Vocational rehabilitation services for disabled persons

Legislative provisions
Vocational rehabilitation services for disabled persons
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Legislative provisions

Handbook based on survey data on legislative measures, experience and research in 68 selected countries

International Labour Office  Geneva
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Introduction

The International Labour Conference at its 65th Session in 1979 unanimously adopted a resolution concerning disabled persons. The operative part of the resolution called upon the International Labour Office (ILO) to lay stress on activities related to rehabilitation of the disabled, which would be a contribution to the 1981 International Year of Disabled Persons. One of these activities was the gathering of documentation on legislation, experience and research in the area of vocational rehabilitation of the physically and mentally handicapped in member countries.

The Director-General of the ILO, in June 1980, accordingly submitted a questionnaire to member governments requesting information on their national legislative provisions for the vocational rehabilitation of disabled persons, covering vocational counselling, assessment, training, and placement in open or sheltered employment. Particular mention was to be made of the specific measures aimed at creating employment opportunities for disabled persons, including "quota schemes", specially designated jobs or reserved employment, incentive schemes, etc. In the absence of statutory provisions, a brief description of functioning national vocational rehabilitation services was requested. In addition, information was sought on the current and planned research in the field of vocational rehabilitation of disabled persons.

In response to the questionnaire, a total of 68 replies was received by the ILO from all regions of the world. The high response rate gives evidence of strong interest in a study of this kind and in international exchange of experience in a field of human and social services that is receiving increased attention.

The present study is related to an earlier study which sought to give a general picture of the ways in which countries are approaching rehabilitation, to distinguish patterns of approach, and identify future trends in rehabilitation practices.

This volume, in a sense, updates the prior report, notably that section dealing with vocational rehabilitation provisions and services. The country replies are analysed and evaluated; in some cases, the information was supplemented by information available in the documentation of the ILO Vocational Rehabilitation Branch.

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2 These additional references included, for example:

United Nations, Department of Economic and Social Affairs: Recent Trends in Legislation Concerning Rehabilitation Services for Disabled Persons in Selected Countries (New York, 1978; Sales No.: E.78.IV.1).


(Footnote continued on next page)
The information is presented for each country, wherever possible, under the following headings:

Legislative Provisions
Vocational Rehabilitation Services
Employment (including placement services, open and sheltered employment)
Special Measures
Research
Future Plans.

In some cases, the information furnished was insufficient to cover all subjects, even with reference to supplementary sources. Moreover, some responding governments focused their replies on one or two specific aspects with less emphasis on the others. The information thus does not provide extensive analysis of the full implementation and effectiveness of the law. Nevertheless, the summaries as a whole reflect the situation as it existed in 1980/81. It is hoped that the study will serve as a guide and work of reference to rehabilitation professionals and that it will be of assistance to those responsible for drafting legislation concerning rehabilitation services for the disabled or in organising such services. The handbook is also intended to be an ILO contribution to the International Year of Disabled Persons.

All readers and users of this handbook are sincerely invited to communicate changes, additions and corrections regarding pertinent rehabilitation provisions in member countries to the ILO (Vocational Rehabilitation Branch), CH 1211 Geneva 22, Switzerland, so that they may be considered in future updatings.

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(Footnote continued from previous page)

I. **SUMMARIES OF THE GOVERNMENTS' REPLIES**

**ANGOLA**

1. There are no legislative provisions for rehabilitation services.

2. **Vocational rehabilitation services**

   The Department of Social Rehabilitation in the Secretariat of State for Social Affairs (SEAS) is responsible for assistance to the physically handicapped. Assistance is given mainly in terms of material aids such as food, clothing, footwear, financial allowances and transportation (e.g. wheelchairs).

2. **Employment**

   Those who can follow regular vocational training are integrated into regular employment. Severely disabled and those who cannot be placed in regular employment work in small production centres established by the SEAS on such tasks as needlework and other handicrafts. In addition to vocational training and sheltered employment, they also receive literacy training.
ARGENTINA

1. Legislative provisions

Act No. 22431 (1981) provides for a national system of protection for the disabled. This law contains both general and specific provisions. Similar provisions must also be adopted by the provinces to ensure that the system is uniformly and effectively applied throughout the Republic.

According to the new national legislation, a disabled person is anyone who suffers from permanent or prolonged physical or mental functional impairment which, taking into account his age and social background, involves a substantial handicap for his integration into the life of family, society, and into education or employment.

2. Vocational rehabilitation services

In the new system, two ministries are responsible for vocational rehabilitation: the Ministry of Culture and Education and the Ministry of Social Welfare. The former provides vocational training, social and individual guidance. To achieve its goals it collaborates with voluntary organisations and supports them financially. The latter promotes sheltered therapeutic workshops in the hospitals under its control.

3. Employment

(a) Open employment

Private undertakings that contract with the Government must give priority to engaging disabled persons who are capable of doing the work either independently or with occasional help.

A quota scheme of 4 per cent of the total workforce has been adopted. It applies to the State, its decentralised and autonomous bodies, non-state public bodies and state enterprises.

Employers of disabled persons are given tax exemptions which may reach 70 per cent of the wage or salary payments made to disabled personnel (including disabled homeworkers).

(b) Sheltered employment

The Ministry of Labour is empowered to set up, register and supervise sheltered production workshops and must encourage all efforts aimed at their implementation. As examples of the existing system, village settlements for the mentally retarded have been set up in rural areas.

4. Special measures

Free transportation by state-controlled public companies is provided to disabled persons to enable them to reach rehabilitation or training centres.
AUSTRALIA

1. Legislation

- The Handicapped Persons Assistance Act (1974) provides for special facilities and services to those disabled children and adults who require sheltered employment, activity therapy, and other ancillary rehabilitation and service programmes;

- The Commonwealth Employment Services Act (1978) contains provisions for specialised placement services to disabled persons;

- The Social Services Act (1979) makes provision for the Commonwealth Rehabilitation Service (CBS) which administers a comprehensive national social/vocational rehabilitation service for the physically and mentally disabled.

2. Rehabilitation services

The Commonwealth Rehabilitation Service (CBS), which operates under the Department of Social Security, comprises a staff of approximately 600 professionals (physicians, psychologists, vocational counsellors, social workers, occupational therapists, etc.) They are responsible for specialised medical, social, vocational and educational rehabilitation services.

The Department of Social Security works closely with the Department of Employment and Youth Affairs which provides specialist employment officers and guidance counsellors for placing disabled persons in employment.

The Department of Social Security administers programmes of income maintenance for disabled persons, such as sheltered employment allowances (as an alternative to a disability pension), training allowances, and special incentive benefits to employed disabled.

The CRS also employs vocational instructors who provide job-related training and adjustment programmes in rehabilitation centres.

Eligible organisations which provide approved programmes of sheltered employment receive subsidies from the Department of Social Security.

Another special training scheme under the Department of Employment and Youth Affairs is the National Employment and Training System (NEAT). Work preparation projects provide pre-employment and remedial training to persons with a physical or mental disability.
3. **Employment**

There are no quota schemes, specially designated or reserved employment for disabled persons.

CRS counsellors consult with employer and worker organisations with a view to voluntarily creating employment opportunities for CRS rehabilitees.

The CRS utilises special on-the-job training and follow-up services (so-called "work-therapy") during which the employer does not pay a wage or salary to the rehabilitee but a training allowance is paid by CRS.

The Commonwealth Employment Service (CES) has offices throughout Australia which are responsible for assessment, counselling guidance services to disabled jobseekers as well as rehabilitation centres, disabled organisations and similar associations.

State Governments can issue "Slow Worker Permits" to permit the payment of less than standard wages to those workers whose productivity is lower than normal due to disability. These permits are designed to further the employment opportunities of the disabled in the open labour market. The permits require the consent of the relevant worker organisation and must be reviewed periodically.

Australia has an interdepartmental steering group to promote employment opportunities for the disabled in the Australian public civil service through special appointment and selection schemes.

4. **Research**

The Department of Social Security's CRS has developed an active information and resources development programme; a number of surveys on workshops, training centres and on programmes for special target groups (e.g. quadriplegics) have been conducted.

Another research project concerned applied advanced technology and bio-engineering contributions to rehabilitation.

A new survey in 1981 will seek to determine attitudes of employers, unions and workmates to disabled fellow workers.
AUSTRIA

1. Legislative provisions

- the Care for the Disabled Act (Text No. 183/1947) provides for vocational rehabilitation services to the civilian disabled;

- the General Social Security Act (No. 189/1955) and its by-laws provide for vocational rehabilitation in the framework of accident insurance and pension benefits;

- the War Victims' Medical Care Act (Text No. 152/1957) provides, among other things, for vocational training programmes;

- the General Social Insurance Act (Text No. 189/1955) provides for vocational rehabilitation and related services for work-accident and injury victims;

- the Tuberculosis Act (1968) includes rehabilitation programmes;

- the Labour Market Promotion Act (Text No. 31/1969) deals with specific measures for persons whose handicap affects their competitive position on the labour market. Handicap may be physical, mental or psychic. The measures provided include job adaptation, tools, testing of work aptitudes, preferential treatment in finding employment;

- the Integration of Handicapped Persons Act (Text No. 22/1970) contains specific obligations for employers (pt. 3 and pt. 4) and provides for the protection of the disabled against dismissal. According to the law, Austrian citizens with at least 50 per cent disability resulting from impaired health or a combination of more than one disability are entitled to protective measures.

2. Vocational rehabilitation services

The implementation of the Integration of Handicapped Persons Act and of the Labour Market Promotion Act is the responsibility of the Federal Ministry for Social Administration, the provincial offices for the disabled, and the authorities responsible for job placement and employment.

Each provincial (Land) employment office has a standing Rehabilitation Committee.

Disabled persons are provided with vocational guidance and special job training. The training programmes are carried out either in rehabilitation centres or within enterprises (on-the-job training). The number of training places has been increased by the provision of new supraregional vocational training centres for integrating the disabled in productive life.
3. **Employment**

Selective placement services are provided for disabled persons. The aim is to integrate them wherever possible alongside able-bodied workers. Several special measures have been adopted:

- subsidies to employers as well as to those disabled who wish to set up their own business;

- a quota scheme obliging employers with 25 or more workers to employ at least one disabled person for every 25 employees. The disabled must be Austrian citizens and have at least a 50 per cent disability. Employers who do not satisfy the prescribed quota must pay a monthly fine into a special fund (used to subsidise specific measures in favour of the handicapped). Disabled workers are given special protection against dismissal. Employers who exceed the quota of disabled employees receive premiums from the State.

As for sheltered employment, this serves two main purposes:

- on the one hand, sheltered workshops provide employment to disabled persons who are physically or mentally unsuited for work in the open labour market;

- on the other hand, sheltered workshops are workplaces which provide opportunities for certain disabled to develop, improve and recover their working capacities with a view to later integration in the open labour market.

A new network of sheltered workshops is being rapidly developed.

Thanks to a close co-operation between judicial and labour authorities, training programmes for discharged prisoners have been successfully established with the labour market authorities offering special placement and counselling services to persons discharged from penal institutions.

4. **Special measures**

Emphasis has been placed on accident prevention and sound organisation of work. In 1975 and 1978, ergonomic performance and requirement profiles were developed for use by company task forces in job analyses.

5. **Research**

Between 1978 and 1980, numerous research studies were carried out for the labour market authorities by different universities and institutes. They included:

- vocational integration of the disabled by rehabilitation counsellors and placement officers;

- occupational opportunities for the disabled in sheltered workshops;

- computer-assisted teaching;
- training programmes for various short courses for skilled workers.

Other research studies currently being carried out cover:

- the value of vocational integration for rehabilitated psychiatric patients;

- comparative studies of vocational training opportunities for blind and severely handicapped persons in Austria and other countries.
BANGLADESH

1. **Vocational rehabilitation services/employment**

Although there are no legislative provisions for the rehabilitation of the disabled, the Government has given increased emphasis to the social welfare sector in the second five-year plan (1981-85) which includes services to the disabled.

Some special measures include:

- a **Training and Rehabilitation Centre** established in an industrial area near Dacca offering training, sheltered employment and placement services for the adult blind;

- four **Training and Rehabilitation Centres for the Physically Handicapped** (known as "composite centres") created for deaf and mute as well as for blind persons. While education is provided to both groups separately, vocational sections in each school are integrated into a single unit;

- a **Rehabilitation Centre for the Physically Handicapped**, consisting of:
  - a comprehensive rehabilitation complex with four components: an assessment centre, an apprentice training unit, which provides training in simple engineering, welding, spray painting; a placement service centre and an industrial production unit;
  - four rural rehabilitation centres providing training in rural crafts.

