Sustainable Solutions: Introducing Work Placement as an Eligibility Criterion for the Disability Grant in South Africa

Y Basson*

Online ISSN
1727-3781

P·E·R
Pioneer in peer-reviewed,
open access online law publications

Author

Yvette Basson

Affiliation

University of Western Cape,
South Africa

Email

ywiid@uwc.ac.za

Date Submitted

10 June 2024

Date Revised

10 July 2025

Date Accepted

10 July 2025

Date Published

02 March 2026

Editor

Prof Tumi Mmusinyane

Journal Editor

Prof Wian Erlank

How to cite this contribution

Basson Y "Sustainable Solutions: Introducing Work Placement as an Eligibility Criterion for the Disability Grant in South Africa" *PER / PELJ* 2026(29) - DOI http://dx.doi.org/10.17159/1727-3781/2026/v29i0a18882

Copyright

DOI
http://dx.doi.org/10.17159/1727-3781/2026/v29i0a18882

Abstract

It is a well-established fact that adequate social security measures are used as a tool to allow persons a measure of financial security and support in the event of certain contingencies. In South Africa, the disability grant is intended to be an income replacement for persons with disabilities who are unable to work because of their disability. Persons with disabilities represent approximately 6% of the population of South Africa. However, they only represent an average of 1% of the workforce in South Africa. This means that persons with disabilities are proportionally underrepresented in the workforce. As of 31 March 2024, there were 19.1 million social grants paid monthly in South Africa. Of these, 13.2 million are the child support grant (paid to the caregivers of children under 18 years of age), 4 million are the older persons grant (paid to persons over 60 years of age) and 1.06 million are the disability grant. The disability grant is thus the third largest group of social grant recipients and is the only one of the top three groups of persons who are of working age (i.e. aged 18-59).

The aim of the article is to consider measures to reduce growth in the number of disability grants paid in South Africa and simultaneously increase the number of persons with disabilities in employment.

Keywords

Disability; employment; social grant; social assistance; work placement; social security.

.....

1 Introduction and background

Social security measures are aimed at providing financial support to individuals who have experienced an unexpected contingency and have consequently lost income.[1] The right of access to social security is arguably one of the most important socio-economic rights in the South African Bill of Rights. It is a well-established fact that adequate social security measures mitigate the consequences upon the occurrence of certain contingencies.[2] The United Nations requires state social security schemes to cover certain basic contingencies, including unemployment, death, illness and disability.[3] Social security in South Africa consists of social assistance and social insurance.[4] Social assistance consists of non-contributory benefits funded by the state, payable to applicants who meet certain eligibility criteria.[5] These benefits are called social grants, and it is this area that will form the focus of this article. Social insurance consists primarily of contributory benefits payable to employees who, for a variety of reasons, are unable to continue working.[6]

The disability grant in South Africa covers the contingency of disability as required by the United Nations. This grant is paid to a "disabled person" who:

> owing to a physical or mental disability, unfit to obtain by virtue of any service, employment of profession the means needed to enable him or her to provide for his or her maintenance.[7]

In other words, the disability grant is intended to be an income replacement for persons with disabilities who are unable to work as a result of their disability. The disability grant is not intended to be a basic income grant, where the purpose is to provide income to persons who are unable to find work irrespective of whether they have a disability but rather as a form of income for persons with disabilities who are unable to work.

Persons with disabilities represent approximately 6% of the population of South Africa.[8] However, they only represent an average of 1% of the workforce in South Africa.[9] This means that persons with disabilities are

* Yvette Basson. LLB LLM (cum laude) LLD. Associate Professor, Faculty of Law, University of the Western Cape, Cape Town, South Africa. E-mail: ywiid@uwc.ac.za. ORCiD: https://orcid.org/0000-0002-2273-5265.

1 ILO *Introduction to Social Security* 3.

2 Pieters *Introduction to the Basic Principles of Social Security* 2.

3 *Social Assistance Act* 13 of 2004.

4 Department of Welfare *White Paper for Social Welfare* 50.

5 Strydom *et al Essential Social Security* 7.

6 Olivier and Mpedi 2005 *ZIAS* 150-152.

7 Section 9(b) of the *SAA*.

8 Statistics South Africa 2023 https://www.statssa.gov.za/publications/03-19-05/03-19-052023.pdf 111.

9 Commission for Employment Equity *Annual Report 2022-2023* 68.

proportionally underrepresented in the workforce. As of 31 March 2024, there were 19.1 million social grants paid monthly in South Africa.[10] Of these, 13.2 million are the child support grant (paid to the caregivers of children under 18 years of age),[11] 4 million are the older persons grant (paid to persons over 60 years of age)[12] and 1.06 million are the disability grant.[13] The disability grant is thus the third largest group of social grant recipients and is the only one of the top three groups of persons who are of working age (i.e. aged 18-59).[14]

The aim of the article is to consider measures to reduce growth in the number of disability grants paid in South Africa and simultaneously increase the number of persons with disabilities in employment. To this end, this article will consider the introduction of compulsory participation in a designated employment scheme before a disability grant is awarded. This effectively means the introduction of an additional eligibility criterion for the disability grant in South Africa.

The benefit of requiring participation in an appropriate employment scheme is that it results in a real-world assessment of whether the applicant for a disability grant can work and thereby provide for their own maintenance needs. There are statistically very few persons with disabilities who are unable to do any work or occupation because of their disability.[15] A successful completion of a placement in an employment scheme would then show whether a person with a disability meets the requirement of "disabled person", which is one of the eligibility criteria for the disability grant in South Africa.

The need to consider reducing the number of disability grant recipients arises from several issues, including the long-term sustainability of the disability grant and the socio-economic benefits that are derived from employment. These factors will be discussed below, along with problematic aspects of the current disability grant system. Considering the aim of this article, the discussion will be limited to the current requirements and status of the disability grant and employment schemes relevant to persons with

10 SASSA *Twelfth Statistical Report* 10.

11 SASSA *Twelfth Statistical Report* 10; s 6 of the *SAA*.

12 SASSA *Twelfth Statistical Report* 10; s 10 of the *SAA*.

13 SASSA *Twelfth Statistical Report* 10.

14 The caregiver of a disabled child can claim the care dependency grant until the child turns 18. Once a person turns 60 and is unable to provide for their own maintenance, they become eligible for the older persons' grant.

15 An inability to do any work at all is usually indicative of severe disability. It is unlikely that a person would be classified as unable to complete any occupation at all. See *Rudman v Road Accident Fund* 2003 2 SA 234 (SCA) para 16; Brandeburg *Financial Planning for Your First Job* ch 13.

disabilities that could be integrated into the disability grant application process.

1.1 The current eligibility criteria for the disability grant in South Africa

Social assistance in South Africa is governed primarily by the *Social Assistance Act* 13 of 2004 (*SAA*). According to the Preamble to the *SAA*, its aims are:

> to provide for the rendering of social assistance to persons; to provide for the mechanism of rendering such assistance; to provide for the establishment of an inspectorate for social assistance; and to provide for matters connected herewith.

