their children have the opportunities to attend mainstream schools. This, combined with early intervention services which arranged education support, as well as the Portage scheme that provided a home-visiting service for pre-school children with specific support requirements, and a positive attitude on the part of primary school staff, contributed to the implementation of the report. It was not all easy going, however. Financial considerations in the form of the additional costs of inclusive education, as well as the resistance of teachers and opposition by some parents of non-disabled school pupils were factors working against the success of Warnock that had to be dealt with.

Even though it took a lot of effort to get this policy to work in practice, Jacqueline gained in confidence through mainstream education, and with the opportunity to mix with other pupils, learned social skills and became much more independent. Mainstream pupils also benefitted, developing their awareness of people with intellectual disabilities and becoming more accepting.

When it came to the time for Jacqueline to move from primary to secondary school, a new set of problems arose in making inclusion work. How would support be provided? Which courses were relevant? And how would she fit in? Once again, it was through the support of her family and extra academic effort at home, that it was possible to overcome these challenges.

When she completed her secondary education and tertiary education options were being discussed, 'parent power' came into play again, to overcome the resistance faced in securing her a place at the Further Education college that she attended. There, she gained in maturity and developed skills for employment. She had the opportunity of work experience during her course, though several problems arose that required attention. It was important to prepare the workforce at the workplace she was going to, and to ensure that she was not isolated. Other problems arose from the fact that she did not have a mentor, and was not familiar with the language used.

In getting a job for Jacqueline, the expectations of her parents, the support of the careers service and **REMPLOY**, the job placement service for persons with disabilities all played a role. It was also important to find an employer with a positive attitude. Jacqueline has successfully kept her job because she has a cheerful attitude, is willing to learn and to follow instructions. Her employer also contributed by having a positive attitude to her working in the school, providing mentoring and support when this was required, and by understanding her limitations.

There are government programmes in the UK that promote and encourage employers to employ people with disabilities. They seek to overcome the factors precluding employment, such as productivity. The scheme that Jacqui participates in supports her productivity being directly linked to her income. That is, if she works at 60 per cent of workload, employer will pay for the 60 per cent and the government will pay for the 40

per cent. Mutual benefit and success for employers and employees can be achieved when the employer has a positive attitude and provides mentoring and support.

In conclusion, based on Jacqueline's case study, several points emerge. First, it is important that preparation for inclusion should start as early as possible. When it comes to attending mainstream schools, this is where 'parent power' comes into play – parents can exert their influence in many ways, by working together, including in approaching the school management and through raising the issues with candidates for local and national elections. Acceptance by the wider society is also central. Second, it is essential that young people with intellectual disabilities have access to further training and skills development. And finally, when it comes to employment, a positive attitude from both the employer and the employee are central.

#### **4.7.3 What difference a representative organization can make?**

##### ***Ms Lucinda Marsden, UK Down's Syndrome Association***

Ms Marsden opened her presentation by stating that the Down's Syndrome Association (DSA) seeks to make a difference in practice through leading by example. It does this by employing three of its members with Down's Syndrome in its national office. DSA also involves its members in delivering training. The strategy behind this thinking is that 'no-one else can educate other people about what life is like for people with Down's Syndrome' and that it is always the members who have the most impact in changing the way that other people think about Down's Syndrome.

DSA has an effect on legislation related to working opportunities for its members by responding to government requests for submissions and taking part in consultations. It responds to consultations about members throughout the community. It has been most effective in raising public awareness about the hidden workforce represented by people with Down's Syndrome and the valuable assets that people with Down's Syndrome can bring to the workforce.

DSA also seeks to educate and train potential employers about the benefits of employing people with intellectual disabilities, and to share information with government and other NGOs to ensure that it reaches as many people and affects policy as much as possible.

From 2006 to 2008, DSA ran a national employment campaign, aiming to promote positive images and highlighting the achievements and capacity of people with Down's Syndrome. The basis of the campaign was a series of posters throughout Britain. An effective poster was a close-up picture of a young man named Paul with writing across his face which says 'you've now been looking at Paul longer than any employer ever has'. It featured on billboards in the London Underground and bus shelters and was also placed twice in a national newspaper. This was followed up by a direct mailing to over 1,000 UK companies, encouraging them to think about their own attitudes towards employing people with Down's Syndrome.

To inform the campaign, a survey was carried out of working age DSA members with Down's Syndrome to find out about their employment experiences. The survey found that 49 per cent of respondents (307 total) were not in any kind of employment either paid or unpaid. Reasons for this included the lack of paid work opportunities, limited work placements or opportunities for voluntary work, as well as lack of work opportunities through day services or other forms of support services. When asked about their dream job, members mentioned working in a café, an office, and a charity shop. The results were highlighted in the campaign during Down's Syndrome Awareness week.

People with Down's Syndrome face several key barriers to work. One of these is the lack of vocational training opportunities when they leave school and start college. Most additional support for learning courses focus on teaching people life skills such as budgeting and shopping. In addition, many adults with Down's Syndrome become perpetual students moving to a different course each year as this makes up part of their weekly timetable.

Another barrier arises from the difficulty they have in understanding the concept of work, as it is an abstract idea to them. It is unlikely they do the normal 'pocket money' jobs that other young people undertake while still at school or college such as doing paper rounds, babysitting or working as a shop assistant. This is further aggravated by a lack of work experience opportunities. Those that are available last for about one week, not long enough for a young person with Down's Syndrome to learn the routine of the job, let alone become familiar enough with it to know whether or not it may be something they would want to do on a permanent basis.

Travelling to work can present enormous difficulties, as even some of DSA's very independent young members express a reluctance to travel alone for fear of bullying and harassment. A final barrier is difficulty some persons with Down's Syndrome face in fitting into the 9-5 working day. More flexible work arrangements, including part-time work and reduced working hours would help overcome this barrier.

The poster campaign also highlighted the barriers to work arising from the views of employers. Some had simply never considered employing someone with Down's Syndrome. In other cases, fear and ignorance about Down's Syndrome were the factors at play, with many employers having no experience of the world of learning disability and holding all the widespread misconceptions about the limitations of people with intellectual disabilities. Some employers consider employing people with Down's Syndrome but had no understanding of how to go about doing this, with requisite supports. Employers often do not know how to support people with Down's Syndrome to learn the job and become proficient workers, or are reluctant to take on-going responsibility for them as workers. Many employers thought they would be left to manage the employee on their own, unaware of what help – physical and financial – they might be entitled to from government and DSA.

The campaign was a huge success and the DSA helpline was flooded with calls from small and larger businesses offering work opportunities to people with Down's Syndrome. A bottleneck emerged, though, in that DSA is not an employment agency. Inquiries made to existing specialist employment agencies and projects were unsuccessful as all these agencies were operating at full capacity and, therefore, unable to take additional job-seekers and employers on board. This provided DSA with strong evidence to call for the establishment of a nationwide organization which would find employment for persons with intellectual disabilities, support people into the workplace and provide ongoing support to employers. DSA continues to promote this concept and hopes this will be achieved soon.

At present, DSA is developing a training programme to be launched in April 2010. The theme of this campaign is to encourage employers to hire someone with Down's Syndrome because of their potential contribution and not simply to meet legal requirements. The training is targeted at potential employers and will include training about Down's Syndrome, specific learning styles of people with Down's Syndrome and how to apply this knowledge in the workplace. The training will include information about how to make the recruitment process accessible, including exploring alternative

methods in interviews and developing a workable contract which the person with Down's Syndrome can understand.

DSA will encourage employers to the Association's visual timetable tool, designed to provide people with Down's Syndrome with easy-to-read and pictorial information about their duties and responsibilities at work.

Another area of development is a DSA pilot project with GlaxoSmith Kline (GSK), which will offer a staff member the opportunity to be seconded to DSA in July 2010. This person will learn about DSA campaigns and will be trained in how to work with people with Down's Syndrome and support them in the workplace. Following this, three people with Down's Syndrome (to be increased to ten) will commence a six-month work experience placement at GSK in October with the support from the GSK-seconded worker. A key interest for DSA will be to test whether these individuals have increased employability as a result of having worked for a large company.

Future plans include the development of a Pathways course for young adults with Down's Syndrome to complement the existing training with employers; establishing a network of employers who are currently employing people with Down's Syndrome that will offer support and information to new employers, including a forum for discussion about difficulties and strategies; and, from 2012, extension of the pilot project with GSK into a full programme with a dedicated project worker. DSA will continue to explore opportunities for joint work and collaboration with other agencies. In this way, good practice can be shared and a contribution made to changing the face of future employment opportunities for people with intellectual disabilities. In addition, it will continue to publish information and campaign for employment opportunities.

## **5. International experience in promoting opportunities for people with intellectual disabilities: What is required from government, social partners and civil society?**

### **Professor Trevor Parmenter, University of Sydney**

As an introduction to the first working group session of the conference, Professor Parmenter started out by stating that the most effective way to promote opportunities for people with intellectual disabilities was by changing public attitudes. This could be achieved by demonstrating positive examples of success, the most effective illustration being through employment. Research has shown that the most successful employment model for people with intellectual disabilities is the Supported Employment model. It is important to make these culturally relevant in their application, however.

Previous emphasis on levels of IQ for people with intellectual disabilities does not provide an accurate measure of their productivity. It is more effective to look at their capacity in terms of levels of support in basic living skills, general education, interests in the arts and music, which can be spearheaded by the individuals themselves.

The characteristics of a successful Supported Employment model are a commitment to a strong value base, enactment of a legislative base, allocation of start-up funds to sponsor pilot projects, evaluation of pilots, collaboration with local and international research centres, publicizing results. It is essential to develop a strategic plan to expand successful models, initiate effective quality controls to ensure outcomes and sustainability and establish national and regional Supported Employment support organizations ensuring that there are strong links with similar international bodies.



## **Commitment to strong value base**

The principle of normalization first articulated in the 1960s and practically applied in Sweden forms one of the bases for the current international laws and best practice initiatives. It is focused upon providing a normal pattern of life to those with intellectual disabilities.

This principle inspired the UN Resolution 2856 (XXVI). *Declaration on the Rights of Mentally Retarded Persons* (1971) - *The mentally retarded person has a right to economic security and to a decent standard of living. He has a right to perform productive work or to engage in any other meaningful occupation to the fullest possible extent of his capabilities.*

Professor Parmenter showed a video that demonstrated Bengt Nirje, defining his principle of normalization; that is, 'providing the same patterns of life for people with a disability as for people without a disability'. It emphasizes the importance of the rhythm of the day, the week, the month, the year and the life cycle as a basis for the principle.

In this video, Dr Nirje spoke about the importance of relationships stating that it should be acknowledged that we live in a world of two sexes and people with intellectual disabilities were also entitled to all the freedoms associated with intimate relationships. He stated that other areas of life must also be normalized, such as economic and accommodation and that respect was a key feature in this principle. The clip concluded with Dr Nirje recounting how Sweden initiated a conference in 1967 concerning legal aspects and the rights of people with an intellectual disability.

## **Legal Paradigm Shift**

When it comes to the action required by governments, international conventions and declarations have led to enactment of a strong legislative base, which provides the current framework and legal basis for people with intellectual disabilities and their support needs as demonstrated by the CRPD.

### *UN Convention of the Rights of Persons with Disabilities (CRPD)*

Persons with disabilities have equal rights to work and gain a living. Countries are to prohibit discrimination in job-related matters, promote self-employment, entrepreneurship and starting one's own business, employ persons with disabilities in the public sector, promote their employment in the private sector, and ensure that they are provided with reasonable accommodation at work. (Article 27)
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The Convention marks a 'paradigm shift' in attitudes and approaches to persons with disabilities, emphasizing a more inclusive approach based upon a 'rights' approach which means that effectively persons with disabilities are not viewed as "objects" of charity, medical treatment and social protection; rather as "subjects" with rights, who are capable of claiming those rights and making decisions for their lives based on their free and informed consent as well as being active members of society.

The CRPD provides universal recognition to the dignity of persons with disabilities and specifically articulates the change in focus in ILO Convention Nos. 111 and 159.