Mobility training for teachers of the blind is also organised by the Centre.

Finally, the Government has sponsored a scheme for the establishment of a centre for the treatment and rehabilitation of physically handicapped children under the auspices of a registered voluntary agency. The centre will also produce braces and prosthetic appliances.

Disabled children are integrated into the programmes of regular schools.

2. **Future plans**

The Government is considering legislation to provide for employment of disabled persons in government departments under a quota scheme.
1. Rehabilitation services

There are no legislative provisions for rehabilitation of the disabled. Special education services for physically handicapped and mentally retarded children have been in existence for some time. Vocational rehabilitation services date back to 1976, and private organisations play a major role in this process. Pre-vocational training activities for mentally retarded as well as deaf and blind children are provided in their respective schools. General vocational training programmes are open to certain disabled persons. Deaf students, in particular, may attend courses provided in general training institutions, e.g. courses for industrial sewing-machine operators.

The Barbados Council provides co-ordination of activities and services and is in charge of improving the quality and delivery of services for disabled persons.

2. Employment

(a) Open employment

The Employment Exchange of the Ministry of Labour and Community Services was established in 1977 and provides vocational assessment counselling and selective placement services for the disabled. Although no quota scheme exists, Public Services offer many employment opportunities to qualified disabled persons.

(b) Sheltered employment

The voluntary workshop for the blind and a psychiatric hospital provide sheltered employment facilities. In the former, workers specialise in crafts utilising local and imported straw. In the latter, patients are trained in shoe repairs, restoration of furniture, printing, gardening, etc.

3. Future plans

It has been proposed to include special provisions for the employment of the disabled in new factory legislation. It is also intended to establish special production workshops for the disabled.
1. **Legislative provisions**

The Law concerning Social Resettlement of the Disabled (1963) provides for the establishment of a National Fund for the Social Resettlement of the Disabled (FNRSR), the terms of which are to guarantee or secure for the disabled a comprehensive and co-ordinated programme of social and vocational rehabilitation. The FNRSR comes under the responsibility of the Ministry of Employment and Labour and has a board of management supported by two technical committees (one social, the other medical).

2. **Vocational rehabilitation services**

The National Fund for the Social Resettlement of the Disabled (FNRSR) grants subsidies for the creation, alteration, extension and maintenance of approved vocational rehabilitation centres or services.

The different measures include:

- vocational guidance, which is provided in ordinary or specialised training institutions, in the training centres approved by the FNRSR or in those run by the National Employment Office (ONEM);

- vocational training, which is provided in general special programmes:
  
  (a) **general programmes**

  - ordinary training institutions are open to many disabled persons, provided that appropriate adaptations are made (e.g. accessibility to buildings assured); the disabled receive special allowances from the FNRSR for educational aids as well as for transportation;

  - vocational training centres (approved by FNRSR) offer programmes in business methods, handicrafts, gardening, etc.;

  - accelerated training or retraining courses offered in the training centres run by the National Employment Office (ONEM) for job applicants eligible for vocational training.

  (b) **special programmes**

  They include specialised centres for the disabled and a special apprenticeship scheme based on a contract between the employer and the disabled.
3. **Employment**

The National Employment Office (ONEM) is responsible for the placement of disabled persons. Regional ONEM offices have specialised placement officers who try to locate posts which correspond best to the training ability and preference of the disabled.

(a) **Open employment**

The law embodies the principle of an obligation to employ the disabled. For the private sector, the law lays down a proportion for each economic sector. Furthermore, undertakings which receive state financial help to expand their business must employ a certain number of disabled persons.

For the public sector, the proportion of disabled is determined by the Council of Ministers.

Employers are offered incentives to employ disabled persons such as financial assistance for workplace modifications and other additional expenses incurred by employing disabled workers.

(b) **Sheltered employment**

The law provides for the placement of severely disabled persons in sheltered workshops set up or subsidised by the National Fund when such persons cannot be integrated into general employment. The workshops operate on the basis of subcontract work and most of them are incorporated in the form of non-profit-making associations.

Any disabled person who wishes to benefit from the above-mentioned services must be registered with the FNERSH.

4. **Research**

An Association for Integration in Data Processing was created in 1975 to extend job opportunities in this field to handicapped people. The Association provides computer programmer's training for motor and visually handicapped persons. This experimental study is approved by the European Community and receives subsidies from the National Fund.
1. **Vocational rehabilitation services/employment**

In the early 1970s the Government included the following clause in its National Development Plan (1973–78): "Insufficient attention has been paid to the special problems of handicapped persons ... It is the Government's intention to seek assistance in the preparation of a programme of detection, care, training and rehabilitation of disabled persons ...".

A National Council for the Handicapped was created in 1980 and acts as the over-all co-ordinating body in matters relating to the handicapped. As far as vocational rehabilitation is concerned, the Council advises and recommends the Government and non-governmental agencies on appropriate programmes and future plans. The Council is composed of representatives from the Government and voluntary agencies or associations dealing with handicapped persons.

At the present time, there are:

- two vocational rehabilitation centres for the physically handicapped, run by the Red Cross Society. They provide a one- to two-year programme of training to enable the disabled to find employment or set up their own workshops in their villages;

- one Rehabilitation Centre for the Blind open to blind persons between 10 and 49 years of age. Trainees are paid an allowance based on the sale of products of the workshop.

The centres employ approximately ten professionally trained social workers who work with handicapped persons either at the central level or in four different regions, performing the duties of a regional social welfare officer and providing counselling and guidance to the handicapped and their families.

A training programme was recently launched for field workers in the community. Its aim is to improve the physical, educational and vocational potentialities and independence of the disabled. Emphasis is placed on helping the family members to train their disabled. Family counsellors, teachers, voluntary organisations and social workers are involved in the programme.

2. **Research**

An attempt has been made to identify and register disabled persons.
BRAZIL

1. Legislative provisions

- Orders No. SPS-20 (1975) and No. SPS-5 (1980) deal with vocational rehabilitation;
- Decree No. 77.077 (1976) is a consolidated text of the social welfare acts relating to vocational rehabilitation;
- Decree No. 83080 (1979) provides for social welfare benefits concerning vocational rehabilitation.

Two further directives provide for co-ordination between vocational rehabilitation, medical care and occupational accident policies.

Disabled persons entitled to vocational rehabilitation programmes (see pt. 2) are defined as those whose working capacity has been reduced through illness or accident at work and who are unable to exercise their normal occupation or activity.

2. Vocational rehabilitation services

Under the legislative provisions, social welfare services are available through the National Institute of Social Welfare (INPS) which has so far established 18 vocational rehabilitation centres. These are all located in the cities with the highest concentration of disabled persons.

The programmes developed in these centres include medical, psychological and vocational assessment of the disabled as well as placement, employment and follow-up services. They are carried out by a multidisciplinary team including physician, social assistant, psychologist, physiotherapist, occupational therapist, speech therapist, instructor in trades and crafts, instructor in basic education and a technician in orthotics and prosthetics.
1. Legislative provisions

The rights and obligations of handicapped persons are defined within:

- the Bulgarian Constitution;

On this basis, the following legislative provisions have been adopted:

- Decree No. 77 (1951) [and its amendments] relating to social assistance. It provides for resettlement of disabled persons;
- Regulation No. 7 (1961) deals with the establishment of a network of vocational training institutions called "Troud" (see pt. 2.2);
- Decree No. 38 (1980) relates to the resettlement of handicapped people. It sets down the basic principles of vocational rehabilitation and specifies that workers (whether under regular contract or not) are eligible for resettlement if they are unable to perform their duties for more than 15 days for reason of sickness or work accident, provided they are capable of performing the same or similar work in different working conditions;
- the same decree (and its regulations) also provide for sheltered employment;
- Regulation No. 10 (1980) provides for special tax benefits to disabled persons.

2. Vocational rehabilitation services

2.1 Organisation

At the national level, the Ministry of Public Health (in consultation with the Ministry of Internal Trade, the Central Bulgarian Trade Unions and other interested organisations) is empowered to coordinate all matters relating to vocational rehabilitation.

At the regional level, this task is entrusted to the committees of the district or urban people's council.

2.2 Services

Vocational assessment and guidance services are provided by specialised committees, while vocational training is carried out either within the normal vocational schools or within the network of vocational rehabilitation institutions "Troud" (Work). They provide training or retraining to all disabled people according to the
indications specified by industrial medical boards. An hourly allowance is provided to the disabled trainees during the training period.

3. Employment

(a) Reserved employment

All establishments and state organisations are required to reserve every year up to 10 per cent of all posts for handicapped people who have been vocationally rehabilitated and referred by the Industrial Medical Board.

According to the National Plan, up to 50 per cent of all posts in factories or undertakings could be selected for vocationally rehabilitated persons.

Handicapped workers who are re-employed receive a salary that corresponds to their productivity. If this is less than the disability allowance, the difference is covered by the social security scheme. Penalties are imposed in cases of non-compliance.

(b) Sheltered employment

Sheltered employment is provided in the Invalids' Co-operatives. They are productive units within the co-operatives, concentrating on activities allocated to them by state authorities, e.g. hardware manufacture, bookbinding, assembly work, etc. They benefit from tax reductions and receive subsidies in order to adapt jobs and workplaces, thus making them accessible to severely handicapped persons.

Other sheltered enterprises have been established by the Union of the Blind and the Deaf.
BURMA

1. **Vocational rehabilitation services**

Whilst no legislation concerning rehabilitation of the disabled has been enacted, the Department of Social Welfare and Co-operatives in the Ministry of Social Welfare is responsible for providing social rehabilitation services to the physically handicapped.

Blind adolescents and adults are entitled to vocational training in cane and bamboo work.

A vocational training centre for physically disabled adults provides training in carpentry, sewing, bookbinding, printing and repair of electrical appliances.

2. **Employment**

Upon completion of the training programmes, disabled persons may be employed in production co-operatives which have been established under the auspices of the Ministry of Social Welfare.
BURUNDI

1. **Vocational rehabilitation services**

There is no vocational rehabilitation centre as such, but some training activities in sewing and shoemaking are carried out in medical rehabilitation centres to prepare disabled persons for integration into society.

2. **Projects**

The Government is currently planning short- and long-term vocational training programmes for the disabled.
BYELORUSSIAN SOVIET SOCIALIST REPUBLIC

1. Legislative provisions

The Byelorussian SSR Constitution grants basic rights to all citizens including disabled persons, such as the right to work and the right to health and protection. Other provisions are included in:

- the Byelorussian SSR Public Health Act (1970);
- the Byelorussian SSR Labour Code;

2. Vocational rehabilitation services

Work therapy, vocational training and retraining (the first level of the rehabilitation process) are available for the disabled through the network of state vocational-technical schools, special residential schools, secondary and higher educational establishments, as well as through on-the-job training.

3. Employment

Resettlement in open employment and resettlement in special undertakings represent the second level of the rehabilitation process. Partially disabled persons are, whenever possible, given work suited to their state of health in the undertaking or establishment in which they worked before the onset of the disability.

The Byelorussian Soviet Socialist Republic ministries, departments and executive committees of the local Soviets of People's Deputies approve, for the undertakings within their jurisdiction, lists of occupations and posts in which working conditions are such that they can be effectively filled by disabled persons.

Specific measures have been taken for other groups of handicapped:

- persons suffering from tuberculosis, cardiovascular, nervous and mental diseases are trained and employed in special workshops or enclaves established within general undertakings;
- blind and deaf people are cared for by their respective societies which operate 26 research-production undertakings;
- severely disabled persons who need specialised and constant care are provided with opportunities for home work. Industrial undertakings supply them with material, tools and appliances. At present, there are nine home-work undertakings in operation and 44 branches and sections employing disabled homeworkers.

In general, disabled persons are granted shorter daily or weekly working hours and longer paid annual leave up to 24 working days.
4. **Research**

The Scientific Research Institute on the Resettlement and Organisation of Work for Disabled Persons (established in 1967) is responsible for the study of problems relating to the vocational rehabilitation and resettlement of the disabled. Research work is carried out in the fields of industrial safety, improvement of working conditions and labour protection as well as prevention of disability.
1.  **Vocational rehabilitation services**

There are no legislative provisions for rehabilitation services.

Until the early 1960s, assistance to handicapped persons was limited to social and financial support to blind and physically handicapped persons.