The categories of persons who are entitled to apply for a social grant are identified in the *SAA*, and persons with disabilities are expressly identified in section 9. According to section 9, a person is eligible for the disability grant if they have reached the age of 18 and:

> is, owing to a physical or mental disability, unfit to obtain by virtue of any service, employment or profession the means needed to enable him or her to provide for his or her maintenance.[16]

These are not the only criteria for eligibility for the disability grant. In addition to section 9 of the *SAA*, the applicant must be resident in South Africa at the time of making the application and the applicant must be a South African citizen or permanent resident. The applicant must also demonstrate financial need through meeting the requirements of a means test. Further to the means test, the applicant must not be living in a state-funded institution and the application must not be in receipt of another social grant for themselves.[17]

Based on these criteria, an application will be approved or denied by an official from the Social Assistance Agency of South Africa (SASSA), which is tasked with the administration of all social grants in South Africa.[18] SASSA can decide to award a temporary disability grant for a maximum of 12 months or a permanent disability grant if the disability is expected to last for longer than 12 months.[19]

16 Section 9(b) of the *SAA*.
17 Section 5 of the *SAA*.
18 Section 4 of the *South African Social Security Agency Act* 9 of 2004.
19 South African Government 2024 https://www.gov.za/services/social-benefits/disability-grant.

2 The legislative basis for introducing a new criterion for the disability grant

In terms of section 27(1)(c) of the *Constitution of the Republic of South Africa*:

> [e]veryone has the right to have access to … social security, including, if they are unable to support themselves and their dependants, appropriate social assistance.

Historically, disability has been one of the "core" contingencies covered by social security schemes.[20] The purpose of social security in providing for this contingency is to compensate for income lost or reduced as a result of disability.[21] In many cases, social security is the only source of income for a person with a disability who is unable to work (either because of their disability or because there are no viable employment opportunities available).[22]

As mentioned above, the *Constitution* guarantees a right to access to social security, which includes social assistance. This does not mean that everyone may insist upon the receipt of social security benefits.[23] The meaning of the section is rather that everyone is guaranteed the opportunity to apply for social assistance and may be awarded social assistance benefits based on whether they meet certain qualifying criteria.[24] The qualifying criteria for the disability grant have been listed below. Essentially, the right of access to social security guarantees everyone the opportunity to apply for social security benefits, but the success of their application is not guaranteed.

In the context of persons with disabilities, the right of access to social security means that persons with disabilities should be provided with opportunities to access both social assistance and social insurance. In terms of social assistance, persons with disabilities must be given opportunities to apply for the disability grant payable by the state. In terms of social insurance, persons with disabilities must be given opportunities to become members of social insurance schemes.[25] In addition, persons with disabilities who are already fully realising their right of access to social security are not to be deprived of the benefits they are already receiving. This means that the state cannot simply withdraw a disability grant, but it

---

20 ILO *Social Security (Minimum Standards) Convention* 102 of 1952.
21 ILO *Introduction to Social Security* 3.
22 Olivier *et al Social Security* 313.
23 *Minister of Health v Treatment Action Campaign (2)* 2002 5 SA 721 (CC) para 39.
24 This is explicit in s 27(1)(c) of the *Constitution* itself, which requires that a person applying for social assistance must not be able to meet their own maintenance needs.
25 Olivier and Mpedi 2005 *ZIAS* 150-152.

can change the eligibility criteria for the disability grant in certain circumstances. In terms of the *Social Assistance Act* of 2004, the Minister of Social Development may prescribe additional requirements for social grants in respect of disabilities, and measures to reduce fraud and abuse of social grants.[26]

It must be considered that changing the eligibility criteria for the disability grant may amount to an unfair limitation of the right of access to social security. However, the introduction of additional eligibility criteria does not prevent persons from applying for the disability grant, which is all that is required in terms of the right of access to social security. Existing disability grant recipients would also not have their grants affected, since any legislative amendment to the eligibility criteria is unlikely to apply retrospectively.[27] In addition, the Minister of Social Development is empowered to add eligibility criteria to any social grant within certain parameters. Section 5(2) of the *SAA* provides that the Minister may prescribe additional requirements or conditions in respect of disabilities and the proof thereof,[28] as well as measures to reduce abuse and fraud relating to social grants.[29] The erstwhile Minister of Social Development issued the Regulations to the *Social Assistance Act* 13 of 2004, which deals with the eligibility criteria of social grants generally.[30] One should also consider section 36 of the *Constitution* which provides that:

> [t]he rights in the Bill of Rights may be limited only in terms of a law of general application to the extent that the limitation is reasonable and justifiable in an open and democratic society based on human dignity, equality and freedom, taking into account all relevant factors …[31]

This means that the rights in the Bill of Rights are not absolute and can be limited, but only when very specific criteria are met.[32] These criteria are that the limitation must be found in a law of general application (that is, national legislation, common law or customary law)[33] and that it is reasonable and justifiable in an open and democratic society based on a number of fundamental rights and freedoms.[34] In other words, any limitation of a right

---

26 Section 5(2) of the *SAA*.

27 There is a common law presumption against retrospective application of legislation where existing rights would be affected – see *Cape Town Municipality v F Robb & Co Ltd* 1966 4 SA 345 (C) 351.

28 Section 5(2)(d) of the *SAA*.

29 Section 5(2)(f) of the *SAA*.

30 GN R898 in GG 31356 of 22 August 2008 (Regulations Relating to the Application for, and Payment of, Social Assistance and the Requirements or Conditions in Respect of Eligibility for Social Assistance).

31 Section 36(1) of the *Constitution of the Republic of South Africa*, 1996 (the *Constitution*).

32 *Du Plessis v De Klerk* 1996 3 SA 850 (CC) paras 44 and 136.

33 *Du Plessis v De Klerk* 1996 3 SA 850 (CC) paras 44 and 136.

34 Section 36(1) of the *Constitution*.

in the Bill of Rights must be connected to a legitimate purpose. The form of the limitation must contribute clearly towards the achievement of that purpose, or the limitation will not be considered reasonable and justifiable in an open and democratic society based on the values named within the section.[35]

In the context of the present discussion, the right of access to social security (i.e. access to the disability grant) can be limited if the form of that limitation contributes towards the achievement of a legitimate purpose, and if the limitation is done in a law of general application. The amendment of eligibility criteria would be added into the *SAA*, which is a law of general application.[36] The question must then be asked: does the introduction of compulsory participation in employment schemes achieve a legitimate purpose? In this case, the purpose would be to reduce dependency on the disability while simultaneously increasing employment of persons with disabilities. It is submitted that this is a legitimate purpose, particularly considering the problems with the disability grant discussed below. It is thus submitted that the introduction of a new eligibility criterion for the disability grant would not infringe on the right of access to social security, and it is fully within the authority of the Minister of Social Development to make such a change.

