Basic principles of vocational rehabilitation of the disabled

International Labour Office Geneva
BASIC PRINCIPLES OF VOCATIONAL REHABILITATION OF THE DISABLED

This document has been prepared for the use of ILO experts working in the field of vocational rehabilitation, particularly those who are concerned with the training of rehabilitation staff through the medium of seminars, training courses and study tours. Its aim is to present in a condensed and abbreviated form the basic principles of the vocational rehabilitation process.
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CHAPTER I

Vocational Rehabilitation of the Disabled

1. Introduction

"There are two widely accepted definitions of rehabilitation, one with a purely medical connotation which views rehabilitation as the use of all those medical measures which expedite recovery. These measures are for the most part in the field of physical medicine and are employed as a supplement to the specific medical or surgical treatment contributed by the doctor. There is another definition, one more broadly conceived and mainly accepted by professional workers in public and private agencies dealing with physically handicapped persons. Rehabilitation, according to this definition, is the restoration of the handicapped to the fullest physical, mental, social, vocational and economic usefulness of which he is capable" (Kessler - The Principles and Practices of Rehabilitation - see also the second consideration in the preamble to ILO Recommendation 99).

Rehabilitation in this wider sense poses a problem to the community which challenges many specialised skills and involves a number of separate disciplines and different services: medical; social; educational; vocational; (cf. the first and third considerations in the preamble to ILO Recommendation 99).

The two major components of the whole rehabilitation process are medical rehabilitation and vocational rehabilitation. Each has a separate personality and distinct set of disciplines but each complements the other. They should be linked as closely as possible for both are essential for rehabilitation to be truly successful.

2. Medical-Vocational Co-operation

This is needed so that:

(i) the whole problem of each disabled person can be tackled systematically and successfully;

1 See Appendix, p.41.
(ii) all available and necessary services and expertise can be brought to bear at the right times;

(iii) disabled persons in need of vocational rehabilitation can be identified;

(iv) medical advice can be available at any stage of vocational rehabilitation;

(v) vocational rehabilitation can be started as soon as possible;

(vi) resettlement can be achieved in shortest possible time.

(cf. paragraphs 26 and 27 of ILO Recommendation 99.)

3. Historical Development of Vocational Services for Disabled Persons

In the nineteenth century the first services to be developed were care and welfare: sometimes institutional and educational. These were provided almost entirely by private organisations. There gradually followed the realisation that these were not enough by themselves and employment was of equal importance — this led to the establishment of sheltered workshops, often for special groups such as the blind, deaf and dumb, crippled.

The First World War brought about the need to cater for large numbers of disabled ex-servicemen in the belligerent countries. This led to the adoption of different schemes in several countries aimed at providing employment for these disabled persons:

(i) compulsory and other employment schemes;

(ii) vocational training schemes supported by governments;

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1 See Appendix, pp. 48 and 49.
(iii) the first vocational rehabilitation legislation enacted in the USA in 1919;

(iv) further schemes for sheltered employment.

In addition there was the problem raised by the staggering findings of disabilities among young adults who were rejected as a result of medical examinations for service in the armed forces. This gave the first clear indication of the level of disability in the civilian population. Nothing much was done for civilian disabled persons, however, except a very gradual extension of the pre-war sheltered workshops schemes. In general there was a failure to see the real need which was the establishment of complete machinery for preparation and placing in open employment.

The Second World War again produced large numbers of disabled ex-servicemen and this time much more extensive legislation was enacted in the belligerent countries for vocational rehabilitation leading up to resettlement. Emphasis no longer put so much on protection as on reintegration into working life. At the same time the shortage of manpower during the war years which continued into the post-war period provided opportunities for civilian employment of disabled persons, in replacement of persons taken into the armed forces, in occupations which had never previously been considered suitable for them and which it had never been imagined they could do. Economic necessity and manpower shortages drove many western nations to the adoption of a more rational use of all available manpower and realisation that full physical fitness is not required for the majority of occupations, especially in an industrialised society. This last idea is now spreading to countries with agricultural societies: e.g. development of rural schemes for the blind.

In the post-1945 period the modern conception of vocational rehabilitation came into being. This was due to (among other factors):

(i) full employment policies in western countries;

(ii) advances in medical science, increased longevity and the change in outlook towards treating the sick as personalities rather than cases;
(iii) in many countries spread of vocational legislation to cover all disabled persons;

(iv) the pressure and influence exerted by the United Nations, the ILO, UNESCO, WHO to raise economic and social standards;

(v) the efforts and influence of national and international voluntary organisations active in the field of rehabilitation.

4. **Vocational Rehabilitation Today**

A. **Definition**

ILO Recommendation No. 99, paragraph 1(a) reads:¹

"For the purpose of this Recommendation the term 'vocational rehabilitation' means that part of the continuous and co-ordinated process of rehabilitation which involves the provision of those vocational services, e.g. vocational guidance, vocational training and selective placement, designed to enable a disabled person to secure and retain suitable employment."

B. **Aim**

The aim of vocational rehabilitation is satisfactory resettlement. It is a culminating point in a process which differs in the stages through which it passes for different individuals.

Resettlement may be achieved in open or sheltered employment.

It may be achieved with or without work testing, aptitude testing, psychological testing, extensive and prolonged vocational guidance, reconditioning or vocational training.

C. **Services**

These involve:

(i) obtaining a clear picture of the disabled person's remaining physical, mental and vocational abilities and possibilities (assessment);

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¹ See Appendix, p. 42.
(ii) advising him accordingly in the light of vocational training and employment possibilities (guidance);

(iii) providing any necessary reconditioning, toning-up or formal vocational training (work preparation and training);

(iv) assisting him to find suitable work (placement);

(v) providing work under special arrangements (sheltered employment);

(vi) follow-up until resettlement is achieved (follow-up).

These will all be dealt with in detail in the five chapters to follow.

5. Identification of the Disabled

Who are the disabled needing vocational rehabilitation? How are they defined or identified? Disabilities exist everywhere. They have different effects on different people. Disabilities may be temporary or permanent, partial or total, fixed or changeable. Some disabilities are trivial or have no apparent effect on the working life of the persons concerned. Others have more profound effects.

Classification of the disabled can be done in various ways:

(a) by cause of disability (origin):

(i) congenital or early childhood disability;
(ii) war disability;
(iii) industrial accident or occupational disease;
(iv) accident in street, at home, at play;
(v) illness and disease.

(b) on clinical lines (nature):

(i) orthopaedic cases;
(ii) blind;
(iii) deaf;
(iv) those with speech defects;
(v) nervous disorders;
(vi) tuberculosis;
(vii) paralytics;
(viii) heart disease;

etc.

(c) by percentage loss whether expressed in terms of:

(i) function;
(ii) working capacity;
(iii) invalidity;

etc.

(d) by considering the effect of the disability on the working capacity of the individual - whether or not it is a handicap to employment.

From the vocational rehabilitation point of view, the only satisfactory method is (d) above; neither the origin, nor the nature nor the extent of the disability matters. What does matter is the effect on the employment prospects or employability of the disabled person. In brief, of first concern is the occupational handicap and not the disability. It is when the disability constitutes a real handicap to present or future employment that vocational rehabilitation services are needed.