Subsequently, basic vocational training activities have been developed and carried out in:

- a small public residential centre which provides training programmes in agriculture;

- a rehabilitation centre for the deaf-mute which offers speech training and vocational activities such as sewing, embroidery, craft work and clerical work.

Work accident victims are provided with rehabilitation programmes through the National Social Welfare Fund (CNPS).

In 1977, a Rehabilitation Section for Handicapped Persons was created in the new Ministry of Social Welfare. This section is a co-ordinating body for all activities run by public or private sectors in the rehabilitation field.

2.  **Future plans**

It is intended to conduct special statistical surveys on disability problems as well as information campaigns on the prevention of disability and development of specialised vocational training programmes.
1. Legislative provisions

Vocational rehabilitation provisions have been adopted in the framework of the federal system as follows:

- federal legislation which authorises federal-provincial programmes;
- legislation which is exclusively federal;
- federal legislation which complements legislation at the provincial level (specially for prevention and protection).

On that basis, the following main provisions have been enacted:

- The Government Employees' Compensation Act (1918) and Merchant Seamen Compensation Act (1946): both Acts have important provisions for the rehabilitation of injured workers.

- The Department of National Health and Welfare Act (1944) which provides an information service on rehabilitation of physically, mentally and socially handicapped persons and establishes a Bureau of Rehabilitation to co-ordinate department initiatives in the prevention of disablement. Whilst legislation at the provincial level covers rehabilitation services, the Department is responsible for providing prosthetic and orthotic services to all physically disabled in Canada.

- The Blind Persons' Act (1951) and Disabled Persons' Act (1954) are integrated in the Canada Assistance Plan: therefore, programmes for the blind and the disabled are regulated by provinces and partially financed through federal plans.

- The Vocational Rehabilitation of Disabled Persons Act (1961) provides for agreements between federal and provincial governments under which the Federal Government contributes 50 per cent of the costs incurred by a province in providing a "comprehensive programme for the vocational rehabilitation of disabled persons" (assessment, counselling, remedial services, information, training, etc.); the programme is administered by the Department of National Health and Welfare through the Social Service Programmes Branch.

According to this Act, a disabled person is defined as anyone who, because of physical or mental impairment, is incapable of pursuing regularly any substantially gainful occupation.

Some provinces also provide for the rehabilitation of different target groups such as drug addicts, alcoholics, or deal with specific diseases and disabilities such as tuberculosis (e.g. as in Manitoba).

- The Federal Canadian Human Rights Act (1960): one important provision of this legislation prohibits discrimination in employment because of a physical handicap. The Act also
encourages the development of measures to protect a handicapped person from discrimination in the provision of goods, services, facilities and accommodation.

The Canada Labour Code (1966) provides for occupational health and safety. Under this legislation, the Federal Government regulates such matters as fair employment practices, labour standards (minimum wages, safety of employees and industrial relations). More specifically, the legislation provides for the payment of wages at less than the minimum wage for handicapped workers. Similar legislation exists in the provinces.

The Employment and Immigration Department and Commission Act, Part I (1977) and Adult Occupational Training Act (1967): under both provisions, the Canada Employment and Immigration Commission administers a manpower mobility programme to help underemployed, unemployed and disadvantaged workers to improve their labour market qualifications; these provisions also benefit the disabled.

In addition, all provinces have workers' compensation legislation whose primary objectives are the rehabilitation of injured workers.

Provincial legislation in Quebec has included mentally handicapped in the group of legally protected disabled.

2. Vocational rehabilitation services

2.1 Organisation

Vocational rehabilitation services are provided by the Federal Government, the Provincial Governments and voluntary agencies concerned with disabled persons.

(a) Federal level

The federal aspects of the programmes are administered by the Department of National Health and Welfare, Rehabilitation Services Division.

Under an agreement established by the law of 1961, the Director-General of the Canada Assistance Plan provides consultative and advisory services to the provinces in the development and administration of the provincial programmes.

(b) Provincial level

In each province, there is a co-ordinator or a director of rehabilitation who is responsible for co-ordination and administration of vocational rehabilitation services.
Voluntary agencies at the national, provincial and local levels play an important role in the delivery of services to the deaf, the blind, mentally retarded and mentally ill persons, and contribute to the development of national rehabilitation policy.

2.2 Services

Services include assessment, counselling and vocational guidance, remedial and restoration services, information services, training services and referral for employment.

Whenever possible, training services are obtained from the Canada Employment and Immigration Commission (CEIC) under their Adult Occupational Training Programme. If an appropriate course for the client is not available through CEIC, specialised training is arranged by the province. It may involve individual tutoring, home instruction, correspondence courses, full- or part-time classes. It is carried out in special training centres, in commercial or industrial undertakings (on-the-job training), in private trade schools or even at universities.

Recently, the provinces and territories have made increased use of cost-sharing for services related to vocational rehabilitation programmes for individuals who are addicted to drugs and alcohol and for persons who have been suffering from mental illness.

3. Employment

(a) Open employment

Services for the placement of disabled individuals who are ready for employment are provided by the Canada Employment and Immigration Commission (CEIC) in co-operation with the provincial rehabilitation offices.

A number of programmes within the CEIC provide job opportunities for the severely disabled and other disadvantaged workers:

- the Local Employment Assistance Programme (LEAP) creates employment opportunities for persons who have difficulty in finding and keeping jobs. The programme functions with a great deal of flexibility and allows for the development of small businesses which are geared to the particular intellectual and physical capabilities of the participants. Learning how to make decisions and operate in a businesslike fashion, gaining experience, confidence and the necessary skills to compete in a broader job market are among the programmes' objectives. Thus, the disabled are provided with a broader range of learning experience than was possible in earlier types of vocationally-related training programmes;

- Outreach programmes provide disabled persons with a specific employment service. Thirty-three Outreach projects are currently operating. They are based on intensive efforts of
a counsellor in successfully placing a single client (usually a person who had been given up as a hopeless case by numerous other employment services).

(b) Sheltered employment

About 300 "activity centres" - or sheltered workshops - provide marginal employment in assembly and manufacturing for the severely disabled. Efforts have been made to increase contract work for such workshops and improve product design and marketing procedures.

4. Special measures

Among the numerous projects to promote the employment of the disabled, one has been particularly successful: organisations such as the Coalition of Provincial Organisations of the Handicapped have been given resources with which to hire staff to undertake a variety of activities such as community development, self-help advocacy, fund raising, public education and research. Most of these workers are themselves young disabled people who are gaining valuable working experience which may help lead to permanent full-time employment.
1. **Legislative provisions**

- The Political Constitution of the State, Chapter II, provides that every individual has a right to a decent and socially useful job;
- Act No. 10,383 (1952), Title I, par. VI, provides for services covering the risk of disability;
- Act No. 16,744 (1968): Labour Accidents and Professional Diseases, Title V, par. 4, deals with services for invalidity; The Ministry of Public Health is currently reviewing this law in order to include the concept of vocational rehabilitation;
- Act No. 17-238 (1969) provides for duty-free import of vehicles which will be driven and used by physically handicapped persons;
- Decree Law No. 869 (1975) establishes a pension scheme for invalid persons;
- Decree Law No. 2,25 (1978) provides for incentives for employers and grants for a specific group of handicapped.

2. **Vocational rehabilitation services/employment**

The Ministry of Public Health has at its disposal a Centre for Vocational Appraisal which assesses disabled persons' residual capabilities, schooling and work requirements.

The assessment is carried out by a multidisciplinary team composed of physicians specialising in rehabilitation, occupational therapists, social workers, psychologists and basic education teachers.

Employers of deaf-mute or blind persons are entitled to a bonus equivalent to 100 per cent of their obligatory contributions to the insurance institutions.

3. **Special measures**

Persons suffering from Hanssen's Disease are eligible for grants while they undergo treatment.
1. **Legislative provisions**

- Decree No. 7806 MJT/OGT (1976) provides for the resettlement of the disabled and work-injured in their former undertaking.

Labour legislation has general provisions regarding training and employment of all workers.

2. **Vocational rehabilitation services**

The existing rehabilitation centres provide vocational training programmes.

- The Social Promotion Centre for adolescent and young handicapped women who suffer from poliomyelitis seeks to rehabilitate the patients and integrate them into socio-productive life. The programme covers sewing and embroidery and is carried out in the form of a productive co-operative which is at present in an experimental stage;

- the institute for the deaf-mute, which offers training in woodwork and sewing, tries to find employment for the rehabilitees.

Both services receive subsidies from the Ministry of Health and Social Welfare. A few other centres provide therapeutic programmes, such as the service of a neuro-psychiatric hospital, which offers work therapy to mentally handicapped persons.

3. **Employment**

No quota scheme or job allocation programme has been adopted. The promotion of employment is carried out by rehabilitation centres and by social services in the Ministry of Health and Welfare which provide follow-up services and encourage disabled persons to establish their own professional associations (tailors, potters, etc.).

4. **Research**

Studies relating to training programmes for the deaf are currently being conducted.
1. **Legislative provisions**

Act No. 5347 (1973) establishes the National Council for Rehabilitation and Special Education as a co-ordinating body.

2. **Vocational rehabilitation services**

The Costa Rican Social Security and the National Insurance Institute provide for the victims of work accidents and, recently, for indigents as well.

The Vocational Rehabilitation Institute was set up as a pilot centre in 1977; it has 300 places for physically and mentally disabled people. It provides for vocational rehabilitation, sheltered employment (100 people) and functions as a regional research and training centre for Latin American specialists. The Centre belongs to a private organisation: the Costa Rica Goodwill Industries Association but the programme is largely supported by the Government.

The National Institute of Apprenticeship (the official agency for training able-bodied adults) signed an agreement with the Vocational Rehabilitation Institute in 1978, which stipulated that all future technical, administrative and financial responsibility for the training of the disabled would be transferred to the Institute of Apprenticeship.

The same Institute for Apprenticeship has initiated and carried out a vocational training programme for the socially disabled (convicts, alcoholics and prostitutes), in co-ordination with the Vocational Rehabilitation Institute, the National Institute of Alcoholism and other institutions for the disabled.

Regarding staff training, two universities provide specialised courses to vocational rehabilitation personnel.

3. **Employment**

A Selective Placement Unit within the National Employment Service was created in 1976; it also provides follow-up services.

4. **Special measures**

The Government organises annually a Rehabilitation and Special Education Week to strengthen public support for services to disabled persons.
1. **Vocational rehabilitation services**

Although no specific legislation has been adopted, the Ministry of Labour and Social Insurance established, in 1969, the Vocational Rehabilitation Centre which provides vocational assessment and training to disabled persons.

2. **Employment**

(a) **Open employment**

In principle, disabled persons have the same opportunities as non-disabled to perform work for which they are qualified and have full access to employment of their own choice.

A quota scheme has been adopted by the Council of Ministers under which 2 per cent of the workplaces in all government departments must be given to disabled persons.

(b) **Sheltered employment**

A Vocational Rehabilitation Centre offers production and sheltered workshop employment for the severely handicapped. The Ministry of Education runs other sheltered workshops set up in conjunction with the special schools for the blind, deaf and mentally retarded children.

3. **Research**

A special committee was appointed by the Ministry of Labour to study the problem of employment for the disabled and make recommendations regarding legislative provisions. The committee came to the conclusion that disabled persons with adequate vocational training generally succeed in retaining or finding employment. The committee therefore did not recommend the introduction of special legislation.
CZECHOSLOVAKIA

1. Legislative provisions
   - Act No. 121 (1973) on social security and its implementation;
   - Decree No. 128 (1975) of the Federal Ministry of Labour and Social Affairs. The law defines disabled persons as "those who, because of their long-term unfavourable health condition, are substantially handicapped as to their work potential";
   - Labour Code (art. 50/47/91) provides for special protection of the disabled against dismissal, special treatment in case of transfer and related employers' obligations;
   - Act No. 129 (1975) and Act 132 (1975) regulate regional responsibilities in the vocational rehabilitation field.

2. Vocational rehabilitation services

2.1 Organisation

Responsibility for the provision of rehabilitation services is shared by the following organs:
   - the Federal Ministry of Labour and Social Affairs implements government policy and legislation;
   - the regional Republic Labour Ministries are responsible for administration and development;
   - National Technical Committees apply specific rehabilitation decisions in collaboration with individual undertakings.

Moreover, the local social security commissions are responsible for evaluations and proposals for rehabilitation and placement. A special consulting team advises on possible placement or suitable training for the disabled.