3 The socio-economic basis for introducing a new eligibility criterion into the disability grant

In the above discussion, the legal basis for introducing a new eligibility criterion was discussed. This involved an evaluation of whether the *SAA* allows for any eligibility criteria to be added to the existing criteria, and whether the right of access to social security can be limited in terms of section 36 of the *Constitution* for the ultimate purpose of increasing employment of persons with disabilities and reducing the number of disability grants paid in South Africa. In the following paragraphs, the socio-economic reasons for reducing the number of disability grant recipients are discussed.

3.1 The current status of the disability grant in South Africa

Social assistance is funded by general revenue, which includes income tax paid by employees.[37] This effectively means that social grants are partially paid from income tax collected by the South African Revenue Service

35 *S v Makwanyane* 1995 3 SA 391 (CC) para 104.

36 The *SAA* is nationally applicable legislation, and thus satisfies the requirement of "a law of general application".

37 National Treasury 2007 https://www.gov.za/sites/default/files/gcis_document /201409/socsecretire.pdf 11.

(SARS).[38] Income tax is used for a number of purposes in South Africa, such as the provision of public goods and services, the building and maintenance of public schools and hospitals, security and defence.[39] Income tax is thus not used solely for the payment of social grants and the portion of income tax available for the payment of social grants is affected by the need for other public goods and services.

3.1.1 The funds available for the payment of social grants

Numerous other factors influence the availability of funds for social grants. The amount of money available to distribute to social grant recipients is also limited by the high unemployment rate in South Africa, since this limits the number of people who pay personal income tax. The unemployment rate in the fourth quarter of 2023 was 32.1%.[40] Only people who are in employment where they are required to pay taxes contribute to the general revenue that funds social grant payments. As a result of the high unemployment rate, only 16.7 million people were in active employment in the fourth quarter of 2023.[41] This number is not expected to increase for the foreseeable future, since the unemployment rate has been increasing over time.[42] This means that the income tax available for allocation to social grants is not growing, since the pool of taxpayers is slowly shrinking over time.

In addition to the shrinking number of taxpayers in South Africa, the number of social grants paid is increasing. The total number of social grants paid in March 2024 was approximately 19.1 million, compared to 18.8 million in April 2023, the beginning of the reporting period.[43] Of these, there were approximately 1.06 million disability grant recipients,[44] which is more than the 1.04 million disability grants which were paid at the beginning of the reporting period.[45] The trajectory of the number of disability grants awarded is thus upwards, meaning that more and more disability grants will be awarded as time goes by.

The amount that was paid to disability grant recipients in March 2024 was R2.25 billion.[46] Over the course of the 2023/2024 financial year, the total amount paid to disability grant recipients was R27 billion.[47] This is 101% of

38 SARS 2024 https://www.sars.gov.za/about/how-we-collect-tax/.
39 SARS 2024 https://www.sars.gov.za/about/sars-tax-and-customs-system/what-kinds-of-tax-do-we-pay%E2%80%8B/.
40 Statistics South Africa 2023 https://www.statssa.gov.za/publications/P0211/Presentation%20QLFS%20Q4%202023.pdf (Statistics South Africa *Quarterly Labour Force Survey)* 1.
41 Statistics South Africa *Quarterly Labour Force Survey* 1.
42 Statistics South Africa *Quarterly Labour Force Survey* 1.
43 SASSA *Twelfth Statistical Report* 9.
44 SASSA *Twelfth Statistical Report* 9.
45 SASSA *Twelfth Statistical Report* 9.
46 SASSA *Twelfth Statistical Report* 81.
47 SASSA *Twelfth Statistical Report* 81.

the budget that was allocated to the disability grant by the National Treasury.[48] The current spending on social grants is generally unsustainable, and this unsustainability extends to the disability grant. This overspending of the budget is reason enough in and of itself to consider measures to limit the growth in the disability grant: the state is drawing from a finite pool of funds and cannot continue overspending on the disability grant. However, an additional factor to consider is that the disability grant is consistently the grant that receives the most new applicants per month.[49]

3.1.2 The amount paid to disability grant recipients

As of 1 June 2024, a disability grant recipient gets R2180 per month.[50] Considering that the national minimum wage equates to approximately R4780 per month,[51] it is apparent that the amount payable in terms of the disability grant is substantially less than the minimum wage. This may lead a disability grant recipient to be unable to meet their own maintenance needs. One must, however, take into consideration the amount of money available for distribution to social grant recipients (i.e. the general revenue comprised of income tax). Put simply, the more social grant recipients there are, the less each recipient is likely to receive. A reduction in the number of disability grant recipients through the provision of viable employment not only includes that person into the workforce but is likely to result in a higher income than the disability grant amount. In addition, it will reduce the number of social grants that need to be paid from the finite resource that is general revenue.

3.1.3 Incorrectly awarded disability grants

As mentioned above, the disability grant is paid to applicants who meet the criteria for the grant and are aged between 18 and 59.[52] This is precisely the age range that is usually in full-time employment, in countries where the unemployment rate is lower than in South Africa.

One cannot simply assert that all disability grant recipients should be in employment, since this is an oversimplification of a complex issue. The nature of the disability must be considered, since certain disabilities render a person unable to obtain employment. What should be considered, however, is the issue of incorrectly awarded disability grants. If a person

48 SASSA *Twelfth Statistical Report* 81.

49 SASSA *Twelfth Statistical Report* 60, 62.

50 South African Government 2024 https://www.gov.za/services/social-benefits/disability-grant.

51 The hourly minimum wage is R27,58 (GN 3609 in GG 48094 of 21 February 2024). Based on a work week of 40 hours, the amount earned per month is R4 780. The calculation is as follows: (27,58 x40) * 52 weeks= 57 66,6. This is then divided by 12 to get a more accurate monthly figure.

52 Section 9 of the *SAA*.

aged 18-59 has been awarded a disability grant incorrectly, they are using resources they are not entitled to. This in turn means that such a recipient is not contributing towards general revenue since they are most likely unemployed while erroneously receiving the disability grant.

One of the reasons a disability grant could be awarded erroneously is because of problems related to the understanding of the definition of disability used by SASSA officials when considering applications.[53] An applicant must prove that he is a disabled person in terms of the *SAA*. A disabled person is defined as:

> a person who owing to a physical or mental disability, unfit to obtain by virtue of any service, employment or profession the means needed to enable him or her to provide for his or her maintenance.[54]

This definition of disabled person provides no indication as to which specific medical conditions may be considered disabilities for purposes of the grant.[55] However, if the condition results in the person being unable to obtain the means to provide for his or her own maintenance, the condition will be considered a disability for purposes of section 9 of the *SAA*.

The determination of whether a person is unable to provide for their own maintenance is made by a medical practitioner[56] and then a SASSA official, who views the disability grant application in its entirety.[57] There are no further guidelines to aid either the medical practitioner or the SASSA official in making determinations as to whether the applicant is a disabled person. The determination of whether an applicant is a disabled person is thus left to individuals, who will by implication apply their own understanding of the criteria. Using this individual assessment can lead to inconsistent definitions of disabled person being used. This means that the decision of whether a person is a disabled person could be made inconsistently and applicants are essentially being held to different qualifying criteria. This is inherently unfair and may lead to applicants being awarded the disability grant when they have not, in fact, met the criteria. The consequences of inconsistent criteria have a direct impact on the sustainability of the disability grant, since it increases the amount of funding that is required to sustain the payments to disability grant recipients.