*ILO Convention Discrimination (Employment and Occupation) Convention, (No. 111) 1958*

Each Member for which this Convention is in force undertakes to declare and pursue a national policy designed to promote, by methods appropriate to national conditions and practice, equality of opportunity and treatment in respect of employment and occupation, with a view to eliminating any discrimination in respect thereof. (Article 2)

*ILO Convention Vocational Rehabilitation and Employment (Disabled Persons) (No. 159), 1983*

Each Member shall, in accordance with national conditions, practice and possibilities, formulate, implement and periodically review a national policy on vocational rehabilitation and employment of disabled persons. (Article 2)

The said policy shall aim at ensuring that appropriate vocational rehabilitation measures are made available to all categories of disabled persons, and at promoting employment opportunities for disabled persons in the open labour market. (Article 3)

**Enactment of a Legislative Base**

Examples of jurisdictions that have successfully promoted the inclusion for people with intellectual disabilities are:

- Australia - Disability Services Act - 1986
- United Kingdom - Valuing People – 2001
- United States - The Developmental Disabilities Assistance and Bill of Rights Act - 1984

*Valuing People Now - 2009*

*Valuing People* says that people with learning difficulties have the same rights as everyone else. A report called *A Life Like Any Other* showed that people with learning difficulties do not have their human rights respected, whilst *Valuing People Now* wants to make sure that people do have their human rights respected.

The second video was Shamima's story which demonstrated the UK initiative *Valuing People Now*. It explained how an agency supports a person with an intellectual disability secure a valuable job in an office.

Prior to Shamima being referred to the support agency, her future looked bleak. She was at home feeling bored and depressed. The agency explored the types of things she liked doing and this led to her obtaining a responsible job in an office. This UK initiative is especially targeting Supported Employment options for people with an intellectual disability who have been traditionally excluded from the labour market. It demonstrates the need for direct action at a government policy level, otherwise these people will continue to languish in lives devoid of quality and respect.

This example showed the importance of seeing laws and policies as living documents to be amended and improved upon as new research and best practice changes and enhances the position of people with intellectual disabilities within society.

Governments must collaborate with relevant stakeholders regarding employment for people with intellectual disabilities; identify barriers precluding participation and implement programmes that facilitate integrated employment. This analysis would form the basis of a national policy on integrated employment for this population. This policy should be set in the framework of a comprehensive law concerning persons with disabilities.

### **Other government actions**

Funding should be provided for pilot programmes to test the model of Supported Employment. This has been the starting point in countries which have embarked on successful Supported Employment initiatives. Professor Parmenter suggested that pilot projects should also be carried out involving self-directed employment, social enterprises and community economic development. These pilot projects should be evaluated with the support of local research centres, in collaboration with international research bodies. Where possible, national and regional databases should be created to compare outcomes. This would strengthen credibility and provide confidence in the evidenced-based research its finding. Agreed measures of success and the establishment of quality assurance standards should be based upon achievement of outcomes. Such a system helps to ensure sustainability.

Finally, it is essential that the results and success are publicized and emphasis be placed upon both the economic and quality of life outcomes. Where possible, community and political support should be garnered and a strategic plan should be developed for expansion of the programme, including specific objectives, timelines and expected outcomes.

## **6. Attitudes and stereotypes as barrier to inclusion – Overview**

Introducing a working group session on the topic of ‘Making societies more inclusive through raised awareness: How can stereotypes and attitudes be changed?’’, Barbara Murray said that a major barrier to the inclusion of persons with intellectual disabilities arises from the mistaken assumptions and stereotypes held by society, and lack of awareness of their capacity to contribute. The UN CRPD recognizes this in Article 8 concerning Awareness-Raising. Unlike other articles that may be introduced progressively, over time, States Parties to the CRPD are required to adopt immediate, effective and appropriate measures:

- (a) to raise awareness throughout society, including at the family level, regarding persons with disabilities, and to foster respect for the rights and dignity of persons with disabilities;
- (b) to combat stereotypes, prejudices and harmful practices relating to persons with disabilities, including those based on sex and age, in all areas of life;
- (c) to promote awareness of the capabilities and contributions of persons with disabilities.

Measures to this end include:

- Initiating and maintaining effective public awareness campaigns designed:
  - to nurture receptiveness to the rights of persons with disabilities;
  - to promote positive perceptions and greater social awareness towards persons with disabilities;
  - to promote recognition of the skills, merits and abilities of persons with disabilities, and of their contributions to the workplace and the labour market;

- Fostering at all levels of the education system, including in all children from an early age, an attitude of respect for the rights of persons with disabilities;
- Encouraging all organs of the media to portray persons with disabilities in a manner consistent with the purpose of the present Convention;
- Promoting awareness-training programmes regarding persons with disabilities and their rights.

Experience has shown that an effective way of overcoming negative views is through direct examples of success and achievement. An illustration of this was provided by the photographic exhibition displayed on the walls of the conference room, showing people with intellectual disabilities at work in different settings, smiling, and involved in their everyday lives. The positive images emphasized their working capacity capability and ability to contribute.

The challenges of changing existing negative attitudes, negative attitudes towards people with intellectual disabilities, stemming from the widespread misconceptions about their skills, merits, abilities and capacities, require that government and advocates forge partnerships with the media to develop practical campaigns to achieve the goal of inclusion. Efforts should be made to portray people with disabilities across the whole range of programmes broadcast, including situation comedies and television dramas as well as documentaries.

## **7. Working groups**

During two working group sessions, participants discussed and made recommendations on the following topics:

- What steps are required on the part of government, social partners and civil society in countries of East Africa? What contributions can international networks make?
- How can stereotypes and attitudes be changed?

### **7.1 What steps are required on the part of government, social partners and civil society in countries of East Africa? What contributions can international networks make?**

Participants divided into groups to analyze the roles of governments, social partners and civil society, as well as international networks in promoting the inclusion of persons with intellectual disabilities in training and employment, and to make recommendations for their involvement in this process. Conclusions and recommendations were presented and discussed in a plenary session, on completion of the working group tasks.

All participants agreed that meaningful inclusion for people with intellectual disabilities could only be achieved when all stakeholders were involved in developing policy and implementing change.

#### *Governments*

The groups addressing government responsibilities stated that international and domestic law was known but there was little evidence of its practical application. Where laws existed, there were few (if any) examples of anyone relying on or publically testing the law. Reasons for this were identified as poverty, lack of interest, prejudice and publicity.

They stated that governments must ratify the CRPD and domesticate it into national law and policy. This will require some countries to make changes to the existing government structure of their disability work, by establishing new agencies to manage disability-related and monitor the laws which would be focused upon inclusion and employment.

There is a need for early intervention for people with intellectual disabilities through the government education and health systems as well as focusing upon vocational development for adults, with accredited qualifications to enable progress through a career path. Greater financial and policy investment to be made by governments to train teachers and support staff with skills to teach children with intellectual disabilities within an Inclusive Education approach and assist parents to participate in the education process, enabling them to have additional supports at home.

This work cannot be successfully achieved without genuine partnership with key stakeholders, as they will all have a part to play in sensitizing the community about the law, rights, responsibilities and opportunities for the community and persons with intellectual disabilities.

### *Employers*

The group addressing the role of employers in enhancing the inclusion of people with intellectual disabilities in employment started by discussing the need to break down barriers and promote better understanding in the broader community and the workplace about the advantages of working with this group. The group acknowledged fear and ignorance had precluded employers from employing people with disabilities. Nonetheless, the group felt these would only effectively be overcome if necessary supports were put in place by the governments and DPOs.

One such support strategy would be the introduction of Supported Employment programmes, which would enable both the employee and employer to link appropriately and ensure all needs were met. However, it would be essential to disseminate necessary information and promote practical examples of success in the workplace, therefore improving the image of people with intellectual disabilities at work and assisting in breaking down the barriers. A further step for employers would be to take part in the review and design of necessary policy about employment and social responsibility as it relates to persons with disabilities more broadly and people with intellectual disabilities specifically.

### *Trade Unions*

Participants agreed that trade unions have a primary responsibility to their existing and potential membership that includes people with intellectual disabilities. Therefore they should have accurate data on its members with intellectual disabilities and assist them to define a career path. They should target workplaces to promote the employment of their potential members with intellectual disabilities, emphasizing the benefits of good governance and corporate responsibility. They should publicize the issues that prevent people with intellectual disabilities finding employment and develop strategies to address these issues in the broader community, so as to promote an understanding of the benefits of an inclusive and diverse society. Accurate record keeping and publicizing success stories of its members with intellectual disabilities would make important contributions to this

### *Non government organizations (NGOs)*

The group acknowledged that, within Africa, motivation for the establishment of NGOs, particularly within the disability sector, is usually as a result of personal experience and that many parents' organizations were the strongest advocates for children with intellectual disabilities as a result of direct need for improved services and support.

The role of NGOs should be to maintain statistics and undertake evidence-based research to substantiate the need and importance of employing people with intellectual disabilities. Accurate data and effective dissemination would increase public awareness and highlight the potential of people with intellectual disabilities in training and employment.

Countries that have National Councils of People with Disabilities have had greater success in focusing issues, lobbying for change and attracting government and international funding. It is important for NGOs to strengthen local networks, coalitions and alliances, and to enhance coordination with national and regional bodies. In this way, their work will be more effective and their sustainability ensured.

### *International organizations and networks*

The group agreed that international organizations such as the ILO have a responsibility and capacity to train and inform local organizations and governments on the international standards to be met pertaining to disability and employment.

The main assistance should be through financial and logistical support which would facilitate domestic programmes. The programmes should address training for the organizations and clients and be culturally sensitive and appropriate.

International organizations have skills in networking, information sharing, arranging study visits in both directions and collaboration on broader global issues. Local organizations can take advantage of these skills in advocacy and policy development and monitoring and evaluation.

It was recognized that sometimes it can be more useful to lobby an issue from an international perspective and international and domestic organizations should collaborate to identify those opportunities.

## **7.2 Making societies more inclusive through raised awareness. How can stereotypes and attitudes be changed?**

In a second working group session, participants separated into groups to discuss the following questions:

- What messages should be contained in public awareness campaigns concerning people with intellectual disabilities?
- How should States go about encouraging the media to portray persons with intellectual disabilities in a positive manner?
- How should States go about promoting awareness raising programmes regarding persons with intellectual disabilities and their rights?

Findings were later presented in a plenary session and a general discussion took place regarding the experiences of the media from a disability perspective within their respective countries and elsewhere.

One group emphasized the need to promote positive images and emphasize examples of success in both working and family life of people with intellectual disabilities. Pictures and stories that showed a sad individual, living in poverty and looking dejected only reinforced and substantiated the negative stereotypes experienced by disabled people presently.

Another group stated that governments should legislate, train and educate the media and the public about the benefits of diversity within society, which includes people with intellectual disabilities. This group felt that the government should provide tax incentives to private media agencies who undertook public awareness campaigns favouring people with disabilities, whilst also ensuring government media agency's had a consistent and ongoing public awareness programme that had been designed in partnership with the disability community. All campaigns should demonstrate positive images and achievements of people with intellectual disabilities. Government should also train media professionals about the benefits of working with people with intellectual disabilities and include them in more mainstream and popular programmes. In addition, it should sponsor the intellectual disability community to make its own films, drama and music to bring their own message to their situation, particularly in rural areas.

The last group felt that the first steps to improve the image of people with intellectual disabilities in the community should be through the establishment of a National Disability Council which represented all Ministries, DPOs, NGOs, employer associations, trade unions and people with intellectual disabilities. This formal entity would be a useful tool to progress policy and education programmes concerning people with disabilities. The Disability Council members should first be educated about the issues faced by people with intellectual disabilities and their families and then develop policies to improve the situation within their own departments. This would lead to the imposition of a minimum quota for the employment of people with intellectual disabilities within each department, whilst also ensuring that there are positive awareness campaigns throughout the workplace in an attempt to minimize discrimination and prejudice. Through the establishment of a database of people with intellectual disabilities, the government would then be able to target families for support and assistance. Finally, government must organize a National Day for persons with intellectual disabilities and actively participate in the UN International Day of Persons with Disabilities.

The participants collectively believe that all States should ratify and domesticate the CRPD and take active steps to develop public awareness campaigns to combat negative stereotypes and promote the importance of diversity within society. This would be successfully achieved when both State and private media agencies participate and that popular media programmes, such as soap operas and movies, involve people with intellectual disabilities. These publicity campaigns should highlight to the broader community that people with disabilities are part of society, which in turn will influence the policy decisions made by the respective governments. There must be a concerted effort to differentiate between peoples with intellectual disability and those with mental illness, as failure to do so may be the root cause of misconceptions on the part of employers. Participants cited the following as country examples of campaigns:

**Ethiopia:** Public dramas, documentary films, advertisements have helped to break down barriers in the community and enhance the image of people with intellectual disabilities, often bringing them into the public eye for the first time.