2.2 Services

Whenever possible, vocational rehabilitation services are integrated in normal training curricula.

Vocational training programmes include formal instruction, apprenticeship training, in-plant training, etc.; when necessary, disabled persons follow programmes in special training institutions.

The Ministry of Labour and Social Affairs is responsible for the training of rehabilitation personnel.
3. Employment

(a) Open employment

The great majority of disabled people are employed in regular enterprises. The National Committees determine the specific numbers of disabled people to be employed in particular enterprises and can enforce such placements. Furthermore, employers are legally bound to create suitable working opportunities, to adapt tools, set up sheltered workshops and provide necessary training, etc.

(b) Sheltered employment

Approximately 10 per cent of all disabled persons are employed in sheltered workshops in the form of co-operatives run by the Union of Disabled. Economic advantages are given to co-operatives and enterprises run by the Union.

4. Research

Current research programmes are carried out in the field of partial invalidity (prevention of disability and methods of rehabilitation). Others deal with daily living problems of disabled persons.
DENMARK

1. **Legislative provisions**
   - The Social Assistance Act No. 333 (1974) which became effective in 1976 deals (in its sections 30/42/91/93/95) with vocational rehabilitation and open or sheltered employment;
   - a Circular of the Ministry of Social Affairs (1975) provides for co-operation between social authorities;
   - a Circular of the Ministry of Social Affairs (1976) provides for a public employment service and reservations of special posts for the severely disabled;
   - a Circular of the Ministry of Social Affairs (1979) deals with institutions at the county level for severely handicapped persons (physical or mental).

2. **Vocational rehabilitation services**

2.1 **Organisation**

Under the Social Assistance Act, responsibility for all services in relation to retention, development and improvement of a disabled person's work capacity has been transferred from Central Government to local authorities.

The primary responsibility for guidance and counselling in connection with the educational or employment problems of disabled persons lies with the Social Welfare Centres of the local authorities which may discharge this function by referring the client to the vocational guidance officers of the public employment service or to rehabilitation counsellors employed by the counties. Local authorities have also at their disposal specially trained counsellors who deal with the specific problems of various groups of the severely handicapped (blind, deaf, etc.).

2.2 **Services**

Vocational rehabilitation services are usually offered in ordinary educational and training establishments with a view to integrating or reintegrating disabled persons in the open labour market. For that purpose, close co-operation between the social welfare committee and the public employment service has been established.

If disabled persons cannot benefit from services in ordinary institutions, they are referred to special establishments, such as:

- industrial clinics, which are set up to assess the capacity to work of the client and establish an appropriate vocational rehabilitation plan;
- retraining institutions, which prepare clients for employment in the open labour market.
3. Employment

(a) Open employment

Self-employment is encouraged through financial assistance to enable qualified disabled persons to start a trade or business.

The Ministry of Labour issues regulations on the preferential employment of disabled persons in publicly regulated occupations.

(b) Semi-sheltered and sheltered employment

Undertakings under public regulations offer sheltered employment. Wage subsidies are granted to these employers under special rules of the Social Assistance Act.

Disabled persons who are unable to obtain or retain employment in the open labour market are placed in sheltered workshops set up as small industrial establishments. Working co-operatives for the disabled represent another form of sheltered employment.

4. Research

Current studies concern pilot schemes in two counties under which private employers are granted a subsidy towards meeting the cost of offering sheltered employment to disabled workers. It is hoped that the data will permit the formulation of general guidelines for the granting of subsidies towards the establishment of sheltered employment for the disabled in private undertakings.
1. **Legislative provisions**

Act No. 116 (1980) and its Regulation No. 1894 (1980) established the National Institute for Vocational Training (INFOTEP). Under this new legislation the Institute will develop programmes for physically, mentally or socially handicapped workers, especially unemployed persons, prisoners in state prisons, juvenile delinquents in rehabilitation centres, as well as the disabled.

2. **Vocational rehabilitation services**

In 1974, an agreement was signed between the Secretary of State for Public Health and Social Insurance and the Dominican Rehabilitation Association (a private organisation) whereby the Association would develop rehabilitation services under state supervision.

The following services have subsequently been developed:

- a Physical and Rehabilitation Medical Service with eight operating units in the provinces;
- a Vocational Rehabilitation Service which runs nine different centres and a mixed farming establishment for training the physically and mentally handicapped in rural areas;
  
  both services are run by multidisciplinary teams (including physicians, occupational therapists, speech therapists, psychologists and social workers);
- a Special Education Unit for retarded children which provides, among other things, an Apprenticeship Therapy Programme.

3. **Employment**

There is an Employment Service which provides selective placement in private enterprises, co-operative groups or in a sheltered workshop run by the Association.

4. **Special measures**

Training, transportation, professional assistance and food are provided free of charge to the disabled persons.
1. **Legislative provisions**

- Presidential Decree No. 1327-A established the National Council for Vocational Rehabilitation and determined its main goals (co-ordination, planning, employment creation in both the public and private sector, etc.);

- Presidential Decree No. 1080-E provides for duty-free importation of motor vehicles for handicapped persons.

2. **Vocational rehabilitation services**

The National Council for Vocational Rehabilitation operates three centres. Each of them has workshops for training in carpentry, shoemaking, saddlemaking, mechanics, bookbinding, etc. After successfully completing a 24-month period of training, the trainee receives a "certificate of aptitude" awarded by the centre in co-ordination with the National Service for Vocational Training.

3. **Employment**

Two sheltered workshops have been provided for severely disabled persons. Here they are taught technical skills in binding, wrapping, labelling or packing goods supplied under contract by private enterprises. For some disabled persons, employment in such workshops represents a step towards vocational rehabilitation and social reintegration.

4. **Future plans**

They include the establishment of co-operatives for the disabled in both rural and urban areas.
EGYPT

1. **Legislative provisions**
   - Act No. 92 (1959) and Act No. 63 (1964) authorises the Social Insurance Institute to support paramedical and vocational rehabilitation services;
   - Act No. 133 (1964) on social security requires the Ministry of Social Welfare to set up institutions for vocational rehabilitation;
   - Act No. 39 (1975) gives responsibility to the Ministry of Manpower and Vocational Training in the field of vocational rehabilitation and employment. A disabled person is defined as any person who, due to physical, mental or psychological deficiency or some congenital malformations, is unable to engage in a gainful activity. The law stresses that vocational measures are provided not only to citizens of the Arab Republic of Egypt but also to foreign residents under a clause of reciprocity.

2. **Vocational rehabilitation services**
   Sixty centres are run by the Ministry of Social Welfare and by various voluntary associations for handicapped person (deaf, blind, leprosy, tubercular and cancer patients).

   On successful completion of a vocational rehabilitation programme, the trainee receives a certificate.

   The "Superior Council of the Handicapped" provides the necessary co-ordination and planning.

3. **Employment**
   The Ministry of Manpower and Vocational Training deals with registration and placement of the disabled in open or sheltered employment.

   A quota scheme of 5 per cent applies to each employer with more than 50 employees. The Ministry of Social Welfare, in agreement with the Ministry of Manpower, may also reserve posts in the government service exclusively for handicapped persons who have received vocational rehabilitation certificates. Finally, priority for employment and social welfare benefits must be given to the war disabled.

   The law includes a penalty clause for non-observance of the quota law; funds thus collected are allocated to develop vocational rehabilitation services.
EL SALVADOR

Legislative provisions

- The Constitution of El Salvador provides that:
  
  - the State shall undertake the support of persons without resources who by reason of age or physical or mental incapacity are incapable of work.

- The Social Security Institute, established under law, protects the insured worker against risks of disability from sickness, accident and occupational disease. The insured worker has a right to financial allowance, but the Institute must give priority in its benefits policy to rehabilitation.

- Decree No. 117 establishing Disability, Old-Age and Survivors' Insurance (1968) states that the Institute shall make available vocational rehabilitation services for disabled persons drawing pension and shall provide them with the prosthetic and orthopaedic appliances and other aids prescribed by the Technical Disability Commission. The same Institute must take the necessary steps to encourage pensioners in process of rehabilitation to follow appropriate courses of treatment.

Persons receiving a temporary disability benefit are required to follow vocational rehabilitation courses.
1. **Legislative provisions**

Order No. 40, 1971, defined the status of the Rehabilitation Agency for the Disabled, an autonomous public authority, which was established to co-ordinate and supervise the activities of non-governmental organisations concerned with the disabled (defined in the order as "any person who because of limitations of normal physical and mental health is unable to earn his livelihood and does not have anyone to support him; any young person who is unable to earn his livelihood must be included in the definition").

2. **Rehabilitation services**

Rehabilitation services are carried out by national and local government departments, as well as by voluntary organisations. Sheltered workshops such as the Ethiopian Craft Centre, an umbrella and dry-cell battery factory (United Abilities Company), and a rural training centre offer various services, including pre-vocational training, vocational assessment and job training. Because of limited opportunities in the open labour market, Ethiopia has adopted a sheltered employment approach for most disabled, extending to both industry and agriculture.

4. **Future plans**

Preliminary studies for the establishment of a regional rural rehabilitation training centre and an agricultural rehabilitation project have been made.
FIJI

1. **Vocational rehabilitation services/employment**

While there are no legislative provisions for rehabilitation services, a Combined Council of Societies for the Handicapped was established in 1971 to develop a national programme of Vocational Rehabilitation Services. In 1979, the "Combined Council" was replaced by the broader-based Fiji Rehabilitation Council.

The new Council has developed a small workshop where contract work in packing, wrapping, labelling and addressing of envelopes is carried out.

The Council also operates a sheltered workshop as well as a production unit and a training programme which offer assessment and job preparation services and employment outlets.

2. **Future plans**

A proposal was made that the Council should bring under its responsibility the Orthotic and Prosthetic Clinic, which could make useful equipment available for the existing vocational rehabilitation programmes.

A new accident compensation law has been proposed. Under this law a board would be established to assist those injured at work and in road accidents; to establish liaison with industry, trade and other organisations to promote safety and prevent accidents, injuries and occupational diseases. A well-co-ordinated programme for medical and vocational rehabilitation is to be elaborated by the board.

Finally, a comprehensive national scheme of vocational rehabilitation has been proposed, which would be realised with the support of ministries already involved in the work as well as with the support of employers and trade union organisations.
1. Legislative provisions

- The Care of Disabled Persons Act (No. 907/1946), as amended, is a central Act in the special legislation concerning the disabled. It provides mainly for vocational counselling and training services. All services are available to physically disabled, victims of chronic diseases, and (by Acts and Decrees of 1963 and 1965) to those disabled as a result of accidents or employment injury;

- the National Pensions Act (No. 347/1956) provides insured persons with medical care, vocational training and occupational counselling;

- the Sickness Insurance Act (No. 364/1963) and its relevant Decree (No. 473/1963) regulates rehabilitation within the scope of social insurance and determines the amount (2 per cent of the Sickness Insurance Fund) dedicated yearly to rehabilitation;

- the Decree on Sheltered Employment (No. 1073/1978);

- the Occupational Safety Act (No. 299/1958) and the Act on Occupational Health Care (No. 743/1978) deal with the maintenance of the working capacity of disabled people and those belonging to risk groups;

- under Ministry of Labour Decrees Nos. 401/1962 and 1121/1977, employment offices provide selected placement services to disabled persons.

Numerous legislative provisions deal with pensions for specific groups (seamen, farmers, self-employed persons, etc.). Although they do not formally provide for vocational rehabilitation, pension institutions have voluntarily organised relevant services.

2. Vocational rehabilitation services

The underlying principle of vocational rehabilitation is the full use of services and programmes established for the general population, whenever possible.

Services to the disabled include:

- vocational guidance at the local and regional level;

- vocational training.

These services are usually provided in ordinary training centres; disabled persons are admitted on the same basis as able-bodied trainees. Increasingly, employers also provide specialised on-the-job training.

Special centres have been established for the severely handicapped who need particular attention during the training period. Although
some of these services are run by private organisations, they are controlled and financed by the National Board of Vocational Education.

3. **Employment**

Employment services for the disabled are integrated into the general system of management services. The manpower authorities (Ministry of Labour) co-operate with other authorities on such questions as work assessment and adaptation of jobs.

(a) **Open employment**

Disabled persons who have received training usually find appropriate employment in the open labour market. A special allocation is made annually in the state budget for the purpose of promoting employment for disabled persons. Employers are also entitled to financial support if they provide employment to disabled persons.

