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VOCATIONAL REHABILITATION
OF THE DISABLED

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PREFACE

At its 120th Session (Geneva, November 1952), the Governing Body of the International Labour Office decided to place on the agenda of the 37th Session of the International Labour Conference, which is to meet in June 1954, the question of vocational rehabilitation of the disabled. It was also decided that the question should be considered under the double-discussion procedure.

In making this decision the Governing Body took account of the fact that, although international standards concerning various aspects of the provision of vocational facilities for disabled persons have been adopted in different texts at several different sessions of the International Labour Conference, the whole question of vocational rehabilitation of the disabled has not previously been considered as a separate item by the Conference. It had been pointed out in the Office note on this subject to the Governing Body that I.L.O. action in the period 1944-1950 had been characterised by attempts to incorporate international regulations on the various stages of a complete vocational rehabilitation programme within more comprehensive regulations framed for the provision of general services for vocational guidance, vocational training and the provision of employment services. These attempts had been confined to the elucidation of basic needs and the establishment of international standards for vocational guidance, training and selective placement services for the disabled, but the importance of a co-ordinated vocational rehabilitation service remained to be demonstrated.

The interest which the question of vocational rehabilitation of disabled persons has stimulated on the international plane is an indication of the growing importance attached to it in many countries. Early attempts at vocational rehabilitation in the period immediately following the First World War consisted mainly of vocational training schemes for disabled ex-servicemen and of legislation making compulsory the employment of a quota of disabled ex-servicemen, and the United States was alone in its adoption in 1920 of legislation to provide for industrial rehabilitation of disabled civilians. There was no further substantial development until the Second World War, when vocational rehabilitation assumed considerable importance. The post-war scene has shown clearly the many differences in national approaches to the problems of rehabilitation of the disabled, the necessity on grounds of social justice and of the proper use of manpower for the establishment of a co-ordinated vocational rehabilitation programme and the need to define the indispensable elements of such a programme.
At this stage in the development of vocational rehabilitation it seems doubtful whether it will be considered suitable for international regulations on the subject to take the form of a Convention, and consequently in questions 1 and 2 of the questionnaire in Chapter X Governments are consulted first on the desirability of adopting international regulations and secondly on whether such regulations should take the form of a Recommendation.

Article 39 of the Standing Orders of the International Labour Conference prescribes the preparatory stages of the double-discussion procedure. In accordance with this procedure the International Labour Office has prepared the present report (including a questionnaire) on the law and practice relating to the vocational rehabilitation of the disabled, for communication to Governments 12 months before the opening of the 37th Session of the International Labour Conference. It is essential that replies from the Governments should reach the International Labour Office in Geneva as early as possible, and in any case not later than 7 October 1953, in order that a second report, based on the replies received, may be prepared and despatched to Governments sufficiently early to give time for consideration before the 1954 Session of the International Labour Conference.
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INTRODUCTION

The vocational rehabilitation of disabled persons is of fundamental importance to the International Labour Organisation, whose interest in this subject dates from its inception. The rehabilitation of disabled ex-servicemen was one of the principal social and economic problems that resulted from the First World War and with which the Organisation was immediately concerned. Today the question of vocational rehabilitation of disabled persons can be studied within the terms of the Declaration concerning the aims and purposes of the International Labour Organisation, adopted at Philadelphia on 10 May 1944 and included in the Constitution as an annex. The Declaration recognises that the International Labour Organisation has a solemn obligation to further among the nations of the world programmes which will achieve, amongst other things, "the employment of workers in the occupations in which they can have the satisfaction of giving the fullest measure of their skill and attainments and make their greatest contribution to the common well-being", and "the assurance of equality of educational and vocational opportunity".

The first action in this field undertaken by the Office was the publication in 1921 of a report¹ on the attitude towards the compulsory employment of disabled ex-servicemen adopted in Austria, France, Germany and the United Kingdom, with details of the relevant legislation introduced in those countries which favoured compulsory employment. During the same period articles were published in the International Labour Review on the industrial rehabilitation and industrial training of disabled ex-servicemen in France, the United Kingdom and the United States.

These documentary studies were followed by the convening by the I.L.O. in 1923 at Geneva of a Meeting of Experts to study methods of finding employment for disabled men. The conclusions reached by this Meeting of Experts were as follows:

(1) disabled ex-servicemen should have the opportunity of earning their livelihood, independently of any pension received, by their own productive work to the fullest extent of their capacity;

(2) the State was pre-eminently responsible for legislating and devising means for the employment of disabled ex-servicemen;

(3) In densely populated countries with a large proportion of disabled men the system of voluntary employment was not satisfactory and would have to be supplemented by the legal obligation to employ a percentage of disabled men.

These conclusions were accompanied by a list of what the Experts considered should be the essential provisions of legislation to enforce compulsory employment.

There followed in 1925 the first international recognition of the vocational needs of disabled workers, when the principle that "the vocational re-education of injured workmen should be provided by such means as the national laws or regulations deemed most suitable" and "Governments should encourage institutions to undertake such re-education" was established by the International Labour Conference in adopting the Workmen's Compensation (Minimum Scale) Recommendation (No. 22). This principle was based on the theory that it was reasonable to consider disabled workers as well as disabled ex-servicemen as entitled to re-employment after disability, and arose also from the incipient idea that rehabilitation should be a consideration in any scheme for the payment of workmen's compensation or invalidity benefits. Subsequent development on the national and international level was prevented by the economic crisis of the 1930's, when the problems of rehabilitation of the disabled became a minor part of the far greater basic problem of mass unemployment.

The Second World War brought the question of the rehabilitation of disabled persons into special prominence. Not only was there the problem of providing facilities for the rehabilitation of the ever-increasing number of disabled servicemen but there existed in all countries engaged in the war a manpower shortage. This manpower shortage necessitated from the early days of the war the consideration as potential workers, and the eventual placement, of vast numbers of disabled persons who, prior to the war, had been considered as marginal groups to whom no serious attributes of employability had been extended. In the employment of these vast numbers of disabled persons in the several countries concerned, certain techniques were evolved and vocational rehabilitation facilities provided in order to place them as far as possible in the most advantageous occupations from the point of view of their disabilities and of their skills and interests. This policy was extremely successful, and by 1944 experience in these countries showed that in the right situation physical disability was not a handicap to employment under ordinary working conditions.

When the 26th Session of the International Labour Conference met at Philadelphia in 1944, it was natural that consideration should be given to the social problems which were expected to arise at the end of the war and that among these problems to be considered should be the employment of disabled workers. This consideration included the adoption by the International
Labour Conference of a detailed Recommendation (No. 71) concerning employment organisation in the transition from war to peace, one of whose general principles was that "disabled workers, whatever the origin of their disability, should be provided with full opportunities for rehabilitation, specialised vocational guidance, training and retraining and employment on useful work". The detailed methods of application of this general principle, which were set out in Section X of this Recommendation, are reproduced in the Appendix to this present report.\(^1\)

Emphasis was placed in this Recommendation on the employability of disabled workers and on the different methods considered necessary to achieve their employment. These international standards, embodying as they did a concise list of the steps considered essential in the process of enabling a disabled worker to return to employment, viz., the criterion for selection, collaboration between the medical services for the disabled and vocational rehabilitation and placement services, vocational guidance, vocational training, placement including sheltered work, were a great step forward in the international conception of vocational services for disabled persons and provided a lead to Governments which were faced with the problems of the approaching post-war years. But by reason of its inclusion in a Recommendation dealing with a much broader economic and social problem, which necessitated this conciseness in its form, this excellent outline was not able to make clear the need for a co-ordinated continuous process of vocational rehabilitation nor the administrative machinery on which such a process might be based. (It is useful to recall that the Committee of Experts appointed to examine the reports and information submitted under Articles 19 and 22 of the Constitution of the International Labour Organisation stated in its report to the 35th Session of the International Labour Conference (Geneva, June 1952) that "the Recommendation (as its title indicates) was designed to cover a transitional period from war to peace" and gave its view that "although several years have now elapsed since the war came to an end, the information called for is not of historical interest only, since much of it has a bearing on the work which may be undertaken by the International Labour Organisation on the questions covered by the Recommendation").\(^2\)

There followed in the period up to 1950 the adoption by the International Labour Conference of international standards on the vocational guidance, vocational training and placement services for the disabled, as integral parts of more comprehensive regulations framed for the provision of general services for vocational guidance, vocational training and the organisation of the Employment Service. These standards, which will be discussed more fully in Chapter II, gave detailed methods of providing these special facilities and

\(^1\) See p. 63.

emphasised the need for their development within the framework of the
general vocational services.

From the guidelines which were established at Philadelphia in 1944,
increased and strengthened international standards on the basic elements of
a vocational rehabilitation programme have thus emerged in recent years.
There is, however, still the need for the establishment in one text of full and
comprehensive international standards for the vocational rehabilitation of
disabled persons, in place of, or in addition to, the present scattering of parts
of a comprehensive collection of international standards throughout several
different texts which individually deal with other broader subjects. This
present report, therefore, has the specific purpose of attempting to draw all
these parts together by indicating where adequate standards already exist,
by showing the need for the co-ordination of these existing standards, by
revealing those aspects of a complete vocational rehabilitation programme
which might be suitable for inclusion in international regulations at the
present time and by demonstrating the need for the conception of vocational
rehabilitation as a continuous process. In addition an attempt is made to
relate the proposed international standards to the present possibilities of their
implementation in less developed countries where the need for vocational
rehabilitation is great but where resources are limited and more fundamental
problems claim an overriding priority.

The report comprises ten chapters, dealing with: definition of vocational
rehabilitation and of disabled persons, and scope of vocational rehabilitation;
application to disabled persons of existing standards of vocational guidance,
training and placement; administrative organisation; methods of promoting
access to vocational rehabilitation facilities; co-operation between medical
rehabilitation and vocational rehabilitation authorities; methods of widening
employment opportunities for disabled persons; sheltered employment; special
provisions for disabled children and young persons; and application of stan-
dards in less developed countries. The final chapter contains the questionnaire
to which the replies of Governments are sought.
CHAPTER I

DEFINITIONS AND SCOPE

Definition of Vocational Rehabilitation

Vocational rehabilitation is a term which in current usage has a dual meaning. In the one sense it is used broadly as a collective title to describe those facilities which are wholly or mainly vocational in character and which are necessary for the restoration of disabled persons to the working community; in practice this meaning has tended to become identified in each country with the available national facilities rather than with a more specific internationally understood conception. On the other hand it is also used to signify the final result of the successful application of these vocational facilities, viz., the satisfactory placement of the individual disabled person in suitable employment.

In general it is now commonly agreed that vocational rehabilitation should be the last stage in a fuller process of complete rehabilitation, by which is understood the restoration to the disabled of the fullest possible degree of capacity from the physical, mental, social, vocational and economic points of view; this wide definition is particularly appropriate in its sketching of the main parts of a full rehabilitation programme.

In the last stage of the rehabilitation process the fullest vocational and economic capacity should be restored to the individual disabled person by the judicious use of the necessary facilities provided by the vocational guidance, vocational training and special placement services for disabled persons, supplemented wherever required by medical assistance and advice. These three basic services, together with medical advice, are in the more advanced countries amplified by ancillary services which help to smooth the individual's progress towards satisfactory placement.

This is the case in the United States where, in the 1943 Vocational Rehabilitation Act, "vocational rehabilitation" is defined as "any service necessary to render a disabled individual fit to engage in a remunerative occupation". The Federal-State programme of vocational rehabilitation consists in outline of eight basic steps of which all or some may be needed in each case, dependent on the individual requirements. These eight steps are: early identification of the disabled person; medical and vocational diagnosis; guidance and counselling; physical restoration; vocational training; auxiliary
services, e.g., maintenance, necessary tools, equipment, etc.; placement in employment; and follow-up.

Similar facilities to restore the disabled to the working community are provided in the United Kingdom and in Sweden, where the term "rehabilitation and resettlement" is used to describe this vocational process. In the United Kingdom, in practice, the term "medical rehabilitation" is used to describe physical restoration provided by medical and hospital authorities to distinguish it from the vocational rehabilitation process for which the term "rehabilitation and resettlement" is used.

The Swiss Federation for the Integration of the Disabled in the Working Community considers that the complete programme for rehabilitation should include: medical treatment, prosthesis and appliances; education; instruction; vocational guidance; vocational training; vocational retraining; placement, including home work and sheltered workshops; adequate remuneration; social security; and census and classification of the disabled.

In Belgium and France vocational rehabilitation facilities include physical restoration, vocational guidance, vocational training and retraining, and placement. In many other countries, e.g., Australia, Canada, Denmark, Japan, the Netherlands, New Zealand and Norway, the term "rehabilitation" is generally used to describe the available vocational facilities for the restoration of disabled persons to the working community.

In Brazil Legislative Decree No. 7036 of November 1944, which revised the legislation relating to industrial accidents, states that "the object of vocational rehabilitation, to which every person incapacitated for work is entitled, shall be to restore wholly or partly his capacity for employment in his original occupation or in another occupation compatible with his changed physical condition. The vocational rehabilitation of persons incapacitated for work shall be carried out through vocational rehabilitation services, operating not only by means of physiotherapy and orthopaedic surgery but also by suitable instruction in special vocational schools".

A committee of experts from the Brussels Treaty countries (Belgium, France, Luxembourg, the Netherlands and the United Kingdom) in drawing up a list of principles on the rehabilitation of the disabled has defined "rehabilitation" as "all measures designed to prepare a disabled person mentally and physically to enter or re-enter the employment field and, as far as possible, to take a normal place in the community".

Although it is true that certain matters of detail differ in these national approaches to the question the fundamental principle remains the same; in general, existing vocational rehabilitation facilities are aimed at the successful return of the disabled person to his former occupation or his placement in a new one. Services have, therefore, been developed to this end, in accordance with national requirements and on the basis of existing systems. While certain countries, e.g., Canada and the United States, have particularly emphasised the special placement aspect, others, e.g., Belgium and France,
have stressed the greater use of vocational training and retraining facilities, and yet others, e.g., Austria, the Federal Republic of Germany, the Netherlands and the United Kingdom, have relied to some extent on compulsory employment in addition to the more usual facilities.

It thus seems necessary, in considering the adoption of a Recommendation on the question of vocational rehabilitation of the disabled, to consider also the need for the establishment of a generally understood international definition. It is proposed, therefore, to consult Governments on the need for, and the essential content of, such a definition (question 3).\(^1\)

**Definition of Disabled Persons**

In order to identify persons who are in need of vocational rehabilitation facilities it is essential to define the term “disabled person”. Such a definition is required not only as a criterion for eligibility for necessary services but also as a means of establishing the extent of the problem of disablement.