The challenge, then, is to ensure that the definition requirements of the grant are broad enough to provide benefits to those who genuinely need them, but to exclude persons who can provide for their own maintenance. In addition, the awarding of a disability grant to a person who can work may

53 Wiid *The Right to Social Security of Persons with Disabilities* 182.
54 Section 1 of the *SAA*.
55 Regulation 3(b) of GN R898 in GG 31356 of 22 August 2008.
56 Regulation 3(b) of GN R898 in GG 31356 of 22 August 2008.
57 Section 14 of the *SAA*.

prevent them from seeking employment and effectively removes them from the workforce.[58] If participation in a work placement scheme was a requirement for the awarding of a disability grant, the likelihood of a disability grant being awarded erroneously or fraudulently decreases since the applicant would by necessity undergo a form of vocational testing during that work placement. Reducing the number of disability grant recipients in this way has many positive consequences, and places less strain on a social grant budget that is already stretched thin.

3.1.4 Review and updating of the existing eligibility criteria

The first step to changing the eligibility criteria of the disability grant is a review of the current eligibility criteria and assessment process. SASSA conducts periodical reviews of social grant recipients in order to cancel the grants of those recipients who no longer meet the relevant criteria.[59] This review is limited to checking whether the recipient is still living and whether the recipient still meets the financial eligibility criteria.[60]

As discussed above, the determination of whether an applicant is a disabled person is an area of concern. The disability grant requirement of disabled person has not been reviewed nationally. It is submitted that the clarification of the meaning of disabled person and the introduction of a clear set of guidelines to be applied when making a determination related to this criterion would contribute towards a more consistent application of the eligibility criteria of the disability grant. This would, in turn, lead to a smaller likelihood of an applicant being awarded the grant when they do not meet the definition of disabled person.

Examples of guidelines related to the determination of whether an applicant is a disabled person include listing certain medical conditions that are more likely to make an applicant unable to meet their own maintenance needs; providing training to SASSA officials on interpreting medical reports; and to include vocational assessments in the medical assessment portion of the application.

Another element of reviewing the disability grant involves investigating potential fraud in the awarding of disability grants. In 2022 and 2023,

58 This discouragement to seek employment arises from the fact that there is an income threshold for the awarding of the disability grant, and income earned above this threshold may reduce the amount received or disqualify an applicant altogether. EPRI 2001 https://socialprotection.org/sites/default/files/publications_files/EPRI_RP%2324_Social%20security%20takeup%20and%20mean%20test%20SouthAfrica.pdf 20.

59 Section 23 of the *SAA*.

60 Sections 19 and 21 of the *SAA*.

SASSA audited the disability grants awarded in South Africa and uncovered the following instances:

- 44 disability grants with fraudulent medical assessments in Limpopo;[61]
- 82 disability grants with fraudulent medical assessments in Gauteng;[62]
- an estimated loss of R2.8 million related to fraudulent disability grants in the Western Cape.[63]

It is submitted that annual auditing of the disability grant needs to be conducted to uncover fraud related to the medical assessment section of the disability grant application.

3.2 Arguments against introducing additional eligibility criteria

It may be argued that introducing an additional eligibility criterion for the disability grant may impact negatively on the right of access to social security of applicants. As stated above, the right of access to social security does not guarantee the receipt of a social grant, nor does it create a direct right to social assistance. The relevant Minister is still entitled to apply eligibility criteria for any social grant.

The arguments put forward above clearly point to a need for the diversion of disability grant applicants into employment. However, one must recognise that there will inevitably be applicants for the disability grant who genuinely have no alternative but to receive the disability grant to meet their own maintenance needs. These applicants must therefore not be unduly burdened in proving that they meet the eligibility criteria, including the proposed work placement. It is submitted that a person who is unable to do any work to provide for their own maintenance needs will likely be unable to even complete a work placement opportunity. In such a case, the work placement criterion will then clearly be met, since work is not a viable alternative for this applicant.

Whilst the eligibility criteria for the disability grant must not be too exclusive, it is submitted that the status of the disability grant is unsustainable, and the rate of growth must be curtailed in a positive manner. It is thus difficult to find a justification for maintaining the current rate of growth without re-considering the eligibility criteria.

---

61 SASSA 2023 https://www.sassa.gov.za/annual%20reports/Documents/SASSA%20ANNUAL%20REPORT%202022-23.pdf (hereafter SASSA *Annual Report 2022/2023*) 50.

62 SASSA *Annual Report 2022/2023* 51.

63 SASSA *Annual Report 2022/2023* 106.

4 Examples of employment schemes that could be integrated into the eligibility criteria of the disability grant

From the above discussion, it is apparent that the growth in the number of disability grants is economically unsustainable. The question now becomes whether there are any viable changes that can be made to the disability grant, either to decrease the rate of growth in the number of recipients or to integrate current disability grant recipients into some form of employment.

Factors to consider when implementing changes to the disability grant include the skills and education of the recipient as well as the nature of their disability. One cannot treat persons with disabilities as a homogenous group, since disabilities and their effects are unique to everyone. Each employment scheme that could be included in the application for a disability grant discussed below will take into consideration the effect that the nature of the disability could have on the success of its implementation.

The ideal solution to reducing the number of disability grant recipients is to provide suitable work opportunities to those applicants who have some skills or education that could be utilised in the workforce. This presupposes the existence of suitable work opportunities for these applicants. Job creation has been an area of concern in South Africa for many years.[64] However, the government has recently committed to several programmes aimed at job creation.[65] The goal of more persons with disabilities in the open labour market aligns with the overall commitment to creating jobs and employment opportunities for the broader South African population. In addition, creating more job opportunities for persons with disabilities would contribute towards the achievement of the employment equity goals of the state.[66] As mentioned above, persons with disabilities make up only 1% of the workforce in South Africa.[67] Introducing a placement into an existing employment scheme before an applicant can be awarded a disability grant may lead to this number increasing, since it involves an applicant actively participation in a work placement, utilising the skills they have that benefit the workforce.

The placement of an applicant for a disability grant into an employment scheme effectively serves as an extended vocational assessment. In the present eligibility criteria, a medical practitioner simply conducts an examination and completes a standardised set of documents, and this serves as proof that an applicant is a disabled person for purposes of the

64 Statistics South Africa *Quarterly Labour Force Survey* 4.

65 South African Government 2024 https://www.stateofthenation.gov.za/priorities/growing-the-economy-and-jobs.

66 These are evident from the *Employment Equity Act* 55 of 1998 and the *Employment Equity Amendment Act* 4 of 2022.

67 Commission for Employment Equity *Annual Report 2022-2023* 66.

grant.[68] As shown above, the medical assessment portion of the application process can be inconsistently applied and has also been found to be vulnerable to fraudulent assessments. It is submitted that an extended assessment of an applicant's employment potential and skills would reduce the likelihood of inconsistent and fraudulent medical assessments.