Disabled persons themselves are entitled to a disability allowance, provided compensation from other sources (including remuneration from work) does not exceed the amount of the allowance.

(b) **Sheltered employment**

For the time being, arrangements for sheltered work depend on voluntary measures of local communities and organisations functioning under civil law. State subsidies are granted for such activities. Sheltered employment is provided not only to physically handicapped but also to mentally handicapped and mentally ill persons.

4. **Research**

No comprehensive, co-ordinated research on rehabilitation measures is currently being carried out. However, numerous institutions (including university institutes of social medicine) carry on studies and investigations, such as:

- follow-up study of persons who have participated in work assessment and rehabilitation examinations (Social Insurance Institution);

- research on factors that may impede or prevent the placement in employment and continuity of employment of the disabled (Ministry of Labour);

- studies relating to early rehabilitation as part of occupational safety and health care and the related development of vocational rehabilitation services at places of work (Rehabilitation Foundation Institute).

5. **Future plans**

A revision of the provisions on sheltered employment is presently under preparation.
1. **Legislative provisions**

- **Act No. 57/1223 (1957)** is a basic provision for vocational rehabilitation;
- **Act No. 57/1223 (1957) and Decree No. 79/54 (1979)** deal with open employment for the disabled (priority and quota schemes);
- **Act No. 75/534 (1975) and Decree No. 74/478 (1976)** cover vocational guidance. They regulate work assessment, orientation and resettlement as well as social welfare and financial social schemes;
- **Act No. 75/534 (1975) and Decrees Nos. 78/75 and 78/76 (1978)** deal with economic problems of sheltered workshops;
- **Act No. 75/534 (1975) and Decree No. 77/1465 (1977)** deal with wage guarantees for disabled persons.

All types of handicaps are covered by the legislative provisions.

2. **Vocational rehabilitation services**

To ensure the development of rehabilitation measures on co-ordinated lines with full involvement of the community and the disabled themselves, an interministerial committee for training and rehabilitation assisted by a national consultative council has been established. The services include:

- **Vocational guidance**

  The Technical Committee of Vocational Guidance and Resettlement, supported by a permanent secretariat and professional specialists (physicians, psychologists, social workers and placement officers), organises the services and selects individuals for training or retraining.

- **Vocational training**

  The following programmes are provided:
  - vocational retraining at specialised centres for the disabled;
  - vocational training at an FPA (adult vocational training centre), i.e. at a normal centre, run by the APPA (Association for the Vocational Training of Adults), operating under the authority of the Ministry of Labour;
  - training contracts with employers;
  - a training scheme in rural activities.

Training centres are established and operated both by the Government and private organisations. The latter are affiliated to a federation and receive public subsidies on establishment.
3. **Employment**

The placement of disabled persons is the responsibility of the National Employment Agency, which has regional centres and offices throughout the country. The agency uses the services of placement officers whose task is to advise on the most suitable employment for disabled persons and follow up their progress.

(a) **Open employment**

Certain jobs in the public sector are reserved for war disabled. Other disabled benefit from job reservations in the private sector. Employers receive financial assistance for workplace adaptations and special training expenses (up to 80 per cent of the costs) and, under the quota scheme established by law, 10 per cent of the total labour force in organisations having ten employees or more must be disabled persons. This legal obligation may be partially suspended for employers who enter into a subcontracting operation with sheltered workshops, home-work distribution centres and other activity centres for disabled persons.

Vacancies may be filled by able-bodied persons only after notification to the National Employment Agency and after a 15-day period.

(b) **Sheltered employment**

Available services exist mainly through three arrangements:

- sheltered workshops (mostly operated on the basis of subcontract work);
- workshops for occupational assistance (for the mentally handicapped);
- distribution centres for work at home.

Sheltered employment is the responsibility of the Ministry of Labour, but most services are run by private associations and subsidised.
Rehabilitation policy and services are regulated by a large number of laws and ordinances. They apply to a series of public agencies and organisations in the broad social security system, notably accident insurance, pension schemes, employment services, disabled veterans' grants and social assistance.

Legislation and regulations

- The principal law is the Severely Handicapped Persons Act (1979), as amended, which elaborates the provisions for the vocational rehabilitation and the social integration of disabled persons into the active life of the community;

- the law on the co-ordination of rehabilitation services (1974, 1980), as amended, assures equal availability of medical, vocational and social rehabilitation services as they are provided by different benefit systems of the various social security programmes;

- special ordinances (under the aforementioned Severely Handicapped Persons Act) were adopted in 1980 to regulate the certification and organisation of workshops for the disabled;

- the Employment Promotion Law (1969, 1980), as amended, defines services of vocational evaluation, guidance, training, placement for all persons, and selective services for the disabled.

In addition to these particular and major laws, there are numerous other legislative provisions benefiting the disabled, which are contained in legislation on social assistance for war disabled, and on the administrative responsibilities of the Ministry of Labour and the Federal Institute of Labour.

Rehabilitation services

Persons are considered disabled who as a result of a physical, mental or emotional handicap suffer a diminution of at least 50 per cent in their earning capacity. Handicapped persons with a capacity loss of at least 30 per cent can be considered "severely disabled" if the handicap makes difficult their job placement or if an existing employment relationship is threatened because of it.

Vocational counselling

Local employment offices (under the Federal Institute of Labour) carry the main responsibility for vocational counselling. Special counsellors, with the support of professionals (physicians, psychologists, etc.) provide the services.
Vocational training and retraining

The central part of the rehabilitation process is aimed at assisting the disabled to obtain vocational qualifications; this includes apprenticeship training, pre-vocational and vocational training, retraining and advanced training.

A network of 21 vocational training centres (38 are envisaged) throughout the country offers approximately 10,000 training places (mostly residential) to young disabled persons who require initial job preparation. The centres also offer a comprehensive range of medical, counselling, social and placement services.

A parallel network of 21 vocational rehabilitation centres (offering some 12,000 mainly residential places) for disabled adults provides training, retraining courses and similarly related and supportive services.

The centres have a broad range of training programmes in the clerical, technical and industrial areas, as well as in horticulture and in service occupations.

All centres are governmental institutions that function in close collaboration with the Ministry of Labour, the Federal Institute of Labour and the organisation of the social security system.

Employment

Under the Severely Handicapped Persons Act, public and private employers having at least 16 workplaces must employ 6 per cent severely disabled persons. In cases of non-compliance, employers must pay a levy for each such workplace that is not manned by a disabled person. Funds so collected are used for the development of rehabilitation facilities and services.

Disabled persons can only be dismissed with the approval of governmental social service offices.

Employers who have already met their quota obligation and who create additional training and workplaces for the severely disabled can obtain substantial subsidies from the Federal Institute of Labour.

Workshops

A network of sheltered and production workshops offers employment opportunities to severely disabled persons who cannot function in the general labour market. These workshops must meet specified criteria of organisation, direct selection, programmes and services, and production sectors should correspond as far as possible to general industrial principles.

Severely handicapped persons' representatives

The law has detailed provisions on the election of disabled persons to works councils and other similar bodies to represent the interests and concerns of all disabled persons in the undertaking.
Research

Current studies deal with the development of new vocational training programmes, cost benefit analyses of vocational rehabilitation and in general a new analysis of the economic and social impact of rehabilitation programmes.

Research has been proposed in the areas of integration of very severely disabled persons, disability prevention and the creation of supportive, humane work environments.
GHANA

1. **Legislative provisions**

The Labour Decree (1969, par. 23-24 (Li 632) deals with registration and placement of disabled persons.

2. **Vocational rehabilitation services**

Rehabilitation services are the responsibility of the Department of Social Welfare and Community Development which has a specific division for that purpose. Since 1962-63, the Department has been establishing vocational training centres for rural and industrial activities in all but one region in Ghana. With the exception of Somanya and Biriframe regions, men and women are admitted equally to all centres. Skills taught in the various centres differ widely to suit the local needs. The duration of courses varies between 6 and 36 months.

Vocational rehabilitation involves the following steps:

- evaluation of the remaining potential of each trainee;
- vocational assessment and job training;
- guidance and counselling for the entry (or re-entry) of the disabled into suitable employment.

3. **Employment**

(a) **Open employment**

Disabled persons compete for employment on the same terms and qualifications as able-bodied persons, taking into account the residual capacity for work, training and qualifications, whether in the public or the private sector. When seeking employment, a disabled person must first report to the Public Employment Centre. There he will be interviewed and registered by a disablement officer. The disablement unit will then provide selective placement services. All units are branches of the National Employment Service of the Labour Department.

A follow-up service is provided by a disablement resettlement officer who works closely with the agency or centre that was involved in training the disabled person. He is also responsible for informing employers on their social and legal responsibilities relating to employment and training of disabled workers.

A quota scheme has been introduced through statutory provision; under this scheme, each employer must have a quota of 1/2 per cent of disabled workers in his total labour force.
(b)  **Sheltered employment**

Disabled persons who cannot be placed in open employment are referred to sheltered workshops or co-operative stores.
GREECE

- The Greek Constitution (article 21) stipulates that persons who suffer from an incurable illness, whether physical or mental, have the right to special services from the State;

- Act No. 963 (1979) on vocational resettlement of disabled persons provides for vocational guidance, training, placement and incentive schemes for employers who accept disabled workers.

In 1980, the Ministry of Labour and the Ministry of Social Welfare concluded an agreement of collaboration in the implementation of vocational rehabilitation services.

2. Vocational rehabilitation services

Most services are provided by voluntary agencies but subsidised financially by the Ministry of Social Welfare.

Vocational training services are provided occasionally within the framework of similar services for the non-disabled. This applies to:

- special training centres (under the control of the Ministry of Social Welfare);
- adult training centres (run by the Employment and Manpower Office (OAED));
- special units for accelerated training.

On-the-job training for disabled workers is given in many enterprises.

3. Employment

Placement of disabled persons is provided through the normal employment services of the Employment and Manpower Office (OAED) with the support of a trained social worker.

(a) Open employment

A quota scheme has been adopted for the placement of disabled persons in the public sector. Employers in private sectors are encouraged to employ disabled persons through incentive schemes such as subsidies for job adaptation.

Trained disabled persons are financially assisted to start their own business (shoemaking, tailoring, dressmaking, knitting and other similar trades).
(b) **Sheltered employment**

Since 1969, sheltered employment has been expanded on a nation-wide basis. Sheltered workshops and a home-work scheme have been established for the severely handicapped, including the blind and mentally ill.

4. **Future plans**

A draft bill has been submitted to the Parliament concerning special education, vocational rehabilitation, employment and social welfare in favour of socially disabled persons.
GUATEMALA

1. Legislative provisions

- Legislative Decree No. 295 (1946) established the Guatemalan Social Security Institute, which provides rehabilitation services;

- the Constitution of Guatemala (1965) has a provision on the right to work; a formal vocational rehabilitation right provision is also included in social security laws;

- Legislative Decree No. 17-72 established the Technical Institute for Vocational Training and Productivity (INTECAP);

- Government Decree (1978 established a National Programme for the Vocational Rehabilitation of Disabled Persons.

2. Vocational rehabilitation services/employment

A short- and medium-term programme for the vocational rehabilitation of disabled persons has been adopted for the period 1979-82. The programme is primarily designed for the physically handicapped and focuses on vocational guidance, job training, and placement in gainful employment. Also follow-up services are provided.

The programme is conducted by the Technical Institute for Vocational Training and Productivity (INTECAP).
1. **Legislative provisions**

- A joint Decree of Ministries of Labour, Health and Finance (1969) gives employers the responsibility for vocational rehabilitation of disabled workers (adaptation of workplace, training and retraining and, if necessary, establishment of a special working unit);

- A Decree of the Ministry of Finance provides for financial benefits to employers who make special efforts to employ disabled persons;

- A Regulation issued by the Ministry of Finance (1980) provides for a flexible use of rehabilitation funds and a close cooperation between enterprises and administrative authorities.

2. **Vocational rehabilitation services/employment**

The labour sections in state and local Governments supervise and coordinate rehabilitation activities in enterprises. Sheltered workplaces and special workshops have been set up for workers who cannot be employed under normal factory conditions.

Since 1968, enterprises have been obliged to establish a Committee for Persons with Reduced Working Abilities which explores rehabilitation possibilities and makes recommendations to the management of the undertaking. The Committee includes representatives of the workers and management as well as the factory medical consultant. Each enterprise must keep suitable vacancies available for disabled persons.