Note the definition in ILO Recommendation No. 99:¹

Paragraph 1(b). "For the purpose of this Recommendation the term 'disabled person' means an individual whose prospects of securing and retaining suitable employment are substantially reduced as a result of physical or mental impairment."

Paragraph 2. "Vocational rehabilitation services should be made available to all disabled persons, whatever the origin and nature of their disability and whatever their age provided they can be prepared for, and have reasonable prospects of securing and retaining, suitable employment."

¹ See Appendix, p. 42.
There is no clear line of demarcation between the able-bodied and the disabled. Any definition adopted should therefore be flexible enough to permit the inclusion of borderline cases.

6. Social and Economic Considerations

When a disability becomes a real handicap to employment it makes problems of the following kind:

(i) for the individual concerned:

- loss of earning power;
- loss of skill and experience;
- loss of status;
- reduced to position of dependancy;

(ii) for his family:

- loss or reduction of income;
- loss of status;
- increased dependancy on others;
- burden of caring for disabled person;

(iii) for society as a whole:

- loss of disabled worker's former contribution in skill and earnings;
- loss of skill;
- loss of manpower unit;
- loss of production;
- assumption of financial charges for care of disabled person and his family;
- increase in number of non-productive or dependant persons.

In all countries, particularly where great efforts are being made to raise living standards by education, vocational training, productivity, etc., the loss of former or potentially skilled workers through disability simply cannot be afforded. They are national assets that should be conserved.

The disabled must be thought of as a part of the general population entitled to the same rights, privileges, services and consideration as others and equally having the same responsibilities. They are not second-class citizens. Moreover the employment of the disabled leads to an increase in over-all production and reduces the number of economically unproductive persons.
The following statement is reproduced from the First Report of the WHO Expert Committee on Medical Rehabilitation which met in Geneva in February 1958:

"The Committee took note, with great satisfaction and strong support, of the Universal Declaration of Human Rights, adopted and proclaimed by the General Assembly of the United Nations on 10 December 1948 in which Article 25(1) reads as follows:

'Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control.'

The Committee was therefore strongly of the opinion that the dignity and the right to security of the disabled person is no less than that of a normal individual and that everything possible must be done to rehabilitate the disabled in order to restore them to as normal a life as possible in the society in which they live."

7. Starting a Vocational Rehabilitation Programme

The defence that nothing should be done in countries with heavy unemployment and underemployment and a lack of services is simply not tenable. Although a level of achievement comparable with most highly industrialised and developed countries is not possible at first, something can be attempted and carried out. A start can be made. The beginning of a vocational rehabilitation programme cannot be deferred until a Utopian economic situation is reached.

In all countries there are certainly very many disabled persons of all kinds.

It is understandable that it may not be possible to tackle the vocational rehabilitation of all these disabled persons, but a start can be made and improvements effected little by little.
It is economically, socially and technically necessary to proceed gradually to select those persons for vocational rehabilitation where the best results can be obtained in terms of employment. This gradual start is important because of lack of experience, lack of necessary personnel, difficulties in and hard work of job placement. This should not be underestimated. It is also necessary to start gradually so as to demonstrate to the authorities and the general public that vocational rehabilitation is economically and socially worth while.

It is suggested that this start should be made with the relatively simple cases which would show quick and good results from the social and economic points of view. This means that at first, concentration should be put on certain categories or types of disabled. For example disabled ex-servicemen, industrial accident cases, orthopaedic cases or perhaps the blind. Age too might be considered and perhaps younger persons should have preference over older age groups.

Another way of making a start might be to consider whether there are any small groups who are already receiving some form of assistance at public expense, e.g. in special schools for physically handicapped children, prosthetic clinics, government-run hospitals etc. A vocational rehabilitation service would be a natural sequence to such services for such groups.

Adequate preparation for employment is essential, but expensive and complicated services and institutions are not necessarily needed. It is the devotion and effort put into the work of helping the disabled that really count.

In conclusion, it is worth quoting the last two paragraphs of the ILO Recommendation No. 99:

Paragraph 41. "(1) Vocational rehabilitation services should be adapted to the particular needs and circumstances of each country and should be developed progressively in the light of these needs

1 See Appendix, pp. 52 and 53.
and circumstances and in accordance with the principles laid down in this Recommendation.

(2) The main objectives of this progressive development should be:

(a) to demonstrate and develop the working qualities of disabled persons;

(b) to promote, in the fullest measure possible, suitable employment opportunities for them;

(c) to overcome, in respect of training or employment, discrimination against disabled persons on account of their disability."

Paragraph 42. "The progressive development of vocational rehabilitation services should be promoted with the help, where desired, of the International Labour Office:

(a) by the provision, wherever possible, of technical advisory assistance;

(b) by organising a comprehensive international exchange of experience acquired in different countries; and

(c) by other forms of international co-operation directed towards the organisation and development of services adapted to the needs and conditions of individual countries and including the training of the staff required."
CHAPTER II

Vocational Assessment and Work Conditioning

1. Assessment

Before a disabled person can be properly prepared for employment (by such means as vocational training) or resettled (by such means as placement and follow-up) he must be assessed as regards his capacities, abilities, potentialities, employability, etc.

Assessment can be done in a number of ways:

(i) in a special workshop or centre;
(ii) by a rehabilitation team;
(iii) by a vocational guidance officer only;
(iv) by a special placement officer only.

Assessment can take a number of forms:

(i) complex or simple;
(ii) oral or written;
(iii) theoretical or practical;
(iv) academic or manual;
(v) of short duration or long term;
(vi) residential or non-residential;
(vii) alone or combined with other services, etc.

Assessment may be necessary and possible from one or more angles:

(i) medical - the functional and/or organic limitations imposed by the disability;
(ii) physiological and physical - the actual physical performance in terms of effort and working capacity.
(iii) psychological - to assess intelligence, mechanical and constructional aptitudes, interests, etc.
(iv) vocational – to evaluate level of skill, aptitude, occupational abilities, etc.

Assessment of this nature can:

(a) evaluate work performance under actual work conditions;
(b) indicate the degree of work tolerance; the hours a man can work without undue fatigue, his ability to stand noise, hurry, bustle, interruptions, etc.;
(c) assist to develop his self-confidence, self-reliance and personal adequacy;
(d) help the disabled person himself to realise and accept his own potentialities;
(e) assist in vocational orientation.

Although medical and vocational assessment may be needed in a large proportion of cases, to enable selective placement to be practicable, disabled persons do not all automatically need physical and psychological assessment.

2. Work Conditioning

Placing the disabled is not easy in any situation. If employment opportunities are poor the disabled can only hope to compete on equal terms with the able-bodied if each is as fit as he can reasonably be expected to be, by the time he is submitted to employment. To achieve this, some may need a form of reconditioning. This is especially so if, as it sometimes happens, a disabled person has had a long illness, had an accident, been unemployed a long time, or has never worked at all.

The purpose of reconditioning is:

(i) to restore lost confidence;
(ii) to build up morale and self-confidence;
(iii) to instil good work habits;
(iv) to increase work tolerance.
3. Vocational Assessment and Work Preparation Centres

In an attempt to provide facilities for assessment and reconditioning some countries have set up special centres. Some are incorporated wholly or mainly in the hospital or health services, others are the responsibility of the employment services of the Ministry of Labour, etc. The majority cater for all disability groups, but a few have been set up for specific disability groups, for example the blind.