In all national measures undertaken to provide vocational rehabilitation facilities the primary emphasis in the selection of suitable disabled persons has been on the vocational significance of physical disability, that is, on the relation of a person’s disability to future employability either in the former occupation or in a new one. It is important in considering this question to notice the distinction between physical disability and occupational handicap. Disability may be temporary or permanent, partial or total, in its effects. But physical disability may not necessarily be, nor should it be confused with, occupational handicap. It is true that physical disability may produce occupational handicaps, but these occupational handicaps will differ in each individual case according to other factors, such as age, intelligence, educational level, pre-disability occupation and the individual’s capacity for self-adjustment. This relationship between disability and handicap is recognised in several countries either in legislation or in the rules framed for the vocational rehabilitation or employment services.

In Australia “a physically handicapped person” is, from the point of view of eligibility for special facilities in placement assistance from the employment service, “a person who suffers or who has suffered from injury, disease or deformity, the effects of which, at the time of registration, appear likely to handicap him substantially in obtaining or maintaining himself in employment, or in undertaking work on his own account, of a kind in which he has usually engaged in the past, or which, but for that injury, disease or deformity, would be suitable to his age, experience and qualifications”. In Canada the National Employment Service definition of physically handicapped applicants is “those who, on account of injury or disease of a

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1 The text of the questions referred to here and on subsequent pages will be found in Chapter X.
character which is likely to last for more than six months, or on account of congenital conditions, are substantially handicapped in obtaining or keeping employment of a kind generally suited to their age, previous experience and qualifications". The definition goes on to state that the needs of this group are "those of occupational adjustment or readjustment, or of special assistance in obtaining a job". In Sweden emphasis is placed, in considering eligibility for special vocational rehabilitation facilities, on a permanent reduction or loss of working capacity due to a congenital or acquired mental or physical defect resulting in a handicap in the employment market. In the United Kingdom the Disabled Persons Employment Act of 1944 defines a disabled person as one "who, on account of injury, disease or congenital deformity, is substantially handicapped in obtaining or keeping employment or in undertaking work on his own account of a kind which, apart from the injury, disease or deformity, would be suited to his age, experience and qualifications".

In the United States a disabled person for purposes of vocational rehabilitation is defined in the 1943 Vocational Rehabilitation Act as "any person who by reason of physical defect or deformity, whether congenital or acquired by accident, injury or disease, is, or may be expected to be, totally or partially incapacitated for remunerative employment". To be eligible for services under the Federal-State programme of vocational rehabilitation authorised by this Act a person must—

(1) be of working age;

(2) have a substantial job handicap because of physical or mental disability;

(3) have a reasonably good chance of becoming employable or of getting a more suitable job through the rehabilitation service.

The selective placement programme for handicapped workers organised by the United States Employment Service is provided for persons who have a physical or mental handicap which—

(a) requires the person concerned to modify or change his occupation;

(b) makes it more difficult for him to secure suitable employment with an employer;

(c) requires special consideration to prevent the applicant from undertaking work likely to aggravate the disability or cause him to jeopardise the health or safety of others;

(d) restricts the opportunities of an inexperienced, handicapped applicant for entering industry, trade or a profession;

(e) requires referral to a co-operating agency for restorative or other adjustment services.

Other countries have introduced further limiting factors into their definitions, based on certain specific disabilities or on percentage scales of
disablement. For example, in Japan vocational rehabilitation facilities are restricted to those who come within the scope of the rules framed in the Law for Welfare of Disabled Persons, 1949. This law is applicable to all persons over 18 years of age whose vocational ability is hampered by one of the following specified disabilities and who have received a Disabled Person's Handbook from a Governor of a prefecture or an equivalent administrative area:

1. optical disability, vision being permanently less than 0.1; the loss of one eye, with vision in the other less than 0.6;
2. auditory disability, both ears being incapable of normal hearing at a distance greater than 40 cm.;
3. oral disability, i.e., loss of speech or other marked permanent disability;
4. amputation or loss of use of limbs, disability of the backbone, deformation of the chest or pelvis, marked disability in function of motion owing to a scar or injury in the cartilages, and similar cases;
5. disability of nerve centre.

In the Federal Republic of Germany the following categories of disabled workers fall within the competence of the employment offices and the central welfare office for the purpose of vocational rehabilitation:

1. persons of German nationality who, as a result of injury received on military service or of an accident or of a combination of both, are suffering from a loss of earning capacity of not less than 50 per cent.;
2. if their placement is not prejudicial to those in (1) above, blind persons not included in (1) above and men disabled by war or accident with a resulting 30-50 per cent. loss of earning capacity;
3. those seriously limited in earning capacity but not coming within categories (1) or (2) above, e.g., those with congenital disabilities.

It seems clear from the examples given above that some definition of "disabled persons" from the point of view of eligibility for the provision of vocational rehabilitation facilities is essential in a Recommendation dealing entirely with vocational rehabilitation.

It is therefore proposed to consult Governments on the desirability of including such a definition, and as to their views on the actual definition itself (question 4).

**Scope of Vocational Rehabilitation**

The scope of vocational rehabilitation facilities has never been precisely defined and national arrangements differ considerably. This difference is due
mainly to two causes: the limiting factors imposed in national definitions of disabled persons, and the availability or otherwise of comprehensive and co-ordinated programmes of vocational rehabilitation. Difficulties have been caused by the existence in several countries of separate programmes for different groups of disabled persons, e.g., disabled ex-servicemen, industrial accident cases, and by the differences in criteria for eligibility in each group; by the lack of co-ordinated programmes and the consequent differing criteria for different facilities within the vocational rehabilitation process; and by the absence of certain facilities or the undue prominence of others. As a result of the Second World War a number of countries, e.g., Australia, Belgium, Canada, France, Greece, India, Italy, New Zealand, the Union of South Africa and the United States, introduced for disabled ex-servicemen special vocational rehabilitation facilities which were often superior to those available for disabled civilians. The conditions of eligibility and the facilities provided for disabled ex-servicemen varied from country to country, but generally speaking the basic requirement was a war-incurred disability involving occupational handicap, for which a series of vocational steps were provided which led up to satisfactory placement. In Australia vocational rehabilitation facilities are provided under the Re-establishment and Employment Act of 1945 for discharged members of the forces who by reason of injury, disease or deformity are subject to handicap in obtaining or maintaining themselves in employment, or in undertaking work on their own account. In Canada the Department of Veterans’ Affairs admits for vocational rehabilitation assistance “those veterans who through want, injury or disease incurred on service have a physical disability which makes them in effect a placement problem, that is to say, which reduces their ability to compete in normal labour markets, and who require selective placement”. In the United States a disabled veteran is eligible for vocational rehabilitation facilities provided by the veterans’ administration if he—

(1) served on or after 16 September 1940 and on or before 25 July 1947 and was honourably discharged with a service-connected disability which can be overcome by training;

(2) served on or after 27 June 1950 and was honourably discharged with a service-connected disability for which compensation is paid at full wartime rates;

(3) is considered by the veterans’ administration to need vocational training to overcome his disability.

In some of these countries these special vocational rehabilitation facilities exist side by side with similar programmes for civilian disabled, e.g., in Australia, the Union of South Africa and the United States, while in others, e.g., Canada, responsibility for rehabilitation of civilian disabled is shared by the Workmen’s Compensation authorities (for accident cases) and the special
placement service of the National Employment Service (for cases not covered by Workmen’s Compensation). In Belgium and France, apart from special services to disabled ex-servicemen, a dual system of vocational rehabilitation exists. Vocational rehabilitation facilities are provided for industrial accident cases by the social security institutions, and for other civilian disabled by the labour or manpower authorities.

In general national measures for vocational rehabilitation do not stipulate any fixed age limits for eligibility for special facilities. Experience has shown that by the process of vocational guidance, vocational training or retraining, and by selective placement—whichever of the services is necessary in individual cases—age by itself is normally not a bar to satisfactory preparation for and placement in employment. It would seem, therefore, that in considering vocational rehabilitation facilities age should be a marginal factor, important only if with other factors it affects subsequent employability.

It is increasingly recognised that there is little social justification for the variety of conditions which must be satisfied for eligibility for vocational rehabilitation services, or in the maintenance of special services for special groups, e.g., war disabled and industrial injury cases, from which other categories of disabled persons are excluded. This recognition of the necessity for equality of opportunity for all disabled persons in respect of eligibility for vocational rehabilitation facilities, allied to the realisation of the increased economic advantage to be gained by the vocational rehabilitation of all disabled persons, has enabled certain facilities developed since the war for special groups to be made available in some countries for other categories of disabled persons.

A lead has already been given by the International Labour Conference on this question of the scope of vocational rehabilitation facilities. As already stated, the principle that “the criterion for the training and employment of disabled workers should be the employability of the worker whatever the origin of the disability” was established in 1944 in the Employment (Transition from War to Peace) Recommendation. This principle was amplified and extended in 1950 in the Recommendation concerning vocational training of adults including disabled persons (No. 88), by the further principle that “disabled persons should have access to such facilities whatever the origin and nature of their disability and whatever their age, so long as there are reasonable possibilities of training and employment”. It therefore seems appropriate, in dealing with the whole question of vocational rehabilitation, that similar standards should be adopted, and it is proposed to consult Governments on this point (question 5).

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1 See Appendix, p. 63.
CHAPTER II

APPLICATION TO DISABLED PERSONS OF EXISTING STANDARDS OF VOCATIONAL GUIDANCE, TRAINING AND PLACEMENT

A. Adults

As was stated in the Introduction, in recent years comprehensive international standards on vocational guidance, vocational training and placement services have included specific proposals for the provision of suitable facilities for disabled persons. It is considered necessary at this stage to examine these proposals and the recent reports which have been received from several countries on their current law and practice.

Vocational Guidance

Paragraph 23 (2) of the Vocational Guidance Recommendation, 1949, (No. 87) provides that:

All necessary and practicable measures should be taken to develop, within the framework of the general vocational guidance facilities and with the co-operation of any appropriate rehabilitation services when the person requires such assistance, specialised employment counselling for physically disabled persons and those having personality disorders that hinder their vocational adjustment.

This principle is an extension of the principle contained in Paragraph 41 of the Employment (Transition from War to Peace) Recommendation, 1944 (No. 71).¹

The reports submitted by Governments to the I.L.O., in accordance with Articles 19 and 22 of the Constitution, concerning the position of their law and practice in regard to the matters dealt with in this Recommendation indicate that adequate measures to develop specialised vocational guidance for the disabled in order to make it possible to assess working capacity and select the most appropriate form of employment have been developed to a considerable extent in a number of countries. While these reports relate to the specific proposals contained in the 1944 Recommendation, they are obviously of importance in considering those made in the 1949 Recommendation.

¹ See Appendix, p. 63.
In several countries, e.g., Australia, Austria, Canada, the Federal Republic of Germany, the Netherlands, Norway, Sweden, the Union of South Africa, the United Kingdom and the United States, special facilities for the vocational guidance of disabled adults have been created within the framework of the employment service. This accords with the principle established in the 1949 Recommendation that “administrative responsibility for employment counselling (of adults) should be entrusted primarily to the public employment service . . . ”.

In other countries different arrangements exist. In France vocational guidance is based on the results of psychological tests which can be given in fifteen special centres throughout the country. In some cities the social security institutions have established vocational guidance centres. In New Zealand vocational guidance is available from the special centres of the Education Department. Some countries, e.g., Canada, France, New Zealand and the United States, have also established separate special vocational guidance facilities for disabled ex-servicemen.

This increased development of vocational guidance facilities may be said to be due to two causes: the greater attention paid at the national and international levels to the whole subject of vocational guidance in recent years, and the growing realisation that vocational guidance is the foundation on which the individual programme of vocational rehabilitation facilities necessary to ensure satisfactory placement should be based. National approaches to this question have differed considerably one from another but in general have developed as part of a continuing process and within a broader field of operation.

In view of the proposed adoption of comprehensive international standards Governments are asked whether they consider that the proposed international regulations should recommend application of the measures referred to in Paragraph 23 (2) of the Vocational Guidance Recommendation and possibly of those referred to in other Paragraphs of that Recommendation (question 6).

Vocational Training

Section V of the Recommendation concerning the vocational training of adults including disabled persons, 1950 (No. 88) provides that—

26. The principles, measures and methods of training set forth in this Recommendation should apply to all disabled persons in so far as medical and educational conditions permit.

27. (1) Measures should be taken to ensure that disabled adults have access to adequate and appropriate training facilities.

(2) Disabled persons should have access to such facilities whatever the origin and nature of their disability and whatever their age, so long as there are reasonable possibilities of training and employment.
28. (1) The training of disabled persons should, wherever possible, enable those concerned to carry on an economic activity in which they can use their vocational qualifications or aptitudes in the light of employment prospects.

(2) For this purpose, such training should be—

(a) co-ordinated with selective placement, under medical advice, in occupations suited to the nature of the disability and in which the performance of the work involved is to the least possible degree affected by the disability;

(b) provided, wherever possible, in the occupation in which the disabled person was previously employed or in a related occupation; and

(c) continued until the disabled person has acquired the skill necessary for working normally on an equal basis with able-bodied workers if he is capable of doing so.

29. (1) Where necessary, training of disabled persons should be preceded by suitable medical rehabilitation.

(2) Such rehabilitation should be designed to facilitate the subsequent training of the disabled persons concerned, and should include, as appropriate, the supply of suitable prosthetic appliances, psychological treatment, and physical and occupational therapy.

(3) In appropriate cases, training of disabled persons should be commenced during medical rehabilitation.

30. As appropriate, medical supervision of disabled persons should be provided during training.

31. Wherever possible, disabled persons should receive training in company with and in the same conditions as able-bodied persons.

32. Special facilities should be set up or developed for training disabled persons who by reason of the nature of their disability cannot be trained in company with able-bodied persons.

33. Measures should be taken to encourage employers to provide training for disabled persons; such measures should include, as appropriate, financial, technical, medical or vocational assistance.

34. Policy relating to the training of disabled persons should be formulated and applied on the basis of close co-operation among the bodies concerned with medical rehabilitation, social security, vocational guidance, training and employment of disabled persons, and in co-operation with employers' and workers' organisations.

These comprehensive international standards reiterated and expanded the proposals on vocational training of disabled persons contained in Paragraph 42 of the Employment (Transition from War to Peace) Recommendation, 1944.1

The reports submitted by Governments in accordance with Articles 19 and 22 of the Constitution show that in a large number of countries there is a general degree of compliance with the recommendations contained in Paragraph 42. These reports relating to the 1944 Recommendation are obviously directly applicable also to the proposals of the 1950 Recommendation.

In several countries, e.g., Australia, Belgium, France, New Zealand, Sweden, the United Kingdom and the United States, training facilities are

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1 See Appendix, p. 63.
provided for disabled persons under ordinary conditions in company wherever possible with the able-bodied and in specialised training centres if necessary. Training is given in the former or related trades, and is intended to equip disabled persons to become fully efficient workers. In Austria similar training under ordinary conditions is provided, but special training centres are no longer considered necessary. In Canada training is given in vocational schools; and specialised centres have been set up by the provincial Workmen's Compensation authorities. In Finland training opportunities in residential centres or vocational schools or with selected employers are available. The aim is to make each disabled person independent and to prepare him for the most suitable occupation in which employment opportunities exist. In Italy training is given as far as possible in the former or a related occupation. Special training centres are organised for war blinded and the tuberculous. In the Netherlands disabled persons have facilities for training at various schools or institutions, and training is directed to producing a standard of efficiency equal to that of other workers. In the Federal Republic of Germany training is given in accordance with individual capacities and consists of refresher courses for those who can return to the same or a related occupation and training for new occupations in other cases where this is necessary. In Norway training is given as far as possible in company with able-bodied workers, although specialised centres exist for seriously disabled persons. In the Union of South Africa steps are being taken to provide training and retraining of the disabled in company with the able-bodied aimed at placement in the most suitable occupation. An increasing number of specialised centres is being provided.