In South Africa, there are various programmes which are aimed at increasing the number of currently unemployed persons in the mainstream workforce.[69] For purposes of the current discussion, there is only one such programme which is aimed specifically at persons with disabilities, namely the Supported Employment Enterprises system. This would be the ideal vehicle to divert persons with disabilities from dependence on the disability grant into employment. Other relevant programmes that are discussed below are the Clothing and Textiles Master Plan, the Expanded Public Works Programme, and the Youth Employment Service.

4.1 Supported employment

In 2014, the *Employment Services Act* (*ESA*) was promulgated.[70] The *ESA* makes provision for the updating of an existing institution, namely Sheltered Employment Factories.[71] The Sheltered Employment Factories were rebranded as Supported Employment Enterprises (SEE), which are aimed at facilitating supported employment, providing work opportunities for persons with disabilities, and developing and implementing programmes that promote the employability of persons with disabilities.[72]

Supported employment is a strategy that facilitates positive employment outcomes for persons with disabilities in the open labour market, through the provision of skills and training for persons with disabilities who are currently unemployed.[73] The nature of the support provided can include psychological services, rehabilitation and training.

There are currently 13 SEEs in South Africa in 8 provinces (Mpumalanga does not have an SEE).[74] The number of persons with disabilities employed in the SEE system is 948.[75] The primary skills provided to persons with

68 Regulation 3(b) of GN R898 in GG 31356 of 22 August 2008.

69 Examples of these programmes include the Jobs Summit, the Youth Employment Service, the Employment Tax Incentive and the Amavulandlela Funding Scheme. See South African Government 2024 https://www.gov.za/issues/job-creation.

70 *Employment Services Act* 4 of 2014 (hereafter the *ESA).*

71 Gen N 1112 in GG 33873 of 17 December 2010 (Employment Services Bill, 2010, with Memorandum)

72 Section 43 of the *ESA.*

73 Basson 2017 *PELJ* 14.

74 Department of Employment and Labour 2024 https://www.labour.gov.za/About-Us/Pages/Supported-Employment-Enterprises-(SEE).aspx.

75 Department of Employment and Labour 2023 https://www.labour.gov.za/

disabilities at the SEE are textile manufacturing and carpentry. Persons with disabilities at the SEE who are learning skills are remunerated for the items they produce, which means that the SEE are a hybrid of skills development school and workplace.[76]

The SEE system is not without its criticisms. The lack of income generated by the SEE has been raised as a disadvantage of the SEE. In March 2023, the reported income of the SEE was R251 million, whereas the expenditure of the SEE was R268 million.[77] In addition to this, there is a lack of throughput from the SEE to the open labour market. In other words, persons with disabilities are not moving on from the SEE into open labour market employment and are staying employed at the SEE.[78] This creates a bottleneck in the SEE system and shows that the current model is not achieving its purpose.

The Department of Employment and Labour has thus embarked on an effort to facilitate collaboration between itself, the Department of Basic Education and the Department of Higher Education and Training on the issue of improving the SEE outcomes.[79] This collaboration is intended to result in a better throughput from the SEE to the open labour market through the provision of different skills and education than the SEE currently provide.[80] It is submitted that this type of collaboration, and the integration of SEE into other existing employment schemes, would increase the capacity of the SEE programme and improve its outcomes in terms of productivity and transition of employees to the open labour market.

The SEE has the potential to play a significant role in reducing dependence on the disability grant in South Africa. By offering persons with disabilities a place in a SEE, that person would simultaneously be learning new skills, earning an income and becoming less dependent on the disability grant. Of course, the availability of places in the SEE is dependent on the capacity of the SEE and as mentioned above, the financial sustainability and throughput of the SEE is questionable in its current form. This could

DocumentCenter/Reports/Annual%20Reports/Departmental%20Annual%20Reports/2022/Annual%20Report%202022_2023.pdf (hereafter Department of Employment and Labour *Annual Report 2022-2023*) 202.

76 Department of Employment and Labour *Annual Report 2022-2023* 202.

77 Department of Employment and Labour *Annual Report 2022-2023* 204

78 Department of Employment and Labour *Annual Report 2022-2023* 215.

79 Department of Employment and Labour 2023 https://www.labour.gov.za/supported-employment-enterprises-a-key-pillar-in-transitioning-people-with-disability-into-the-labour-market-%E2%80%93-see-chief-ex; Department of Employment and Labour *Annual Report 2022-2023* 51.

80 Department of Employment and Labour 2023 https://www.labour.gov.za/supported-employment-enterprises-a-key-pillar-in-transitioning-people-with-disability-into-the-labour-market-%E2%80%93-see-chief-ex.

potentially be remedied by a substantial investment into the SEE from the state.

An investment in the SEE could provide numerous benefits, such as creating the capacity to employ more persons with disabilities and the ability to provide different skills beyond those that are currently offered. For example, private supported employment companies teach skills such as gardening and cooking which are not offered in the current SEE structure. The expansion of the SEE programme is therefore a feasible alternative to unemployment and a forced dependency on the disability grant.

4.2 The Clothing and Textiles Master Plan

In 2022, the Department of Trade, Industry and Competition (DTIC) presented its Clothing and Textiles Master Plan.[81] The goals of the Plan are, inter alia, to grow the local market of textile manufacturing, empower workers, and build manufacturing eco-systems.[82] To this end, the DTIC has allocated R66 billion for local manufacturing capacity development and the creation of 160 000 local jobs.[83] This plan and investment present an excellent opportunity for a partnership between the Department of Labour, which administrates the SEE, and the DTIC.

SEE provide an established manufacturing eco-system for textiles since the infrastructure is already in place. Persons with disabilities are amongst the groups who have the lowest employment figures in South Africa, and the goal of worker empowerment would be particularly important to this group of workers. An investment provided by the DTIC to increase the capacity of the SEE would increase the locally produced textiles it can provide as part of the DTIC's Master Plan and would have the added benefit of providing more opportunities for persons with disabilities to become employed by the SEE, which contributes to the transformation goals of the DTIC.

4.3 The Expanded Public Works Programme

The Expanded Public Works Programme (EPWP) was established in 2003 at the Growth and Development Summit.[84] The EPWP is aimed at:

> providing public or community assets or services through a labour-intensive programme initiated by government and funded from public resources.[85]

---

81 DTIC 2020 https://www.thedtic.gov.za/wp-content/uploads/Masterplan-CTFL_Value_Chain.pdf 3.

82 DTIC 2020 https://www.thedtic.gov.za/wp-content/uploads/Masterplan-CTFL_Value_Chain.pdf 9.

83 DTIC_2020 https://www.thedtic.gov.za/wp-content/uploads/Masterplan-CTFL_Value_Chain.pdf 8.

84 Department of Public Works and Infrastructure 2024 http://www.epwp.gov.za/.

85 Department of Public Works and Infrastructure 2024 http://www.epwp.gov.za/.

It is primarily administrated by the Department of Public Works and Infrastructure, but the Department of Environmental Affairs (DEA) and the Department of Social Development (DSD) also administer aspects of the EPWP.[86] The EPWP provides temporary or contract employment for individuals which is administrated by a department of state.[87] There are certain conditions of employment that apply to EPWP, such as paid sick leave, maximum working hours and a minimum wage.[88]