Some of the essential features of such a centre are:

(i) there must be sound discipline;

(ii) the atmosphere should be businesslike and industrialised;

(iii) the courses provided must be adjusted to fit the needs of each individual, rather than expecting the individuals to fit the course;

(iv) there should be provision for medical supervision, remedial exercise, vocational assessment, vocational guidance, social welfare, occupational tests and placement, each under the control of a person with the necessary professional and personal qualifications.

The aims of a vocational assessment and work preparation centre are:

(i) to help a disabled person to gain or recover the habit of work;

(ii) to give help and advice on any social problems which may stand in the way of resettlement;

(iii) to provide physical reconditioning;

(iv) to provide medical, physical, psychological and vocational assessment of work capacity;

1 For further information on such centres, see handbook on "Vocational Assessment and Work Preparation Centres for the Disabled", ILO, Geneva, 1970.
(v) to build up a disabled person's morale, help him to recognise his abilities and to think positively about his future;

(vi) above all, at the end of a course, to place him in employment or in a suitable course of vocational training as a prelude to employment.

In order to benefit from a vocational assessment and work preparation course a disabled person should:

(i) be of working age, or approaching it, but not too old to get a job at the end of the course;

(ii) have, or likely to have at the end of the course, the physical and mental capacity to work;

(iii) have reasonable prospects of getting a job at the end of the course.

N.B. The benefits of a course will be lost unless the person concerned obtains suitable work on termination, either with or without suitable vocational training.

4. The Team Approach to Assessment

The methods in use at vocational assessment and work preparation centres demonstrate the various facets of assessment and reconditioning, and the team approach to rehabilitation. The final assessment and recommendation about resettlement for each disabled person must be a co-operative effort, each member of the team making his own contribution, but seeing it in relation to the whole. The efforts of each member of the team can best be co-ordinated if each case is discussed in conference, where all available information is to hand and all members of the team are present. Some of the points which should emerge at such a case conference, in addition to the specific information under each professional service, i.e. medical, social, psychological, vocational, etc. are:

(i) reactions to and relations with staff and disabled persons;

(ii) the ability to attend to personal needs and reaction to any dependancy;
(iii) attitude towards the disability;
(iv) family relationships;
(v) reaction to supervision and instruction;
(vi) perseverance and ability to perform certain tasks;
(vii) former activities or habits;
(viii) hopes and fears for the future.

All of these points are relevant in arriving at the final recommendation of the team regarding resettlement of the disabled person.

In general, the information supplied by each member of the case conference should include:

(i) The doctor - Medical and physical limitations in terms of capacity for work.

(ii) The precautions to be observed and hazards to be avoided.

The medical outlook.

(ii) The psychologist - Reports of psychological tests.

Suitable occupational field or fields.

Aptitudes, interests, motivation.

Levels of education and skills.

(iii) Remedial gymnast - The degree of agility and movement. The ability to climb, bend, throw, etc.

(iv) Workshop supervisor - Performance at set occupational tests. Information gathered from personal observation and from the workshop supervisor's weekly reports.

(v) The social worker - Any social problems.

(vi) The placement officer - The work record.

Attitude towards previous job.
Employment opportunities.

Wishes regarding and eligibility for training.

5. Conclusion

It should be stressed that all disabled persons do not need all these facilities, but all these aspects have to be considered if the disabled person is to be treated as he should, as a complete personality, with individual abilities, aptitudes and inclinations, a personality in whom a disability is only one of a number of factors affecting his settlement, and a person whose only difference from the able-bodied is the existence of a disability in one form or another.
CHAPTER III

Vocational Guidance of the Disabled

1. Introduction

Vocational guidance is the process of assisting an individual in solving problems of choice of occupation taking into account his characteristics and their relation to employment opportunities. Vocational guidance is based on free and voluntary choice; its primary object is to give him full opportunity for personal development and satisfaction from work, with due regard for the most effective use of national manpower resources.

Vocational guidance of the disabled is no different from vocational guidance of the able-bodied; only sometimes more elaborate, time-consuming or longer drawn out.

2. Vocational Guidance Process

According to ILO Recommendation No. 99, paragraph 4\(^1\), the process of vocational guidance should include as appropriate in individual cases, some or all of the following:

(a) interview with a vocational guidance officer;
(b) examination of record of work experience;
(c) examination of scholastic or other records relating to education or training received;
(d) medical examination for vocational guidance purposes;
(e) appropriate tests of capacity and aptitude, and, where desirable, other psychological tests;
(f) ascertainment of personal and family circumstances;
(g) ascertainment of aptitudes and the development of abilities by appropriate work experiences and trial, and by other similar means;
(h) technical trade tests, either verbal or otherwise, in all cases where such seem necessary;

\(^1\) See Appendix, pp. 42 and 43.
(i) analysis of physical capacity in relation to occupational requirements and the possibility of improving that capacity;

(j) provision of information concerning employment and training opportunities relating to the qualifications, physical capacities, aptitudes, preferences and experience of the person concerned and to the needs of the employment market.

Some of these items are actually part of assessment, but the information thus obtained must be transmitted to the vocational guidance officer so that it can be used in advising the disabled person.

In brief, vocational guidance consists of:

(a) finding out all about the disabled person from every point of view connected with employability;

(b) giving him information on suitable work and/or training opportunities;

(c) advising him about the most suitable vocational future;

(d) assisting him to become resettled.

3. The Interview

(a) The Purpose of the Interview

The purpose of interviewing a disabled person can be said to fall under three headings:

(i) Getting information - sufficient to enable the interviewer to get a complete picture of the applicant and his problems;

(ii) Giving information about available services - maintenance of registration - employment or training opportunities.

(iii) Giving resettlement advice - discussing in detail applicant's qualifications in relation to current and prospective employment demands and vocational training opportunities.

(b) The Place of the Interview

A room in the Vocational Guidance Office, Employment Office, or Rehabilitation Centre is probably the usual place, but an interview could also take place in:

(i) Hospital - here care will be needed to fit in with hospital routine about visiting hours, visits of doctors, meal times, etc.

(ii) Applicant's home - the conditions may be good or bad. Try to sort out the best way and to overcome interferences from family, friends, etc.;

(iii) Employer's premises - interviews under these conditions are usually difficult and should be avoided if possible. They focus too much attention on the fact that a worker is a disabled person; it is better to invite him to attend at the office if at all possible;

(iv) Elsewhere - according to the circumstances of the case.

(c) The Conduct of the Interview

Points to bear in mind include:

(i) adequate advance preparation;

(ii) good reception arrangements;

(iii) premises - need for privacy;

(iv) friendly attitude of interviewer - putting the disabled person at his ease;

(v) control of interview by the interviewer - must be flexible and simple;

(vi) note taking - avoid undue interruption of the interview;

(vii) conclusion - leave the disabled person in no doubt about what has taken place and that he understands his position and the reasons for any further action and decisions.
4. Employment Information

If the vocational guidance officer is to advise the disabled person realistically, he must have adequate knowledge of jobs, occupational requirements and training opportunities or be able to refer to such information.