In view of this development, in which the growing tendency is to provide disabled persons with all the facilities for vocational training which are enjoyed by the able-bodied, plus special facilities for the more severely disabled, and in view also of the recognition given to this tendency in the Recommendation concerning vocational training of adults including disabled persons, 1950, Governments are asked whether they consider that the proposed international regulations should recommend application of the measures referred to in Paragraphs 26 to 34, and possibly of those referred to in other Paragraphs, of the 1950 Recommendation (question 7).

Placement

In the field of placement the Employment Service Convention, 1948 (No. 88) and the accompanying Employment Service Recommendation (No. 83) stress the importance of developing suitable facilities for disabled persons within the framework of the national employment service. Article 7 of this Convention provides inter alia that "measures shall be taken ... to meet adequately the needs of particular categories of applicants for employment, such as disabled persons."
Paragraph 4 of the supporting Recommendation states that "measures should be taken in appropriate cases to develop, within the general framework of the employment services . . . special arrangements for the placement of . . . disabled persons."

In addition the Recommendation suggests continuous or special studies by the employment service on various subjects, including the placement of particular groups of applicants for employment, such as the disabled or juveniles.

As indicated by the reports submitted by Governments in accordance with Articles 19 and 22 of the Constitution, many countries recognise the need for special attention to promote the placement of the disabled. In many cases this has been achieved by legislation providing for the compulsory employment by employers of a quota of disabled persons (often disabled ex-servicemen and/or victims of industrial accidents only) in relation to total employment, by reserving certain occupations to certain categories of seriously disabled persons, or by giving them a priority in placement over other workers.¹

In some countries, e.g., Austria, Canada, the Federal Republic of Germany, Japan, New Zealand, the Union of South Africa, the United Kingdom and the United States, special sections for the placement of disabled persons have been established in all employment offices. In Australia, while facilities are available in district employment offices, the main responsibility rests with the special Physically Handicapped Persons Offices that have been established at regional headquarters. In Luxembourg all disabled persons are dealt with centrally by the National Labour Office. In Denmark, Norway and Sweden special sections have been created in several employment offices.

The development of specialised facilities for disabled persons within the framework of the employment service stems from a growing recognition of the special needs of displaced persons in respect of placement. Theoretically, the placement of disabled persons should be based on the same principles as those which apply to the placement of able-bodied workers, and which have been outlined in the Employment Service Convention. According to Article 6 (a) of this Convention, the employment service should in particular—

(i) register applicants for employment, take note of their occupational qualifications, experience and desires, interview them for employment, evaluate if necessary their physical and vocational capacity, and assist them where appropriate to obtain vocational guidance or vocational training or retraining,
(ii) obtain from employers precise information on vacancies notified by them to the service and the requirements to be met by the workers whom they are seeking,
(iii) refer to available employment applicants with suitable skills and physical capacity.

In practice, however, the placement of the disabled meets with difficulties, arising notably from the reluctance of employers to employ disabled workers,

¹ Cf. Chapter VI, "Methods of Widening Employment Opportunities for the Disabled".
which in turn is caused by the persistent belief that disability necessarily means a loss in effectiveness at work. As a result of this attitude, which was widespread in most countries until relatively recently, there was a tendency to place disabled persons in unskilled, dead-end jobs requiring a minimum of physical strength or intellectual effort, such as those of doorman, elevator operator, newspaper vendor, etc. In some countries attempts to widen this narrow field of employment for the disabled took the form of drawing up lists of occupations considered suitable for certain types of disabilities, as a tool in placement work.

The manpower shortages experienced by many countries during the Second World War brought about a change in this attitude by emphasising the need for the most effective utilisation of all workers. There was a growing awareness that better use could be made of the abilities and qualifications of disabled persons than had hitherto been the case, and that in the occupations which had come to be considered as reserved for them they were very often wasting very real abilities. Similarly, it was realised that lists of occupations deemed suitable for different types of disabilities emphasised the latter, and thus tended to limit work opportunities by identifying workers with a specific list of jobs, instead of providing information which would enable a worker's individual physical qualifications to be matched with any job in which there might be an opening. Compulsory or preferential employment of the disabled, while useful in promoting the absorption of the disabled into some kind of remunerative employment, could not ensure the best utilisation of their abilities and qualifications unless accompanied by a very serious effort to relate individual capacities to the particular demands of every job.

After the war the state of full employment which continued in several countries provided the opportunity to proceed with the utilisation of manpower on the basis of potential or proven ability. This implied ensuring application to the placement of the disabled of the same consideration used in the placement of able-bodied workers, i.e., abilities and experience, thus overcoming the traditional tendency to see only the handicaps imposed by disability.

In this regard two main tasks fell to the employment service: it had to persuade employers and the public that disabled persons, if placed in a job in which their disabilities will not be a handicap and for which their aptitudes and qualifications make them suited, work as efficiently as able-bodied workers in similar conditions. Secondly, it had to achieve this satisfactory placement by means of what has become known as the selective placement technique.

There is no difference of principle between selective placement for the disabled and placement of able-bodied workers. The difference is largely one of degree. The interviewer who places the disabled must not only get information regarding previous employment, education, vocational training, interests and aptitudes, but must consider to a greater degree the disabled applicant's physical capacity for work and his ability to work under various conditions. This frequently involves, in addition to special care and attention
in interviewing disabled applicants, co-operation with medical practitioners to obtain a precise and comprehensive assessment of functional capacity and the effect of the disability on employability. Furthermore, the interviewer must be thoroughly familiar with existing methods for classifying applicants occupationally and, as concerns jobs, he must know their skill and experience requirements as well as the physical capabilities demanded and the working conditions to which workers will be exposed. The following is a brief summary of the main phases in selective placement work in some countries in which this technique is in use.

In Canada, in order to secure uniformity and as complete information as possible regarding the applicant at the time of registration, a special registration card is used which includes not only the usual data required for all applicants but information on medical and other factors which are of occupational significance. The special placements officer never diagnoses a case himself but is trained in interpreting medical reports in order to make a reasonable estimate of the applicant's physical and other abilities. Placement is based on information thus secured and on an analysis of the actual physical requirements of jobs. Finding the type of job most suited to the applicant may involve personal calls on employers or, in cases where job analyses have been carried out, a telephone call to the employer may be sufficient. Once an applicant is placed with an employer (on the basis of ability to do the work), a follow-up is made after a reasonable length of time to ensure that he is satisfied with his job and that the employer is likewise satisfied. This is considered a most important and necessary part of special placements work.

In the United Kingdom disablement resettlement officers, in addition to advising disabled persons in need of employment who come to the employment exchange, visit medical institutions to interview patients who are about to be discharged with residual disablement. To help these officers to determine the employment capacity of each disabled person and to avoid registering him for work which might be detrimental to his health or interests a special Occupational Guide has been compiled. This gives a brief appraisal of the general working conditions, physical requirements and hazards inherent in the main occupations. Guidance is also given on the interpretation of medical reports. Disablement resettlement officers keep in touch with local employers to enlist their help on behalf of the disabled. They work in close liaison with other placing officers in the local office and are kept informed of all vacancies notified by employers so that they may present disabled persons for any suitable jobs. Certain cases—such as a first placing after disablement or after training—are followed up by the disablement resettlement officer as a matter of course, but other placings are also followed up if necessary. Where the follow-up reveals any difficulties in resettlement he will try to remove them or to find alternative employment for the individual.

In the United States detailed instructions have been given to interviewers on how to interview disabled applicants and the information to be obtained,
and how to assess physical capacities on the basis of reports from medical practitioners or of information obtained from the applicant himself (in which case an Interviewing Guide is used). Great emphasis is placed on the need for placement officers to know the jobs to which they refer disabled applicants. In addition to knowledge acquired through first-hand observation and experience, various technical aids are supplied for their guidance. Such aids are mainly physical demands studies. These are the results of job analyses conducted by experts, but the placement officer is expected to supplement them in order to evaluate activities or conditions that may be different in his community, and in order to analyse a job even more closely than was done by the job analyst. Thus, consideration has to be given to such conditions as the number of flights of stairs to be climbed to reach the job, hours of travelling required and available transportation facilities and details of execution of the job. Other aids in selecting a suitable job are "job families", or groups of related occupations which require the same or similar abilities and knowledge of workers, designed to facilitate transfers of workers on the basis of acquired skills and abilities; job descriptions issued in the form of releases, the more recent of which contain specific sections on physical demands and working conditions; the descriptions contained in the Dictionary of Occupational Titles, published by the Department of Labor, which sometimes permit fair deductions as to the probable physical demands of a job; etc. On the basis of this knowledge, the placement officer matches the applicant and the job. After placement, follow-up is usual for severely disabled persons or persons with conditions which might be worsened by the work (e.g., cardials, formerly tuberculous persons, etc.). It may be undertaken by means of field visits or by asking the disabled worker to call at the employment office after hours. It may serve also to ascertain whether a disabled person has really been assigned by his supervisor in the plant to the work to which he was referred.

In countries in which it is applied the selective placement technique is considered to have the following advantages: it is positive, i.e., it emphasises an individual's abilities rather than his disabilities by stressing what he is capable of doing rather than his limitations; it is individual, i.e., instead of treating all applicants with a similar disability as handicapped to the same extent, it seeks to determine in each case the individual aptitudes and qualities of the workers; and it is specific, i.e., it is based on as accurate an evaluation as possible of the specific physical and environmental requirements of jobs and specific capacities of workers in order to match these factors. Moreover, on the basis of the close analysis of jobs inherent in the special placement technique, it has often been possible for employment service officials to suggest to employers minor alterations either in the organisation of the work or in the equipment used which made it possible to employ disabled workers in jobs which they could otherwise not have filled.

Governments are asked whether they consider that the proposed international regulations should recommend application of the measures referred
to, as far as disabled persons are concerned, in Article 7 of the Employment Service Convention, 1948, and in Paragraph 4 of the Employment Service Recommendation, 1948, and possibly of those referred to in other Articles and Paragraphs of this Convention and Recommendation (question 8).

B. CHILDREN AND YOUNG PERSONS

The International Labour Conference has adopted various international regulations on vocational guidance, vocational training and placement which relate to the general provision of these vocational facilities for children and young persons.

The most important of these regulations are the following:

(1) Medical Examination of Young Persons, (Industry) Convention, 1946;

(2) Medical Examination of Young Persons (Non-Industrial Occupations) Convention, 1946;

(3) Employment Service Convention, 1948;

(4) Vocational Training Recommendation, 1939;

(5) Apprenticeship Recommendation, 1939;

(6) Employment (Transition from War to Peace) Recommendation, 1944;

(7) Medical Examination of Young Persons Recommendation, 1946;

(8) Employment Service Recommendation, 1948;


These regulations are applicable to all children and young persons, disabled and able-bodied alike, but specific provision has been made for the vocational needs of disabled children and young persons in certain of them. Paragraph 17 of the Vocational Guidance Recommendation, 1949, provides that:

Special attention should be given to the development, within the framework of the general vocational guidance services, and in co-operation with the appropriate rehabilitation services, of adequate and appropriate arrangements for the vocational guidance of young persons—

(a) who have physical or mental handicaps or limitations;

Paragraph 18 of the same Recommendation provides that—

The competent national and local authorities should encourage full voluntary use of vocational guidance facilities, more particularly in the case of—

(f) young persons who have physical or mental handicaps or limitations;
Article 6 of each of the Conventions concerning medical examinations for fitness for employment, 1946 (Nos. 77 and 78) states that—

1. Appropriate measures shall be taken by the competent authority for vocational guidance and physical and vocational rehabilitation of children and young persons found by medical examination to be unsuited to certain types of work or to have physical handicaps or limitations.

Paragraph 9 of the Medical Examination of Young Persons Recommendation, 1946 (No. 79) states that—

The measures to be taken by the national authority for enforcing the provisions of Article 6 of the said Conventions should include, in particular, measures for ensuring that children and young persons found by medical examination to have physical handicaps or limitations or to be generally unfit for employment—

(a) receive proper medical treatment for removing or alleviating their handicap or limitation;

(b) are encouraged to return to school or are guided towards suitable occupations likely to be agreeable to them and within their capacity and are provided with opportunities of training for such occupations;

(c) have the advantage of financial aid, if necessary, during the period of medical treatment, schooling or vocational training.

These standards were adopted as a result of the recognition by the International Labour Conference of the needs of disabled young persons for adequate advice and preparation for suitable employment. The situation regarding this need has not changed since the adoption of these standards in 1946 and 1949. Most countries recognise that it is a great advantage to identify at an early stage those children who require special assistance because of physical or mental handicap in securing satisfactory employment, and that such special assistance in guidance and training and placement should be connected closely with the general vocational services for children and young persons. Moreover, it is now generally agreed that vocational guidance and training for disabled children and young persons should be governed always by medical reports and evidence of future physical ability for the chosen occupation. Governments are, therefore, asked whether they consider that the Recommendation should provide for the application of the measures referred to, as far as disabled persons are concerned, in Paragraphs 17 and 18 and possibly of those referred to in other Paragraphs, of the Vocational Guidance Recommendation, 1949, and in Paragraph 9 of the Medical Examination of Young Persons Recommendation, 1946 (questions 9 and 10).
CHAPTER III

ADMINISTRATIVE ORGANISATION

Some indication has already been given in Chapter I of the different methods adopted as between one country and another in their approach to the problem of administrative organisation. These differences are strikingly reflected in the diversity of administrative practices which have been developed in various degrees of complexity in many countries. This diversity may be explained partly by the nature of the process of vocational rehabilitation, with its reliance at different stages on the different elements that constitute a complete service, partly by the rapid development of vocational rehabilitation facilities in recent years, often on an *ad hoc* basis as opportunities arose of meeting the special needs of disabled persons, and partly by the differences in national policies for the development of general programmes of guidance, training and placement.

The result of this rapid development and consequent complexity of administration has been that progress in the expansion of the main elements in the whole vocational process, *i.e.*, guidance, training and placement, has not been accompanied by complete co-ordination between these facilities. It is now becoming more generally realised, however, that the development and organisation of vocational rehabilitation facilities should be directed towards the establishment of comprehensive and co-ordinated programmes in which the responsibilities of particular authorities are clarified, the relations between public and private bodies defined and the assistance of advisory committees called for.