The primary purpose of the EPWP is to create work opportunities across four sectors. These are the Infrastructure, Non-State, Environment and Culture, and Social sectors. The latter two sectors are administrated by the DEA and DSD respectively. The sectors provide employment in, inter alia, the following areas:

- Infrastructure: construction, rehabilitation and maintenance of roads, storm-water drains, basic sanitation, footpaths, schools and clinics;

- Environment and culture: working for water, working on fire, working for wetlands, land care, investing in cultural programmes;

- Social: community-based care, community safety, early childhood development.[89]

One of the target groups for inclusion in the EPWP is persons with disabilities.[90] This means that the employment opportunities in the EPWP are targeted at persons with disabilities, where appropriate. For example, a person with a physical disability may not be appropriately placed in a role that is physically demanding. Based on the newest available EPWP annual report, persons with disabilities are more likely to be employed in the Environmental and Culture sector and the Non-State Community Work sector.[91] The overall employment goal for persons with disabilities in the EPWP is 2%; the current employment rate is 1.03%.[92] This means that there

86 Department of Public Works and Infrastructure 2024 http://www.epwp.gov.za/inst-arrangements.html.

87 Department of Public Works and Infrastructure 2024 http://www.epwp.gov.za/.

88 Department of Employment and Labour 2022 http://www.epwp.gov.za/documents/Directive_on_Ministerial_Determination_4_Expanded_Public_Works_Programme.pdf 1.

89 Department of Public Works and Infrastructure 2024 http://www.epwp.gov.za/inst-arrangements.html.

90 Department of Public Works and Infrastructure 2022 https://www.sacities.net/wp-content/uploads/2023/10/SACN_EPWP_2109b.pdf 2.

91 Department of Public Works and Infrastructure 2022 https://www.sacities.net/wp-content/uploads/2023/10/SACN_EPWP_2109b.pdf 2.

92 Department of Public Works and Infrastructure 2022 https://www.sacities.net/wp-content/uploads/2023/10/SACN_EPWP_2109b.pdf 2.

is room for growth and the employment of more persons with disabilities within the EPWP.

Since the EPWP provides temporary employment which lasts up to 6 months, depending on the sector in which the employment opportunity is available.[93] Much like the SEE, the EPWP provides the ideal environment for a compulsory work placement for a disability grant applicant. Not only is there an existing administrative infrastructure for the recruitment and employment of persons with disabilities, but there is a substantial "buy-in" from the DSD, which is responsible for the administration of social grants in South Africa.[94] It is submitted that the introduction of a work placement as an eligibility criterion for the disability grant is thus not outside of the administrative capabilities of the DSD. In addition, as mentioned above, there is a shortfall in the employment targets of persons with disabilities in the EPWP. Phase IV of the EPWP retains the goal of 2% participation of persons with disabilities. Since the DSD has a ready-made database of persons with disabilities of working age who could participate in the EPWP, the integration of the EPWP into the disability grant application process may be a solution to many of the problematic areas of the disability grant.

4.4 The Youth Employment Service

Another employment scheme that could be utilised as part of a compulsory work placement in the disability grant application process is the Youth Employment Service (YES). The YES programme was launched in 2019 as part of the Presidential Youth Employment Initiative.[95] The YES programme is predicated on the participation of companies that have committed to giving access to employment for the youth in South Africa.[96] These employed youth are given a one-year term of employment at participating companies.[97] As of April 2023, over 100 000 South Africans aged 18-29 were placed in such a one-year employment contract.[98] It is estimated that the salaries paid to participants in the YES programme amount to

93 Department of Public Works and Infrastructure 2023 http://www.epwp.gov.za/documents/Reports/Year20/Q1/2023-24_QTR1-Annexures_A-E3.pdf.

94 Department of Public Works and Infrastructure 2024 http://www.epwp.gov.za/social.html.

95 Department of Basic Education 2024 https://www.education.gov.za/PresidentialYouthEmploymentInitiative.aspx.

96 YES 2023 https://www.yes.on.ca/wp-content/uploads/2022/10/Yes-2023-Annual-Report_Final.pdf (hereafter YES *Annual Report 2023*) 24.

97 Gen N 502 in GG 41866 of 28 August 2018 (Codes of Good Practice on Broad-Based Black Economic Empowerment – Statement 000: Youth Employment Service) 3; YES *Annual Report 2023* 24.

98 YES *Annual Report 2023* 21.

approximately R5.5 billion.[99] Also as of April 2023, there are approximately 1400 participating companies in the YES programme.[100]

The registration process is done via a zero-rated app, which provides skills and training for free on the platform, and also shows the applicant the job opportunities available in their geographic location.[101] The YES programme requires that applicants be black South African citizens between the ages of 18 and 34.[102] Considering that this overlaps substantially with the age demographic of disability grant recipients, the YES programme could also be considered as an employment placement scheme for youth applying for the disability grant. Even though the YES programme is not specifically aimed at youth with disabilities, the participation of youth with disabilities is welcomed.[103] The current participation rate of youth with disabilities in the YES programme is approximately 10%,[104] which is a particularly good representation, considering the 8% national disability figure.

5 Conclusion

From the above discussion, the current level of social spending in relation to the disability grant is unsustainable. The amount allocated to the disability grant and the demand for the disability grant do not correspond, with the latter being the higher figure. The disability grant is the only grant where there is a viable alternative, as a result of the age range of disability grant applicants. In other words, the disability grant is the only grant where there is room to amend the eligibility criteria in favour of a more beneficial alternative.

The state cannot prevent persons with disabilities from applying for a disability grant, since this would amount to a denial of the right of access to social security. The state can, however, require that eligibility criteria be applied in order to gauge whether the awarding of the disability grant is the correct outcome for the applicant. As has been discussed above, it is preferable for persons with disabilities to be employed than to be dependent on the disability grant.

The benefits of compulsory participation in an employment scheme include that the applicant will, at least temporarily, receive an income which is higher

99 YES *Annual Report 2023* 21.
100 YES *Annual Report 2023* 21.
101 YES 2024 https://www.yes4youth.co.za/for-youth.
102 Gen N 502 in GG 41866 of 28 August 2018 (Codes of Good Practice on Broad-Based Black Economic Empowerment – Statement 000: Youth Employment Service) 3.
103 YES 2024 https://blog.yes4youth.co.za/press/international-day-of-persons-with-disabilities.
104 YES 2024 https://blog.yes4youth.co.za/press/international-day-of-persons-with-disabilities.

than that which is provided by the disability grant. Requiring an applicant to demonstrate their actual working potential provides a more accurate insight into whether they are able to provide for their own maintenance needs than the single once-off medical assessment that is currently required. In addition, if an applicant finds a position for which they are well-suited, there may be an opportunity for longer-term employment, which negates the need for the disability grant entirely. In the event that an appropriate employment placement cannot be found, or where the applicant is unable to complete any of the work placements available, then the applicant should be awarded the disability grant.