Some of the principal methods of recording occupational information are:

(a) the definition which briefly formulates the main tasks of an occupation;

(b) the job analysis gives systematic and detailed information about the work done (what is done and how it is done), the physical and mental requirements and the working conditions; it may also include facts about tools used, machines operated and special skill required in the job and how this is acquired;

(c) occupational monographs giving a standard or average picture (containing fuller information than in job analysis) of a particular occupation and including information on:

   (i) educational and vocational training opportunities;

   (ii) economic conditions;

   (iii) prospects and future market needs;

(d) occupational classification\(^1\) which groups occupations in "families" according to their essential characteristics: the basic type of occupational family is a group consisting of occupations closely related in view of the work performed.

Information on current or long-term opportunities on the employment market and in vocational training may be obtained from the manpower authorities, employment service, vocational education authorities, etc.

CHAPTER IV
Vocational Training and Retraining

Introduction

Vocational training is one means of helping a disabled person to become settled in employment. It is not an end in itself, but a means to an end – the end being suitable work.

1. Basic Principles of Training

(i) If a disabled person can be placed in suitable employment without training then vocational training is not necessary.

(ii) The principles, measures and methods applied in training the able-bodied should apply to the disabled so far as medical and educational conditions permit.

(iii) Where possible, disabled persons should receive training with and under the same conditions as the able-bodied.

(iv) Special training arrangements should be made for those disabled who, because of the nature of their disability, cannot be trained in company with non-disabled persons.

(v) Training should continue until the disabled person has the necessary skill to work normally on an equal footing with the non-disabled.

(vi) Training is wasted unless it leads to placement in the training trade, or in a similar trade.

2. A Planned Training Programme

Training must keep pace with demands in industry and trainees must be assured that in principle they will be acceptable to industry. Methods of achieving this are similar to those used in planning for the able-bodied, i.e.:

(1) The study of employment market information.

(ii) Maintaining co-operation with employers' and workers' organisations in formulating policy.
Training policy should be formulated and applied on the basis of close co-operation among the bodies concerned with medical rehabilitation, social security and vocational guidance of the disabled.

3. **Types of Training Courses**

(i) Adolescents should receive training and apprenticeships on the same lines as the able-bodied. If education of the disabled is carried on to a higher age than for the able-bodied, a later start in training may be desirable.

(ii) Adults in general need accelerated training for comparatively short periods. The period will vary according to the trade, but the majority should not need longer than one year.

(iii) Training should be available at various levels of educational attainment, aptitudes and inclinations. It should therefore be available in universities, technical and commercial colleges, schools, training centres, special workshops and on employers' premises.

(iv) In certain cases, especially those involving long-term medical or hospital treatment, training can with advantage be started before medical treatment has ceased.

4. **Selection of Occupations in which Training is to be Provided**

Training must lead on to work in the training trade, and, therefore, in selecting trades the following points are important:

(i) Trades should be only those which are economically suitable for the country, and in which employment opportunities are known to exist, i.e. they should bear some relationship to the country's needs in skilled occupations.

(ii) Predominantly agricultural or rural countries should consider training in agricultural or rural occupations as the first possibility.

(iii) There may be trades in which it might be desirable to limit training to the disabled.

(iv) Training can be for open employment, self-employment, employment in co-operatives, or sheltered employment.

(v) Training occupations must be kept under constant review.
5. **Techniques and Methods of Training**

(i) Training should be conducted in an efficient businesslike way under conditions so far as possible similar to those in industry or commerce. There must be proper discipline.

(ii) Training hours should be similar to the normal working day.

(iii) The training programme for each trade or occupation should be worked out in detail with employers' and workers' representatives, a systematic analysis of the operations, skills, knowledge and safety factors involved being necessary.

(iv) The normal duration of each type of training course should be agreed in consultation with representatives of both sides of industry, having regard to:

(a) the level of skill to be attained, and

(b) the need to prepare the workers as quickly as possible for production work.

(v) Whenever possible, training should be on production work in preference to practical exercises.

(vi) Trainees can be admitted individually, in small groups, or as a block, as dictated by circumstances of training and placement. This should be agreed with both sides of industry in respect of each type of training.

(vii) Satisfactory arrangements should be made for any necessary theoretical or ancillary training which cannot be given during the course itself, without financial loss to the trainee.

(viii) There must be adequate supervision of trainees.

(ix) Special methods and techniques may be needed for certain disability groups, for example the blind and the deaf.

(x) There should be arrangements for necessary medical supervision during training.
6. Selection of Potential Trainees

Good selection is essential to a successful training scheme. Here are a few points on selection:

(i) Applicants must have the necessary educational background, work experience or potential, aptitudes, personality, etc., to be able to derive benefit from the particular course.

(ii) Applicants must have the capacity to match up to the physical requirements of the actual trade.

(iii) Applicants must have the determination and necessary adaptability to absorb training and make good in a new occupation. These qualities can often offset quite a serious disability.

(iv) If a disabled person already has some skill, he should so far as possible, and within the limits of his disability, be allocated to a course where the same kind of skill is required, or in a trade as closely akin to his previous occupation as possible.

(v) There must be reasonable prospects of placement in the training trade at the end of the course, in the area where the trainee lives or is prepared to live.

(vi) Although a potential trainee's personal inclinations are important, they should not be allowed to influence selection to the exclusion of such important factors as suitability and placement prospects.

(vii) In selection for training, just as for selective placement, trainees should so far as is practicable be selected for training where they can use to the maximum extent possible any special qualifications or aptitudes which they may have.

7. Placement and Follow-Up of Trainees

Training, if it is to be of value, must be part of a co-ordinated vocational rehabilitation programme, and must therefore lead to selective placement in the training trade.
There should be some system of follow-up of trainees to ensure that they settle permanently in their training trade.

8. Administration of a Training Programme

Vocational training is the most expensive part of a vocational rehabilitation programme. It therefore requires sound and adequate financial backing.

In developing countries, experience has shown that training needs full government support and backing, as well as help from social security organisations.

Training schemes for the disabled should be integrated into the national programme of health, education and training.

Financial and other necessary assistance should be provided so as to enable disabled persons to make full use of vocational training facilities.

If training has been completed, resettlement in the training trade may have to be facilitated by means of financial help and the issue of appropriate tools.

(cf. ILO Recommendation 99, paragraphs 5-9 and 12-14).

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CHAPTER V
Placement of the Disabled

1. Introduction

Resettlement is the ultimate aim of a vocational rehabilitation programme. This is normally achieved through selective placement.

2. Selective Placement

A selective placement service for the disabled involves using all the normal services and provisions, adjusting them as necessary to the known and carefully assessed needs of each disabled person. It is the next step after assessment, vocational guidance and vocational training and involves three distinct processes:

A. Knowing the worker.
B. Knowing the job.
C. Matching the worker with the job.

A. Knowing the Worker

Although it is generally accepted that special techniques are necessary in dealing with the disabled, this should not be taken to imply that the disabled are a race apart. From a placement point of view, the existence of a disability in one form or another is the only significant difference between the disabled and the able-bodied.

(a) False ideas about the disabled

A placement officer can be seriously hampered by such false concepts as these:

(i) that all disabled persons are compensated by being of cheerful disposition, or conversely, that they are all bitter and resentful;

(ii) that certain characteristics are found in persons with certain disabilities;

(iii) that persons with certain disabilities automatically have certain compensatory functions.

These false ideas about the disabled will not be allowed to creep into placement work if from the outset each person is regarded as an individual human being whose disability is only one factor in the total personality.