**Comprehensive and Co-ordinated Programmes**

The main problem in establishing a comprehensive and co-ordinated programme of vocational rehabilitation is the satisfactory linking up of the different elements of the complete process. Without such linking up it may not be possible effectively to prepare and place in the most suitable employment each individual person, for although each independent facility may be in itself satisfactory, the whole process will not be a sustained programme co-ordinating the individual facilities and it may even be that different objectives are pursued at various stages in the same individual case. Co-ordination is necessary to avoid overlapping, to ensure that no gaps are left in what should be comprehensive facilities and to keep the individual job aim in
mind throughout the whole process. With proper co-ordination vocational guidance can be realistic and deal not only with the individual but with his prospects in the employment market; vocational training can take into account needs and trends of the employment market; and special placement can ensure the most satisfactory use of potentialities and abilities as developed by vocational guidance and any vocational training received.

A further problem is that of fixing and developing a secure base for each of the necessary facilities in the whole process while at the same time developing the co-ordination between these facilities. In this respect, as already pointed out, international standards have been adopted by the International Labour Conference in recent years on the vocational guidance, vocational training and placement services for the disabled within more comprehensive regulations framed for the general provision of vocational guidance, vocational training and placement facilities. Apart from suggesting details of principle and methods to be applied in practice, these standards emphasise the view of the Conference that vocational facilities for disabled persons should be organised and developed as part of the general vocational facilities and not as separate entities. This view, which springs from the change in attitude regarding disability and the working capabilities of disabled persons, has led to the growing tendency to treat the disabled as individuals in need of vocational facilities which can be provided for them by the general vocational services, using the same principles and methods, if need be with technical modifications, as are used for the able-bodied. Such organisation of a comprehensive programme on a co-ordinated basis within the framework of the general services for vocational guidance, training and placement ensures that the disabled have facilities equal to those available for the able-bodied and also that they benefit from any development of technique and method in the general services.

This co-ordination has been developed in some countries. In France legislation ensures co-ordination between the various establishments and authorities concerned with the interests of disabled persons. An Interministerial Committee set up in 1948 is responsible for co-ordinating and developing rehabilitation facilities. In the United States the legislative basis for collaboration between the various agencies providing employment services and those responsible for rehabilitation is established under the Wagner-Peyser Act of 1933, which requires the State Employment Office to include in its plan of operation a statement concerning its relationships with the State Rehabilitation Agency (including the Agency for the Blind). This requirement is also included in agreements between the United States Employment Service, the Office of Vocational Rehabilitation, the Federal Security Agency and their respective affiliated services and agencies. State agreements follow the principles laid down in the Federal Agreement. The effect of legislation, regulations and co-operative agreements at local levels is to ensure the referral of cases, the exchange of information and the demarcation of
functions between the agencies concerned. These functions are defined more specifically in amendments made in 1950 to the above-mentioned Act. The collaboration of rehabilitation and employment services in the case of veterans is called for under Public Law No. 16 of 1943. The Employment Service has no direct responsibilities for collaboration with medical services; however, the State rehabilitation agencies co-operate closely with the medical profession generally and with various other medical agencies, both public and voluntary. The regulations in force require each rehabilitation agency to employ one or more medical administrative consultants, who are primarily responsible for maintaining the desired co-operation with medical and welfare agencies. In Canada the recently established National Advisory Committee for Rehabilitation of the Disabled is in process of producing a national programme for the rehabilitation of the disabled.

An extension of the problem of co-ordinating a comprehensive programme arises in the case of disabled persons who wish to take up work on their own account after rehabilitation. It has already been made clear that the object of vocational rehabilitation is to effect the settlement of disabled persons in occupations suitable for them. Independent work may in some cases be the most suitable from the point of view of aptitudes and interest, specific disability, previous experience, existence of the opportunity to set up independently, geographical location and consequent restriction of prospects of securing paid employment and of the prospects of permanent resettlement. Disabled persons living in areas with a rural economy, where the possibilities of independent work in agriculture or in rural crafts present better prospects of settlement, are examples in point. In times of unemployment establishment as independent craftsmen may be the best method of dealing with the problem of resettlement of the disabled.

Several countries recognise the need for administrative provision of this kind and provide facilities accordingly. In Belgium facilities are provided for the disabled to be trained and established as independent craftsmen. In France similar facilities exist, especially in completely sedentary occupations, e.g., watch-repairing, which can be carried on at home. In Finland preparation for rural occupations figures prominently in the rehabilitation programme. In Sweden, the United Kingdom and the United States vocational rehabilitation facilities provide opportunities in suitable cases for independent establishment in a variety of rural and urban occupations and crafts.

The views of Governments are sought in regard to inclusion in the proposed Recommendation of stipulations concerning the organisation and development of vocational rehabilitation facilities on the basis of a comprehensive and co-ordinated programme, within the general administrative framework of national vocational guidance, training and placement services and coincidental with the progressive development of the general facilities in this respect. They are also asked to indicate any
special measures considered necessary for disabled persons not likely to be covered by the general administrative framework indicated above (questions 11, 12 and 13).

**Allocation of Public Responsibility**

To achieve a well co-ordinated programme of vocational rehabilitation on the lines already indicated it is necessary to work out a clear policy in regard to the allocation of public responsibility. National practice in this respect varies considerably between a unified system under the general over-all control of one responsible authority and a number of different systems in which each authority is responsible for its own particular vocational activity or activities. The existence of comparable but separate programmes existing side by side for special groups, e.g., disabled ex-servicemen and industrial accident cases, with different and possibly less comprehensive services for other disabled persons, further complicates the problem of responsibility.

A unified system of allocation of public responsibility operates in the United Kingdom, where the Ministry of Labour and National Service is the principal authority entrusted with the vocational guidance, training and placing in employment of disabled persons. In Finland responsibility for vocational rehabilitation is under the general control of the Vocational Bureau of the Ministry of Social Affairs, assisted by two private organisations, the Finnish League of Civilian and Conscript Invalids and the Disabled Ex-Servicemen’s Association, which are entrusted with the placing of disabled after training. In Luxembourg the Grand Ducal Order of 26 February 1945 provides for the setting up of an office for the vocational rehabilitation of victims of industrial accidents and war-disabled persons. In Sweden the State Employment Board is the central authority for the rehabilitation of disabled persons and works in co-ordination with the National Pensions Board and the Industrial Insurance Office.

A system of divided responsibility on the basis of eligibility by special groups, e.g., disabled ex-servicemen or industrial injury cases, exists in several countries.

In Belgium the vocational rehabilitation of disabled soldiers is the responsibility of the National Office for Disabled Soldiers and also of the National Veterans Department. A vocational rehabilitation service for insured persons is attached to the National Sickness and Invalidity Insurance Fund. The Ministry of Labour is responsible for the rehabilitation of other disabled persons. In Canada, in addition to the rehabilitation services available for disabled ex-servicemen and the special placement facilities provided by the National Employment Service, rehabilitation and retraining facilities for workers injured in industrial accidents are provided under the Provincial Workmen’s Compensation Acts. In France vocational rehabilitation facilities
are provided for disabled ex-servicemen by the National Office for Ex-Servicemen and War Veterans, for industrial accident cases by the social security bodies and for other disabled persons by the Manpower Service of the Ministry of Labour and Social Security. In Italy separate facilities are provided for disabled ex-servicemen and industrial injury cases. In New Zealand vocational rehabilitation facilities for disabled ex-servicemen are provided by the Disabled Servicemen’s Re-establishment League in co-operation with and on behalf of the Rehabilitation Board, and for other disabled persons by the National Employment Service.

More varied systems exist in other countries. In Australia vocational guidance and special placement services are the responsibility of the National Employment Service. Vocational training of disabled civilians is, however, the administrative responsibility of the Department of Social Services which arranges for the training to be provided by the Industrial Training Division of the Department of Technical Education. Subsequent assistance in placing of trained disabled persons is given by the Employment Service. In Austria war disabled persons are provided with vocational training facilities by the provincial disabled persons offices and with vocational guidance and placement facilities by the labour offices. Other physically handicapped persons who are not covered by the War Victims’ Maintenance Act, 1949, are the responsibility of the labour offices. In the United States public responsibility for vocational rehabilitation is shared by the Veterans Administration and the Office of Vocational Rehabilitation for disabled ex-servicemen and civilians respectively. The Employment Service also provides a separate service of vocational guidance and special placement. In the Netherlands vocational rehabilitation facilities are provided by the social security institutions for persons covered by the social insurance Acts. Other disabled persons are dealt with by the State Employment Service and by the Netherlands Society for Promoting Work for Semi-Invalid Workers.

Governments are asked whether in their view the Recommendation should provide that administrative responsibility for the general organisation and development of vocational rehabilitation facilities should be entrusted to one authority or jointly to the authorities responsible for the different activities included in the programme and whether, in the latter case, they consider that one of the authorities should be entrusted with primary responsibility for co-ordination (question 14).

Co-operation between Public and Private Bodies

Some indication has already been given of the activities of private institutions and organisations in the provision of vocational rehabilitation facilities. This is a field in which there has been and continues to be great scope for the efforts of private organisations. It is true to say that the general development of vocational rehabilitation facilities has been due in part to the example set
by private organisations in establishing centres and institutions for training and employment of disabled persons which have constituted the foundation on which national programmes have been built. Even today, in those countries with limited or rudimentary facilities for vocational rehabilitation, private organisations are providing limited services on which it is hoped to build and expand in the future.

General recognition is given to the pioneering activities of private organisations in this field and many countries which have developed or are developing co-ordinated programmes are making use of the special facilities provided by these organisations.

In Finland two private organisations, the Finnish League of Civilian and Conscript Invalids and the Disabled Ex-Servicemen’s Association, are intimately connected with the whole national scheme for vocational rehabilitation. In France private vocational training or rehabilitation establishments, approved by the Ministry of Labour and Social Security, are incorporated in the regular programme of vocational rehabilitation facilities. In the Netherlands an old-established society, the Netherlands Society for Promoting Work for Semi-Invalid Workers, plays an important part in the whole vocational rehabilitation programme for non-insured disabled persons. In the United Kingdom private organisations providing special facilities for training and employment under special conditions are recognised as an integral part of the whole process. In the United States private organisations play an important part in vocational guidance, training and employment of disabled persons. In Switzerland the private organisation “Pro Infirmis” assumes responsibility for co-ordinating the various private vocational rehabilitation activities.

Private organisations have been particularly prominent in the provision of training and employment facilities and in the organisation of placement services for severely disabled groups, such as the blind, the deaf, the tuberculous, the epileptic, and paralysis cases. In many countries, e.g., Australia, Belgium, Canada, Denmark, Finland, France, the Federal Republic of Germany, Italy, the Netherlands, New Zealand, Norway, Sweden, Switzerland, the Union of South Africa, the United Kingdom and the United States, the vocational rehabilitation of the blind is normally undertaken by the interested private bodies on behalf of or in place of the authorities responsible for vocational rehabilitation.

In connection with the position of private organisations within a co-ordinated programme, Governments are asked for their views on the desirability of taking measures to achieve effective co-operation between the public and private bodies engaged in vocational rehabilitation activities (question 15).

Advisory Bodies

It has already been noted that the organisational basis of vocational rehabilitation depends upon the co-ordination of the activities of public
authorities acting in co-operation with private organisations. It is also
generally agreed that programmes for vocational rehabilitation should be
carried out at all stages in the closest co-operation with employers' and
workers' organisations, for it is upon the goodwill of these organisations and
their individual membership that the ultimate success of any facilities for the
restoration of the disabled to the working community depends. There is
thus a clear need for the establishment of advisory committees able to give
assistance and advice from many points of view on the best planning and
functioning of vocational rehabilitation facilities. Such committees have
been set up at the national or local level in a number of countries, e.g., Austria,
Belgium, Canada, France, New Zealand, the United Kingdom and the United
States.

Advisory committees which have been established for this purpose
generally include representatives of employers' and workers' organisations
and of public and private bodies concerned. Public bodies include the
authorities responsible for vocational guidance, vocational training, the
employment service, the health service and social security. The private
bodies represented on the committees vary from country to country, but
include organisations actively concerned with the provision of vocational
rehabilitation facilities, organisations dealing with or interested in the welfare
of disabled persons (in France, the United Kingdom and the United States)
and organisations of professional workers in the field of rehabilitation (in the
United States).

Experience reveals the need to establish advisory committees at two
levels—the national and the local. At the national level an advisory com­
mittee can help in the drawing up of national policy and give advice on major
problems of rehabilitation, as in Canada and the United Kingdom. At the
local level advisory committees can assist in the actual carrying out of the
programme in their own areas and its adjustment to local needs and resources,
as in France and the United States.

Governments are asked to give their views on the inclusion in the proposed
Recommendation of provisions concerning the development of vocational
rehabilitation facilities with the assistance of representative advisory com­
mittees, as to the membership of such committees and as to the scope of their
advisory functions (question 16).
CHAPTER IV

METHODS OF PROMOTING ACCESS TO VOCATIONAL REHABILITATION FACILITIES

One of the problems with which the responsible authorities are faced in organising the provision of vocational rehabilitation facilities is that of ensuring the most effective and economic utilisation of these facilities. The corollary of this problem is that of making certain that all eligible disabled persons in need of such facilities shall have the opportunity of benefiting from them. Having established the available facilities, therefore, the appropriate authorities must concern themselves with seeing that the most effective and suitable arrangements in the national circumstances are made for encouraging eligible disabled persons to make full use of them.

The most usual form of encouragement is the giving of financial aid during a period of vocational training or retraining. The training is usually provided free and is often accompanied by board and lodging. In practice, methods of providing this financial aid vary from country to country and even within those countries which have special vocational rehabilitation programmes for different groups of disabled persons. These methods generally consist, on the one hand, of continuing financial support by those authorities or institutions which are primarily responsible for compensation or benefit for unemployment, sickness or invalidity and, on the other hand, of allowances paid by the authorities responsible for the actual vocational rehabilitation facilities. Other methods are the initial subsidising of employment or subsidising of the training facilities provided directly by an employer, financial loans and the grant of tools and equipment. In some countries transfer grants are available for disabled persons who have to move to a new area to find suitable employment.

In Australia, if the disabled person's financial position is such that he could qualify for an invalidity pension, his sickness or unemployment benefit is suspended and he is granted a rehabilitation allowance equivalent to the invalidity pension plus an additional training allowance of £1 per week. In the case of a disabled person with an invalidity pension, this pension is suspended and a rehabilitation allowance equal to the pension plus an additional training allowance of £1 per week is made.

In Belgium the special vocational rehabilitation fund established within the sickness and invalidity insurance scheme is responsible for the cost of apprenticeship including supplies, travelling expenses, board, etc. A loan
department has been established to lend money without interest to rehabilitated persons to enable them to set up on their own account. Maintenance allowances are paid during the vocational rehabilitation period at the rate of 60 per cent. (during the first six months) and 50 per cent. (for the remaining period) of the minimum wage for the corresponding occupational group.

In Canada in certain circumstances unemployment insurance benefits are payable to unemployed persons, whether disabled or not, during the period of training.

In Finland by virtue of the national insurance law the National Insurance Fund contributes to the cost of vocational training courses.