3. **Special measures**

The Ministry of Labour and the National Council of Trade Unions have published guidelines on practical rehabilitation measures for enterprises and administrative authorities.

4. **Research**

Under the auspices of the Ministry of Labour and the Ministry of Health, several institutes of labour studies are carrying out research activities to modernise and develop rehabilitation services.
1. **Legislative provisions**

   - The Constitution of India provides that the State shall make effective provision for securing the rights to work, education and public assistance for the disabled and other groups of people;
   - the Apprentices Act (1961) has special provisions for deaf, mute, blind and physically handicapped apprentices.

2. **Vocational rehabilitation services**

   The Federal and State Governments are de facto implementing several programmes for education, training and rehabilitation of the physically handicapped in close co-operation with numerous voluntary institutions.

   Eleven vocational rehabilitation centres provide vocational training to physically handicapped persons. Technical training and university courses are offered by the Federal Government to the physically handicapped who are able to reach that level.

   Under the above-mentioned law, the physically disabled must represent 3 per cent of the trainees in the Apprentice Training Scheme.

   Financial help is provided by the Central Government to teachers' training centres for the blind and teachers' training colleges for the deaf and mute, as well as voluntary organisations affording training to teachers for the mentally retarded.

3. **Employment**

   Action has been initiated to draw up new employment creation programmes for the disabled. Employment co-operatives have been set up by the Vocational Rehabilitation Centres to provide interim employment to the physically handicapped until they obtain a regular job in the open labour market.

   As far as placement is concerned, 18 special employment exchanges function in the country. Some of them have a special employment officer who provides assistance to physically handicapped persons.

   The Central Government must reserve 3 per cent of general category jobs for the physically handicapped. The quota for public agencies and oil companies is 10 per cent.

   Tax concessions are granted to employers who employ disabled persons. Other incentive measures have been adopted with regard to sheltered employment, such as:

   - loans at differential rates of interest to persons or institutions who plan to start up cottage or small-scale industries for the disabled; and
- concessions to workshops and industrial units towards placement of orders.

4. **Special measures**

They include:

- fare concessions on rail, air or sea transportation and fuel subsidies on usage of motorised transport vehicles;
- free delivery of braille letters through surface mail and reduced rate for airmail.

5. **Research**

The Government has drawn up a scheme to sponsor and financially support research in rehabilitation of the disabled.
1. **Legislative provisions**

The Health Act (1970) obliges the Health Board to provide medical and paramedical rehabilitation services to disabled persons. The Health Board may entrust other bodies - such as voluntary organisations - with that task.

2. **Vocational rehabilitation services**

2.1 **Organisation**

The National Rehabilitation Board, a statutory body established by the Minister of Health, has responsibility for the co-ordination of voluntary bodies engaged in the provision of rehabilitation and training services for disabled persons.

2.2 **Services**

They include:

- **vocational assessment and guidance**

  This service is available to those who have reasonable prospects of obtaining and retaining regular employment or who are considered suitable for training leading to regular employment. Vocational assessment is usually carried out by a medical officer of the Health Board in association with the placement officer or youth employment officer. Where more detailed assessment is necessary, this may be arranged by a special team provided by the Board;

- **vocational training**

  Special training is provided to mentally and physically handicapped persons through the network of training centres run by the Rehabilitation Institute, a major national voluntary organisation.

  Training is given in a wide variety of industrial and commercial trades. When further training is required to achieve job placement, full use is made of other facilities such as AnCo (Industrial Training Authority) training centres, on-the-job training and vocational schools.

3. **Employment**

The National Rehabilitation Board operates a specialised placement service and a youth employment service designed for handicapped young people under the age of 18 years.
(a) **Open employment**

The primary aim is to arrange suitable open employment within the area of the person's own choice. In 1977, the Government introduced a 3 per cent quota scheme which has to be fulfilled within a five-year period in the public sector. It covers the physically and mentally handicapped, provided they are capable of doing the job on offer. The Government decided, at the same time, that a standing interdepartmental committee should be set up (under the auspices of the Minister of Labour) to monitor progress in relation to the quota scheme.

(b) **Sheltered employment**

Sheltered workshops are established by the Rehabilitation Institute for severely mentally and physically handicapped.

4. **Research/projects**

The National Rehabilitation Board plans to:

- carry out a survey of the progress achieved by mildly mentally handicapped persons placed in employment;
- study the placement of the disabled in new kinds of industrial employment; in addition, the impact of microtechnology on the employment of the disabled will be assessed.
1. **Vocational rehabilitation services**

Although Jamaica has no legal provision for vocational rehabilitation, a very broad programme has been established and is carried out by the Ministry of Health and Social Security through the Council for the Handicapped. The programme includes registration, assessment, training and resettlement of the disabled. Four different types of centres have been set up with the following activities:

- an Assessment and Guidance Centre with workshops for wood and similar crafts;
- Production Workshops (one in an urban area, two in rural areas) specialising in garment-making, handicraft and toy production;
- Community-Oriented Rehabilitation Workshops offering woodwork, button-making, bamboo-work, etc., and also including a poultry farm;
- an Office Training Centre offering courses in typing, audio-typing, telephone operation, basic accounts, etc.

Voluntary associations still play a very active role in assessment, vocational counselling and rehabilitation for the mentally handicapped, the deaf and the blind. These associations operate workshops with a large variety of activities corresponding to each group's capabilities.

2. **Employment**

Placement in the open market has become increasingly difficult due to the economic situation, the limited education of some of the candidates for placement and the attitudes of potential employers. Nevertheless, the country's policy is to integrate disabled persons rather than to operate sheltered workshops.

3. **Research**

Research is currently being conducted into improving methods of producing and marketing items from workshops for the disabled.

Other studies are planned: research in new technology and new industries suited to disabled persons, a survey of all blind persons and research into the prevention of mental deficiency.

4. **Other plans**

The Government plans to take special measures to develop barrier-free environments.
JAPAN

1. **Legislative provisions**

- The Workmen's Accident Compensation Insurance Law No. 5 (1947);
- the Employment Security Law No. 141 (1947);
- the Law for the Welfare of Disabled Persons No. 283 (1949);
- the Law for the Welfare of Mentally Retarded Persons No. 378 (1960);
- the Physically Handicapped Persons' Employment Promotion Law No. 123 (1963);
- the Employment Measures Law No. 132 (1966);
- the Vocational Training Law No. 64 (1969).

2. **Vocational rehabilitation services**

On the basis of the above-mentioned legislation (in particular the 1969 Vocational Training Law), 17 training centres for the physically handicapped have been established, which provide vocational training courses adjusted to the needs of individual disabled clients. At the national level, a vocational rehabilitation centre and a comprehensive spinal cord impairment centre have been established.

Specialised centres have been set up for the mentally retarded which offer counselling, guidance, and adapted job training services.

Persons who become disabled through work accident or injury are provided with facilities for medical treatment and vocational rehabilitation.

3. **Employment**

All physically or mentally handicapped job applicants are registered and receive vocational guidance, on case work lines, from the time of application until they take up employment. Responsibility for these services rests with the Public Employment Security Office. Thirty-eight Physically and Mentally Handicapped Persons' Employment Centres have been established with a view to advising employers on workplace management and adaptation of equipment; aptitude testing and follow-up services are also provided to disabled workers.

For those who find difficulties in securing employment, industrial units and sheltered workshops have been established.

A quota scheme which has been established requires that "all employers must hire, as a minimum, the percentage of physically disabled persons set by law" (this varies from 1.5 to 1.9 per cent.)
The Secretary of Labour and the Chief of the Public Employment Security Office have responsibility for controlling and supervising the implementation of the quota scheme.

Employers failing to satisfy the statutory quota are required to pay a monthly levy for each disabled person not employed in their quota obligation. Funds thus collected are used to provide grants to employers who exceed their quota and to those who make special provision for employment of disabled workers. This is known as the Levy and Grants System.

3. Research

The Ministry of Labour undertook a survey in October 1978 on the condition of employment of physically and mentally disabled persons in 13,000 establishments with five or more regular workers. The survey revealed some 233,000 persons with minor or severe physical handicaps and 31,000 with mild or severe mental retardation holding regular employment. Of these totals, 72 per cent were employed in the manufacturing industry.

A study undertaken by the Ministry of Health and Welfare in 1980 revealed that there are 1,977,000 physically disabled persons (18 years of age and above) in Japan. This represents 24 per thousand of the population compared with 18 per thousand when a similar study was undertaken in 1970.
1. **Vocational rehabilitation services**

At present, some 10 per cent of disabled persons in the country benefit from the existing programmes carried out at pre-vocational training centres. Lack of qualified instructors and financial resources are among the main difficulties hindering expansion of services.

2. **Future plans**

Although there is no national legislation concerning the rights of disabled persons, the Ministry of Social Development has proposed to the Ministry of Labour that when the current labour law is amended it should include a new section on vocational rehabilitation of the disabled. This would provide for:

- the rights of the disabled to vocational training and employment;
- vocational assessment and guidance, vocational training, selective placement and sheltered employment services;
- special registers of disabled persons at employment offices;
- follow-up services;
- a quota scheme (3 per cent in undertakings with 30 employees or more);
- tax benefits for handicraft workshops employing at least 10 per cent disabled persons;
- financial assistance to disabled individual persons, co-operatives of the disabled and sheltered workshops.
1. **Legislative provisions**

   Act No. 11 (1973) provides for the establishment of a committee dealing with handicapped persons. This committee includes the Secretary of Labour (President), other government bodies interested in the problem and six delegates of voluntary organisations.

2. **Vocational rehabilitation services**

   The problem of the disabled is an acute one, especially because of the present situation of the country, the lack of financial resources and staff. The major rehabilitation services are run by private and voluntary organisations; the Government provides financial assistance and co-ordination.

3. **Future plans**

   The Ministry of Education has presented a new law dealing with the placement of physically handicapped persons in industrial undertakings.

   Furthermore, sheltered workshops are planned and new vocational rehabilitation centres are to be created.
LIBYAN ARAB JAMAHIRIYA

1. Legislative provisions

Law No. 3, 7 January 1981: Law on Disabled Persons. The law provides a variety of benefits for physically, mentally and psychologically impaired persons. These include special education, medical and vocational rehabilitation, employment and social services. The law also calls for appropriate domiciliary care whenever independent or family living is not possible. Grants under the Social Security Law are payable to the disabled person (or on his behalf) who cannot achieve successful rehabilitation.

2. Vocational rehabilitation services

Vocational rehabilitation services are compulsory for disabled persons under the age of 40 but are available to older disabled persons who seem suitable for such services and wish to take advantage of them. Refusal to undergo rehabilitation may result in ineligibility for social security grants.

Disabled persons who successfully complete rehabilitation programmes are entitled to appropriate employment. Training diplomas and certificates issued by rehabilitation institutions are recognised as equivalent to other public certificates.

A special National Committee for Assistance and Care to disabled persons has been established. It is composed of representatives from all concerned government departments and other organisations serving the disabled. The committee functions under the supervision and chairmanship of the General Committee for Social Security.

3. Future plans

It is planned that the special National Committee for Assistance and Care to disabled persons shall have its own expert staff and secretariat, which will carry out public education and research activities. The Committee will also be responsible for the strengthening of disability prevention measures.
MADAGASCAR

1. **Legislative_provisions**

   Decree No. 69-145 (1969) (Social Insurance Code) provides, inter alia, for cash benefits, rehabilitation services, assistive devices and resettlement or retraining for work accident victims. Furthermore, the law provides for special protection of disabled persons against dismissal by their employers.

   The principle of a quota scheme has been adopted and the Secretary of Labour and Social Laws is entrusted with its implementation.

2. **Special_measures**

   War-disabled and work-accident victims are entitled by law to special privileges on public transport.
MALAWI

1. **Legislative provisions**

The Handicapped Persons' Act (No. 48/1971) provides for:

- the Council for the Handicapped (under the Ministry of Community Development and Social Welfare) which administers vocational rehabilitation services and advises the Minister on matters affecting training and employment of the disabled;

- the maintenance of a voluntary register of handicapped persons and the registration of associations whose objectives include the welfare of handicapped persons.

According to this Act, "handicapped" is defined as: "persons who, by reason of any defect or impairment of the mind, senses or body (congenital or acquired) are unable to take part in normal education, occupation and recreation, or require special assistance or training".

2. **Vocational rehabilitation services/employment**

Disabled persons are trained or employed in three centres:

- an agricultural training and evaluation centre for blind men. Upon completion of the programme, trainees are qualified for settlement in one of the agricultural development schemes or in their home areas;

- a weaving factory; and

- a small tie-dye centre.