- Kenya:** A recent media campaign on inclusion of people with intellectual disabilities which was successful, focused upon positive examples and pictures. A recent fund-raising walk to sensitize the community on issues faced by people with intellectual disabilities and their family. The campaign attracted a lot of attention and improved awareness.
- Malawi:** Media has helped to raise awareness on people with disabilities, although people with intellectual disabilities have been sidelined.
- Uganda:** Rural programmes are articulated in local languages to ensure the messages reach everyone. The creative use of self-advocacy is also a cardinal facet. In addition, using youth groups and inclusive sports such as football, organizing drama groups to include persons with intellectual disabilities, and ensuring that the content of the message is positive. Mobile phones could be a useful way of transmitting positive text messages very widely.
- Zanzibar:** Public meetings and media campaigns through radio and TV to ensure inclusion of persons with intellectual disabilities in mainstream education which has raised awareness and helped to change to some extent the behaviour of large sectors of communities.

Finally, the participants agreed that having a prominent public personality as patron or spokesperson assisted tremendously and provided necessary influence with government, media and international donors.

## **8. Workshop Declaration**

Building on the discussions and recommendations of the working groups, participants adopted a Declaration – to be called the ‘Lusaka Declaration - People with Intellectual Disabilities: Achieving Full Participation in Training and Employment’, that proposes steps to be taken by governments, social partners, civil society agencies and international organizations to bring about meaningful improvement in the lives of people with intellectual disabilities and their families. This Declaration is included as an insert in this report and should serve as an advocacy tool to move this agenda forward.

## **9. Closing Ceremony**

The conference closed on Thursday, 11 March 2010, by Brendan Rogers, Director General of Irish Aid and Deputy Secretary General of the Department of Foreign Affairs, Government of Ireland.

Mr Rogers stated that the partnership between the ILO and Irish Aid is a logical blend that positively enhances both organizations. Regarding the work on promoting opportunities for persons with disabilities, carried out in the framework of this Partnership Programme, he noted that the attitudes experienced in Africa are not dissimilar to those in Ireland a few years past. He recalls an incident when his father approached a family house in rural Ireland as a result of running out of petrol and upon entering the house he heard screams and noises from the upstairs room. On inquiring about the noise, he was told it was their child with intellectual disabilities who was hidden upstairs out of sight from the public.

Since then, as a result of a more inclusive attitude and adherence to international law, Ireland has a progressive view towards people with intellectual disabilities, but it is important to note that all countries must move through the stage of denial.



In selected countries of East and Southern Africa, the Partnership Programme works to promote decent work for women and men with all types of disabilities through National Tripartite-Plus Programme Advisory Groups. The projects underway advocate a disability perspective in legislation and policy, and promote equal opportunities for persons with disabilities in vocational training and general employment services. Tripartite-plus consultation in these projects allows for the participation of NGOs which are often well placed to address the needs and concerns of disabled persons and represent them where required.

People with intellectual disabilities want an opportunity to be included in a range of life experiences in the same way as the non-disabled persons or people with other types of disability. For the vast majority of people with intellectual disabilities, the opportunity to engage in work in the general community has been denied to them. Yet experience shows that many can successfully perform a wide range of jobs and can be dependable workers, given the appropriate training and support. Work not only helps to provide them and their families with the means to meet their basic necessities, but also allows them dignity and self-respect.

In closing the workshop., Mr Rogers congratulated the participants in adopting the 'Lusaka Declaration' and encouraged all participants to do their utmost to ensure that the recommendations of the Declaration were brought to the attention of and acted on by Governments, social partners and the wider society.

## Annex 1. Programme

*Tuesday 9 March*

08:30 –09:30	Registration
09:30 – 10:00	<b>Official Opening and Welcome</b> <i>Mr Gerry Finnegan, Director, ILO Lusaka Office and Representative for Malawi, Mozambique and Zambia</i> <i>Mr Quincy Mwiya, African Network for Developmental Disabilities (ANDD) and Zambia Association for Children and Adults with Learning Disabilities (ZACALD)</i> <i>Ambassador Tony Cotter, Embassy of Ireland, Zambia</i> <i>Hon. Michael Kaingu, Minister for Community Development and Social Services, Government of Zambia</i>
10: 00 – 10:30	Coffee/Tea Break
10:30 – 10:50	<b>Setting the Context, and Introductions</b> <i>Ms Barbara Murray, Senior Disability Specialist, ILO</i>
10:50 – 11:40	Achievements and challenges in vocational training and employment of persons with intellectual disabilities: What works and what doesn't work in different regions. ( <i>Moderator B. Murray</i> ) <i>Professor Trevor Parmenter, University of Sydney</i> <i>Discussion</i>
11:40 – 12:30	<b>What works in Zambia: Country experience</b> ( <i>Moderator Ms Pia Korpinen, Regional Technical Officer on Disability, ILO/Irish Aid Partnership Programme</i> ) <i>The role of the Zambia Agency for Persons with Disabilities</i> <i>Dr Charles Mwape, Director General, ZAPD</i> <i>What work means to me. Mr Quincy Mwiya, ANDD and ZACALD</i> <i>What difference does ZAEPD make? Ms Agness Phiri, Zambia Association for the Employment of Persons with Disabilities</i>
12:30 -13:45	Lunch

- 13:45 – 14:30 **What works in Ethiopia: Country experience**  
*(Moderator Ms Emanuela Pozzan, Sub-Regional Coordinator on Disability, ILO/Irish Aid Partnership Programme)*
- The role of Government in promoting employment opportunities for persons with disabilities - Ethiopia  
*Mr Abebe Gebremedihin, Ministry of Labour and Social Affairs*
- Employer experience in employing persons with disabilities in Ethiopia  
*Mr Girma Ayalew, Director, Ethiopian Employers' Federation*
- What work means to me. *Mr Benyam Fikru, Addis Ababa*
- What difference does ENAID make? *Ms Tsige Amberbir, Ethiopian National Association on Intellectual Disabilities (ENAID)*
- 14:30 – 15:15 **What works in Uganda: Country experience**  
*(Moderator P. Korpinen)*
- The role of Government in promoting employment opportunities for persons with disabilities – Uganda  
*Mr Ilahi Mansoor, Assistant Commissioner Technical Education, Ministry of Education and Sports*
- Employer experience in employing persons with disabilities in Uganda  
*Mr Stephen Jjingo, Federation of Uganda Employers*
- What work means to me. *Ms Anne Mary Kanyange, Kampala, Uganda Parents of Children with Learning Disabilities (UPACLED)*
- What difference does UPACLED make? *Ms Monica Barenzi, UPACLED*
- 15:15 – 15:30 Coffee Tea Break
- 15:30 – 16:15 **What works in Tanzania: Country experience**  
*(Moderator E. Pozzan)*
- The role of Government in promoting employment opportunities for persons with disabilities - Tanzania  
*Ms Mpaji Ali Maalim, Ministry of Education, Zanzibar*
- Employer experience in employing persons with disabilities in Tanzania  
*Mr David Msangi, Association of Tanzania Employers*
- What work means to me. *Mr Rajab Abeid Simba, Zanzibar Association for People with Developmental Disabilities (ZAPDD)*
- What difference does ZAPDD make? *Mr Ahmad Kassim Haji, ZAPDD*
- 16:15 – 17:30 **What lessons can be learned from experience in East Africa? Commentary and General Discussion**  
*(Moderator Prof. Trevor Parmenter)*
- 18:00 – 20:00 **Reception**

*Wednesday 10 March*

09:00 – 09:15	Review of Day 1 ( <i>Moderator B. Murray</i> )
09:15 – 10:30	<b>What works in the United Kingdom – Country Experience.</b> ( <i>Moderator B. Murray</i> ) <ul style="list-style-type: none"><li>- What work means to me – video and commentary <i>Ms Jacqueline Minchin, Wales</i></li><li>- What it takes to translate the promise of law into practice <i>Dr Ann Minchin, parent and activist, Wales</i></li><li>- What difference can a representative organization make? <i>Ms Lucinda Marsden, UK Down's Syndrome Association</i></li></ul> General Discussion
10:30 – 10:45	Coffee/Tea Break
10:45 – 11:15	<b>International experience in promoting opportunities for people with intellectual disabilities: What is required from government, social partners and civil society.</b> ( <i>Moderator P. Korpinen</i> ) <i>Prof. Trevor Parmenter</i>
11:15 – 11:20	Introduction to Working Groups: What steps are required on the part of government, social partners and civil society in countries of East Africa? What contributions can international networks make? ( <i>Moderator P. Korpinen</i> )
11:20 – 12:30	Working Groups
12:30 – 13:00	Feedback and plenary discussion of working group conclusions
13:00 -14:00	Lunch
14:00 – 15:00	<b>What role can be played by employers and workers?</b> <i>Moderator B. Murray</i>  Viewing of documentaries  Panel discussion – worker and employer representatives  General Discussion
15:00 – 17:30	<b>Site visits</b>
Evening	Informal discussion of possible networks, twinning arrangements Discussion of draft declaration, incorporating working group recommendations

*Thursday 11 March*

09:00 – 09:30	Review of Day 2 ( <i>Moderator P. Korpinen</i> )
09:30 – 10:00	<b>Attitudes and Stereotypes as barrier to inclusion – Overview</b> <i>B. Murray, ILO</i>
10:00 – 10:10	Introduction to Working Groups: How can stereotypes and attitudes be changed? <i>E. Pozzan</i>
10:15 – 10:30	Coffee/Tea Break
10:30 – 11:30	Working Groups: How can stereotypes and attitudes be changed?
11:30 – 12:00	Recommendations of working groups and plenary discussion
12.00 – 12.30	Workshop conclusions and declaration - General Discussion <i>B. Murray</i>
12:30	Closing Remarks  <i>Mr Brendan Rogers, Director General, Irish Aid</i> <i>Mr Gerry Finnegan, ILO</i>
12:30 – 13:30	Lunch

*A photo exhibition and videos were displayed during the seminar*



## **Annex 2. Background Paper**

### **Promoting training and employment opportunities for people with intellectual disabilities**

#### **International Experience**

#### **Report to the ILO**

Trevor Parmenter, AM, PhD  
Professor Emeritus,  
University of Sydney, Australia

Supported by the ILO-Irish Aid Project,  
“Promoting the employability and employment  
of people with disabilities through effective  
legislation” (PEPDEL)

February 2010

## Forward

This document was commissioned as a background paper for the sub-regional conference ‘People with Intellectual Disabilities – Opening Pathways to Training and Employment in the African Region’, to take place in Lusaka, Zambia 9 – 11 March, with funding from the Government of Ireland. The aim of the paper is to inform conference participants, including government, employer and trade union representatives, persons with disabilities, disability advocates and service providers from countries in Africa. The following issues will be addressed:

- an overview of what is meant by ‘intellectual disability’;
- experiences in Africa and internationally, in vocational training and employment for persons with intellectual disability, describing effective training techniques and highlighting examples of good practice and successful outcomes;
- policy frameworks that seem conducive to promoting training and employment opportunities for this group;
- an analysis of lessons learned; and
- tentative suggestions about steps that might be taken and measures that might be adopted by governments, social partners and civil society to promote the economic and social inclusion of people with intellectual disability.

The paper will be revised following the conference to incorporate further information gathered, and published as part of the conference report, as well as forming the basis of a more extensive publication on the topic to be prepared by the author in collaboration with the ILO. It should not be cited without ILO permission.

The paper and the sub-regional conference are part of ILO’s activities to promote equal employment opportunities for persons with disabilities, in line with the provisions of ILO’s international labour standards and in particular the Convention concerning the Vocational Rehabilitation and Employment (Disabled Persons) No. 159 of 1983. They are also intended as a contribution to national preparations for the implementation of the UN Convention on the Rights of Persons with Disabilities that entered into force in 2008.