In France a disabled person suffering from an employment injury who is being retrained, continues to receive the daily allowance to which he was entitled during his period of incapacity for work following the accident. If this allowance is less than the minimum wage of an unskilled worker in the occupation in which he is being retrained he receives a supplement bringing the allowance up to this minimum wage. These benefits are in addition to the free rehabilitation, the costs of which are borne by the Social Insurance Fund. This Fund also pays, in appropriate cases, for travelling expenses to and from the training establishment, insurance contributions against employment accident risk during the training period, and the costs of essential prosthetic appliances.

In the Federal Republic of Germany the seriously disabled receive State financial assistance for the first eight weeks after placement in new work. This period may be extended if their output has not in that time reached the required standard.

In Italy the Insurance Institute provides complete maintenance of the disabled person for the entire duration of the vocational rehabilitation course. Those who successfully complete a course receive, as a loan for life, the equipment which will allow them to carry out the occupation for which they have been trained. The National Social Welfare Institute provides the cost of organising retraining and rehabilitation courses for tuberculous patients and the books, premises and equipment necessary for the various occupations concerned.

In Japan industrial injury cases who have not yet returned to employment continue to receive total benefits. If when they have returned to work the new wage is less than the wage earned before the injury, the difference is paid in the form of a pension.

In the Netherlands the insurance institutions provide for or contribute to the costs of vocational training. This is possible, however, only in cases in which the insurance institution, on request by the individual concerned, sees to it that he receives vocational training. When the benefit paid to the disabled person is insufficient to cover cost of his maintenance during his training period the insurance institution is authorised to pay him benefits not exceeding 6.50 florins a day during the training period.
In New Zealand the Department of Labour and Employment grants subsidies during the training period to local bodies of private employers who provide training for disabled persons.

In Sweden the disabled person who receives his training through the Royal Labour Board is granted, according to his needs, the cost of daily travelling to and from the training establishment, contributions towards the cost of his training course, contributions towards equipment and material required, medical care, maintenance and family allowances during the training period. To facilitate the transition from training to employment, so-called starting allowances can be paid. In certain circumstances, to facilitate the transfer of disabled persons from places with limited possibilities of employment to areas with a manpower shortage, arrangements can be made for a trial employment outside the home district. Such arrangements include the grant of starting allowances, travelling allowances to the place of training or employment, family maintenance allowance, contributions towards the work clothes and certain medical attention.

In the United Kingdom disabled persons undergoing vocational training or industrial rehabilitation are paid the same rate of training allowance as able-bodied trainees, including increases for a dependent adult and dependent children. Daily travelling expenses are also paid where necessary. A trainee who has to live away from home during training receives either free accommodation or a lodging allowance and, if he has a family to support in his home area, an additional weekly separation allowance. Tools and equipment are provided where warranted on the successful conclusion of training and in many cases initial employment is assisted by means of subsidies to the employer. Transfer grants are also available for disabled persons who have to leave their home areas to seek work elsewhere.

In the United States disabled veterans undergoing vocational training receive an allowance in addition to their pension, and tuition books, supplies and other incidentals are provided free of charge. Civilian disabled who need financial help and who will be employable after training may receive a maintenance allowance to cover essential living expenses, transport, training materials and supplies. The necessary authorisation for the granting of such allowances is given by the State Rehabilitation Agency and the amount is fixed according to the need of each individual case. Tools, licences and equipment may be supplied in order to assist placing in suitable employment.

The question of encouragement of recourse by disabled persons to vocational facilities has already been considered by the International Labour Conference on two previous occasions, and certain international standards have been adopted. The Medical Examination Young Persons Recommendation, 1946 (No. 79) suggests (Paragraph 9) the adoption of measures for ensuring that “children and young persons found by medical examination to have physical handicaps or limitations or to be generally unfit for employment” should “have the advantage of financial aid, if necessary, during the
period of medical treatment, schooling or vocational training". The Recom-
mendation concerning the vocational training of adults including disabled
persons, 1950 (No. 88) provides (Paragraph 27) that "measures should be
taken to ensure that disabled adults have access to adequate and appropriate
training facilities".

Bearing in mind these existing standards and the variety of national
means of encouraging recourse to vocational rehabilitation facilities, Govern-
ments are asked for their views in regard to provision being made in the
Recommendation for measures to encourage disabled persons to make full use
of available vocational rehabilitation facilities, for the granting by the appro-
priate authorities of adequate financial assistance to disabled persons, in
regard to the form which such assistance should take and the period over
which it should be continued, and whether they consider that special measures
are necessary for disabled persons living in areas which have limited prospects
of future employment (questions 17, 18, 19 and 20).
CHAPTER V

CO-OPERATION BETWEEN THE AUTHORITIES RESPONSIBLE FOR MEDICAL TREATMENT AND THOSE RESPONSIBLE FOR VOCATIONAL REHABILITATION

The success of vocational rehabilitation depends to a great extent on the successful medical treatment of the individual disabled person before vocational rehabilitation begins, on effective medical advice at the start of the vocational rehabilitation process and on continuing medical consultation and advice throughout the whole vocational rehabilitation programme up to the final goal of satisfactory placement. In some instances certain stages in the whole vocational rehabilitation process, e.g., vocational guidance, pre-vocational and vocational training, can be begun during the period of medical rehabilitation. In other instances disabled persons undergoing vocational rehabilitation can at the same time be under medical supervision and, if necessary, receive modified forms of medical treatment. Consequently there is a need for the closest co-ordination and co-operation between the medical and vocational rehabilitation authorities both to ensure that medical treatment is directed towards the eventual vocational rehabilitation of the individual concerned and to ensure that the actual and proposed vocational activities are carried out within the physical limits established by the medical authorities. This general principle of medical-vocational co-operation has already been established by the International Labour Conference. The Employment (Transition from War to Peace) Recommendation, 1944 (No. 71) provides that "there should be the closest collaboration between medical services for the disabled and vocational rehabilitation and placement services". The Recommendation concerning the vocational training of adults including disabled persons, 1950 (No. 88) provides that—

29. (1) Where necessary training of disabled persons should be preceded by suitable medical rehabilitation.

(2) Such rehabilitation should be designed to facilitate the subsequent training of the disabled persons concerned, and to include, as appropriate, the supply of suitable prosthetic appliances, psychological treatment and physical and occupational therapy.

(3) In appropriate cases training of disabled persons should be commenced during medical rehabilitation.

30. As appropriate, medical supervision of disabled persons should be provided during training.
Furthermore, in dealing specifically with services for employment injury cases, the Convention concerning Minimum Standards of Social Security, 1952 (No. 102) provides that "the institutions or Government departments administering the medical care shall co-operate, wherever appropriate, with the general vocational rehabilitation services, with a view to the re-establishment of handicapped persons in suitable work". There is still a need, however, for the principle of medical-vocational co-operation to be shown to be applicable at any stage during the whole rehabilitation process and not only to the placement and training aspects of it or to employment injury cases only.

In organising medical assistance for the disabled special measures have been taken in many countries to ensure the greatest possible adaptation to working conditions and to facilitate the eventual return of the disabled persons to suitable employment. Such measures have included in some countries, e.g., Canada, the United Kingdom and the United States, special arrangements for the co-ordination of supply, fitting and training in the use of prosthetic appliances. Other countries, e.g., Belgium, France, the Netherlands, and Switzerland, have special institutions for the training of amputees in the use of their prosthetic appliances. Special measures have also been taken to provide psychiatric and psychological treatment for persons suffering from mental illness who need to be helped to adapt themselves to present circumstances and to normal working conditions. In all these activities physical and occupational therapy play an important part, the former for the development and maintenance of physical fitness and the latter for improving morale, developing physical capacities in conjunction with physical therapy and in some cases indicating working capacity and working ability. In some countries facilities have been developed for testing the working capacity of disabled persons. The testing is carried out in hospitals, clinics, or special rehabilitation or reconditioning centres by medical assessment and the results are used by the vocational rehabilitation authorities in advising on the most suitable future employment in individual cases.

A new development in medical-vocational co-operation has been the attempt to assess accurately under industrial conditions, with medical supervision, the working capacity and level of employability of disabled persons. This has been done in several countries in specially established rehabilitation centres or work clinics whose purpose is to give persons who have got out of touch with working conditions through absences due to sickness or injury and who may be uncertain of their future employment prospects an opportunity to adapt themselves again to the routine of work and to regain their confidence in their ability to tackle work of which they are physically and mentally capable. At the same time, by a continuation of medical, psychological and vocational assessments, an attempt is made to evaluate the working capacity of each individual and to advise on choice of future employment.

Such special centres or clinics have been established in several countries by public and private authorities. In some countries, e.g., Sweden and the
United Kingdom, these centres deal with assessments of working capacity of disabled persons in whose cases diagnosis in respect of future occupation is difficult, and leave the question of vocational training and special placement to other vocational services. In other countries, e.g., Australia, Canada, Belgium, France and the United States, these centres not only assess working capacity but provide vocational training and in some cases placement services also.

A further important need is to identify those disabled persons who are in need of vocational rehabilitation and to assist them to obtain suitable and necessary vocational rehabilitation facilities. It is desirable that this identification should take place as early as possible in the medical treatment stage not only so that plans may be made for the future of the individual disabled person and his confidence strengthened at a time when he is liable to feel anxiety about his future, but also so that the medical and vocational arrangements made thereafter shall be directed towards this subsequent employment aim. In some countries rehabilitation officers or welfare officers make early contacts with hospital patients and with doctors and medical social workers to discuss the future employment prospects of the individual patients. This is the case, for example, in Canada, New Zealand, Sweden and the United Kingdom where the special placement officer (in Sweden and the United Kingdom, the disablement rehabilitation officer) makes regular visits to local hospitals, sanatoria and other medical institutions and interviews patients who need advice on their resettlement problems.

In Japan, by the terms of the Act concerning the Welfare of Disabled Persons which came into force on 1 April 1950, disabled persons' welfare officers are required, in co-operation with medical centres or employment offices, to visit disabled persons in their homes or in hospital. In the United Kingdom Medical Interviewing Committees have been set up at many of the principal hospitals to provide a detailed medical assessment for the guidance of the disablement rehabilitation officer in exceptionally difficult cases. In the United States the Federal-State programme of vocational rehabilitation includes not only a thorough general medical examination but also any specialist and laboratory examinations required to show the extent of an applicant's disability, his working capacity and his general health.

In a few countries, e.g., the United Kingdom and the United States, special vocational counsellors are permanently located in the larger hospitals and sanatoria to give vocational guidance to newly arrived patients and to arrange for any necessary future vocational rehabilitation facilities.

It is generally recognised that vocational rehabilitation should not be started until the medical authorities have certified that the individual disabled person is physically capable of returning to employment with or without any necessary vocational training. In all countries providing complete or partial vocational rehabilitation facilities for disabled persons it is usual to require a medical report or medical evidence of disability and its effects on the
working capacity of the subject and the working conditions suitable for him, before action is taken either to effect selective placement or to arrange for vocational training or retraining. In many instances, particularly in the case of those disabled persons requiring long-term vocational rehabilitation, including vocational training either under ordinary or under special training conditions, medical supervision is an essential part of the whole process. In several countries, e.g., Australia, Belgium, Canada, France, the Netherlands, New Zealand, Sweden, the United Kingdom and the United States, the authorities providing vocational rehabilitation facilities have medical services attached or immediately available to give direct advice and assistance on problems of suitable employment, training courses, etc.

It has been mentioned how in some instances preparations are made to give vocational guidance to disabled persons during the medical treatment stage. For those patients whose medical treatment and convalescence are prolonged, it is possible, subject to medical advice, to continue this process by beginning training or retraining or refitting for future employment. In many cases this vocational preparation is an extension of occupational therapy and is one step further forward by the individual disabled person in his return to the working community. The advantage of vocational preparation during the medical rehabilitation stage lies not only in the saving of time but in the psychological effect on the morale of the patients. This vocational preparation can be controlled by the medical staff, graduating from a few hours a week up to almost a full working week, and can be given by class study, by correspondence or in special workshops attached to hospitals or sanatoria. This technique has been particularly developed in the case of tuberculosis patients.

Governments are asked whether they consider that the Recommendation should advocate close co-operation between the authorities responsible for medical treatment and those responsible for vocational rehabilitation of disabled persons and for their views on the purposes towards which such co-operation should be directed; they are also consulted on the advisability of providing for vocational rehabilitation to begin, subject to medical advice, during medical treatment (questions 21 and 22).
CHAPTER VI

METHODS OF WIDENING EMPLOYMENT OPPORTUNITIES FOR DISABLED PERSONS

The employment of disabled persons can be facilitated in many different ways. The problem is primarily one of ensuring that they have equality of employment opportunities with able-bodied persons, and measures aimed at careful vocational guidance and placement in suitable jobs contribute to the solution of this problem. In some countries it is not considered that any additional arrangements are needed. In others further special measures are regarded as necessary in order to ensure that disabled persons have every chance of obtaining suitable employment.

Where special arrangements are considered advisable and practicable they may take a variety of forms, varying from comprehensive Government regulation of the employment of disabled persons to the simple encouragement of employers to hire disabled persons as they would other workers, on the basis of their capacity to do the work in question. The measures taken may include, for example, an obligation on employers to employ a fixed quota of disabled workers, the reservation for disabled workers of certain types of jobs in specified industries or activities, the grant of special preference to disabled persons in regard to certain kinds of jobs, special instructions to the employment offices on the placement of disabled persons, and systematic propaganda among employers and trade unions. In some cases special arrangements are made to grant a preference in employment to disabled ex-servicemen, even where no arrangements are made for all disabled persons. Finally, it sometimes happens that the system of workmen’s compensation constitutes a barrier to the employment of disabled persons and special action is needed to break down this barrier.

As can readily be seen, most of these measures are aimed at overcoming existing obstacles to the employment of disabled persons. The choice of the measures to be taken is therefore dependent upon the difficulties which the disabled encounter in competing for employment with able-bodied workers. Since these difficulties vary from one country to another, the measures taken to remove or mitigate them also tend to vary considerably.
The most satisfactory way, from all points of view, of widening employment opportunities for disabled persons is by means of the selective placement system. The success of this method is dependent upon the voluntary co-operation of employers and trade unions and on the efficiency of the techniques used by the vocational rehabilitation authorities and particularly the employment service. The appropriate authorities can assist in promoting such voluntary co-operation by undertaking research, by publicity and information aimed at widening understanding of the working abilities of disabled persons and by expounding the national policy for their rehabilitation. In addition efforts can be made to overcome such employment obstacles as increased liability for workmen's compensation. A number of countries, notably the United States, have undertaken research into work performance, etc., of disabled persons, and publicity programmes along the above lines.

In Australia many employers are induced to employ disabled persons as a result of wide publicity as well as by other means.

The Belgian Ministry of Labour, in order to arrive at an understanding between workers' and employers' organisations as regards the retraining of disabled persons, intends to give wide publicity to information relating to the problem, and in particular to draw attention to the conclusions arrived at from statistics compiled in other countries as regards output, industrial accident risks, etc., of disabled persons.