Handicapped women and wives of blind farmers are provided with training courses in home economics.

These provisions cover only a small number of people with a specific handicap. Two area resettlement officers are available to assist other categories of disabled in seeking employment or in establishing independent activities. They work in consultation with social welfare and employment officers; they also operate the voluntary registration scheme.

3. **Future plans**

With a view to expanding rehabilitation and resettlement services, the following measures are planned:

- the establishment of a new rural rehabilitation centre;

- the development of workshops;

- the increase of professional staff of the Council in the three regions of the country.
A national survey is to be carried out in 1982 to identify the numbers of handicapped persons.
1. **Vocational rehabilitation services**

1.1 **Organisation**

Although the country has no specific legislative provisions, special services for the disabled have been developed. They are run by government bodies (Ministry of Welfare Services, Ministry of Education, and Ministry of Health) and by voluntary organisations. While government services are co-ordinated by interministerial committees, services of voluntary agencies are co-ordinated by the Malaysian Council for Rehabilitation.

The Ministry of Welfare Services plays the major role in providing field and institutional services for the disabled.

1.2 **Services**

Institutional services are provided through:

- a Vocational Rehabilitation Centre for the Orthopaedically Handicapped, established in 1965; it provides training courses in general industrial trades;

- two training centres for the blind which have been established by voluntary association; one of them is in a rural area and provides training courses in agriculture;

- centres for mentally retarded and spastic children which have been established by voluntary associations;

- centres for deaf children established by the Ministry of Education.

2. **Employment**

(a) **Open employment**

Whenever possible, disabled persons are integrated into normal socio-economic life through placement and follow-up services. Blind trainees leaving the rural training centres are usually reintegrated into their farming community.

Financial assistance, either by government bodies or by private agencies, is provided to disabled persons who wish to start up their own business. They may also receive technical and auxiliary aids such as bicycles.

(b) **Sheltered employment**

The Ministry of Welfare Services runs three sheltered workshops which provide on-the-job training and employment for those who cannot be integrated into the open labour market.
A home-work scheme has been adopted with assistance from the Ministry of Welfare Services; homeworkers are provided with raw materials and help in marketing their finished products. Initially, the programme was intended for physically and mentally handicapped persons. It has been extended, however, to include socially handicapped persons who have problems in finding employment in the open labour market. The Ministry arranges for the training of newcomers to the programme, and also the retraining of those already participating, to improve their work quality and output.

3. **Special measures**

A system of registration of disabled people has been adopted.

4. **Future plans**

Under the current development programme, the Ministry of Social Welfare Services will establish one large rehabilitation centre for the physically handicapped and two more sheltered workshops.
1. **Legislative provisions**

The Society for the Welfare of the Deaf Act (1968) and Welfare of the Blind and the Prevention of Blindness Society Ordinance (1947) provide that each Society shall establish and manage training centres;

- the Assistance Code (Code A/1971) provides for outdoor relief to severely handicapped children under 14 years of age;

- the National Pensions Act (1976) and Public Assistance Ordinance deal with pensions, allowances and financial support to disabled persons.

2. **Vocational rehabilitation services**

These are provided by the Government and by private organisations.

(a) **Government**

- The Ministry of Health administers workshops in hospitals, which provide patients with occupational therapy.

- The Ministry of Social Security is responsible for the rehabilitation of the Disabled Pilot Project, designed to give training to young disabled persons in industrial trades and crafts. Upon completion of their programme, graduate trainees are integrated into workers' co-operatives.

Under the project, disabled trainees receive a monthly allowance as an incentive measure.

- The Ministry of Education supplies teaching aids and teachers to the special schools for disabled youths; these are run by voluntary organisations which are supported by the Ministry of Social Security.

(b) **Private organisations**

These play an important role in the vocational rehabilitation process. Special centres have been set up by these associations for deaf, blind, mentally retarded and mentally ill children and young adults.

In 1979, the Ministry of Social Security set up a National Council for the Rehabilitation of the Disabled. The Council acts as a central co-ordinating body between the activities of the Government and voluntary agencies; it must also ensure that staff qualifications measure up to an acceptable level.
3. **Employment**

(a) **Open employment**

The Ministry of Health has taken steps to give employment to some physically handicapped persons who have achieved appropriate training. Such jobs as, for example, packing assistants at the central supply department of a hospital, orthopaedic appliance makers (leather, wood, metal), seamstresses and carpenters at the Ministry's carpentry workshop. Some blind persons work as telephone operators.

(b) **Sheltered employment**

A centre has been established for the blind and specialises in the production of baskets.

4. **Future plans**

The Ministry of Social Security plans to adopt legislation to provide, among other things, for the inclusion of at least one person in the Central Youth Employment Executive with special responsibility for the employment of young disabled persons. Also a general survey of disabled persons is to be carried out.
MEXICO

1. **Legislative provisions**

   - The Mexican Constitution assures the right to a suitable and socially useful job;

   - the Federal Labour Act (as amended 1973) deals with occupational injuries (Part IX);

   - the Health Code (1973) and its executive regulations (1976) provide for disability prevention and rehabilitation;

   - a special Decree (1977) establishes the so-called full-family development scheme (DIF) and a programme for the rehabilitation of handicapped children.

2. **Vocational rehabilitation services**

   The system is based on social security and thus covers only insured persons.

   Four Medical and Rehabilitation Units have been set up and another is to be opened in the near future.

   The existing and future centres provide physical therapy, prosthetic and orthopaedic appliances, as well as general educational and vocational rehabilitation, including vocational guidance and assessment. The multipurpose workshops provide various job-training courses in such trades as electrical wiring, radio repairing, welding, etc.

   Semi-literate trainees are taught to read and write during the training period.

   Disabled persons who are not ready for open employment are sent to specialised training centres or to the social welfare centres of the Mexican Social Security Institute.

3. **Employment**

   Employers are obliged to reinstate a newly disabled worker in his former job or assign him to other suitable work for which he has been trained.

   Prevention of occupational injuries and diseases is the responsibility of the Ministry of Labour and Social Insurance (General Directorate of Occupational Medicine and Safety) in co-operation with other government bodies.
1. **Legislative provisions**

- The Placement Act makes the local employment offices (working under the Directorate-General for Manpower/Ministry of Social Affairs) responsible for finding suitable employment for handicapped persons;

- the Disabled Persons Employment Act (1947) established a quota scheme of 2 per cent. It defined disabled persons as "those who as the result of mental or physical deficiencies, disabilities or disorders are materially incapable of earning a living by their work";

- the Social Employment Act (1967) made all local public authorities responsible for creating and maintaining suitable sheltered employment for all handicapped persons having need of it;

- the General Disablement Benefit Act (AWW/1976) and Disablement Insurance Act (WAO/1967) provide for disability insurance benefits; both Acts apply to the entire population between 18 and 65 years of age who are at least 25 per cent disabled.

2. **Vocational rehabilitation services**

Whenever possible, vocational counselling and vocational training are conducted within the facilities provided for all adults. Vocational training for disabled persons is carried out in:

- adult training centres;

- apprenticeship schemes;

- special establishments for physically and mentally handicapped.

3. **Employment**

(a) **Open employment**

Special consultants at local employment offices are responsible for finding suitable employment for handicapped persons. A variety of measures have been adopted or are being implemented to integrate handicapped persons into the working process to the fullest possible extent. For example: quota scheme, adaptation of jobs and of workplaces, part-time employment in sheltered workshops or in regular enterprises.

Wage subsidies are provided to employers who employ handicapped persons. The subsidy amounts to 60 per cent for 12 months and 30 per cent for the following 3 months. Moreover, employers of handicapped persons may, in certain cases, be exempted from paying the official minimum wage rates.
(b) **Sheltered employment**

Local authorities provide sheltered employment to handicapped persons who cannot work in the open labour market. Persons who experience difficulty in finding employment are also eligible.

4. **Research**

Current and planned research programmes include:

- a study of the relationship between socio-economic factors and the increase in the number of disabled workers;
- an evaluation of two training centres;
- a study of referrals to sheltered employment and of the quality of work in sheltered workshops;
- the development of model procedures for enterprises in recruiting and employing partially disabled workers.

5. **Future plans**

The Placement of Partially Disabled Workers Act provides for a quota scheme of 2 per cent. The Act is currently being reviewed and the registration and control procedures will be improved through a tie-up with the social security system. It is expected that employment opportunities for disabled persons will be increased. Under the proposed new Act, which will apply both to the private sector and the Government, the quota will be raised to 5 per cent with employers having to pay a levy in respect of unoccupied quota places.
NEW ZEALAND

1. **Legislative provisions**

   - The Accident Compensation Act (1972) empowers the Accident Compensation Commission to provide for vocational rehabilitation;

   - the Disabled Persons Community Welfare Act (1975) requires the Director-General of Social Welfare to provide for pre-vocational and vocational training and operate a rehabilitation allowance scheme;

   - the Labour Department Act (1954) provides for on-the-job training;

   - the Disabled Persons Employment Protection Act (1960) authorises the Ministry of Labour to grant tax concessions and other advantages to sheltered workshops;

   - the Industrial Relations Act (1973) provides for the payment to disabled workers of lower rates of pay than those established in the Minimum Wage Act (1945) and in the Agricultural Workers Act (1977).

2. **Vocational rehabilitation services**

   The agency mainly responsible for administration of vocational rehabilitation is the Rehabilitation League of New Zealand (Inc.).

   Most assessment and vocational training services are undertaken in technical institutions or day-care centres. On-the-job training is provided through agreements between the Department of Labour and the respective employers. A special labour department training programme preparing disabled persons for employment on equal terms with other workers.

3. **Employment**

   (a) **Open employment**

   Selective placement is provided by employment officers. Twenty positions outside regular staff ceiling limits have been made available in government services for people with a mental handicap. The Government also provides incentive measures to private employers who employ disabled persons. Note: the Government has considered introducing a quota scheme but has rejected the proposal on the grounds of unsatisfactory experience in other countries.

   (b) **Sheltered employment**

   Voluntary organisations run most of the 70 sheltered workshops and occupational programmes. This form of employment is actually being extended.
4. **Special measures**

Financial support is given to those disabled persons who require a motor vehicle in order to obtain or retain a job. Similar help is provided to disabled people who are employed only part time but who achieve a "substantial measure of financial independence".

5. **Research**

Both governmental and private organisations have been undertaking various evaluative and statistical studies; one recent study by the Accident Compensation Commission is that of rehabilitation (including vocational rehabilitation) of patients with spinal cord injuries.
NORWAY

1. **Legislative provisions**

   - The Act concerning Measures to Provide Employment (1947) and associated Regulations (1966) deal with employment services for persons who are restricted in their choice of occupation;
   
   - the National Insurance Act (1966) provides for services and payments to handicapped persons, e.g. those in sheltered undertakings and special categories of disabled;
   
   - the Social Assistance Act (1964) deals also with the financial aspects of vocational rehabilitation.

2. **Vocational rehabilitation services**

2.1 **Organisation**

The Directorate of Labour of the Ministry of Local Government and Labour is responsible for rehabilitation policy and services. The Directorate's Board administers the services which include provisions for sheltered employment in public and private undertakings, disabled persons' co-operatives and in-plant on-the-job training. Employers' and workers' unions are represented on the Directorate's Board.

2.2 **Services**

These include:

   - **vocational guidance** in the schools and employment offices by vocational guidance officers and industrial psychologists;
   
   - **vocational training** alongside the able-bodied as long as medical and educational conditions of the disabled permit. The Labour Directorate, in co-operation with the Ministry of Education, operates a large number of vocational training courses (supplementary, retraining, specialised training) which are open to and generally attended by handicapped persons;
   
   - **special work preparation** for handicapped persons in vocational assessment and work preparation centres as well as in sheltered workshops;
   
   - specialised training courses in rural activities.

3. **Employment**

The general employment offices provide specialised selective placement services to the disabled. Special counsellors provide assistance to the blind and the deaf and also to ex-prisoners. There is close collaboration between the various bodies responsible for some educational, medical and vocational rehabilitation.
(a) **Open employment**

Whenever possible, disabled persons are placed in the open labour market. The employment service takes appropriate measures to adapt— if necessary —jobs and working conditions to the disabled persons' needs. Disabled persons who have been trained in rural activities are assisted to find employment either as farm workers or on their own account.