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## **Executive Summary**

In recent years, people with intellectual disabilities have demonstrated their ability to learn and to be valued employees, provided they receive the appropriate training and work in jobs suited to their skills and interests, with supports as required. These opportunities have significantly improved their quality of life. Yet, in many countries around the world, their employment rates are low. Widespread misconceptions remain of their capacity to learn, to work and to take part in society, leaving many to be excluded from education, training, employment and in society more generally.

In the current context where the vision of greater inclusion for persons with disabilities in general is held out by the UN Convention on the Rights of Persons with Disabilities (CRPD), more attention needs to be paid by policy makers, service providers and disability advocates to the topic of employment and training opportunities for persons with intellectual disabilities. Its provisions on work and employment require states to recognize the right of persons with disabilities to work on an equal basis with others. This includes their right to the opportunity to gain a living by work freely chosen or accepted in a labour market and work environment that is open, inclusive and accessible.

Measures to open employment opportunities for this group of persons with disabilities in line with the CRPD and ILO Convention No. 159 can build on extensive experience in recent decades in developing new approaches to training and employment. The review of international experience carried out for this paper highlights good practice in supporting people with intellectual disabilities in integrated employment settings. Evidence clearly points to better outcomes for employees with intellectual disabilities, when they work in integrated settings, with appropriate supports.

## **Pointers for Governments**

The international review highlighted important steps that governments should take to promote employment opportunities in integrated settings for persons with intellectual disabilities.

### **Situation analysis**

As a first step, governments should collaborate with relevant stakeholders in undertaking an analysis of the current employment situation of persons with intellectual disabilities in urban and rural areas of the country to identify barriers and factors that facilitate integrated employment.

### **National employment policy**

The situation analysis should form the basis for a national policy on the integrated employment of people with intellectual disabilities. This should be set in the framework of a comprehensive law concerning persons with disabilities.

### **Implementation strategy**

An implementation strategy should be agreed to give effect to this policy, specifying time frame for the achievement of the goals set, human and financial resources to be allocated, and the relevant responsibilities of government and non government agencies (NGOs).

## **Inter-agency coordination**

Governments should mainstream disability into all the work of all departments and support programs. Policies should have mechanisms in place for the coordination of disability services across different jurisdictions so as to produce better outcomes for people with disabilities and their families. Of particular importance is the dissemination and availability of information about disability support services.

## **Monitoring**

A system of data collection should be set up to track progress in the attainment of the goals set, and enable adjustments to the programmes in place, to deal with problems encountered, and to build on successes achieved.

## **Pointers for Practitioners**

For the successful achievement of the goals of supported employment model, the following points are critical.

## **Value System**

It is of critical importance that the value system underpinning it be well established and shared by all involved, - namely, a commitment to the principles of equity and of equality of opportunity for persons with intellectual disabilities; and the understanding that the barriers they face arise from the interplay between the person's impairment and the environment, rather than their impairment alone.

## **Sound person-focused planning**

Long term success is also influenced by sound initial planning which must start in the transition years at the secondary school level and be 'person-focused', involving all stakeholders, including families. Emphasis needs to be placed upon the person's strengths, interests and the support system that needs to be provided to achieve personal goals. The importance of matching the person's preferences, wherever possible, to the job placement cannot be stressed too strongly.

## **School-to-work transition**

A well-planned transition process from school is one of the better indicators of successful employment outcomes, especially if work experience is a feature.

## **Social skills**

Job-related social skills are important to successful outcomes in integrated settings.

## **Positive attitudes and expectations**

The cultivation of positive attitudes concerning the ultimate satisfactory employment outcomes for people with intellectual disabilities have to be addressed at the family, employer, co-worker and general community levels. Success stories of positive employment outcomes are one of the best ways to convince potential employers that people with intellectual disabilities can be loyal productive workers, and to dismantle mistaken stereotypes and assumptions about the capacity and roles of people with intellectual disabilities in society.

## **Career planning**

Career planning is also important, as many work placements generally start with entry level jobs. There is a danger that the person may never move onto more challenging tasks.

## **Specific skills training**

For people with higher cognitive skills, some targeted specific skills training prior to employment placement may be effective. In some circumstances, however, the ‘self-fulfilling’ prophecy that the person is not ‘ready’ for open employment may operate. This is the situation in many sheltered workshops where people are seldom seen as “ready” for alternative options. It is also questionable as to whether a sheltered placement is necessary before graduating to open employment for performance in the sheltered environment is not always a good predictor of performance in the integrated setting.

## **Pointers for Employers**

### **Workplace culture**

The workplace culture is an important factor in the ultimate success of this model. It is critical for the leadership of the firm or company to be supportive of the employment of people with intellectual disabilities. It is suggested larger organizations may be better suited, because there is a range of jobs that can be performed. Smaller organizations sometime have less flexibility and often require employees who are multi-skilled. Co-worker support needs to be engaged to replace the paid support system in the long term.

### **Job Coaches**

Well-skilled support staff, in the form of Job Coaches are required to facilitate job matching and support in the initial stages of the job. This requires careful planning to ensure the disabled worker is not over-protected in the initial stages or alternatively, discriminated against. In some cases, the employer might prefer for a regular staff member to teach the skill. This person may subsequently become a ‘mentor’ to the person with the disability. Irrespective of who does the initial training, research consistently shows that ongoing ‘natural’ supports (that is, training by someone within the company) lead to greater sustainability of the job placements than external supports. However, while natural supports are proving to be a promising method of increasing the integration and support of people with intellectual disabilities in the workplace, a combination of Job Coaching and natural supports may be needed, tailored to individual circumstances and needs.

## **Concluding remarks**

In conclusion, the paper recognizes that good policies do not always lead to good outcomes, especially in the short term. In redressing the inequalities faced by people with intellectual disabilities in employment, it must be appreciated that historically these people were not considered able to work in competitive employment. The prevailing view was that they needed care and protection throughout their lives. The paradigm shift brings immense challenges, but there is sufficient evidence to support the fact that people with intellectual disabilities can work in real jobs with appropriate supports. What is required is a commitment to find innovative ways to ensure this goal will be achieved.

## Introduction

The rights of persons with disabilities have been given new attention with the entry into force of the United Nations Convention on the Rights of Persons with Disabilities (CRPD) in May 2008. The provisions of the CRPD signal a dramatic shift in international policy terms. In relation to training and employment, for example, States are called on to provide opportunities for disabled persons alongside non-disabled persons.

People with intellectual disabilities are entitled to benefit from the provisions of the CRPD as well as people with other kinds of disabilities. Yet, they are frequently not well placed to gain from this changed emphasis on inclusion. In many developing countries, in particular, they are often excluded from school and deprived of opportunities to acquire relevant vocational skills at all, presenting further disadvantages when it comes to seeking jobs. Yet, experience in many countries shows that, with the right training, supports in the workplace as required and the right opportunities, they can make valued contributions in the workplace.

Many countries of Africa have already declared their commitment to the goal of inclusion of persons with disabilities through ratification of the CRPD or have signed it with a view to ratification. The time has now come to begin addressing the question of how training and employment opportunities can be effectively opened up for person with intellectual disabilities who number some 10 – 15 million people in Africa. Joint-action is required by governments, employers, trade unions and civil society.

### 1. People with intellectual disabilities

People with intellectual disabilities would like the opportunity to take part in a range of life experiences, like any other non-disabled person or persons with people with other types of disability. Yet, they face difficulties in doing so, in one of more of the following areas:

- learning
- communication (receptive and expressive language; verbal and non-verbal)
- social skills
- academic skills
- vocational skills
- independent living.

In particular, they may face barriers arising from negative attitudes and mistaken assumptions in the community at large.

Research has shown that intellectual disability is not a unitary, but a multi-faceted phenomenon. People with an intellectual disability often have multiple secondary impairments, including complex physical and mental health problems. They may experience problems of agility, mobility, speech and language; and emotional problems including anger control, anxiety and depression. They are also more likely to experience loneliness through lack of friends.

#### ***What is an intellectual disability?***

*Intellectual disability is characterised by significant limitations both in intellectual functioning and in adaptive behavior as expressed in conceptual, social and practical adaptive skills. This disability originates before age 18.*

*Shalock et al, 2010*

### IQ testing

The situation of children with disabilities, and especially those with intellectual disabilities, was a challenge to the concept of universal education in the early twentieth

century. Tests were originally devised to assess children who needed special attention, but these were later used to deny groups of children access to schooling, because they were deemed to be 'ineducable'. They were also used to banish many people considered a 'danger' to society to large institutions.

Early psychological tests involved a number of everyday problems of life requiring processes of reasoning. The tasks were arranged in an ascending order of difficulty, with age level assigned to each task, giving rise to the concept of mental age and subsequently, the intelligence quotient (IQ). The reasoning tasks were related very much to the context of the school curriculum.

Over the last 90 years the American Association on Intellectual and Developmental Disabilities (AAIDD) has published manuals which have defined and classified intellectual disability. Earlier editions classified the level of intellectual disability in terms of bands of IQ levels - mild, moderate, severe and profound).

*A shift away from IQ bands to the 'support needs' approach helps people with intellectual disabilities to take part in their communities.*

Over time, it was found that rigid stereotypes concerning the behaviours and needs of persons within a specific IQ band fail to predict the needs of an individual. In addition, this approach does not fit comfortably with the social and rights models of disability where environmental factors must be taken into consideration – the understanding of disability that now prevails.

## **Support needs framework**

The definition of intellectual disability based on IQ levels has been gradually replaced by the concept of *levels of intensities of support* required by a person to function satisfactorily in the community. Rather than addressing a person's particular cognitive impairment, this approach assumes that it may be more effective to make an accommodation to the person's environment by the provision of a support that lessens the impact of the impairment. These supports are linked to difficulties faced by a persons with intellectual impairment in the areas mentioned above.

This development represented a significant shift in the way intellectual disability was conceptualized. It was no longer seen as an absolute trait of the individual alone. The definition and the reformulated accompanying classification system of supports acknowledged that the disability resulted from the interaction of the person with his/her environment.

### ***Disability terminology***

*There have been many changes in the way people with an intellectual disability have been named and categorized in recent decades, with implications for the way in which their identity is defined. Terms formerly used such as idiot, imbecile, feeble-minded, mentally subnormal, moron, mentally deficient and retard, are now seen as highly offensive, demeaning and stigmatizing, although at the time of their use they were acceptable terms in the scientific literature.*

*Nowadays, terms such as person with a learning disability, learning difficulty or developmental difficulty are used as well as person with intellectual disability.*

This development was also consistent with the emerging strength of the social as opposed to the medical model of disability. While the medical model focuses on the person's impairment and steps to reduce or remove this, the social model recognizes that barriers to a person's participation in normal community activities are not solely determined by a person's impairment but arise in combination with elements of the environment. For instance, in the case of a person with intellectual disabilities, community attitudes are generally the biggest barrier.

### **Relevance to training and employment programmes**

In the planning and delivery of educational and vocational programs for people with an intellectual disabilities, the support needs approach to classification has significant benefits in contrast to the earlier practice of classification based upon IQ levels (i.e. mild, moderate, severe and profound).

First, it calls for a personal and individualized approach to service delivery which meets the individual support needs of that person.

Secondly, in line with the social and rights models of disability where environmental factors must be taken into consideration, it seeks to make accommodations to the person's environment through the provision of support that lessens the impact of the impairment. Support needs assessment instruments which assess a person's needs across a range of everyday life domains, including health, are now available (Arnold et al, 2009).

### **Learning and working capacity**

People with intellectual disabilities have the potential to learn, but their learning is highly dependent upon the quality of the teaching they receive. The person's learning will often take longer and require systematic teaching methods, including breaking down the material to be learned into smaller steps than would be required by average learners. Frequent revision is required to enable the learner to master the skills.

*With appropriate training, and supports, in jobs suited to their interests and abilities, people with intellectual disabilities can perform jobs up to high levels of complexity.*

Marc Gold, through his ground breaking applied research in the early 1970s, demonstrated that people with quite high cognitive support needs could learn to complete quite complex tasks (Gold, 1972, and 1975). Linked to the research findings on learning capacity, it has become apparent that with the appropriate training, and supports, people with intellectual disabilities can work in real jobs up to high levels of complexity.