(b) Information required about the disabled person

The following information is required for selective placement:

(i) educational background and work experience - similar information to that required in respect of the able-bodied;

(ii) personality, outlook and general attitude;

(iii) any social problems which may impede placement;

(iv) results of any special assessments, e.g. vocational guidance, results of a course at a vocational assessment and work preparation centre;

(v) results of any vocational training.

(c) Information about the disability and its effect upon employment capacity

The existence of a disability is a question of fact, but its effect upon working capacity will vary between individuals according to the degree of disability and the normal or potential employment of the person concerned. In general, this comes under the heading of medical assessment.

Medical advice should never be disregarded without first consulting the doctor concerned, even if the disabled person pleads that he is able to do more than the doctor has advised.

B. Knowing the Job

The methods to be adopted will vary according to the information already available, for example in the normal employment department where knowing the requirements of various occupations is also an important aspect of placement work. Whatever the methods adopted in dealing with the disabled, however, the additional information which is required is what does the occupation involve in terms of physical effort, and what are the environmental conditions.

A detailed job analysis or occupational classification if already available can, of course, be useful, but a placement officer need not be hampered in his work without
an aid of this nature; the necessary information can be obtained by other means, for example by keeping in touch with local employers, and by visits to employers for the specific purpose of job appraisal.

A simple card index record of the various occupations appraised in this way can be an effective aide memoire, and would save the ground having to be covered again by a new placement officer.

C. Matching the Worker with the Job

Successful placement work lies in the recognition that each disabled person is an individual human being with individual likes and dislikes, individual qualifications, experience and aptitudes, that most disabled persons have more abilities than disabilities and that very few jobs require more than a few physical functions. The skill lies in matching what a person has with the requirements of the job so that both worker and employer are satisfied. This is the correct positive approach to vocational rehabilitation work, it emphasises the abilities and helps the employer and the worker to forget the disabilities.

Here are some basic principles in placing the disabled:

(i) The worker must be able to meet the physical requirements of the job — with any modifications which may be necessary and practicable;

(ii) the aim should be to place in work using the appropriate degree of intelligence, educational attainments, qualifications, skills, etc.;

(iii) the worker must not be a hazard to himself;

(iv) a worker must not jeopardise the safety of others;

(v) placement should be the logical conclusion to any vocational rehabilitation programme;

(vi) the placement officer should avoid thinking in terms of specific jobs for specific disability groups;

(vii) the situation of the job, working conditions and environment are as important as the job itself;
(viii) segregation of the disabled in their work should be avoided if at all possible;

(ix) placing in employment should be on the grounds of suitability for the job, not sympathy;

(x) medical practice usually requires that medical information should be regarded as confidential; the employer being told only in lay terms of any limitations on employment capacity and any risks to be avoided.

3. The Role of a Placement Officer

The role of a placement officer can be described quite briefly as placing disabled people in employment. This, however, involves a number of factors:

(i) where there is an employment service for the able-bodied and the selective placement service is a separate service; keeping in touch with that service, in order to have access to notified vacancies which might be suitable for specific disabled persons on the unemployed register;

(ii) keeping in touch with the local employment market;

(iii) locating employment opportunities for the disabled through some or all of the following sources:

   (a) where there is an employment service, from among vacancies for able-bodied workers notified to that service;

   (b) newspaper advertisements;

   (c) trade papers;

   (d) voluntary agencies for the disabled;

   (e) employer and trade union associations;

   (f) chambers of trade, commerce, etc.;

   (g) approach to individual employers on behalf of individual disabled persons or to try to find jobs in general.
(iv) submission to employment, applying the careful matching process already outlined. Random submission, even to notified vacancies, can lead to unsatisfactory placing. The employer should be given a frank assessment of the worker, and the worker a correct assessment of the job. Some disabled persons may have to be accompanied to the interview or have some other form of special introduction by the placement officer.

4. Job Induction

Anyone who has been ill for a long time knows how easy it is to get into the habit of doing nothing. This can be said to be equally true of those disabled persons who have been unemployed for a long time or have never worked at all. Even those who can be placed in employment without a special course of rehabilitation, as indeed experience has shown that many can, may need time to settle down, and may not at once reveal their maximum potential. Employers can help during this period by trying to make the new worker feel at home, and by trying to smooth out any difficulties, at the same time avoiding focussing too much attention on the fact that he is disabled. Fellow workers can also help, by giving just the amount of personal assistance which may be needed, and no more, without undue fuss or concern, and by showing willingness to accept the disabled on their merits, without fear or suspicion of the particular disability.

The question of any special work aids may also arise if their need was not recognised before employment started.

In some disability groups, special induction methods will be necessary; e.g. the deaf, to whom the method of communication will have to be explained, the blind, to whom exact locations of machinery, washing place, etc. will have to be described and demonstrated.

5. Follow-up to Ensure Resettlement

ILO Recommendation 99\(^1\) states that follow-up measures should be taken:

"(a) to ascertain whether placement in a job or recourse to vocational training or retraining services has proved to be satisfactory and to evaluate employment counselling policy and methods;

and

\(^1\) See Appendix, paragraph 11, p. 44.
(b) to remove as far as possible obstacles which would prevent a disabled person from being satisfactorily settled in work."

Such measures ensure:

(i) that the disabled person realises that the placement officer's interest in him does not cease as soon as placement has been achieved;

(ii) that opportunity is given to remedy any minor matters which may be impeding satisfactory settlement;

(iii) that if the placing is not likely to lead to satisfactory settlement consideration can be given to an alternative placing;

(iv) that information is collected whereby the vocational rehabilitation service can be evaluated.

Follow-up can be by written inquiry, interview at the local office, by telephone, or by any other convenient means. For follow-up to be effective and unbiased, it is desirable to ascertain both the worker's and the employer's assessment of the situation. Follow-up should start after a reasonable time has been allowed for settling in, and should cease as soon as it seems that the worker has settled down. At that stage the worker can be told to get in touch with the placement officer should any future problems arise.

A placement officer should study his follow-up results, and so evaluate his own placing techniques.
CHAPTER VI

Employment of the Disabled

1. Possible Obstacles in the Way of Placing the Disabled

The extent to which a wide range of employment opportunities for the disabled is practicable will vary in different countries, but it is probably true to say that many countries have some or all of the following obstacles still to overcome:

(i) attitude of the community;
(ii) economic situation in the country;
(iii) resistance of employers;
(iv) attitude of trade unions;
(v) attitude of the disabled themselves and their families.

2. Range of Possibilities for the Disabled

The principles should be that:

A. The disabled should be afforded equal opportunity with the non-disabled to perform work for which they are qualified.

B. Disabled persons should have the same opportunity as the able-bodied of accepting suitable work with employers of their own choice.

C. Emphasis should be placed on the abilities and work capacities of disabled persons and not on their disabilities.

Lists of jobs suitable for the disabled in general or specific disability groups is now a restrictive and an out-dated method.

It follows, therefore, that the range of work for the disabled should follow the same range as for the able-bodied, which can be divided into the following groups:

A. Employment under normal competitive conditions — in factories, offices, shops, on the land, in the professions, in government services, etc.

See Appendix, paragraphs 28-31, pp. 48-49.
B. Self-employment.

C. Handicraft work including co-operatives.

D. There is, of course, for the severely disabled a fourth group, viz. sheltered employment.

3. Employment Under Normal Competitive Conditions

(i) The Range of Employment Opportunities

Opportunities for employment should be as wide as possible covering so far as practicable the whole range of occupations in the country.