There are a number of existing employment schemes that could be offered to applicants for the disability grant. While adding in a requirement of a work placement is not without complication, the existence of these programmes makes the integration into the application process easier. There are two employment schemes that are aimed specifically at persons with disabilities, namely the Supported Employment Enterprise system and the Expanded Public Works Programme. The latter is already partially administrated by the Department of Social Development, which administers the disability grant. The integration of this programme into the disability grant application process should theoretically be easier, since it is handled by one department. There are numerous other employment schemes that could be integrated as well – nationally, there is the Youth Employment Service and the Clothing and Textiles Master Plan. There are also regional employment schemes which could be utilised at the provincial level.

While it is noted that amending the eligibility criteria for a social grant is potentially a fraught issue in light of the high unemployment rate in South Africa, it is submitted that more stringent criteria must be applied where the applicant has the potential for an alternative to the social grant. It is to the benefit of an applicant for a disability grant if they obtain gainful employment, which opens up many other benefits, rather than reliance on a low amount of money paid by the disability grant. Slowing the rate of growth in the number of disability grant recipients in this way results in less dependence on state funding and a concomitant improvement in the employment of persons with disabilities as a group. The goal of providing meaningful employment is the realisation of independence and autonomy for persons with disabilities. Employment empowers people in many ways, and this is of particular importance for persons with disabilities who may have untapped skills and experience simply because the labour market has remained exclusive to them. As one of the most marginalised groups in South Africa, persons with disabilities must be given the tools for socio-economic development and empowerment; the 1.06 million disability grant recipients are at the forefront of this need for empowerment.

In closing, while the disability grant has greatly contributed towards income support for persons with disabilities in South Africa, it is time to consider workable alternatives to dependence on the meagre amount available via the disability grant. Persons with disabilities have the right to equal opportunities in every aspect of life, and this includes employment. By making employment more accessible to those persons with disabilities who have no option other than applying for the disability grant, the state will be sending a message that the work done by persons with disabilities is valued and that they have the right to participate in the socio-economic life of South Africa.

Bibliography

Literature

Basson 2017 *PELJ*
Basson Y "Selected Development in South African Labour Legislation Related to Persons with Disabilities" 2017 *PELJ* 1-21

Brandeburg *Financial Planning for Your First Job*
Brandenburg M *Financial Planning for Your First Job* (Coventry House Dublin 2016)

Commission for Employment Equity *Annual Report 2022-2023*
Commission for Employment Equity *23rd Commission for Employment Equity Annual Report 2022-2023* (Department of Employment and Labour Pretoria 2023)

Department of Welfare *White Paper for Social Welfare*
Department of Welfare *White Paper for Social Welfare* (Department of Welfare Pretoria 1997)

ILO *Introduction to Social Security*
International Labour Organisation *Introduction to Social Security* (International Labour Organisation Geneva 1984)

Olivier *et al Social Security*
Olivier M *et al* (eds) *Social Security: A Legal Analysis* (LexisNexis Durban 2003)

Olivier and Mpedi 2005 *ZIAS*
Olivier M and Mpedi GL "The Extension of Social Protection to Non-formal Sector Workers – Experiences from SADC and the Caribbean" 2005 *Zeitschrift fur Auslandisches und Internationals Arbeits- und Sozialrecht* 144-178

Pieters *Introduction to the Basic Principles of Social Security*
Pieters D *Introduction to the Basic Principles of Social Security* (Kluwer Law International Alphen aan den Rijn 2016)

Strydom *et al Essential Social Security*
Strydom EML *et al Essential Social Security* 2nd ed (Juta Cape Town 2006)

Wiid *The Right to Social Security of Persons with Disabilities*
Wiid Y *The Right to Social Security of Persons with Disabilities in South Africa* (LLD-thesis University of the Western Cape 2015)

Case law

Cape Town Municipality v F Robb & Co Ltd 1966 4 SA 345 (C)

Du Plessis v De Klerk 1996 3 SA 850 (CC)

Minister of Health v Treatment Action Campaign (2) 2002 5 SA 721 (CC)

Rudman v Road Accident Fund 2003 2 SA 234 (SCA)

S v Makwanyane 1995 3 SA 391 (CC)

Legislation

Constitution of the Republic of South Africa, 108 of 1996

Employment Equity Act 55 of 1998

Employment Equity Amendment Act 4 of 2022

Employment Services Act 4 of 2014

Social Assistance Act 13 of 2004

South African Social Security Agency Act 9 of 2004

Government publications

GN R898 in GG 31356 of 22 August 2008 (Regulations Relating to the Application for, and Payment of, Social Assistance and the Requirements or Conditions in Respect of Eligibility for Social Assistance)

Gen N 1112 in GG 33873 of 17 December 2010 (Employment Services Bill, 2010, with Memorandum)

Gen N 502 in GG 41866 of 28 August 2018 (Codes of Good Practice on Broad-Based Black Economic Empowerment – Statement 000: Youth Employment Service)

GN 3609 in GG 48094 of 21 February 2024 (Minimum Wage)

International instruments

ILO *Social Security (Minimum Standards) Convention* 102 of 1952

Internet sources

Department of Basic Education 2024 https://www.education.gov.za/PresidentialYouthEmploymentInitiative.aspx
Department of Basic Education 2024 *Presidential Youth Employment Initiative* https://www.education.gov.za/PresidentialYouthEmploymentInitiative.aspx accessed 10 June 2024

Department of Employment and Labour 2022 http://www.epwp.gov.za/documents/Directive_on_Ministerial_Determination_4_Expanded_Public_Works_Programme.pdf
Department of Employment and Labour 2022 *Directive: Ministerial Determination 4: Expanded Public Works Programme* http://www.epwp.gov.za/documents/Directive_on_Ministerial_Determination_4_Expanded_Public_Works_Programme.pdf accessed 2 March 2025

Department of Employment and Labour 2023 https://www.labour.gov.za/DocumentCenter/Reports/Annual%20Reports/Departmental%20Annual%20Reports/2022/Annual%20Report%202022_2023.pdf
Department of Employment and Labour 2023 *Annual Report 2022-2023* https://www.labour.gov.za/DocumentCenter/Reports/Annual%20Reports/Departmental%20Annual%20Reports/2022/Annual%20Report%202022_2023.pdf accessed 2 March 2025

Department of Employment and Labour 2023 https://www.labour.gov.za/supported-employment-enterprises-a-key-pillar-in-transitioning-people-with-disability-into-the-labour-market-%E2%80%93-see-chief-ex
Department of Employment and Labour 2023 *Supported Employment Enterprises a Key Pillar in Transitioning People with Disability into the Labour Market – SEE Chief Ex* https://www.labour.gov.za/supported-employment-enterprises-a-key-pillar-in-transitioning-people-with-disability-into-the-labour-market-%E2%80%93-see-chief-ex accessed 4 March 2025