Experience has shown that teaching and training should take place in practical situations as far as possible. Support staff should also be aware that making modifications to the person's environment may be an alternative way to assist them to handle the requirements of a job. Therefore, support staff should be encouraged to target both their learning needs and adjustments to the workplace. In addition to a good knowledge of work practices, support staff require training in the basic teaching procedures and principles used by special educators.



Areas of functioning important to employment in which people with intellectual disabilities that may need specific supports include:

- literacy and numeracy
- comprehension of instructions and information
- interpreting non-verbal language
- short-term and long-term memory
- attention span and concentration
- motivation
- problem solving and decision-making skills
- making choices
- time telling/management and organization
- ability to travel and/or live independently
- appropriate behaviours and social skills
- grooming and self care
- The degree of difficulty will vary from person to person.

## **2. Employment options**

Despite a more enlightened approach to the needs of persons with a disability generally, fostered by human rights initiatives and the application of research and technological findings, their participation in the open labour market is considerably lower than that of the general population. Disappointingly, the situation for those with intellectual disabilities is even worse. Evidence indicates that irrespective of the culture or the economic circumstances of a country, the employment situation of those with intellectual disabilities are equally depressing. Just as they are denied education, they have been denied access to jobs. This depressing state of affairs has come about largely through ignorance and superstition.

In Canada, for example, a survey reported by the Canadian Association for Community Living in 2006 (CACL, 2006) revealed that people with disabilities continue to experience some of the lowest rates of employment in Canada, a situation common across the world. The survey found that people with disabilities who are working: work only half as many weeks per year as people who do not have a disability; are unemployed longer, and spend three times as long outside the labour force. People with intellectual disabilities were found to experience even lower rates of employment with only 27 per cent being employed at the time of the survey and 40 per cent had never worked. In terms of income nearly 50 per cent of people with intellectual disabilities had incomes below the Statistics Canada low income cut-off, a widely used measure of poverty.

In countries of the European Union, the unemployment rate for people with intellectual disabilities was found to approach almost 100 per cent. The vast majority who do work are found in sheltered workshops and those with high support needs are generally directed to day activity centres.

## 2.1 Sheltered workshops

For those children who lived at home and who were denied access to public schools because of their intellectual limitations, family and charitable groups established special schools. Not surprisingly, once their children reached late adolescence, these same groups established sheltered workshops and day activity centres, often with government financial support. Sheltered workshops were essentially segregated facilities established for persons considered unable or unlikely to obtain or retain a job in the open labour market. The majority of those employed have tended to have an intellectual disability.

*The first reported formal employment programs for this population in high income countries, were those conducted within the large institutions established in the western world in the first half of the twentieth century. The 'inmates' were employed in both indoor and outdoor jobs, many of which contributed to the economic structure of the facility. For instance, many 'inmates' were employed in the facility's laundry or in small farming activities which contributed to the facility's food supply.*

Basic training or occupational therapy is usually provided. The workshops engage in productive work to cover some of their costs. Workers are often paid a training allowance in addition to their disability pension, and very minimal or no wages – sometimes in the form of a bonus if production targets are met. Up to recently, contracts of employment were not issued and the provisions of general employment legislation did not apply. In many countries they were described as rehabilitation and training facilities, but very few workers ever graduated to the general employment market, even when financial incentives were offered.

Thanks to the research carried out by Marc Gold, in combination with the realization that that a real job in the community gives people a strong sense of identity, it came to be recognized that segregated settings send a message to people with disabilities, and to the population at large, that they are different from the rest of society, and that alternatives were needed to allow them to have the same conditions of life as everyone else.

## 2.2 Supported Employment

In the early 1970s, developments in the USA, in particular, led to the emergence of alternatives to sheltered workshops and day activity centres as the major employment facility for people with intellectual disabilities.

Several of these are still relevant to the present day international context. First, the impact of the principle of normalization led to the deinstitutionalization movement which called for people with a disability to live in normal community settings. Second, a number of projects in the 1970s across the USA demonstrated the employment potential of people with an intellectual disability. A third factor was the increasing dissatisfaction with the then prevailing major model of adult services, namely sheltered workshops. This led researchers working with people with very high support needs to develop four alternative 'supported employment pathways: the 'supported jobs' model; the *enclave* model, the *mobile crew* model and the *benchwork* model. Each of these models specifically targeted people with intellectual disabilities who had high support needs.

*The **normalization** principle means making available to all people with disabilities people patterns of life and conditions of everyday living which are as close as possible to the regular circumstances and ways of life*

Together, these influences led to the establishment of an Employment Initiative for Persons with Developmental Disabilities which promoted the concept of supported employment (SE) to business leaders, community groups, and journals, and the enactment of two public laws that provided a mandate for the national development of SE: The Developmental Disabilities Assistance and Bill of Rights Act of 1984 (P.L. 98-527) and the Rehabilitation Amendments of 1986 (P.L. 99-506).

*In supported employment, the job must be in the community, real wages must be paid and the person with the disability must receive ongoing support. (Wehman, 2003)*

Supported Employment was defined in US legislation as

... competitive work in integrated settings for individuals:

- (a) with severe handicaps for whom competitive employment has not traditionally occurred, or
- (b) for individuals for whom competitive employment has been interrupted as a result of severe disability; and who, because of their handicap, need ongoing support services to perform such work. *The Rehabilitation Amendments of 1986 (P.L. 99-506)*

.... involving paid work, integrated work environments, and ongoing supports. *Developmental Disabilities Assistance and Bill of Rights Act of 1984.*

In essence, SE is for people with disabilities who need on-going support to work in competitive open employment. Most of the studies which have addressed outcomes for supported employees have made comparisons between SE and segregated programs, including sheltered workshops and day centres, on factors such as wages and quality of life. SE programs by their very definition give people with intellectual disabilities access to real wages. Especially in programs for persons with high support needs, these are adjusted according to the person's productivity and pro-rata amounts are paid. A high rate of part-time jobs is also reported in SE programs. Overall, however, people in SE programs earn significantly more than those employed in segregated programs.

### 2.2.1 Supported job model

This 'supported job' employment model involves a 'place and train' approach, rather than the practice in rehabilitation facilities where the model is 'train and then place'. Therefore, to provide employment, a job is required at the outset of the service, and not just at its completion.

The 'place, train and support' model for SE usually involves Job Coaches working with the potential employee to identify interests and skills. This is followed by job seeking, matching and placement. The employer might also be encouraged to make adaptations (i.e., accommodations) to a specific job in order to match it with the abilities and skills of the employee with an intellectual disability. In many cases, the Job Coach might learn to do the job first, in order to subsequently teach the employee with the disability. In other circumstances, the employer might prefer for a regular staff member to teach the skill. This person may subsequently become a 'mentor' to the person with the disability, become part of the 'natural' support for the person, within the workplace.

Irrespective of who does the initial training, research consistently shows that ongoing 'natural' supports are leading to greater sustainability of the job placements than external supports. However, while natural supports are proving to be a promising method of increasing the integration and support of people with intellectual disabilities in the workplace, a combination of Job Coaching and natural supports may be needed, tailored to individual circumstances and needs.

### **2.2.2 Enclave model**

This consists of a group of people with disabilities who are trained and supervised among workers who do not have a disability; usually in an industrial or commercial environment. In its original design the workers were to be paid at a level commensurate to the workers without a disability, often adjusted on their relative productivity. As the model was taken up by sheltered workshops, more often than not, the contract for the enclave was between the company and the sheltered workshop management. This meant that wages for the person with a disability continued to be paid at the sheltered workshop rates. This model does provide opportunities for interactions between the persons with a disability and the regular workers in the company.

Ongoing support is provided to the enclave workers in much the same way as the Job Coach does in SE. In some cases companies have been willing to take on the Job Coach role along the principle of natural supports described above. There is a danger that there may be little opportunity for work and social interactions. For instance, in some cases the enclave group may not share the common facilities of the company, such as lunch rooms. Limited research found some positive gains for people in the program. They used regular transport to get to work; they gradually became productive enough to go onto regular award wages; there were increased interactions on work-related and social tasks; and the program was cost-effective for the taxpayer as welfare and support costs decreased substantially.

### **2.2.3 Mobile crew model**

This model is a combination of service and business. It may consist of a crew of five people with disabilities working from a van rather than a building, performing service jobs in community settings. Examples include lawn cutting, window cleaning, and general ground maintenance. In its original conception, a Mobile Crew is set up as a small, single-purpose business, rather than as an extension of a large organization. As with the Enclave Model, sheltered employment services have expanded to include this as another option to their services.

Again, it is more common in these circumstances for the workers to remain dependent upon the sheltered workshop for their wages and conditions. The model does give increased opportunities for community participation and interaction with people in the general community, possibly more so than the Enclave Model. The full time presence of the Crew supervisor is generally required to monitor the Crew's performance.

### **2.2.4 Benchwork Model**

This model was developed in the early 1970s by the Specialized Training Program at the University of Oregon, USA, as an alternative to day activity programs to provide long-term employment to people previously denied access to any vocational services. This model operates as a small single-purpose, not-for-profit commercial operation. The model requires a number of highly qualified staff skilled in instructional technology with no more than 1:5 staff-to-worker ratio. Although designed for people with very high support needs who would not normally be employed in a sheltered workshop because of their supposed low productivity, the Benchwork Model shares many characteristics and constraints with traditional sheltered workshops. It initially also depended heavily upon contracts from the electronics industry, many of which have disappeared as this industry has become more automated. However, in its early phases this model provided opportunities for its workers to have opportunities for greater community participation. The size of the business was limited to 20 workers and they were located in close proximity to stores, restaurants, and other community avenues that

can provide opportunities for integration and participation into the regular community activities during lunch breaks and before and after work. The model was initially faithfully replicated in five states of the USA and in Australia. The costs of operating the facilities was no more than those in the day activity centres, but employees received wages based upon their productivity for the first time in their lives. Follow-up studies also showed that opportunities for community participation were realized.

### 2.3 Self-directed employment

Business considerations for persons with intellectual disabilities are little different from those for persons who do not have a disability. In the case of the former, it is usual for someone to perform duties not dissimilar to the role of a job coach. Sometimes this is a family member. The following five major steps have been found to be useful in setting up a business: i) developing a business plan; ii) obtaining the required skills; iii) securing start-up capital; iv) implementing the business plan; and v) expanding the business. Again, the skills necessary to support self-employment will be very similar to those for SE, and may include

*Self-directed employment has been defined as income generating work where disabled people, to a significant degree, have a prime decision-making role in the kind of work that is done, how time is allocated, what kinds of investment in time an money should be made, and how to allocate revenue generated.*  
(Neufeldt and Albright, 1998:6)

task analysis of the jobs, skills training and ongoing provision of support. It is also possible for the support worker to initiate contacts with natural supports such as unpaid volunteers and mentors who have experience as entrepreneurs who can act as an ongoing resource.

This model has also been described as a Micro Enterprise- a small business created around one person. The main strengths of the model for people with intellectual disabilities are as follows:

- it respects the capacity and the assets of people with intellectual disabilities, focuses on people's interests and strengths, and can be more flexible than mainstream employment and working conditions;
- it pursues equality by opening up the self-employed sector of the labour market, where people with an intellectual disability are not represented;
- micro-enterprises reflect aspects of government thinking on increasing employment for disadvantaged groups, and that services should be developed to meet individual needs;
- for some a small business is a way of gaining income from a hobby or an interest and that person-centred planning, direct payments and individualized budgets are ways to help the person get supports and funding;
- micro-enterprises are another way of people with intellectual disabilities moving from being a client to being a citizen. (Beyer & Robinson, 2009: 65-66).

A review of over 120 self-employment projects across low, middle and high income countries, found that there was considerably more experience in low to middle income countries in supporting entrepreneurship for people with disabilities, than in high income countries (Neufeldt and Albright 1998).

### 2.4 Social Firms

Social Firms are one type of social enterprise initially developed in the European context. Social *enterprises* are businesses which trade for a social or environmental

purpose, and their profits are reinvested back into the company to help them achieve this purpose. The specific social purpose of Social Firms is to create jobs for people who find it hardest to get them.

The criteria used to assess whether a business is a Social Firm can be found in the Values-Based Checklist. These criteria are based around three core values that Social Firms will subscribe to within their businesses: enterprise, employment and empowerment: There are several examples of sheltered workshops establishing small businesses which are labeled as 'social enterprises'. In this case, the majority of the workers are people with a disability with few opportunities to engage in regular work-related or social-related activities within the general community.