(ii) Widening Employment Opportunities

In widening employment opportunities for the disabled, environment is an important factor. If possible a disabled person should be placed in the environment with which he is familiar. The following sources of employment for the disabled should be borne in mind.

In Towns

Handicrafts, work with small firms as well as large firms, and work in the public sector.

In Rural Areas

Rural or village handicrafts, agriculture and co-operatives.

(iii) Special Measure

Special measures which may be necessary to facilitate the employment of disabled persons in "open" employment include:

(a) legislation - compulsion upon employers (this will be dealt with later in this chapter);

(b) work "aids" and adaptation of jobs\(^1\);

(c) financial assistance in travelling to work;

\(^1\) See also "Adaptation of Jobs for the Disabled", ILO, Geneva, 1969.
(d) financial assistance to transfer to area of better employment opportunities.

4. **Self-Employment**

The successful operation of a small business or employment on one's own account depends upon the following factors:

(i) business ability;
(ii) knowledge of the particular form of business;
(iii) sufficient money to make a start;
(iv) willingness and the ability to work hard;
(v) knowledge of the demands for the goods being made;
(vi) salesmanship;
(vii) ability to learn from others and to profit by his mistakes;
(viii) liking for the particular kind of work and for taking responsibility.

5. **Handicraft Work Including Co-operatives**

(i) **Handicraft Work**

Some of the essential features of a good scheme are:

(a) adequate transport facilities for the supply of raw materials and collection of finished products;
(b) a good sales organisation;
(c) sufficient skilled craft supervisors;
(d) a sufficient variety of suitable work to suit disabled person of varying skills and aptitudes.

(ii) **Co-operatives for the Disabled**

If possible should be included in co-operatives already in existence for non-disabled.
Otherwise special co-operatives for the disabled should be created.

Government assistance - both financial and administrative - is desirable.

6. Sheltered Employment

Should be provided for those disabled persons who because of the nature and severity of their disability cannot be made fit for ordinary employment.

This is a somewhat relative matter dependent on factors which must vary from country to country, such as:

(i) local attitude towards the disabled;
(ii) level of unemployment and underemployment;
(iii) level of development of vocational rehabilitation services and general manpower services;
(iv) level of industrialisation;
(v) economic and social situation;
(vi) density of population and whether predominantly rural or urban;
(vii) geography, communications, etc.

A. Types of Sheltered Employment

(i) sheltered workshops planned to provide more or less permanent employment for persons unable or unlikely to take up or return to open employment;

(ii) homeworkers' schemes - either industrial or craftwork - for those who, for physical, psychological or geographical reasons cannot travel regularly to or from a sheltered workshop or for whom a sheltered workshop is not available.

B. Services Provided

In an ideal situation sheltered workshops should provide the following services:
(i) medical supervision;
(ii) social services;
(iii) evaluation and adjustment;
(iv) vocational guidance;
(v) vocational training;
(vi) vocational supervision;
(vii) graded employment with prospects of advancement and possible return to open employment.

Many of these refinements are beyond the present capacity of sheltered workshops in most developing countries which would need to be run on much simpler lines.

C. Value of Sheltered Employment Schemes

In countries with no services or facilities for employing the disabled, sheltered employment schemes are a good means of educating the public about the working abilities of the disabled. These schemes also provide a stepping-off place for the later establishment of further vocational rehabilitation services.

7. Special Measures for the Employment of the Disabled

The enactment of legislation is one means open to governments of ensuring that their disabled citizens are provided with employment opportunities. Measures of this nature have been taken by a number of countries over the past 50 years, in general in one or more of the following forms:

(a) the imposition of an obligation on employers to employ a fixed number or a quota of disabled persons;
(b) the reservation for disabled persons of certain types of work in specified industries or activities;
(c) the reservation of posts for disabled persons, and/or allocating them special priorities or preferences.

A. Arguments for and against Legislative Provision

(i) Arguments in Favour

(a) It provides evidence that the state supports in principle the idea of the employability of the disabled.

(b) It provides the means of introducing employers to the idea of employing the disabled.

(c) In general when employers are required by law to take certain measures, for example to employ the disabled, they have the satisfaction of knowing that all firms are being treated alike and that there is no unfair discrimination.

(d) The reservation for the disabled of specified occupations provides opportunities for employment in simple routine tasks for those disabled persons who might otherwise remain unemployed because they lack the capacity to perform more skilled or more arduous work.

(ii) Arguments against Legislation

(a) That compulsion is wrong in principle.

(b) That disabled workers placed in this way might be less efficient than other workers.

(c) That disabled persons placed in this way may feel that undue attention is being focused on them.

(d) That in times of trade recession or redundancy from some other cause, legal obligations would be unlikely to restrain employers from discharging disabled persons.

B. Some of the Requisites for Satisfactory Compulsory Measures

Some of the necessary factors in the successful operation of legislative measures are as follows:
(i) it is desirable that provisions should be such as will avoid the displacement of existing non-disabled workers;

(ii) it is necessary to have a simple practicable definition of "disabled person"\(^1\) and machinery for effective registration;

(iii) there must be a specialised employment service to assist employers in meeting their obligations;

(iv) there is the need for some form of inspection or enforcement, without which any compulsory measures would not function or bring the desired results.

C. Legislative Measures which have been Adopted by some Countries

The various forms of legislation which have been adopted during the past few years include:

(i) **A Quota**

The general principle adopted is the compulsion on every employer, or those having more than a fixed minimum number of employees, to employ a fixed minimum number or percentage of disabled persons. In some cases there is also protection against loss of employment.

(ii) **Designated Employment Schemes**

Measures of this nature imply acceptance of the principle that certain occupations are especially suitable for the disabled and should be reserved for them.

(iii) **Reservation of Special Posts**

This differs from designation of employment in that most of the measures concerned make provision for reservation of specified posts in specified industries, public services, etc.

\(^1\) See Appendix, Part I, paragraph 1(b), p. 42.
(iv) **Allocation of Priorities and Preferences**

Most of these measures afford priority or preference to specified disability groups which present particular problems, e.g. disabled ex-servicemen, the blind, workers who have been victims of industrial accidents, etc.

D. **Use and Abuse of the Employment or Vocational Rehabilitation Service in Enforcing Legislation**

As, whatever its form, any compulsion on employers should have the aim of providing employment opportunities for the disabled, it follows that administration and enforcement must not elienate employers and so militate against the vocational rehabilitation service or the general employment service.

With this in mind, it could be argued that officers whose duty it is to enforce statutory obligations should be divorced from the placement service.

On the other hand there is a strong weight of opinion, based on practical experience, that, provided they are carried out in a spirit of helpful co-operation, visits to employers for the purpose of enforcing quota obligations can lead to the identification of vacancies suitable for the disabled.