Department of Employment and Labour 2024 https://www.labour.gov.za/About-Us/Pages/Supported-Employment-Enterprises-(SEE).aspx
Department of Employment and Labour 2024 *Supported Employment Enterprises* https://www.labour.gov.za/About-Us/Pages/Supported-Employment-Enterprises-(SEE).aspx accessed 9 June 2024

Department of Public Works and Infrastructure 2022 https://www.sacities.net/wp-content/uploads/2023/10/SACN_EPWP_2109b.pdf
Department of Public Works and Infrastructure 2022 *Expanded Public Works Programme Annual Performance Report 2021/2022* https://www.sacities.net/wp-content/uploads/2023/10/SACN_EPWP_2109b.pdf accessed 4 March 2025

Department of Public Works and Infrastructure 2023 http://www.epwp.gov.za/documents/Reports/Year20/Q1/2023-24_QTR1-Annexures_A-E3.pdf
Department of Public Works and Infrastructure 2023 *Expanded Public Works Programme Quarterly Report: Report for the Period 1 April 2023 to 30 June 2023* http://www.epwp.gov.za/documents/Reports/Year20/Q1/2023-24_QTR1-Annexures_A-E3.pdf accessed 7 March 2025

Department of Public Works and Infrastructure 2024 http://www.epwp.gov.za/
Department of Public Works and Infrastructure 2024 *Expanded Public Works Programme* http://www.epwp.gov.za/ accessed 10 June 2024

Department of Public Works and Infrastructure 2024 http://www.epwp.gov.za/inst-arrangements.html
Department of Public Works and Infrastructure 2024 *Institutional Arrangements* http://www.epwp.gov.za/inst-arrangements.html accessed 10 June 2024

Department of Public Works and Infrastructure 2024 http://www.epwp.gov.za/social.html
Department of Public Works and Infrastructure 2024 *Social Sector* http://www.epwp.gov.za/social.html accessed 10 June 2024

DTIC 2020 https://www.thedtic.gov.za/wp-content/uploads/Masterplan-CTFL_Value_Chain.pdf
Department of Trade, Industry and Competition 2020 *South African R-CTFL Value Chain Master Plan to 2030* https://www.thedtic.gov.za/wp-content/uploads/Masterplan-CTFL_Value_Chain.pdf accessed 2 March 2025

EPRI 2001 https://socialprotection.org/sites/default/files/publications_files/EPRI_RP%2324_Social%20security%20takeup%20and%20mean%20test%20SouthAfrica.pdf
Economic Policy Research Institute 2001 *Social Security Take-up and the Means Test in South Africa. EPRI Research Paper 24* https://socialprotection.org/sites/default/files/publications_files/EPRI_RP%2324_Social%20security%20takeup%20and%20mean%20test%20SouthAfrica.pdf accessed 2 March 2025

National Treasury 2007 https://www.gov.za/sites/default/files/gcis_document/201409/socsecretire.pdf
National Treasury 2007 *Social Security and Retirement Fund Reform: Second Discussion Paper* https://www.gov.za/sites/default/files/gcis_document/201409/socsecretire.pdf accessed 4 March 2025

SARS 2024 https://www.sars.gov.za/about/how-we-collect-tax/
South African Revenue Service 2024 *How We Collect Tax* https://www.sars.gov.za/about/how-we-collect-tax/ accessed 7 June 2024

SARS 2024 https://www.sars.gov.za/about/sars-tax-and-customs-system/what-kinds-of-tax-do-we-pay%E2%80%8B/
South African Revenue Service 2024 *What Kinds of Tax Do We Pay?* https://www.sars.gov.za/about/sars-tax-and-customs-system/what-kinds-of-tax-do-we-pay%E2%80%8B/ accessed 7 June 2024

SASSA 2023 https://www.sassa.gov.za/annual%20reports/Documents/SASSA%20ANNUAL%20REPORT%202022-23.pdf
South African Social Security Agency 2023 *Annual Report 2022/2023* https://www.sassa.gov.za/annual%20reports/Documents/SASSA%20ANNUAL%20REPORT%202022-23.pdf accessed 2 March 2025

SASSA 2024 https://www.sassa.gov.za/statistical-reports/Documents/social%20assistance%20%20report%20%20March%202024.pdf
South African Social Security Agency 2024 *Twelfth Statistical Report 2023/4: Social Assistance* https://www.sassa.gov.za/statistical-reports/Documents/social%20assistance%20%20report%20%20March%202024.pdf accessed 2 March 2025

South African Government 2024 https://www.gov.za/issues/job-creation
South African Government 2024 *Job Creation* https://www.gov.za/issues/job-creation accessed 7 June 2024

South African Government 2024 https://www.gov.za/services/social-benefits/disability-grant
South African Government 2024 *Disability Grant* https://www.gov.za/services/social-benefits/disability-grant accessed 7 June 2024

South African Government 2024 https://www.stateofthenation.gov.za/priorities/growing-the-economy-and-jobs
South African Government 2024 *State of the Nation: Growing the Economy and Jobs* https://www.stateofthenation.gov.za/priorities/growing-the-economy-and-jobs accessed 9 June 2024

Statistics South Africa 2023 https://www.statssa.gov.za/publications/03-19-05/03-19-052023.pdf

Statistics South Africa 2023 *Marginalised Groups Indicator Report* https://www.statssa.gov.za/publications/03-19-05/03-19-052023.pdf accessed 4 March 2025

Statistics South Africa 2023 https://www.statssa.gov.za/publications/P0211/Presentation%20QLFS%20Q4%202023.pdf
Statistics South Africa 2023 *Quarterly Labour Force Survey Q4 2023* https://www.statssa.gov.za/publications/P0211/Presentation%20QLFS%20Q4%202023.pdf accessed 4 March 2025

YES 2023 https://www.yes.on.ca/wp-content/uploads/2022/10/Yes-2023-Annual-Report_Final.pdf
Youth Employment Service 2023 *Annual Report 2023* https://www.yes.on.ca/wp-content/uploads/2022/10/Yes-2023-Annual-Report_Final.pdf accessed 2 March 2025

YES 2024 https://blog.yes4youth.co.za/press/international-day-of-persons-with-disabilities
Youth Employment Service 2024 *International Day of Persons with Disabilities – Inclusivity is Crucial to Achieving Health for All* https://blog.yes4youth.co.za/press/international-day-of-persons-with-disabilities accessed 10 June 2024

YES 2024 https://www.yes4youth.co.za/for-youth
Youth Employment Service 2024 *Youth* https://www.yes4youth.co.za/for-youth accessed on 10 June 2024

List of Abbreviations

DEA	Department of Environmental Affairs
DSD	Department of Social Development
DTIC	Department of Trade, Industry and Competition
EPRI	Economic Policy Research Institute
EPWP	Expanded Public Works Programme
ESA	Employment Services Act 4 of 2014
ILO	International Labour Organisation
PELJ	Potchefstroom Electronic Law Journal
SAA	Social Assistance Act 13 of 2004
SARS	South African Revenue Service
SASSA	South African Social Security Agency
SEE	Supported Employment Enterprises
YES	Youth Employment Service
ZIAS	Zeitschrift fur Auslandisches und Internationals Arbetis- und Sozialrecht