## **2.5 Community Economic Development (CED)**

There are many and varied definitions of Community Economic Development, but the following one captures the essential characteristics.

CED is a community-based and community-directed process that explicitly combines social and economic development and is directed towards fostering the economic, social, ecological and cultural well-being of communities and regions. As such it recognizes, affirms and supports all the paid and unpaid activity that contributes to the realization of this well-being. CED has emerged as an alternative to conventional approaches to economic development. It is founded on the belief that problems facing communities - unemployment, poverty, job loss, environmental degradation, economic instability, and loss of community control - need to be addressed in a holistic and participatory way.

*(Simon Fraser University Community Economic Development Centre  
<http://www.sfu.ca/cscd/gateway/sharing/principles.htm>)*

CED projects may provide an alternative approach to providing support to people with disabilities. In the highly urbanized communities in high income countries policies and services are generally managed in a top-down fashion and controlled by large government bureaucracies, increasingly delivered through also large bureaucratized not-for-profit organizations. In order to overcome barriers to the employment of people with disabilities, connections must be made with existing groups of people in order to overcome prejudice and discrimination.

## **2.6 Relevance of international models to Africa**

One of the difficulties in transferring a concept from high to low income countries is the radically different support systems that have been used in high income countries. Most of these countries have provided direct welfare benefits to people with a disability, and in many cases their families. In the USA, and other countries which were responsible for the initiation of integrated employment, governments have provided financial resources for systems change, by establishing and evaluating pilot projects. Financial inducements have also been offered to employers to take on employee with a disability.

The presence of welfare benefits has also been a disincentive leading to only marginal, if any, diminution of numbers of people with intellectual disabilities in segregated employment settings. There is of course a need for a balance, so that equitable support arrangements are provided. One of the most significant correlates of intellectual disabilities, even in high income countries is poverty.

In some countries self-employment models and social firms have been avenues for increasing the financial rewards to people with a range of disabilities. Community Economic Development approaches may be particularly relevant in countries with a

high rural population and those where the informal economy is the major employment avenue, and where formal support provisions for people with disabilities are almost non-existent. The clear message is that once there is a commitment to the essential principles of integrated employment, there may be alternative pathways to the achievement of satisfactory outcomes.

### **3. Supported Employment in Africa**

A literature search revealed four SE projects in South Africa and one in Zambia, for people with intellectual and related disabilities.

#### **1. Durban and Coastal Mental Health**

The SE Programme is targeted at empowering individuals with mental health disorders to develop the socio-emotional capacity and vocational skill necessary for finding employment in the open labour market. The Programme offers a range of strategies that facilitate economic empowerment and self sufficiency. It also helps to foster a change in attitude within the corporate sector. It seeks to change the thinking of employers and society with each successful placement and to open up a range of opportunities for employment for people with mental health disorders. (<http://www.changemakers.com/en-us/node/58425>).

#### **2. The Living Link**

The Living Link, a non-profit organization, was founded in Johannesburg, South Africa, in 2000. It supports the inclusion of people with intellectual disabilities into society and facilitates their transition from school to work to independent living. Students at the Living Link complete an Adult Integration Program aimed at integrating them into society and in the community. The program is life skills based and focuses on practical components of daily living that are essential. After students have graduated from the program, The Living Link assists to place their members into suitable positions in the open labour market and supports both the member and the employer in a way that is mutually beneficial.

The Living Link Placement Services Department seeks to place their graduates into integrated open labour market employment by implementing the Supported Employment model. Adults are placed in ordinary working environments, doing regular work where salaries and benefits are realistic and reflect work performance. The following services are provided:

- Job market screening
- Job site observations/job analyses
- Job sampling
- Recommendations on job restructuring
- Data base prospective employees with intellectual impairments
- Job matching and placement
- Job coaching/on-site training and support
- Employer and co-worker sensitization and training.

Traditionally graduates are placed into entry-level positions that are fairly repetitive and provide a certain degree of structure. Graduates have been placed in a variety of work environments including:

- Hospitals
- Offices
- Warehouses
- Factories

- Schools
- Gardens/outdoor environments
- Hotels
- Kitchens.

This organization is seeking to make a transition from a protective (sheltered) employment model to one where people with intellectual disabilities can access real jobs in open competitive employment. It has described this as the 'Workshop Transition Programme'. This Programme also addresses the empowerment of people with disabilities working within protective workshops (<http://www.thelivinglink.co.za/>).

### **3. The Ntiro Project for Supported and Inclusive Employment**

The Ntiro Project for Supported and Inclusive Employment, founded in 2000 in the Tschwane South District of the Guateng province, targets the multiple barriers that persons with intellectual disabilities face in the areas of education and work. It seeks to address in a holistic way the many overlapping grounds of exclusion- from poverty and disease to problems of language and curriculum relevance.

Of particular significance, is the Ntiro Project's emphasis on changing attitudes and building integrated community-based support. It gives strong focus to providing information and skills to district officials, NGOs and community organizations, and to building partnerships among them. The inclusive model has proved extremely successful, serving to progressively replace older segregationist models throughout the district.

The project gives concrete expression to the new vision of Inclusive Education in South Africa and to the call for more inter-sectoral approaches.

(see [http://www.inclusionflagship.net/Inclusion\\_1\\_06.pdf](http://www.inclusionflagship.net/Inclusion_1_06.pdf)).

### **4. Astra Centre**

This centre is located at the foot of Table Mountain within an affluent suburban/central business district. The project provides sheltered employment to 60 Jewish men and women with varying degrees of intellectual disabilities and psychiatric illnesses.

The main aim is to develop the potential of people with disabilities through meaningful employment. Astra develops and provides individualized programmes and services by utilizing an interdisciplinary approach based on Jewish principles and values. Astra focuses on individual strengths needs, abilities, interests and desires. In addition to the provision of sheltered employment, the project provides opportunities for supported employment in the open labour market.

(see <http://www.jewishshelteredemployment.org.za/>)

### **5. Supported Employment in Zambia**

The Finnish Association on Intellectual and Developmental Disabilities (FAIDD) in association with the Zambia Association on Employment for Persons with Disabilities (ZAEPD) supported a project to create an employment model suited for Zambia. The project, which concluded at the end of 2005, also aimed to increase knowledge and understanding of disabilities through public and media relations and education. In 2006 FAIDD also started a development cooperation project in Zambia to increase opportunities for women and girls with intellectual disabilities to participate in social life, to improve their employment opportunities through peer support, co-op society activities, plain language material and public awareness campaigns.



A study of experiences of vocational training and employment for people with an intellectual disability in Zambia revealed both opportunities and challenges of using a supported employment model in Zambia (Koistinen 2008). Through this approach more than a hundred graduates had been placed in the open employment market and community projects.

Factors affecting their job opportunities included personal characteristics of the job applicant, location, gender, vocational training course, and the level of support available. Following an analysis of data from different stakeholders relevant to vocational training and employment, recommendations were given for the planning of vocational training and employment for persons with an intellectual disability.

## **Commentary on initiatives required in Africa**

The employment examples presented, although small in number, represent an emerging potential which can be built upon with replications and modifications, where required by local conditions. Given the nature of the African continent and its history, there are opportunities for 'grass roots' initiatives following a 'bottom-up' approach at community levels to development.

A recent commentary on the situation of people with disabilities in Uganda (Moiza, 2008) highlighted limitations in addressing issues confronted by people with intellectual disabilities and those providing services to this group, that are relevant to many other countries also. The limitations include:

- missing data on intellectual disabilities both at national and district levels;
- limited resource personnel to deliver services such as special needs educators to teach in inclusive settings;
- limited resources to meet the special needs of persons with intellectual disabilities;
- inability to meet demand for services. Limitations in services causes demand-driven service delivery, which is impossible for persons with intellectual disabilities;
- scarcity of NGO involvement in programs for this group, as their programs are result oriented and time bound, and this field is considered by some to be a 'no- comfort' zone;
- donor directed programs at times have limited coverage, target population and time frames; and
- limited employment opportunities.

Proposals were then made for how provisions for persons with intellectual disabilities might be better organized:

- establish data base at the district level, including the type, level and location;
- build the capacity of Community Development Officers and local leaders (Councillors for persons with disabilities);
- Community-Based Rehabilitation (CBR) volunteers to include issues for persons with intellectual disabilities in CBR activities;
- conduct participatory planning strategy to develop a project to address issues around intellectual disability;
- raise awareness on issues on intellectual disabilities in the community;
- advocate for Skills Training Centre for persons with intellectual disabilities; and
- train persons with intellectual disabilities in employable skills.

It is interesting that many of the above proposals might be appropriate for any country, irrespective of its income status, because people with intellectual disabilities are

uniformly discriminated against in the provision of employment support services internationally.

#### **4. Supported employment - lessons learned**

Research evidence has pointed to the conditions required for SE to result in or predict successful employment outcomes in integrated settings for people with intellectual disabilities. It is recognized that almost all of the research has been conducted in high income countries. Hence, not all the findings may be applicable to low income countries.

An important point emerging from research is that people with intellectual disabilities have the potential to contribute to society and to the economy if they have the opportunity to work. The 'burden of disease' mentality has portrayed them as a mendicant population solely in the need of care and protection. Cost-benefit analyses of SE have reported clear gains to both the individual and the taxpayer.

Employment has been shown to impact upon the quality of life of people with intellectual disabilities. This is an important factor in the possible reduction of emotional disorders in this population, where the prevalence of mental health problems is much higher than that in the general population.

In terms of quality of life and life satisfaction, studies generally report that those in SE programs had a higher rating than those unemployed or in alternative disability programs. An Australian study found that those in open employment had a significantly higher quality of life than those in sheltered workshops or who were unemployed. A Spanish study found no differences in quality of life between those in SE and those in sheltered workshops. However, there was a direct relationship between how typical the employment setting is and quality of life of those in SE programs. There was also a negative relationship between the intensity of external support and quality of life, suggesting that such support should be used when only absolutely necessary.

In general, however, it applies in every setting that, with appropriate instructional technology and support, people with intellectual disabilities can learn, despite their cognitive impairments, and that good teaching and an environment which fosters a motivation to learn will consistently produce excellent results.

#### **General pointers**

Some of the lessons learned apply to all stakeholders, whether they be governments, service providers, employers, trade unions or disability advocates.

#### **Cultural factors**

There is a need to understand how disability, and intellectual disability in particular, is perceived in a particular environment, as this will impact upon the translation of research into policy decisions. If this is not clearly articulated there will be a clash between policy and its implementation. Policies formulated in one country may need modifications before being embraced by another country or locality.

## **Sound values base and commitment to people with intellectual disabilities**

Programs where all the stakeholders including government, employers, service providers and families were committed to the principles of equity and equality of opportunity for people with intellectual disabilities led to successful and sustainable integrated employment outcomes.

The move from a medical to a social, rights based policy recognizes the interplay between the person's impairment and the environment. The concepts of activity limitations and barriers to participation should be incorporated into policies (WHO, 2001).

## **Needs assessment and characteristics of people with intellectual disabilities**

A comprehensive needs assessment of the person with intellectual disabilities has shown to be important, not only for the purposes of employment, but also for other life activities, including community living and leisure activities. It has been shown that work cannot be dealt with in isolation from other life activities.

## **Person-centred planning**

Person-centred planning, because it puts the person with the disability at the centre of the decision making processes, takes into account the person's wishes and desires. In the employment area, strong motivation has been shown to be a significant predictor of a satisfactory outcome. Whilst more work remains to be done on assessing the impact of person-centred planning upon client outcomes and satisfaction, research to date has shown promising results. Allocating financial support to the individual in conjunction with person-centered planning provides the person with a disability greater opportunity to exercise self-determination and freedom of choice.

## **Pointers for governments**

### **Legal framework: necessary but not sufficient**

An enabling and supportive legal framework is essential, but not sufficient in itself to bring about improved employment opportunities. For example, research has found that the presence of anti-discrimination laws, in itself, does not seem to encourage effective employment outcomes in many cases for people with intellectual disabilities.

### **Employment policies**

A clearly written policy on employment for people with disabilities which articulates the underlying values and sets out specific goals sends a clear message which has greater opportunity to be implemented. Policies must set realistic goals which can be achieved. Policies which are complemented by implementation strategies and mandatory standards of performance are more likely to achieve policy goals. Policies which have meaningful input from people with disability, their families and advocates help to build a spirit of partnership.