E. **Conclusion**

Whether or not compulsory schemes are necessary in a particular country will, of course, depend upon the circumstances in that country. Even where they are necessary, however, they are more likely to come under criticism than are voluntary arrangements for the employment of the disabled, not only on the grounds of compulsion but because it can be argued that they offend all the principles of selective placement. These objections are less likely to have force, however, if employers and the authority enforcing the obligations never lose sight of the fact that the main purpose of legislative provisions is to secure a fair share for the disabled of such employment opportunities as are available. Selective placement techniques should ensure that disabled persons are placed on their merits so that the large majority of them can deservedly be regarded by their employers not as legislative liabilities, but as valued workers who can compete on equal terms with the able-bodied.
APPENDIX

INTERNATIONAL LABOUR CONFERENCE

Recommendation 99

RECOMMENDATION CONCERNING VOCATIONAL REHABILITATION OF THE DISABLED

The General Conference of the International Labour Organisation,

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its 38th Session on 1 June 1955, and

Having decided upon the adoption of certain proposals with regard to the vocational rehabilitation of the disabled, which is the fourth item on the agenda of the session, and

Having determined that these proposals shall take the form of a Recommendation,

adopts this twenty-second day of June of the year one thousand nine hundred and fifty-five the following Recommendation, which may be cited as the Vocational Rehabilitation (Disabled) Recommendation, 1955:

Whereas there are many and varied problems concerning those who suffer disability, and

Whereas rehabilitation of such persons is essential in order that they be restored to the fullest possible physical, mental, social, vocational and economic usefulness of which they are capable, and

Whereas to meet the employment needs of the individual disabled person and to use manpower resources to the best advantage it is necessary to develop and restore the working ability of disabled persons by combining into one continuous and co-ordinated process medical, psychological, social, educational, vocational guidance, vocational training and placement services, including follow-up,

The Conference recommends as follows:
I. DEFINITIONS

1. For the purpose of this Recommendation:

(a) the term "vocational rehabilitation" means that part of the continuous and co-ordinated process of rehabilitation which involves the provision of those vocational services, e.g. vocational guidance, vocational training and selective placement, designed to enable a disabled person to secure and retain suitable employment; and

(b) the term "disabled person" means an individual whose prospects of securing and retaining suitable employment are substantially reduced as a result of physical or mental impairment.

II. SCOPE OF VOCATIONAL REHABILITATION

2. Vocational rehabilitation services should be made available to all disabled persons, whatever the origin and nature of their disability and whatever their age, provided they can be prepared for, and have reasonable prospects of securing and retaining, suitable employment.

III. PRINCIPLES AND METHODS OF VOCATIONAL GUIDANCE, VOCATIONAL TRAINING AND PLACEMENT OF DISABLED PERSONS

3. All necessary and practicable measures should be taken to establish or develop specialised vocational guidance services for disabled persons requiring aid in choosing or changing their occupations.

4. The process of vocational guidance should include, as far as practicable in the national circumstances and as appropriate in individual cases:

(a) interview with a vocational guidance officer;

(b) examination of record of work experience;

(c) examination of scholastic or other records relating to education or training received;

(d) medical examination for vocational guidance purposes;

(e) appropriate tests of capacity and aptitude, and, where desirable, other psychological tests;
(f) ascertainment of personal and family circumstances;

(g) ascertainment of aptitudes and the development of abilities by appropriate work experiences and trial, and by other similar means;

(h) technical trade tests, either verbal or otherwise, in all cases where such seem necessary;

(i) analysis of physical capacity in relation to occupational requirements and the possibility of improving that capacity;

(j) provision of information concerning employment and training opportunities relating to the qualifications, physical capacities, aptitudes, preferences and experience of the person concerned and to the needs of the employment market.

5. The principles, measures and methods of vocational training generally applied in the training of non-disabled persons should apply to disabled persons in so far as medical and educational conditions permit.

6. (1) The training of disabled persons should, wherever possible, enable them 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, after medical advice, in occupations in which the performance of the work involved is affected by, or affects, the disability to the least possible degree;

(b) provided, wherever possible and appropriate, 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 non-disabled workers if he is capable of doing so.

7. Wherever possible, disabled persons should receive training with and under the same conditions as non-disabled persons.

8. (1) Special services should be set up or developed for training disabled persons who, particularly by reason of the nature or the severity of their disability, cannot be trained in company with non-disabled persons.
Wherever possible and appropriate, these services should include, inter alia:

(a) schools and training centres, residential or otherwise;
(b) special short-term and long-term training courses for specific occupations;
(c) courses to increase the skills of disabled persons.

9. 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.

10. (1) Measures should be taken to develop special arrangements for the placement of disabled persons.

(2) These arrangements should ensure effective placement by means of:

(a) registration of applicants for employment;
(b) recording their occupational qualifications, experience and desires;
(c) interviewing them for employment;
(d) evaluating, if necessary, their physical and vocational capacity;
(e) encouraging employers to notify job vacancies to the competent authority;
(f) contacting employers, when necessary, to demonstrate the employment capacities of disabled persons, and to secure employment for them;
(g) assisting them to obtain such vocational guidance, vocational training, medical and social services as may be necessary.

11. Follow-up measures should be taken:

(a) to ascertain whether placement in a job or recourse to vocational training or retraining services has proved to be satisfactory and to evaluate employment counselling policy and methods;
(b) to remove as far as possible obstacles which would prevent a disabled person from being satisfactorily settled in work;
IV. ADMINISTRATIVE ORGANISATION

12. Vocational rehabilitation services should be organised and developed as a continuous and co-ordinated programme by the competent authority or authorities and, in so far as practicable, use should be made of existing vocational guidance, vocational training and placement services.

13. The competent authority or authorities should ensure that an adequate and suitably qualified staff is available to deal with the vocational rehabilitation, including follow-up, of disabled persons.

14. The development of vocational rehabilitation services should at least keep pace with the development of the general services for vocational guidance, vocational training and placement.

15. Vocational rehabilitation services should be organised and developed so as to include opportunities for disabled persons to prepare for, secure and retain suitable employment on their own account in all fields of work.

16. Administrative responsibility for the general organisation and development of vocational rehabilitation services should be entrusted:

(a) to one authority, or

(b) jointly to the authorities responsible for the different activities in the programme with one of these authorities entrusted with primary responsibility for co-ordination.

17. (1) The competent authority or authorities should take all necessary and desirable measures to achieve co-operation and co-ordination between the public and private bodies engaged in vocational rehabilitation activities.

(2) Such measures should include as appropriate:

(a) determination of the responsibilities and obligations of public and private bodies;

(b) financial assistance to private bodies effectively participating in vocational rehabilitation activities; and

(c) technical advice to private bodies.
18. (1) Vocational rehabilitation services should be established and developed with the assistance of representative advisory committees, set up at the national level and, where appropriate, at regional and local levels.

(2) These committees should, as appropriate, include members drawn from among:

(a) the authorities and bodies directly concerned with vocational rehabilitation;
(b) employers' and workers' organisations;
(c) persons specially qualified to serve by reason of their knowledge of, and concern with, the vocational rehabilitation of the disabled; and
(d) organisations of disabled persons.

(3) These committees should be responsible for advising:

(a) at the national level, on the development of policy and programmes for vocational rehabilitation;
(b) at regional and local levels, on the application of measures taken nationally, their adaptation to regional and local conditions and the co-ordination of regional and local activities.

19. (1) Research should be fostered and encouraged, particularly by the competent authority, to evaluate and improve vocational rehabilitation services for the disabled.

(2) Such research should include continuous or special studies on the placement of the disabled.

(3) Research should also include scientific work on the different techniques and methods which play a part in vocational rehabilitation.
V. METHODS OF ENABLING DISABLED PERSONS TO MAKE USE OF VOCATIONAL REHABILITATION SERVICES

20. Measures should be taken to enable disabled persons to make full use of all available vocational rehabilitation services and to ensure that some authority is made responsible for assisting personally each disabled person to achieve maximum vocational rehabilitation.