In France the prevailing tendency is to emphasise the principle of employing disabled persons as far as possible in normal occupations in company with able-bodied persons. At present it is evident that the reluctance of some employers to re-engage disabled persons is based on the fear of insufficient output, a high rate of absenteeism and increased frequency of industrial accidents. The social security bodies are endeavouring to overcome these fears.

In Sweden intensive propaganda to encourage employers to employ disabled persons is carried out both centrally by the State Employment Board and locally by county employment offices. The Riksdag has placed an annual grant at the disposal of the Board for the purpose of propaganda on the employment of disabled persons.

In the Union of South Africa measures are being taken to ensure equality of employment opportunity for disabled workers on the basis of their working capacity. Employers are persuaded to employ disabled persons by publicity and personal canvassing. Provision exists in the Workmen's Compensation Act for decreased liability in the case of disabled workers, but it has not been found necessary to invoke this.

In the United Kingdom extensive publicity is employed to bring the provisions of the Disabled Persons Employment Act, 1944, to the notice of employers and to encourage generally the employment of disabled persons. The disablement rehabilitation officers of the Ministry of Labour and National
Service persuade local employers to engage a reasonable proportion of disabled workers. There does not appear to be any discrimination against disabled workers.

In the United States, in order to encourage the acceptance of disabled persons as useful and productive workers in suitable jobs, extensive publicity and educational campaigns are conducted by the employment service, the rehabilitation agencies and various special committees. The methods employed include the press, radio, various publications, and activities sponsored by civic organisations, all of which emphasise the working ability of the disabled. A special feature of this publicity has been the institution of the annual National Employ the Physically Handicapped Week. This is held during the first week in October of each year and was established by Congress in order to focus public attention on the employment problems of disabled persons and to stimulate public action in the solution of these problems on a national, State and community basis. The Association of Casualty and Surety Companies has been prompted to state in a leaflet designed to assist in publicity for the employment of the disabled, that there is no provision in workmen's compensation insurance policies that penalises an employer for employing disabled workers.

The valid test of the effectiveness of the selective placement system and of the work qualities and abilities of disabled persons is their work performance. The most effective method so far devised for the purpose is to compare the disabled with able-bodied workers under such headings as efficiency, output, accident rate, absenteeism and stability. Various factual surveys of this kind have been made, particularly in the United States, and the general results have shown that the work performance of disabled workers and their proneness to accidents or sickness are no different from those of able-bodied workers. The value of such surveys, which has not been overlooked in subsequent publicity, is to demonstrate the effectiveness of the selective placement system, both when used by the employment service and when used by undertakings themselves in their own personnel programmes, and to emphasise that there is no fundamental difference in general matters of employment and employment risks between the able-bodied and the disabled.

Governments are asked whether they consider that the Recommendation should advocate that measures should be taken, in close co-operation with employers' and workers' organisations, to promote full employment opportunities for disabled persons on the basis of their working capacity and work performance, and for their views in regard to the nature of such measures (questions 23 and 24).

Compulsory Measures

In addition to the voluntary system of inducing employers to engage disabled persons on the basis of their working abilities, several countries make use of compulsory measures to ensure their employment. The general
principle is that of providing some employment opportunities for disabled persons, although in practice the methods adopted vary from country to country between the compulsion on individual employers to employ a quota or percentage of disabled persons, the reservation of certain types of occupation for disabled persons, and the granting of priority in selection for employment to certain special groups, usually disabled ex-servicemen.

A provision in the Re-establishment and Employment Act, 1945, of Australia, lays down that employers may be obliged to employ a specified number or specified proportion of disabled persons. In view of the fact that the Commonwealth Employment Service has been able to deal with this problem by selective placement it has not been necessary to make use of this legislative provision. Preference is given to the employment of disabled workers in particularly suitable occupations, especially in Government or quasi-Government establishments.

In Austria the Disabled Persons Employment Act, 1946, and its subsequent amendments impose an obligation on all employers to employ disabled persons. Federal, provincial and local authorities are obliged to reserve 5 per cent. of available posts, including those of officials, for disabled persons. All other employers are obliged to employ disabled persons on the basis of at least one for the first 15 employees and one for every 20 employees thereafter. Disabled persons eligible to count towards this quota are those who have lost at least 50 per cent. of their working capacity. Those who have lost 30 per cent. of their working capacity can count half a unit towards the quota. The Federal Minister of Social Affairs is empowered to direct that certain vacancies which are especially suitable for disabled persons should be reserved for them.

In Belgium, as a result of current practice, certain occupations—lift attendant, lottery-ticket distributor and chair-caner—have become reserved for disabled persons. It is not considered opportune to regularise this practice by putting it on a legal basis as this might give the impression that these were almost the only occupations suitable for disabled persons.

In Bolivia persons disabled as a result of the Chaco campaign and in receipt of life pensions are given preference for employment on works undertaken by the State.

In France industrial and commercial undertakings which regularly employ more than ten persons over 18 years of age are obliged to employ disabled ex-servicemen and persons disabled as a result of industrial accidents to the extent of 10 per cent. of their total staff. In addition lists of suitable vacancies in public administrative departments and nationalised industries are given in special notices.

In the German Democratic Republic undertakings are required to recruit up to 10 per cent. of their staff from among disabled persons.

In the Federal Republic of Germany at least 2 per cent. of the staff of all undertakings employing 20 or more persons must be disabled. Moreover, all employers are bound to give preference to disabled workers.
In Greece disabled soldiers are given preference for employment over all other persons.

In Italy there is an obligation for all employers, including central and local Government authorities, to employ quotas of ex-soldiers and civilians disabled as a result of the war who have suffered a permanent reduction of working capacity of at least 40 per cent. and have been registered with the National Institution for War-Disabled Persons. In the case of Government posts for administrative employees and accountants, war-disabled persons who show that they possess the requisite qualifications have priority up to the proportion of one in every ten posts for ex-soldiers and one in every 20 posts for civilians; there is a minimum quota of two posts in each case. Posts of junior clerks and subordinate employees are to be filled without competition in the proportion of 10 and 30 per cent. respectively for disabled ex-soldiers and 5 and 15 per cent. respectively for disabled civilians. Government departments must employ war-disabled ex-soldiers and civilians as manual workers to the extent of 6 and 3 per cent. respectively of the total number of male and female workers in their employment. For employment in the State railways and in public transport services under concession to private undertakings (railways, tramways, trolleybuses, mountain railways, inland navigation), compulsory engagement of war-disabled persons is restricted to certain posts and provision is made for different percentages (6 per cent. to 30 per cent. for disabled ex-soldiers, 3 per cent. to 15 per cent. for disabled civilians): the higher percentages relate to sedentary employments and the lower to those requiring physical effort. Every private employer with more than ten employees is required to employ war-disabled soldiers and civilians to the extent of 6 per cent. and 2½ per cent., respectively, of his total staff. Employers whose staff consists mainly of women are required to employ war-disabled ex-soldiers only to the extent of 3 per cent. of their male personnel, war-disabled male civilians to the extent of 2 per cent. of their male personnel, and war-disabled female civilians to the extent of 3 per cent. of their female personnel. In addition, by a Legislative Decree of 1948, every tuberculosis sanatorium having more than 200 beds is obliged to give employment to cured patients to the extent of 10 per cent. of the total number of their staff.

In Japan proposals were made at a vice-ministerial conference in 1952 to promote the employment of disabled persons by advocating their employment wherever possible in Government offices and other State-run institutions. In addition it was agreed that the Ministry of Labour, in consultation with the employing departments, organisations and institutions, would decide the number of disabled persons to be employed in each Government office, national and local corporation, etc.

In Luxembourg all posts which are subject to supervision by the Labour and Mines Inspection Service and which can be filled by persons disabled in the course of their work or as a result of the war must be reserved for such disabled persons, on the recommendation of the Chief Engineer of the Labour
and Mines Inspection Service. All disabled persons who wish to be considered for such posts are required to register with the National Labour Office.

In the Netherlands, by the provisions of the Act concerning the placing in employment of disabled persons which came into force on 1 January 1948, each employer having a staff of more than 20 persons is obliged to employ a quota of disabled persons equal to at least 2 per cent. of his total staff.

In the United Kingdom the Disabled Persons Employment Act, 1944, places an obligation on every employer of 20 or more persons to employ a quota of registered disabled persons based on a standard or special percentage of his labour force. At present the obligatory quota is 3 per cent. The Act also enables the Minister of Labour and National Service, after consultation with employers' and workers' organisations, to designate by Order occupations which are considered specially suitable for disabled persons. So far, two occupations—passenger electric lift attendant and car-park attendant—have been so designated. The effect of designations is to reserve future openings in these two occupations for registered disabled persons—primarily those who are not particularly suited to occupations requiring specialised qualifications.

In the United States disabled ex-servicemen are given preference in employment by the Federal Government and by some State and local governments.

There are, however, certain countries which consider as unnecessary and undesirable compulsory methods of enforcing the employment of disabled persons. In some countries, e.g., New Zealand, Norway and Sweden, such compulsory measures are regarded as unnecessary at present. In other countries, e.g., Canada and the United States, the opposition to compulsory schemes is based primarily on the belief that such measures are directly contrary to the principles of selective placement and serve only to draw attention to the disabilities of disabled persons.

It is clear that this is, internationally, a controversial issue and one to be approached on the basis of national circumstances and policies. Governments are therefore asked whether they consider that the Recommendation should advocate the compulsory employment of disabled persons and for their views of the nature of the measures by which this might be ensured (question 25).
CHAPTER VII

SHELTERED EMPLOYMENT

In every country there are persons whose working capacity and abilities have been so altered and reduced owing to the nature or severity of their disability that, at least temporarily, they are unlikely or quite unable to find or retain normal competitive work. Nevertheless, most of them are capable of performing work adapted to their remaining abilities in conditions suited to their special requirements. Any comprehensive programme for the vocational rehabilitation of disabled persons should take account of and provide for the needs of this special group.

The arrangements generally made are in the form of sheltered employment, either in a special workshop or at home, under conditions in which disabled persons are protected from the competition of the able-bodied and are able to work in a way fitted to their individual capacities. In some cases these arrangements are made by public authorities and in others by private bodies with or without public subsidy or supervision. Sometimes such arrangements apply to special categories of disabled persons, e.g., the blind or the tuberculous, and sometimes to a wide range of disabled persons. In all cases, however, the development of sheltered employment projects is a matter of public concern. It is essential to ensure that sheltered employment projects, whether workshops or for homeworkers, concentrate on their main objective of providing employment for those who cannot work under competitive conditions, that the disabled persons concerned are protected from exploitation of all kinds, and that the production and marketing of goods made under sheltered conditions compare favourably with private industry.

Difficulties arise in deciding the criteria for acceptance for sheltered employment. In some countries these facilities, normally in sheltered workshops, are provided for persons who are demonstrably disabled and for whom, in view of the state of economic and industrial development of the individual country concerned, there are no possibilities of ordinary competitive employment. In other countries sheltered employment is provided for the groups who have traditionally received it, e.g., the blind, the deaf, the tuberculous, even though some of them could possibly be employed in ordinary employment. In yet other countries sheltered employment is organised not only to provide employment for the severely disabled but also to restore as far as possible the working capacity and abilities of each individual so as to help those capable of doing so to progress towards ordinary employment.
A further problem which arises in connection with the organisation of sheltered employment is the nature of the work to be done. In general such work is either obtained on a sub-contract basis from private industry or consists of the complete manufacture of goods which are the products of trades traditionally regarded as suitable for sheltered employment.

In very many countries, even those with no other vocational rehabilitation facilities, there are special sheltered workshops for blind persons carrying on such trades as basket, brush, broom, mat and mattress-making, weaving and cane and rush work. Generally these workshops are maintained by bodies interested in the welfare and employment of the blind and in some cases Government subsidies are received. The number of such workshops varies considerably from country to country; in some cases, e.g., Canada, New Zealand, Sweden, the Union of South Africa, the United Kingdom and the United States, the facilities provided are recognised by the authorities responsible for vocational rehabilitation facilities as an integral part of the national programme. In some countries there are similar sheltered workshops for the deaf and dumb.

In several countries, e.g., Australia, France, the Netherlands, Sweden, Switzerland, the United Kingdom and the United States, there are sheltered workshops for the tuberculous where the types of activity and the industrialisation and mechanisation of the workshop approach those of private competitive industry. Certain trades, e.g., carpentry, furniture and toymaking, leather work, printing, garment-making, the repair, assembly and making of watches, are generally favoured in these countries and are fast becoming acceptable as traditional trades for sheltered workshops for the tuberculous. A few countries, e.g., France, the Netherlands and the United Kingdom, have instituted colonies for the tuberculous where sheltered industries have been established to provide employment and a livelihood for the communities. These industries produce a variety of articles by up-to-date mechanised means for sale as far as possible in the open market at competitive prices. At Papworth, England, carpentry, cabinet-making, building, draughtsmanship, leatherwork, printing and bookbinding are undertaken. At Zonnestraal, in the Netherlands, the principal industries in the colony for the tuberculous are wooden furniture making for direct sale, and metal work, which is usually on sub-contract from manufacturing concerns which supply the materials and any special tools required. In Haute Savoie, France, watchmaking and allied work are carried out. In general in these sheltered workshops and industries for the tuberculous daily hours of work are graduated under medical control and wages are paid at standard hourly rates.

Other workshops have been set up on a more general basis in a number of countries to cater for the needs of groups of disabled persons with a variety of disabilities. Such centres exist, for example, in Belgium, where they receive subsidies from the Government, which is considering the establishment of further centres; in France and the Netherlands for workers who are so disabled that
they cannot take part in competitive work; and in Norway, where there are a few special production centres for the disabled.

In Sweden disabled persons who cannot be placed in or be retrained for general employment are employed in training workshops or work centres organised by private bodies and by county and local authorities, or in some semi-sheltered employment in special departments of industrial undertakings. It is the aim of the semi-sheltered workshops to enable as many persons as possible to return to ordinary employment in the same undertaking or elsewhere on the competitive employment market. The work centres and the semi-sheltered workshops are entitled to receive grants from the Royal Labour Board for the expenses associated with the operation of these special facilities. Wages are paid according to standard rates.

In the Union of South Africa sheltered employment is available in a number of factories and farms set up by the Government after the end of the Second World War. These facilities are available to disabled ex-servicemen or civilians who suffer from a clearly defined physical or mental disability, are unable as a result of the disability to undertake or retain ordinary employment, but are able to undertake worthwhile remunerative work under sheltered conditions where due regard is given to the disability and where work is under supervision. In practice, workers are accepted if they are capable of attaining 50 per cent. of the productivity of a normal worker. Workers are recruited for employment in these sheltered workshops following unanimous approval by the Placement Committee, which consists of the district surgeon, the employment officer of the Department of Social Welfare, and sometimes the manager of the particular factory. Workers employed under sheltered conditions are subject to medical examination every six months. If it is found that they are fit for employment in the open market they are given one month's notice of discharge. The normal hours of attendance are 44 per week, although reductions can be made on medical advice. Wages are paid on a scale laid down by the Government. The main products of these workshops are woodwork, book-repairing, metal work and the manufacture of clothing, heavy leather goods and mattresses.