Policies should meaningfully incorporate principles of Articles 27 and 28 of the UN *Convention on the Rights of Persons with Disabilities (2006) and Optional Protocol*; and those contained in the International Labour Organization (ILO) *Convention Concerning Discrimination in Respect of Employment and Occupation, 1958, (No.111)* as well as the ILO *Convention concerning Vocational Rehabilitation and Employment (Disabled Persons), 1983, (No. 159)*. They should also indicate how these principles will be applied and evaluated.

### **Provision of support staff**

Research indicates the policies which supported the growth and nurturing of dedicated support staff with a variety of skills and competencies provided the human resources necessary to support people with disabilities and their families. Support agencies which addressed support needs in a holistic manner achieved better employment outcomes which tended to more sustainable.

### **Interagency coordination**

Governments have tended to develop a 'silo' approach to service delivery with each government department protective of its own resources. Some countries have set up special departments of disability, but this can continue the isolation of people with disabilities from mainstream society. An alternative approach is to encourage government and development agencies to mainstream disability into all support programs along the lines of the principle of universal design.

Government policies which had mechanisms in place for the coordination of disability services across different jurisdictions and ministries produced better outcomes for people with disabilities and their families. Of particular importance is the dissemination and availability of information about disability support services.

### **Need for adequate population information**

Good policies are based on good information. There is a dearth of data on the actual incidence and prevalence of intellectual disability in the countries in the region. Current data are incomplete and possibly unreliable. However, estimates based on the South African studies may be a guide. The use of typical epidemiological methodologies may not be entirely relevant given that disability is a culturally specific phenomenon. What counts as a disability in an urban context may not be seen as such in a rural community.

### **Systems change initiatives**

Countries which have made a commitment to policy change have applied resources to effect a systems change. Investment in system change projects, such as pilot SE programs, has assisted in the development of new models. If the use of these resources is not carefully monitored, however, the system may fall back to former practices once the additional resources are expended. Thus, it is crucial that these projects explore sustainability beyond the life of the pilot.

### **Research policy**

Countries which developed and supported strategic disability research policies on employment and related issues were able to benefit from the input of university research centres. Without such input the initiatives on SE in the USA would not have been achieved. Basic and applied research which was able to demonstrate the educability of people with intellectual disabilities helped to dispel myths and stereotypes which had been built up over centuries.

### **Outcomes**

Many countries, driven by the need to trim disability budgets, have called for a greater accountability for the resources expended. Increasingly, outcome measures are being applied to assess the benefits of expenditures on disability programs. However, policy developers have a duty to clearly articulate outcomes, not simply to justify expenditures, but equally important, as a responsibility to the people being supported.

## **Pointers for educators and trainers**

### **Transition from school**

One of the keys to a successful transition process from school to work is for the secondary school to implement a transition policy, ingredients of which should be the development of individual transition plans (ITPs) for each student early in the secondary school years. Gradually agencies such as employment providers and post school education providers need to be involved in the planning in a coordinated way. This approach has been found to help produce better employment outcomes.

### **Early acquisition of job-related skills**

The acquisition of job-related skills is a process which should begin long before a student with intellectual disabilities leaves school. Towards the end of schooling part time work experience has been shown to be a major factor predicting later employment success.

### **Importance of social behaviour**

In terms of the sustainability of integrated employment, there is overwhelming evidence that people with intellectual disabilities tend to lose jobs, not because of their inability to perform the job tasks, but because of negative social behaviours. While people with disabilities can be generally well accepted by supervisors and co-workers in integrated employment settings, such acceptance was contingent upon people with disabilities 'blending in' or 'fitting in' and not drawing attention to themselves.

### **Appropriate placement**

The fit between the person and his/her environment is of central importance. It may be more effective to find the right environment, rather than trying to change a particular social behaviour. This principle is especially relevant for people with intellectual disabilities and high support needs.

### **Support to employees**

A US study found several factors which can be put forward as 'good practices' in human supports (Rogan et al. (2000).

- Individuals should be able to choose the kind of job they enter,
- Work should allow individuals to obtain independence from paid support.
- Supports should be tailored to each person's needs.
- 'getting to know the person well' is the key to successful workplace support,
- the possibility that a person may not be ready for work should be accepted when appropriate, and
- existing contacts and other natural supports should be used as inroads into the workplace.

### **Support to families**

Another role for the job coach is to support to families who may initially have negative attitudes to their son/daughter working in a regular work environment, because of fears they may be victimized. Parents of children with a disability are frequently over-protective. For others, cultural factors may encourage them to persist in hiding their child with a disability because of negative community prejudices.

## **Support to workplaces**

To assist potential employers to be more accepting of people with an intellectual disability as genuine workers, and to counter the negative views often rooted in the stereotypical attitudes of the general community, there is a need for intervention strategies at three levels: the individual co-worker/supervisor, the work group, and the whole organization.

## **Pointers for employers**

### **Role of employer attitudes**

United States studies have shown that employers of all sizes have favourable experiences in employing people with intellectual disabilities and value the training done by SE service providers (Olsan et al, 2001). Accommodations frequently made include extra supervision time, providing flexible hours and using the services of a job coach. These accommodations were perceived to be of minimal cost to the company. In terms of human resource management, employees with intellectual disabilities were viewed as costing companies the same or less than employees without a disability.

However, negative employer attitudes can be one of the most serious threats to the success of a SE program. Negative views on the concept of intellectual disability and mistaken assumptions about the working capacity of people with intellectual disability are deep seated and prevail in most countries.

In a survey of 360 employers of persons with disabilities, a Hong Kong study found that four major factors influenced decisions to employ people with a disability: a) the personality of the worker, particularly whether an emotional problem was present; b) the person's ability to do the job; c) the availability of low-level jobs; and d) the person's productivity as a worker (Tse, 1993, 1994).

Another study reported that the existence of policies on employing persons with a disability; previous contacts with a person with a disability and level of the disability were associated with more favourable attitudes (Smith et al. 2004).

Previous positive experience with a person with a disability that is job-related is one of the most reliable factors in predicting employers' favourable attitudes to people with intellectual disabilities (Rimmerman, 1998). This suggests the importance of working closely with employers to ensure their satisfaction with the employment outcome. Hence, advertising 'success stories' involving the employment of people with a disability has been found to be an important strategy. Research has shown that contrary to the negative stereotypes portrayed throughout history; persons with an intellectual disability can be loyal, trustworthy and diligent workers who seldom fail to turn up for work (Ward et al, 1978).

## **Support on the job**

As mentioned earlier, the 'place, train and support' model of SE usually involves job coaches working with the potential employee to identify interests and skills, followed by job seeking, matching and placement, though in some cases, the employer allocates a staff member to provide instruction. Irrespective of who does the initial training, research consistently shows that ongoing 'natural' supports – that is, training by someone within the company - lead to greater sustainability of the job placements than external supports through job-coaches. However, while natural supports are proving to be a promising method of increasing the integration and support of people with

intellectual disabilities in the workplace, a combination of job coaching and natural supports may be needed, tailored to individual circumstances and needs.

### **Workplace culture**

A congenial workplace culture has been found to be critical for the successful placement and maintenance of people with intellectual disabilities in integrated work environments. Four key characteristics of a supportive and interactive work setting include, a) multiple context relationships, for instance including opportunities to mix with co-workers after work has finished for the day; b) specific social opportunities, including designated lunch/break rooms where everyone is welcome; c) personal and team building management style, where managers build a sense of teamwork and take a personal interest in employees, and schedule work around workers' personal strengths and needs.; and d) interdependent job designs, which may include 'cross training' employees on several different tasks.

This workplace culture also has the opportunity to create career pathways for supported workers, who in many cases, do not progress beyond entry level jobs. Such a culture also helps the development of strong relationships between workers with and without disabilities. These relationships are often characterized by the presence of humour and informality which ultimately assist the processes of job retention. Good practice suggestions for increasing the social interaction of supported employees include strategies such as: targeting social skills instruction, communication instruction, problem-solving and co-worker assistance.

## **5. Moving forward**

Various countries have clear policies concerning employment for people with disabilities in general, which affirm the goal of community integration and support for individual choice. Despite this, however, this review has highlighted the reality that the vast majority of people with intellectual disabilities still do not have access to integrated employment; and in many cases no access to meaningful day activities.

The following suggestions are relevant to countries presently attempting to revise old policies and, develop new policies which will go some way in addressing the inequalities experienced by people with intellectual disabilities. Applicable at either a national or regional level, they may provide a way forward in improving opportunities for people with intellectual disabilities to work in fair and just conditions.

### **National level**

#### **Conduct a systems analysis of current situations**

- In collaboration with all stakeholders, including schools, in the field of people with intellectual disabilities conduct surveys, consultation meetings and individual interviews to determine the current status of employment for this population.
- Analyse barriers and facilitators to the achievement of integrated employment for this population, across the various geographical areas of the country in order to tap the experiences in urban and rural communities.
- A documentation of current models of employment for other disability groups would inform this process.

### **Develop goals and objectives for the way forward**

- Using the same consultative processes, with the input of all relevant stakeholders, develop a set of goals and objectives to guide the implementation of SE initiatives for people with intellectual disabilities.
- A variety of models may need to be explored given the particular circumstances of local communities.
- A statement of the underlying value system which has informed this process needs to be agreed upon.

### **Develop a national policy on integrated employment for people with intellectual disabilities**

- Responsible government departments, in consultation with relevant stakeholders, will develop a clear written policy articulating its values and the corresponding goals and objectives of integrated employment services for people with intellectual disabilities which flow from these values.
- The recent initiative, *Valuing Employment Now*, by the UK government could be a guide to the process.
- Elements of the Community Economic Development (CED) model is worthy of investigation, as are aspects of the social enterprise approach.

### **Develop a national implementation strategy**

- Establish a timeline for the achievement of goals, together with resource allocations.
- The strategy should indicate relevant responsibilities of government and non government agencies, including human resources.
- The strategy may include the setting up of a small number of pilot programs, together with evaluation processes, in order to initiate a systems change process.
- Identify potential leaders in government and the community to champion the systems change process.

### **Development of an effective data collection system designed to track progress**

- The system may be developed to provide information on people supported (inputs); details of the various program models (processes); details of wages earned, days worked, level of community integration, and skills achieved (outputs); and measures of satisfaction and quality of life of the employees (outcomes).
- This system also allows for program modifications following feedback, and the identification of environmental barriers and facilitators.
- Develop coalitions with university research centres. National universities should be encouraged to collaborate on issues such as program development and evaluation, and staff training.
- Liaisons with universities in other countries which have a track record in research into employment of people with intellectual disabilities are an additional possibility.
- The basic aim is to develop local research capacity which can help to maintain the ongoing sustainability of programmes.

### **Communicate the results of programs**

- To assist the process of community attitude change, positive results of pilot projects should be disseminated widely through all available media.
- The involvement of community leaders acting as “champions” would assist this process. Success stories can stimulate further successes.



## Regional level

### Develop a Regional Association of Supported Employment

- To assist in the sharing of information and technical assistance, consideration may be given to the establishment of a regional support organization modelled along the lines of the European Union for Supported Employment (EUSE) (See p.30).
- Links with the EUSE and similar national associations for supported employment would give access to training materials and other technical assistance.
- Such an organization could organise workshops and training programs at regional and/or national levels.

## 6. In conclusion

Despite enormous challenges, including extreme poverty and difficulties faced from attitudinal and policy perspectives in the provision of support to persons with disabilities in general, and those with intellectual disabilities in particular, there are some positive trends. Of special significance is that the majority of countries have subscribed to the various contemporary human rights principles relating to people with disabilities. What remains is the need for a genuine commitment to ensuring these principles are not only incorporated into national disability policies, but they are put into practice and monitored to the best level possible in terms of the socio-economic conditions prevailing.

For the vast majority of people with intellectual disabilities, the opportunity to engage in real work in the general community has been denied them for reasons explored above. The first step in bringing about change in this situation is a genuine commitment and belief that change is desirable and there is a genuine commitment to effect change. African countries, along with the many of the world countries, have ratified the *UN Convention on the Rights of Persons with Disabilities*. Article 27 of the Convention states:

States Parties recognize the right of persons with disabilities to work, on an equal basis with others; this includes the right to the opportunity to gain a living by work freely chosen or accepted in a labour market and work environment that is open, inclusive and accessible to persons with disabilities. States Parties shall safeguard and promote the realization of the right to work.