21. Such measures should include:

(a) information and publicity on the availability of vocational rehabilitation services and on the prospects which they offer to the disabled;

(b) the provision of appropriate and adequate financial assistance to disabled persons.

22. (1) Such financial assistance should be provided at any stage in the vocational rehabilitation process and should be designed to facilitate the preparation for, and the effective retention of, suitable employment including work on own account.

(2) It should include the provision of free vocational rehabilitation services, maintenance allowances, any necessary transportation expenses incurred during any periods of vocational preparation for employment, and loans or grants of money or the supply of the necessary tools and equipment, and of prosthetic and any other necessary appliances.

23. Disabled persons should be enabled to make use of all vocational rehabilitation services without losing any social security benefits which are unrelated to their participation in these services.

24. Disabled persons living in areas having limited prospects of future employment or limited facilities for preparation for employment should be provided with opportunities for vocational preparation, including provision of board and lodging, and with opportunities for transfer, should they so desire, to areas with greater employment prospects.
25. Disabled persons (including those in receipt of disability pensions) should not as a result of their disability be discriminated against in respect of wages and other conditions of employment if their work is equal to that of non-disabled persons.

VI. CO-OPERATION BETWEEN THE BODIES RESPONSIBLE FOR MEDICAL TREATMENT AND THOSE RESPONSIBLE FOR VOCATIONAL REHABILITATION

26. (1) There should be the closest co-operation between, and the maximum co-ordination of, the activities of the bodies responsible for medical treatment and those responsible for the vocational rehabilitation of disabled persons.

(2) This co-operation and co-ordination of activities should exist:

(a) to ensure that medical treatment and, where necessary, the provision of appropriate prosthetic apparatus, are directed to facilitating and developing the subsequent employability of the disabled persons concerned;

(b) to promote the identification of disabled persons in need of, and suitable for, vocational rehabilitation;

(c) to enable vocational rehabilitation to be commenced at the earliest and most suitable stage;

(d) to provide medical advice, where necessary, at all stages of vocational rehabilitation;

(e) to provide assessment of working capacity.

27. Wherever possible, and subject to medical advice, vocational rehabilitation should start during medical treatment.

VII. METHODS OF WIDENING EMPLOYMENT OPPORTUNITIES FOR DISABLED PERSONS

28. Measures should be taken, in close co-operation with employers' and workers' organisations, to promote maximum opportunities for disabled persons to secure and retain suitable employment.
29. Such measures should be based on the following principles:

(a) disabled persons should be afforded an equal opportunity with the non-disabled to perform work for which they are qualified;

(b) disabled persons should have full opportunity to accept suitable work with employers of their own choice;

(c) emphasis should be placed on the abilities and work capacities of disabled persons and not on their disabilities.

30. Such measures should include:

(a) research designed to analyse and demonstrate the working capacity of disabled persons;

(b) widespread and sustained publicity of a factual kind with special reference to:

(i) the work performance, output, accident rate, absenteeism and stability in employment of disabled persons in comparison with non-disabled persons employed in the same work;

(ii) personnel selection methods based on specific requirements;

(iii) methods of improving work conditions, including adjustment and modification of machinery and equipment, to facilitate the employment of disabled workers;

(c) the means whereby increased liability of individual employers in respect of workmen's compensation premiums may be eliminated;

(d) the encouraging of employers to transfer workers whose working capacity has undergone a change as a result of a physical impairment to suitable jobs within their undertakings.

31. Wherever appropriate in the national circumstances, and consistent with national policy, the employment of disabled persons should be promoted by means such as:
(a) the engagement by employers of a percentage of disabled persons under such arrangements as will avoid the displacement of non-disabled workers;

(b) reserving certain designated occupations for disabled persons;

(c) arranging that seriously disabled persons are given opportunities for employment or preference in certain occupations considered suitable for them;

(d) encouraging the creation and facilitating the operation of co-operatives or other similar enterprises managed by, or on behalf of, disabled persons.

VIII SHELTERED EMPLOYMENT

32. (1) Measures should be taken by the competent authority or authorities, in co-operation, as appropriate, with private organisations, to organise and develop arrangements for training and employment under sheltered conditions for those disabled persons who cannot be made fit for ordinary competitive employment.

(2) Such arrangements should include the establishment of sheltered workshops and special measures for those disabled persons who, for physical, psychological or geographical reasons, cannot travel regularly to and from work.

33. Sheltered workshops should provide, under effective medical and vocational supervision, not only useful and remunerative work but opportunities for vocational adjustment and advancement with, whenever possible, transfer to open employment.

34. Special programmes 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.

35. Where and to the extent to which statutory regulation of wages and conditions of employment applying to workers generally is in operation it should apply to disabled persons employed under sheltered conditions.
IX. SPECIAL PROVISIONS FOR DISABLED CHILDREN AND YOUNG PERSONS

36. Vocational rehabilitation services for disabled children and young persons of school age should be organised and developed in close co-operation between the authorities responsible for education and the authority or authorities responsible for vocational rehabilitation.

37. Educational programmes should take into account the special problems of disabled children and young persons and their need of opportunities, equal to those of non-disabled children and young persons, to receive education and vocational preparation best suited to their age, abilities, aptitudes and interests.

38. The fundamental purposes of vocational rehabilitation services for disabled children and young persons should be to reduce as much as possible the occupational and psychological handicaps imposed by their disabilities and to offer them full opportunities of preparing for, and entering, the most suitable occupations. The utilisation of these opportunities should involve co-operation between medical, social and educational services and the parents or guardians of the disabled children and young persons.

39. (1) The education, vocational guidance, training and placement of disabled children and young persons should be developed within the general framework of such services to non-disabled children and young persons, and should be conducted, wherever possible and desirable, under the same conditions as, and in company with, non-disabled children and young persons.

(2) Special provision should be made for those disabled children and young persons whose disabilities prevent their participation in such services under the same conditions as, and in company with, non-disabled children and young persons.

(3) This provision should include, in particular, specialised training of teachers.

40. Measures should be taken to ensure that children and young persons found by medical examination to have disabilities or limitations or to be generally unfit for employment:
(a) receive, as early as possible, proper medical treatment for removing or alleviating their disabilities or limitations;

(b) are encouraged to attend 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, education and vocational training.

X. APPLICATION OF THE PRINCIPLES OF VOCATIONAL REHABILITATION

41. (1) Vocational rehabilitation services should be adapted to the particular needs and circumstances of each country and should be developed progressively in the light of these needs and circumstances and in accordance with the principles laid down in this Recommendation.

(2) The main objectives of this progressive development should be:

(a) to demonstrate and develop the working qualities of disabled persons;

(b) to promote, in the fullest measure possible, suitable employment opportunities for them;

(c) to overcome, in respect of training or employment, discrimination against disabled persons on account of their disability.

42. The progressive development of vocational rehabilitation services should be promoted with the help, where desired, of the International Labour Office:

(a) by the provision, wherever possible, of technical advisory assistance;

(b) by organising a comprehensive international exchange of experience acquired in different countries; and
(c) by other forms of international co-operation directed towards the organisation and development of services adapted to the needs and conditions of individual countries and including the training of the staff required.