In the United Kingdom powers are given to the Minister of Labour and National Service, under the Disabled Persons Employment Act, 1944, to provide special facilities for the employment of disabled persons who cannot undertake employment or work on their own account under ordinary competitive conditions. Such powers are exercised in three ways: (a) by giving financial assistance to voluntary organisations which have sheltered workshops of the required standard and which work on a non-profit-making basis (at present there are 29 such organisations with a total of 37 separate workshops); (b) by making grants where necessary to local authorities which have statutory powers under the National Assistance Act, 1948, to provide employment for the permanently handicapped either directly or through agencies; and (c) through the provision of sheltered employment by a non-profit-
making company. This company, Remploy Ltd., was set up in 1945 as a public company incorporated under the Companies Act, 1929. In 1951 it had 86 factories giving employment to over 5,000 severely disabled persons. Many of the factories are equipped to undertake a wide range of woodwork, including furniture making and repair. Some specialise in light engineering and a number in various forms of leather work. Other factories are engaged in one or other of the following lines: knitted goods, bookbinding, tropical packages, metal engraving, dressmaking, cardboard boxmaking, watch and clock repairs, typewriter repairs, canvas sewing, basket work, plastic or woodwork. The selection of disabled persons for employment by Remploy, Ltd., is undertaken by an interviewing panel consisting of the factory manager, a medical officer and the local disablement resettlement officer. Those eligible are disabled persons whose disabilities are so severe that they need sheltered employment. Efforts are made to improve the working capacity and abilities of individual disabled persons so that wherever possible they will be able to return to employment in the ordinary employment market. Wages of workers in Remploy factories are paid at standard rates.

In the United States sheltered workshops and programmes for the home-bound are accepted nationally as services essential to many handicapped persons. There are many sheltered workshops throughout the country, organised generally by private bodies or by local communities. The United States Department of Labor, in its regulations under the Fair Labor Standards Act, defines a sheltered workshop as follows: "A charitable organisation or institution conducted not for profit but for the purpose of carrying out a recognised programme of rehabilitation for individuals whose earning capacity is impaired by age or physical or mental deficiency or injury, and to provide such individuals with remunerative employment or other occupational activity". The majority of disabled workers employed in sheltered workshops are covered by the Fair Labor Standards Act and a large number of them are able to earn the statutory 75-cent hourly minimum wage, or more. Those who are unable to earn this rate may be employed at sub-minimum rates under special handicapped-worker certificates in accordance with the administrators’ regulation.

One method of stimulating the production of useful articles by persons employed under sheltered conditions is to find guaranteed markets for these goods. In a few countries preference is given by the Government or other public authority for goods made by the blind. In the United States under the Wagner-O’Day Act the several units of the United States Government must purchase approved products made by the blind, at fair competitive prices determined by a Federal Committee; comparable provisions have been established by law in several States of the United States. In Italy the Government purchases, at the prices obtaining in normal industry, 15 per cent. of all goods manufactured by the blind, through the National Organisation of Labour for the Blind. In the Netherlands the products of municipal workshops are purchased by the municipalities concerned. In Denmark 100 blind work-
shop employees and 150 blind homeworkers are employed by a limited liability company aided by public subsidy and the Government has recommended that hospitals, schools and other public institutions shall purchase goods made by this company.

Other countries arrange for the products of general sheltered work to receive preference. For example, in the Union of South Africa the total production of the Government sheltered workshops is accepted by Government Departments, provincial administration and the African Railways Administration. In the United Kingdom, Remploy factories are engaged on the production of articles of general use for the ordinary commercial market, Government departments, local authorities and nationalised industries.

Home employment is generally an extension of, and is very often run in conjunction with, the sheltered workshop and is provided for those severely disabled persons who for physical, psychological or geographical reasons cannot leave their homes to travel to employment, either in a sheltered workshop or in competitive employment. This form of employment is very often undertaken by the blind after they have finished their training in a sheltered workshop.

In Sweden and the United Kingdom, for home employment, facilities are provided by both public and private bodies; in the United States mainly by private bodies. In Sweden such work is organised and arranged by the disablement resettlement officers of the Royal Labour Board, by the sheltered workshops and by homecraft and welfare societies. In the United Kingdom homeworker schemes are linked with a few of the Remploy factories; these are on a small scale but will be developed and expanded where practicable as additional lines of goods which are suitable for manufacture in the home and are likely to provide homebound disabled persons with adequate and regular remuneration become available. Other facilities are provided by local associations for the care of cripples, by the National Tuberculosis Association and by various ex-service and welfare bodies. In the United States a recent publication of the National Committee on Sheltered Workshops and Home-Bound Programmes defines industrial homework as work in which the worker may hope to earn an acceptably regular wage commensurate with his ability and capacity to produce. Industrial homework is in a measure an extension of the shop into the home, the client receiving in that setting as comparable a share of service as it is reasonably possible to offer him. Proper instruction, fixed lesson plans, supervision, inspection, procedures of pick-up and delivery and payment of wages are all integral parts of the industrial homework picture.

In view of this variety of facilities for providing sheltered employment under sheltered conditions Governments are asked whether they consider that the Recommendation should provide for measures to be taken by the competent authorities, in co-operation with the voluntary organisations concerned, to organise and develop such facilities for employment (including,
in particular, sheltered workshops) and for special arrangements for the homebound.

They are also asked whether, in their view, the conditions of employment and scales of remuneration of disabled persons employed under sheltered conditions should be subject to statutory minimum standards (questions 26 and 27).
CHAPTER VIII

SPECIAL PROVISIONS FOR DISABLED CHILDREN AND YOUNG PERSONS

Such standards as now exist specifically regarding disabled children and young persons were briefly dealt with in Chapter II in discussing the application to disabled persons of existing international standards. Whereas existing international standards for disabled adults are already related individually to vocational guidance, vocational training and placement facilities—the three main pillars of the vocational rehabilitation process—existing standards as they relate specifically to disabled children and young persons have only dealt with vocational guidance and the need for “medical treatment, schooling or vocational training”. There is thus the need, in seeking to establish a complete programme, for consideration to be given to the full requirements of this special group of disabled persons.

As pointed out in Chapter I, in discussing the scope of vocational rehabilitation of disabled persons, it has already been established that ideally such facilities should be provided for all persons whatever the origin and nature of their disability and whatever their age. Such a principle obviously includes disabled children and young persons who, although possibly below school-leaving age and therefore not primarily the concern of the vocational training and employment authorities, are persons who will eventually come within the field of responsibility of the vocational rehabilitation authorities.

In December 1951 the First Session of a Joint Expert Committee on the Physically Handicapped Child, convened by W.H.O. with the participation of U.N., the I.L.O. and U.N.E.S.C.O., was held in Geneva. The first report of this Committee was published in December 1952. Excerpts from the report appropriate to the consideration of vocational rehabilitation of disabled children and young persons are given below, as they reflect the general impressions gained from consideration of the law and practice in the most advanced countries.

While specialized vocational training should not begin so early as to deprive the child of a firm basis of general education, the education of the physically handicapped child should give him opportunities to discover his capacities and to adjust to his limitations, and should provide increasing knowledge of his place in the world and the vocational possibilities available to him. On leaving school, when he becomes employed, is at the stage of apprenticeship, or is receiving vocational training, the physically handicapped child particularly will have continued need
for a variety of education opportunities. In addition, advanced education should be available for the more able of these children.

The purpose of vocational guidance and training for the young handicapped person should be to provide the maximum opportunity for eventual satisfaction from work in a remunerative occupation, chosen with due regard to the maximum of his abilities and interests, and to any medical or psychological considerations.

The aim should be the development of the child's aptitudes and interests, and the acquisition of such vocational qualifications and the achievement of such psychological adjustment as will compensate as far as possible for his handicap in the exercise of his subsequent occupation.

The Committee agrees that guidance and training for handicapped children should be given as far as is feasible through the normal services provided for youth, or in close co-operation with such services, so as to facilitate the social adjustment of these children, giving them access to the best vocational training available, and as wide a choice of training for employment as is compatible with their handicap taking into account the framework of the economic development of the country and the work locally available. Efforts should be made to facilitate the regular attendance of the child at such training schools or courses by all possible means, including arrangements for travel and lodging.

Responsibility for providing vocational guidance and training for a young handicapped person should be clearly determined. The competent authority or services should assist the young handicapped person until he is in a position to work under the same conditions as a normal person, or in conditions approximating as closely as possible thereto, and until his physical, psychological, social, and vocational adjustment is complete. Up to the time this has been achieved, the service should be charged with maintaining close co-operation with the parents and family on the one hand, and the medical, psychological, and social services on the other hand, with a view to ascertaining the extent of each young person's possibilities, as well as those individual characteristics which call for particular attention or care.

The Committee believes that if, by reason of the young person's choice of vocation, personal characteristics, or other circumstances, it is found advisable to apprentice him individually to a master or a trade, care must be taken to ensure that the instructor has the vocational educational and human qualities necessary to discharge this responsibility properly. When necessary, the responsible service should supplement normal arrangements for supervision of apprenticeship, seeking in particular to promote good understanding between the two parties in order to ensure the apprentice's physical and psychological adjustment.

Special establishments, organized to provide the necessary medical and allied care, basic or general education, and a sufficiently wide range of vocational training, should be made available in sufficient numbers to meet the needs of young people who, by reason of the nature or extent of their handicap, cannot benefit from normal facilities for education and training.

In addition, adequate training services and facilities should be provided in sheltered workshops, or through a system of training at home, for those severely disabled, or who cannot travel outside their homes.

Technical personnel engaged or to be engaged in the vocational guidance and training of young handicapped people should have the benefit of specialized and adequate preliminary or supplementary instruction as regards the characteristics of such persons in relation to their disabilities and needs, in the special methods of observation and training which are appropriate to them, and in the role and the facilities of all services which can contribute to their rehabilitation.

Where it is not yet possible to employ such fully qualified vocational counsellors and instructors, other persons working with young handicapped people may, as a first step, be given an understanding of the vocational aspects of their problems.

Young handicapped persons should be eligible for all forms of employment which they are capable of performing satisfactorily, and should not be arbitrarily excluded by reason of their infirmity or their ineligibility for insurance schemes.
Employers and workers should be properly informed, by objective publicity based on the known facts regarding the vocational capabilities of handicapped workers, of their successful employment from the point of view of production, low rates of absenteeism, stability in employment, and low accident-rate.

Placement should be made only after a careful study of the requirements and conditions of the job envisaged in relation to the individual's capabilities. Where necessary and feasible, reasonable technical adjustment should be made to facilitate, as far as possible, normal working by the handicapped person.

Placement of the physically handicapped should be carried out by the general public placement-service, or specialized sections of this service where they exist. Private organizations undertaking this placement should co-operate closely with such public services.

The Committee agrees that young handicapped workers should have the same protection as regards remuneration and social insurance as other young workers. Where special rates of remuneration based on production are necessary to secure the employment of young handicapped workers, these should be established in full agreement with employers and workers, either in the undertaking concerned, or through their representative organizations.

Employment opportunities should be made available in sheltered workshops, or through a system of work in the home, under competent supervision, for young persons who cannot, by reason of their handicaps, be placed in normal employment or get about easily. These workshops should operate as far as possible on an economic basis, and should guarantee a living wage to the young worker at production-rates. The Committee realized, nevertheless, that in order to achieve this the earnings would ordinarily need to be supplemented by an allowance, and that the workshops would need to be subsidized. In arranging for work in the home, attention should be paid to the suitability of the work-place, the equipment and supply of material, and the collection and sale of finished work. The successful operation of such schemes may be facilitated by any arrangement which ensures a regular demand for their products.¹

In considering this report together with the international standards relating to vocational guidance for children and young persons adopted in the Vocational Guidance Recommendation, 1949 (No. 87), certain important factors and principles emerge. These are the especial importance of the part which the education authorities have to play in connection with the application of vocational rehabilitation facilities to disabled children and young persons and the need to provide such children with full vocational opportunities on the basis of their needs and in as full a measure as are provided for normal children and young persons. Moreover, it is apparent that the content and the development of the whole vocational rehabilitation programme for disabled children and young persons is strikingly similar to that which has been discussed in earlier chapters of this present report in relation to adults.

Governments are asked whether they consider that the Recommendation should provide that the organisation and development of vocational rehabilitation facilities for disabled children and young persons of school age should be carried out in co-operation with the education authorities and that the

special problems and educational needs of disabled children and young persons should be taken into account in making provision for their education.

They are also asked for their views on the fundamental purpose of vocational rehabilitation measures for disabled children and young persons and on the nature of such measures (questions 28, 29, 30, 31, 32 and 33).
CHAPTER IX

APPLICATION OF STANDARDS IN THE LESS DEVELOPED COUNTRIES

This report has so far dealt with the situation regarding the present law and practice of vocational rehabilitation as they exist in those countries with the most developed facilities, and the questions to which the replies of Governments have been invited have been based on the necessity for a well co-ordinated comprehensive programme as an adjunct to general vocational facilities. It is not without significance that the countries which have the most advanced vocational rehabilitation facilities are those which not only are most developed economically and industrially but have also established sound basic vocational services.

There are, however, a number of countries whose economies are not fully developed and which have only limited basic vocational services. For these countries vocational rehabilitation is an ideal which cannot be achieved in the immediate future, but their interest in this subject and their desire to improve their present standards and facilities may be judged by the number of requests that have been made to the United Nations, the I.L.O. and other international agencies for the provision of expert advice and technical assistance.

The history of vocational rehabilitation facilities in the most advanced countries shows that they have developed from simple beginnings in sheltered workshops for certain severely handicapped groups. Progress and developments have come with the existence of the social, moral and, latterly, economic need to rehabilitate disabled persons at a time of growing development and organisation of basic general vocational services for guidance, training and placement. This has only been possible because of the economic development of these countries, with the consequent industrialisation and increased diversity of occupations in which more and more jobs are created for which only certain specific physical abilities are needed. Even today, as has been shown in earlier chapters, developments of vocational rehabilitation facilities in many economically and industrially advanced countries vary considerably and there are few countries, if any, that can claim to have established a fully comprehensive co-ordinated system.

It is obviously not possible for less developed countries to develop advanced social and vocational facilities for vocational guidance, vocational training and placement until their economic development has reached a level where not only can it support financially such services but where they are needed
for the fullest and best use of available manpower. Until such development has occurred, programmes designed to provide for vocational rehabilitation in these countries must be based on practical considerations of the needs of the whole community and on the contribution that the disabled can make to the satisfaction of these needs.

In many of these countries there exist some sheltered workshops for severely disabled persons, e.g., the blind, the deaf and dumb, the tuberculous, and cripples. Such workshops are often combined with schools and residential institutions and are provided generally with the welfare aspect primarily in mind. Certain countries, e.g., Egypt, India, Israel, Mexico, are attempting to develop such workshops either with the aid of international agencies or with the help of a neighbouring advanced country. Moreover, attempts are being made by these and other means to demonstrate the working qualities of disabled persons and to try to secure for them suitable opportunities to obtain employment.