This statement provides a compelling reason, then, to explore how a country with limited resources might embark upon a program to assist one of its most disadvantaged groups in its society to become engaged in work ‘that is open, inclusive and accessible’.

## Appendix 1.

### Supported Employment - International experience

This section examines features of SE which have been reported in high income countries and analyses factors which seem to support the successful implementation of SE models.

#### USA

A strong factor in the take up of SE in the USA was the existence of a strong legal and political base. A major study of the more successful SE programs (Mills, 2006:3) found that seven factors explained impressive integrated employment outcomes:

1. The existence of strong, clear and unambiguous state developmental disabilities agency policies, rules and programmatic requirements intended to support a clearly articulated agency preference for, and commitment to, integrated employment for people with developmental disabilities;
2. Use of funding incentives to encourage the expansion of integrated employment opportunities and/or funding disincentives to discourage the use of facility-based employment and non-work services;
3. Liberal definition for the kinds of employment arrangements which qualify for SE funding;
4. Adequate state agency staffing dedicated to employment;
5. Investment in on-going training and technical assistance;
6. Commitment to supporting organizational change among facility-based (sheltered) providers, and
7. Use of a comprehensive data tracking system focused on integrated employment outcomes.

Research in the USA has paid particular attention to factors which facilitate the growth of SE programs in an effort to correct the imbalance with facility-based models of employment. Program size appears to play a role in the type and range of day and/or employment services offered. A national survey of rehabilitation agencies reported that smaller agencies, providing support to 50 or less were found to be more likely to provide integrated employment exclusively than larger organizations.

#### Australia

The development of employment services for people with disabilities in Australia has followed a similar pattern to that of the USA, especially the presence of a strong legislative base for disability support services.

In order to stimulate the development of paid employment in integrated settings the Australian Government sponsored several open employment pilot projects, a number of which concentrated on supporting people with high support needs. One of these, *Jobsupport*, has continued since its inception in 1986 and has achieved one of the best records in the country for supporting people with intellectual disabilities and high support needs (see <http://jobsupport.org.au/main/>).

There has been no reduction in the numbers of people with a disability employed in segregated settings. In fact the Commonwealth Government, despite earlier attempts to limit funds to this area of employment, has given way to the strong lobby groups, including parents and service organizations by accepting segregated options a viable employment alternative.

However, many sheltered workshops (known as Australian Disability Enterprises) are expanding into SE options in addition to the traditional segregated model. Government policies which emphasize immediate outcomes from disability employment services have directly affected support for people with intellectual disabilities who generally require a little longer to adjust to the demands of open employment. Hence there are signs of 'creaming' the easier to place clients.

## Canada

Canadian SE programs are funded by the federal government under the Opportunities Fund, some Labour Market Development Agreements and by provincial/territorial governments, or by cost-sharing with the federal government. In 2000, the SE model was fairly well established in the four provinces of Nova Scotia, Ontario, Manitoba and Alberta (Neufeldt et al. 2000).

Factors such as disincentives to employment arising from income and disability support programs, lack of information about job availability, inadequate training and comparatively low education levels, lack of accessible transportation, and employer discrimination were limitations to being recruited into SE programs.

## New Zealand

In the early 1990s a small group of people who had been pioneering SE in New Zealand set up the Association for Supported Employment New Zealand (ASENZ). Over the past few years, ASENZ have developed and refined the following principles of SE. These are now accepted as the core principles and are central to all aspects of SE in New Zealand.

**Open Employment:** The employment and inclusion of people with disability in the mainstream workforce.

**Wages and Benefits:** The provision of the same wages and related conditions of employment that are the expected norm in any mainstream workplace.

**Placement First:** Direct access to the labour market through a precise job/person match and without prolonged "getting ready" activities or training.

**Inclusiveness:** No exclusions or screening from supported employment programmes on the basis of perceived "severity" of disability.

**Individualised and Ongoing Support:** Support services and strategies that are not time limited, are tailored to the individuals needs, and maximise job retention.

**Choices and Career Development:** Services and outcomes based on the preferences and aspirations of the individual and a commitment to ongoing pursuit of careers.

The Association has given significant attention to training and development for people who work in SE. For details of the strategic relationship the Association has developed with a training provider to develop and deliver Certificate and Diploma level training to build the capacity and capability of SE (see: <http://www.asenz.org.nz/index.html>).

## United Kingdom

SE in the UK had its early beginnings around 1985, about the same time pilot programs were being sponsored in Australia UK Beyer et al. (1999).

Two important UK Government initiatives provide a useful framework in which to examine the penetration of SE in improving the life quality of people with an intellectual disability. The first is the *Disability Discrimination Act* (UKDDA) which was passed in 1995. The UKDDA defines a person with a disability as someone who has a physical or mental impairment that has a substantial and long-term adverse effect on his or her

ability to carry out normal day-to-day activities. The Act seeks to prevent discrimination on the grounds of disability in employment and other areas.

The second important initiative was the release in 2001 of *Valuing people: A New Strategy for Learning Disability for the 21<sup>st</sup> Century* which identified significant difficulties in the coordination and delivery of services to people with an intellectual disability in the UK. While *Valuing People* has been seen as an important government statement to assist in changing community and government attitudes and supports to people with intellectual disabilities, the policy includes no specific objectives that will assist in evaluating its success.

In recognition of the slow progress being made in achieving objectives in employment for people with an intellectual disability, the UK Government has recently released *Valuing Employment Now- Real Jobs for People with Learning Disabilities*. This is a strategy which sets out an ambitious goal to increase radically the number of people with intellectual disabilities in employment by 2025. The strategy will focus on people with moderate and severe intellectual disabilities, because they have benefited least from previous initiatives. The strategy specifies that by 'work' it means real jobs in the open labour market that are paid the prevailing wage, or self-employment.

The British Association for Supported Employment (BASE) provides a mechanism for SE agencies to share information. (See: <http://www.base-uk.org/links/index.htm>).

## **Singapore**

Singapore is a small island state with a population of about 4 million. Educational and employment services for the majority of people with intellectual disabilities are provided by two large voluntary agencies; The Association for Persons with Special Needs (APSN) which conducts schools and employment services for those with 'mild' intellectual disabilities; and the Movement for the Intellectually Disabled of Singapore (MINDS) which conducts schools, employment services, day activity programs and residential living for those in the 'moderate' to 'severe' range. Both organizations conduct traditional sheltered workshops and programs known as 'social enterprises'.

The Singapore Government is encouraging all disability organizations providing employment services to conduct community-based programs. To this end both, APSN and MINDS have made efforts to place people in competitive, open employment. In the case of APSN a special program is being conducted at one of its senior schools to assist students to make the transition from school directly into paid work in the community, a feature of which is extended work experience placements. In the case of MINDS the open employment program is an adjunct to the sheltered workshop program. People are selected to make the transition from the segregated setting to community-based jobs on the basis of their interests and performance in the sheltered environment.

An example of a social enterprise is a car wash "crew" which works in a regular community setting, but the employees are paid by the welfare organization rather than earning wages directly from the business. Another example of a social enterprise is a 'thrift shop' which sells re-cycled clothing. The employees who work there do not receive wages generated by the business. In some cases these enterprises are located in regular community settings, but they do project a welfare rather than a regular commercial image.

## **Netherlands**

The situation for people with intellectual disabilities in the Netherlands is not dissimilar to other countries with a history of welfare provisions for persons with disabilities.

Likewise, the Netherlands' extensive legal and policy framework establishes an approach that supports active independent living and access to employment for this population.

In the Netherlands, in addition to special secondary schools, there are two options for students with intellectual disabilities within the mainstream system- the 'supported learning route' and the 'practical education' route. The former is more appropriate to students who will graduate with a diploma, provided they receive special needs support. The prevocational practical education route is for students with higher support needs who would not qualify for a diploma even with additional support. The evidence suggests that the placement results of the prevocational practical schools are more encouraging, reflecting a 60 per cent placement rate in open employment, in sheltered employment, or in continuing education.

There is evidence that insufficient time is devoted to exploring what students are interested in doing. This conclusion is consistent with research which has shown the relationship between a person's motivation towards work and satisfactory open employment outcomes. The principles of person-centred planning, together with a personalized assessment of support needs, would help to ensure that a person's preferences would be seen as one of the most critical factors leading to an effective employment outcome. The increasing move in many countries to provide individualized funding has also increased the development of self-determination of people with disabilities, leading to better and more sustainable employment outcomes.

## **Finland**

The situation of SE in Finland is instructive to the question of the sustainability of efforts to increase the participation of people with intellectual disabilities in the regular labour market. With Finland's entry into the European Union (EU) in 1995, it was able to access the Community Initiative Programs of the EU Social Fund (ESF) to start several pilot projects on SE for people with intellectual disabilities.

Regular surveys of the state of SE in Finland have been conducted since 1998 (Saloviita & Pirttimaa, 2007). In the latest survey (2003) of the 93 responding organizations, 22 had workers in SE. In 1999 there were 21 such organizations and in 2001, there were 19. Thus, while it appeared the number of organizations providing SE remained stable, there were many changes. Some agencies have ceased providing SE and new ones entered the field, but the scale of activity was very small.

Of the organizations, 17 employed only one or two persons in SE. The organization with the highest number employed in SE was one which supported people with mental health problems. Most of the organizations were sheltered workshops providing employment for people with intellectual disabilities and other marginal groups.

Since the introduction of SE programs in 1995, no more than 100 people had been supported. Clear changes in the composition of the people being supported changed markedly during the period 2001-2003. There was a major increase in the proportion of people with mental illness and a similar decrease in the proportion of those with an intellectual disability being supported. It was concluded that the original concept of SE had been distorted.

Maintaining the fidelity of the new paradigm has been a significant challenge in most countries, and the experience so starkly revealed in the Finnish study is not unique. It clearly indicates that there are differing moral, political and economic value systems operating when the question of how best to support people with intellectual disabilities is considered, in contrast to other marginalized groups in a society.

## Other European Countries

Across the other European countries which have been monitored, only a relatively small number of students with an intellectual disability are in mainstream schools; the majority being in special schools, and many are totally excluded from education. The quality of education in the special school settings has been found to be variable, with insufficient attention being given to the social skills necessary to live in the regular community.

At the transition level from school to post school options there is little evidence of adequate planning and opportunities for preparation for employment. Nor are there opportunities for access to ongoing adult education programs, with the exception of Sweden, which is noted for its life-long adult education programs for people with intellectual disabilities.

The unemployment rate for people with intellectual disabilities was found to approach almost 100 per cent. The vast majority who do work are found in sheltered workshops and those with high support needs are generally directed to day activity centres. However, there was evidence of attempts to increase the participation of people with an intellectual disability in SE.

For example, the European Union of Supported Employment (EUSE), established in 1993, and now with 19 national associations for SE, is a driving force to increase employment opportunities for their clients. EUSE conducts regular conferences and training workshops across Europe. It has recently received support from the Leonardo Partnership to develop a European Supported Employment Toolkit which is planned to be completed in mid 2010. (See <http://www.euse.org/> ). It is also about to launch a comprehensive research project which will inform the further development of SE across Europe.

A comparative analysis of employment services for persons with intellectual disabilities in Australia, Finland and Sweden emphasized the necessity for education and training as a key factor in improving the participation of people with an intellectual disability into the regular labour force.

In order to increase the expansion of those good models that do exist, the reports highlighted the need for Government and European support, if they are to become the rule rather than the exception. To increase the replication of good models at the national and international levels will require strong government support. A severe impediment to the development of strong policy in this area is the limited availability of data, particularly data disaggregated by individual type of disabilities. This has posed a barrier in analyzing the actual situation for persons with intellectual disabilities.

One of the critical features to be recognized when examining the impact of SE on the lives of people with an intellectual disability in countries such as Canada, Australia, New Zealand, the UK and parts of Europe, is the long history of welfare support those countries have provided to people with a disability. The SE model challenges the very core of the welfare model, and it is not surprising that many of the negative attitudes and in-built disincentives inherent in the welfare system have, to some extent, impeded its growth as a strong alternative to segregated employment options.

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