The main field in which action is possible at present in less developed countries is that of education of public opinion regarding the abilities of disabled persons. In too many countries public opinion is not yet fully convinced that it is worth while to employ or re-employ a disabled person and many employers are reluctant or refuse to engage them simply because they are disabled. For example, a recent report of the Indian Employment Service stresses the difficulties of placing disabled persons and the employer reaction against engaging them. A secondary method is the giving of consideration to the disabled as potential trainees in any newly established scheme for vocational training. Many countries are finding that economic development can be assisted by an increase in the number of skilled workers through apprenticeship and adult training schemes. Provided they are physically suitable for the specific trades to be taught, which will frequently be the case, there seems to be no reason why disabled persons should not enjoy parity of selection with the able-bodied for such training schemes.

Governments are asked whether they consider that the Recommendation should state that vocational rehabilitation facilities should be adapted to the peculiar needs and circumstances of each country and that their progressive development should be encouraged by the provision of technical advisory assistance and through other forms of international co-operation. Their views are also asked in regard to the main objectives to be aimed at (questions 34, 35 and 36).
CHAPTER X

QUESTIONNAIRE

The questionnaire prepared by the Office in conformity with Article 39 of the Standing Orders of the International Labour Conference is given below.

On the basis of the replies received the Office will prepare a further report indicating the principal subjects which require consideration by the Conference. It is particularly requested that the replies of Governments should be sent so as to reach the International Labour Office in Geneva by 7 October 1953 at the latest.

I. Form of the Regulations

1. Do you consider it desirable that the International Labour Conference should adopt international regulations on the vocational rehabilitation of disabled persons?

2. Do you consider that these regulations should take the form of a Recommendation?

II. Definitions and Scope

3. (a) Do you consider that the Recommendation should include a definition of vocational rehabilitation?

   (b) If so, do you consider that vocational rehabilitation should be defined as a continuous process involving the provision of the vocational facilities necessary to achieve the settlement of disabled persons in occupations suitable for them?

   (c) Have you any other suggestions to make concerning such a definition?

4. (a) Do you consider that the Recommendation should include a definition of disabled person for the purpose of determining eligibility for vocational rehabilitation facilities?

   (b) If so, do you consider that a disabled person should be defined as an individual whose employability is adversely affected by occupational handicap or handicaps produced by disability?

   (c) Have you any other suggestions to make concerning such a definition?
5. Do you consider that the Recommendation should specify that vocational rehabilitation facilities should be made available to all disabled persons—
(a) whatever the origin and nature of their disability?
(b) whatever their age so long as they can be prepared for, and have reasonable prospects of securing, suitable employment?

III. Application to Disabled Persons of Existing Standards on Vocational Guidance, Training and Placement

A. Adults

6. (a) Do you consider that the Recommendation should provide for the application of Paragraph 23 (2) of the Recommendation concerning vocational guidance, 1949?

(b) Are there other Paragraphs in this Recommendation which appear to you to be particularly relevant for the purposes of the vocational guidance of disabled adults?

(c) Have you any further suggestions to make in respect of additional points on the vocational guidance of disabled adults which you consider should be included in a Recommendation on vocational rehabilitation?

7. (a) Do you consider that the Recommendation should provide for the application of Paragraphs 26 to 34 of the Recommendation concerning the vocational training of adults including disabled persons, 1950?

(b) Are there other Paragraphs in this Recommendation which appear to you to be particularly relevant for the purposes of the vocational training or retraining of disabled adults?

(c) Have you any further suggestions to make in respect of additional points on the vocational training of disabled adults which you consider should be included in a Recommendation on vocational rehabilitation?

8. (a) Do you consider that the Recommendation should provide for the application, as far as disabled persons are concerned, of Article 7 of the Convention concerning the organisation of the employment service, 1948, and of Paragraph 4 of the Recommendation concerning the organisation of the employment service, 1948?

(b) Are there other Articles in this Convention or Paragraphs in this Recommendation which appear to you to be particularly relevant for the purposes of the placement of disabled persons in suitable employment?

(c) Have you any further suggestions to make in respect of additional points on the placement of disabled adults which you consider should be included in a Recommendation on vocational rehabilitation?
B. CHILDREN AND YOUNG PERSONS

9. (a) Do you consider that the Recommendation should provide for the application, as far as disabled children and young persons are concerned, of Paragraphs 17 and 18 of the Recommendation concerning vocational guidance, 1949?

(b) Are there any other Paragraphs in this Recommendation which appear to you to be particularly relevant for the purpose of the vocational guidance of disabled children and young persons?

(c) Have you any further suggestions to make in respect of additional points on the vocational guidance of disabled children and young persons which you consider should be included in a Recommendation on vocational rehabilitation?

10. Do you consider that the Recommendation should provide, in the case of disabled children and young persons, for the application of Paragraph 9 of the Recommendation concerning medical examination for fitness for employment of children and young persons, 1946?

IV. Administrative Organisation

11. (a) Do you consider that the Recommendation should specify that vocational rehabilitation facilities should be organised and developed on the basis of a comprehensive and co-ordinated programme?

(b) Do you consider that such facilities should be organised and developed within the general administrative framework of national vocational guidance, training and placement services?

12. Do you consider that the progressive development of vocational rehabilitation facilities should be coincidental with the progressive development of the general facilities for vocational guidance, training and placement?

13. (a) Do you consider that any special measures are necessary to organise and develop facilities for the vocational rehabilitation of disabled persons not likely to be covered by the general administrative framework indicated above, e.g., those seeking to be established or re-established in independent work on their own account, including work in agriculture or handicrafts?

(b) If so, have you any suggestions to make?

14. (a) Do you consider that the Recommendation should specify that administrative responsibility for the general organisation and development of vocational rehabilitation facilities should be entrusted—

(i) to one authority?
(ii) jointly to the authorities responsible for the different activities included in the programme?

(b) In the latter case, do you consider that one of the authorities should be entrusted with primary responsibility for co-ordination?

15. (a) Do you consider that all necessary and desirable measures should be taken to achieve effective co-operation between the public and private bodies engaged in vocational rehabilitation activities?

(b) Have you any suggestions to make in regard to the measures which might be appropriate to this end?

16. (a) Do you consider that the Recommendation should specify that vocational rehabilitation facilities should be developed with the assistance of representative advisory committees, set up at the national level, and, where appropriate, at the regional and local levels?

(b) If so, do you consider that these committees should include representatives of—

(i) the authorities and bodies directly concerned?

(ii) employers' and workers' organisations?

(iii) organisations of professional workers engaged in vocational rehabilitation activities?

(iv) organisations of disabled persons themselves?

(c) Do you consider that these committees should be responsible for advising—

(i) at the national level, on the development of policy and programmes for vocational rehabilitation?

(ii) at the regional and local level, on the application of measures taken nationally, their adaptation to regional and local conditions, and the co-ordination of regional and local activities?

V. Methods of Promoting Access to Vocational Rehabilitation Facilities

17. (a) Do you consider that the Recommendation should specify that measures should be taken to encourage disabled persons to make full use of available vocational rehabilitation facilities?

(b) Have you any suggestions as to measures which would be appropriate for this purpose?

18. (a) Do you consider that the Recommendation should specify that access to vocational rehabilitation facilities should be encouraged, wherever necessary, by the provision by the appropriate authorities of adequate financial assistance to disabled persons?
(b) If so, do you consider that such assistance might take the form of allowances or loans or grants of money or of the necessary tools and equipment, made at any stage in the vocational rehabilitation process, and designed to facilitate ultimate establishment in suitable employment?

(c) Do you consider that this financial assistance should be continued so long as it is necessary to achieve satisfactory settlement?

19. (a) Do you consider that any special measures are necessary to facilitate access to vocational rehabilitation facilities for disabled persons living in areas which have limited prospects of future employment, e.g., having a scattered population or a rural economy?

(b) If so, do you consider that such measures should include residential facilities for training or retraining and opportunities for transfer to areas with greater employment opportunities?

20. Have you any other suggestions to make concerning methods of encouraging and enabling disabled persons to make full use of the vocational rehabilitation facilities provided?

VI. Co-operation between the Authorities Responsible for Medical Treatment and Those Responsible for Vocational Rehabilitation

21. (a) Do you consider that the Recommendation should specify that there should be the closest co-operation between the authorities responsible for medical treatment and for vocational rehabilitation of disabled persons?

(b) Do you consider that such co-operation should exist—

(i) to ensure that medical treatment is directed to facilitating and developing the subsequent employability of the disabled persons concerned?

(ii) to promote the identification of disabled persons suitable for and in need of vocational rehabilitation?

(iii) to enable vocational rehabilitation to be commenced at the earliest and most suitable stage?

(iv) to provide medical advice, where necessary, at all stages of vocational rehabilitation?

(v) to provide assessment of working capacity?

22. Do you consider that the Recommendation should specify that, wherever possible and subject to medical advice, vocational rehabilitation should start during medical treatment?
VII. Methods of Widening Employment Opportunities for Disabled Persons

23. Do you consider that the Recommendation should specify that measures should be taken, in close co-operation with employers' and workers' organisations, to promote full employment opportunities for disabled persons on the basis of their working capacity and work performance?

24. (1) Do you consider that such measures should include—
(a) research and information designed to analyse and demonstrate the working capacities of disabled persons in the different industries and occupations?
(b) widespread and sustained publicity of a factual kind with special reference to—
(i) the work performance of disabled persons in comparison with non-disabled persons employed on the same jobs?
(ii) personnel selection methods based on specific job requirements?
(c) avoidance of increased liability to individual employers in respect of workmen's compensation?

(2) Have you any other suggestions to make in this respect?

25. Do you consider that the Recommendation should specify that, wherever appropriate in the national circumstances and consistent with national policy, measures should be taken to promote the employment of disabled persons by—
(a) compelling employers to employ a quota of disabled persons?
(b) reserving certain designated occupations for disabled persons?
(c) ensuring that seriously disabled persons are given preference for employment in certain occupations considered suitable for them?

VIII. Sheltered Employment

26. (a) Do you consider that the Recommendation should specify that measures should be taken by the competent authorities, in co-operation, as appropriate, with the voluntary organisations concerned, to organise and develop facilities for employment under sheltered conditions for those disabled persons who cannot be made fit for ordinary competitive employment?

(b) Do you consider that such facilities should include the establishment of sheltered workshops and of special arrangements for those disabled persons who, for physical, psychological or geographical reasons, cannot travel to work?

(c) Do you consider that sheltered workshops should be so organised and developed as to provide, under effective medical and vocational supervision, not
only useful and remunerative work but opportunities for vocational adjustment and advancement?

(d) Do you consider that arrangements for the homebound should be so organised and developed as to provide, under effective medical and vocational supervision, useful and remunerative work in their own homes?

27. Do you consider that the Recommendation should specify that the conditions of employment and the scales of remuneration of disabled persons employed under sheltered conditions should be subject to statutory minimum standards?

**IX. Special Provisions for Disabled Children and Young Persons**

28. Do you consider that the Recommendation should specify that vocational rehabilitation facilities for disabled children and young persons of school age should be organised and developed in co-operation with the education authorities?

29. Do you consider that the Recommendation should specify that educational provision should take into account the special problems of disabled children and young persons and their need of opportunities equal to those of normal children and young persons to receive vocational preparation best suited to their age, abilities, aptitudes and interests?

30. Do you consider that the Recommendation should specify that the fundamental purpose of vocational rehabilitation facilities for disabled children and young persons is to minimise, as much as possible, the occupational handicaps imposed by their disabilities and to offer them full opportunities of preparing for and entering the most suitable occupations?

31. Do you consider that the education, vocational guidance, training and placement of disabled children and young persons should be developed within the general framework of such services to normal children and young persons and should be conducted, wherever possible, under the same conditions as, and in company with, normal children and young persons?

32. Do you consider that the Recommendation should specify that the principles and methods of vocational training and placement of disabled young persons and of determining their suitability for ordinary or sheltered employment are similar to those applicable to disabled adults?

33. Have you any further observations to make on the vocational rehabilitation of disabled children and young persons?

**X. Application of Standards in Less Developed Countries**

34. (a) Do you consider that the Recommendation should specify that vocational rehabilitation facilities should be adapted to the peculiar needs and
circumstances of each country and be developed progressively in the light of these needs and circumstances?

(b) Do you consider that the main objectives should be—

(i) to demonstrate the working qualities of disabled persons?

(ii) to promote, in the fullest measure possible, suitable employment opportunities for them?

(iii) to prevent, in respect of training or employment, discrimination against disabled persons not related to working capacity?

35. Do you consider that the progressive development of vocational rehabilitation facilities should be encouraged by the provision of technical advisory assistance and through other forms of international co-operation directed towards helping less developed countries to organise and develop facilities adapted to their own needs and conditions and to train the staff required?

36. Have you any further observations to make concerning measures which might be taken to assist the development of vocational rehabilitation facilities in less developed countries?
APPENDIX

EXCERPT FROM THE EMPLOYMENT (TRANSITION FROM WAR TO PEACE), RECOMMENDATION, 1944 (No. 71)

X. EMPLOYMENT OF DISABLED WORKERS

39. The criterion for the training and employment of disabled workers should be the employability of the worker, whatever the origin of the disability.

40. There should be the closest collaboration between medical services for the disabled and vocational rehabilitation and placement services.

41. Specialised vocational guidance for the disabled should be developed in order to make it possible to assess each disabled worker's capacity and to select the most appropriate form of employment for him.

42. (1) Wherever possible, disabled workers should receive training in company with able-bodied workers, under the same conditions and with the same pay.

(2) Training should be continued to the point where the disabled person is able to enter employment as an efficient worker in the trade or occupation for which he has been trained.

(3) Wherever practicable, efforts should be made to retrain disabled workers in their former occupations or in related occupations where their previous qualifications would be useful.

(4) Employers with suitable training facilities should be induced to train a reasonable proportion of disabled workers.

(5) Specialised training centres, with appropriate medical supervision, should be provided for those disabled persons who require such special training.

43. (1) Special measures should be taken to ensure equality of employment opportunity for disabled workers on the basis of their working capacity. Employers should be induced by wide publicity and other means, and where necessary compelled, to employ a reasonable quota of disabled workers.

(2) In certain occupations particularly suitable for the employment of seriously-disabled workers, such workers should be given preference over all other workers.

(3) Efforts should be made, in close co-operation with employers' and workers' organisations, to overcome employment discrimination against disabled workers which are not related to their ability and job performance, and to overcome the obstacles to their employment, including the possibility of increased liability in respect of workmen's compensation.

(4) Employment on useful work in special centres under non-competitive conditions should be made available for all disabled workers who cannot be made fit for normal employment.

44. Information should be assembled by the employment service in regard to the occupations particularly suited to different disabilities and the size, location and employability of the disabled population.