(b) **Sheltered employment**

Opportunities are available to all severely disabled persons, both in public and private establishments and also in disabled persons' co-operatives. A voluntary organisation for the blind operates a home-work scheme.

4. **Research**

The Directorate of Labour is represented in the steering group of a research project under the auspices of the Norwegian Institute for Adult Education. This is an action-oriented research programme concerning in-plant rehabilitation. Further studies on various aspects of vocational rehabilitation are planned by the Ministry of Local Government and Labour.
PAKISTAN

1. Legislative provisions

The West Pakistan Employees' Social Security Ordinance (1965) has a special provision for industrial workers who become disabled in the course of employment; this covers medical care, injury benefit, disablement gratuity and a pension for partial or total disablement.

2. Vocational rehabilitation services

While there is not as yet any legislative or administrative provision for rehabilitation services, vocational training for disabled persons is provided by voluntary social welfare agencies. Various associations serve the orthopaedically disabled, the deaf and mute, the blind, the mentally retarded and patients suffering from tuberculosis, leprosy, diabetes, etc.

Programmes cover a wide range of activities. For example, blind people are trained in light industry, leatherwork, ceramics, carpentry, etc. Blind women are given training in home economics.

3. Employment

Assistance in finding employment in the open labour market is provided by voluntary agencies which run most of the sheltered workshops.

4. Future plans

New vocational rehabilitation and training centres are to be set up for the deaf-mute, orthopaedically disabled and mentally retarded. A special project of the Ministry of Health and Social Welfare concerns the adoption of a draft Ordinance for the Employment and Rehabilitation of Handicapped Persons. This legislation will provide for:

- 1 per cent quota for employment of the disabled in the private sector and government agencies;
- establishment of a Federal Council for Rehabilitation of Disabled Persons with representatives of relevant government and non-governmental organisations to adopt a policy and implement the provisions of the Ordinance;
- maintenance of registers of all disabled and handicapped persons by employment exchanges;
- setting up of vocational training centres for the disabled on a national scale;
- creation of a Disabled Persons' Rehabilitation Fund to receive levies from undertakings which fail to comply with the employment provision of the Ordinance.
1. **Legislative provisions**

The National Constitution of Panama (1972) gives any disabled individual the right to rehabilitation and social security services;

- the Decree Law No. 14 (1954) established the Social Security Fund which authorises and finances rehabilitation services for the disabled;

- the Law No. 53 (1951) [updated by Law No. 27/1961] establishes the Panamanian Institute of Special Rehabilitation (IPHE). This Institute is primarily devoted to the rehabilitation of young blind, deaf, mute, and mentally retarded persons. The Law also provides for a quota scheme of 1 per cent;

- the Labour Code and Complementary Professional Risks Act (Cabinet Decree No. 252/1971) requires that employers retain or reinstate workers in their employment if they become disabled as a result of an occupational accident or injury; it also provides for the establishment of a national rehabilitation and readaptation centre through the Social Security Fund.

2. **Vocational rehabilitation services**

(a) The Social Security Fund has created the Medical Care and Rehabilitation Service which provides vocational rehabilitation and vocational guidance services. The services function in close cooperation with the Department of Economic Services (Vocational Guidance Service).

(b) The Ministry of Health runs a hospital unit (Santo Tomas Hospital) which serves as a specialised vocational rehabilitation service for disabled persons.

The National Psychiatric Hospital has two programmes for the vocational rehabilitation of mentally handicapped or mentally ill persons. These programmes include ergotherapy and a "partial hospital care" service for outpatients.

(c) The Panamanian Institute of Special Rehabilitation (IPHE) has developed a programme of vocational guidance and counselling for disabled persons.

3. **Employment**

A voluntary organisation known as Goodwill Industries assists physically and mentally handicapped persons who have received vocational training to obtain employment. The organisation collaborates with the Ministry of Labour and Social Welfare, the IPHE and other private civic organisations.

By law, employers are obliged to reinstate a worker after an occupational accident and must respect a quota scheme (1 per cent of
the workforce for 100 employees or more) for graduates of the Panamanian Institute for Special Rehabilitation. The same quota must be observed by the National Government.

No formal penalty clause is foreseen but the Management Board of the Institute is entitled to consider any non-compliance claim submitted by a disabled person.

4. **Future plans**

The Government plans to collect statistical data on the incidence and distribution of disability.

The Panamanian Institute for Special Rehabilitation intends to set up a specialised employment service for the physically and mentally disabled, in co-operation with the National Directorate of Employment of the Ministry of Labour and Social Welfare.
1. **Legislative provisions**

- The Peruvian Political Constitution (1980) gives any person who is incapable of caring for himself/herself, as a result of physical or mental deficiency, a right to rehabilitation;

- Decree Law No. 14560 (1963) underlines the right to work for any disabled person and charges the State and para-state bodies to provide employment for rehabilitated persons in suitable jobs;

- Decree Law establishing the Office of the Assistant Director for the Promotion of Employment within the Ministry of Labour;

- Ministerial Resolution (1977) setting up a Multisectoral Rehabilitation Committee (government bodies and private organisations).

2. **Vocational rehabilitation services**

In 1979, the Ministry of Labour and the Social Security Administration agreed on a pilot plan for the vocational rehabilitation of the disabled. Its main purpose is to co-ordinate action in vocational rehabilitation of persons who incurred work accidents and occupational diseases.

The programme provides assessment and guidance services for the disabled person and his family; vocational training; selective job placement follow-up services; evaluation of training results and labour market studies.

3. **Other measures**

Tax exemption is provided, by a constitutional provision, to non-profit agencies running services for the disabled.

4. **Research**

A report providing information on the human and material resources available within the public and private sectors was published by the Multisectoral Rehabilitation Committee in 1978.

In 1980 the Governmental Directorate of Physical, Mental and Social Rehabilitation Organs and Institutions in Peru was established to undertake rehabilitation research.
1. Legislative provisions

- The Philippines Constitution states that "every citizen has the duty to be engaged in gainful work to assure himself and his family a life worthy of human dignity";
- the Republic Act No. 1179 (1954) created the Office of Vocational Rehabilitation under the Social Welfare Administration (now the Ministry of Social Services and Development) to develop, administer and implement programmes of vocational rehabilitation and related services for the disabled;
- the Republic Act No. 2615 (1959) [amending Act No. 1179] established the National Council on Rehabilitation as a co-ordinating body as well as nine regional vocational training centres;
- the Republic Act No. 4564 (1965) authorised the Philippine Charity Office to hold annually one sweepstake to raise money for the Office of Vocational Rehabilitation of the Social Welfare Administration for the purpose of developing and expanding programmes for the physically disabled;
- the Republic Act No. 5416 (1968) [known as the Social Welfare Act] created a Department of Social Welfare and provided for the administration of a national programme of vocational rehabilitation covering the socially handicapped, e.g. released prisoners, drug addicts, alcoholics, disadvantaged women, beggars and recovered leprosy patients. It also provided for a revolving fund for sheltered workshops;
- Presidential Decree No. 603 (1974) [known as the Child and Youth Welfare Code] provided for the rehabilitation of the mentally retarded, physically handicapped, emotionally disturbed and mentally ill children;
- Presidential Decree No. 1509 (1978) created the National Commission for Disabled Persons as a co-ordinating and consultative body to the President, and defined its objectives, e.g. adoption of an integrated and comprehensive long-term National Rehabilitation Plan; research activities; promotion of the active participation of handicapped persons in the rehabilitation process;
- Presidential Decree No. 1563 (1978) provides for the rehabilitation of infants, children and adult mendicants.

2. Vocational rehabilitation services

Under existing legislation, the Department of Social Welfare acts as the Government’s major arm in implementing an integrated and comprehensive rehabilitation programme including vocational counselling, vocational assessment, vocational training and retraining, and the holding of seminars on rehabilitation.
3. **Employment**

A selective employment programme has been adopted which provides counselling and placement services in open and sheltered employment. Legislation provides for the employment of handicapped workers as apprentices or learners if their handicap does not significantly impede the performance of job functions. Employers are required to sign a wage agreement with the handicapped worker which must not be less than 75 per cent of the minimum wage.

Other protective measures for the handicapped workers have been adopted in the New Labour Code.

4. **Special Measures**

The "Apolinario Mabini Rehabilitation Award" is granted to the Disabled Filipino of the Year, the Employer of the Year, the Disabled Groups of the Year, the Volunteer Rehabilitation Worker of the Year and the Professional Rehabilitation Action of the Year.

5. **Research**

The following subjects have been researched:

- survey of the personnel management association of the Philippines on the employment of handicapped and special groups (1978);
- follow-up study of graduates from the Vocational Rehabilitation Centre (1979);
- industrial survey and job analysis of specific jobs in manufacturing establishments (1980).
1. **Legislative provisions**

- The Planned Employment of the Disabled Act (issued by the Council of Ministers, 1967) lays down guidelines of vocational rehabilitation;
- the Labour Code (1974) gives all disabled persons the right to employment and financial assistance;
- the Council of Ministers Decision No. 281 (1973) deals with the development of invalids' co-operatives.

2. **Vocational rehabilitation services**

2.1 **Organisation**

Since 1960, all vocational rehabilitation services have been implemented, supervised and co-ordinated at the central level by the Ministry of Health and Social Welfare, in particular by the Section of Vocational Rehabilitation. Each administrative district has Health and Social Welfare Services, with one or more specialists for disabled persons. The services and specialised sections under them deal with the planning of employment possibilities for the disabled, the organisation of vocational guidance and training programmes, and the control and supervision of actual work situations in which disabled persons are placed.

2.2 **Services**

Vocational guidance is provided in vocational rehabilitation centres which are located in the districts' health centres.

Vocational training is provided either in normal technical colleges or in undertakings where working conditions have been adapted. All enterprises are committed to providing appropriate training to their permanently disabled employees.

Deaf and blind persons are provided with specific programmes in special training centres. The severely handicapped are entitled to vocational training in co-operatives.

3. **Employment**

(a) **Open employment**

Upon completion of vocational rehabilitation programmes, and whenever possible, efforts are made to place disabled persons in establishments where they were previously employed; otherwise they are directed to enterprises which offer a job suited to their capacities. No quota scheme has been adopted, but employers are required to hire the disabled whenever appropriate jobs are available.
(b) **Sheltered employment**

**Invalids' co-operatives**

This strong and important movement has gradually been developed and expanded since the Second World War. It now comprises 436 co-operatives which represent a voluntary and autonomous association of disabled persons.

The invalids' co-operatives, which benefit from state assistance in the form of priority and monopoly production and tax concessions, play a major role in providing vocational and social rehabilitation as well as suitable jobs. They employ some 200,000 disabled persons whose average earnings do not differ greatly from those of industrial workers in other enterprises. Approximately 30 per cent of the workforce in invalids' co-operatives are abled-bodied workers.

Each co-operative must provide for the severely disabled (physically or mentally) who, with continuing care and rehabilitation, can cope with some of the production operations in the co-operatives.

**Home-work scheme**

Invalids' co-operatives have set up home-work schemes for those disabled who cannot work in co-operative workshops, either because of severity of impairment, distance between home and workshop, or other reasons. Homeworkers are provided with tools and materials and benefit from similar social services as those employed in the co-operatives.

**4. Research**

Various projects are conducted by labour market authorities and at university departments. The Ministry of Labour has awarded grants for study projects on employment prospects for physically handicapped young persons and special adjustment measures for the visually handicapped.
1. **Legislative provisions**

- The Constitution of the Portuguese Republic, in its article 71, requires the State to implement a national policy of disability prevention and treatment, rehabilitation and integration of the disabled in society;

- Act No. 2115 (1962) set up the National Insurance and Occupational Diseases Fund and provides for vocational rehabilitation;

- Act No. 2127 (1965) established a legal framework for actions in the case of work accidents and occupational diseases, and recognises the right of victims to rehabilitation and continued employment;

- the Decree Law No. 46872 (1968) established the Vocational Rehabilitation Service within the office of the Director-General of Labour. In 1969, this service was integrated into the Vocational Training Service and the National Employment Service;

- Act No. 6 (1971) is the legal basis for rehabilitation and social integration of the disabled;

- Decree Law No. 346 (1977) established the National Secretariat for Rehabilitation, which is responsible for a national policy of disability prevention and treatment, rehabilitation and integration of disabled persons;

- the Decree Law No. 519-A2 (1979) established the Employment and Vocational Training Institute.

Other legislative provisions deal with protective measures for specific employment groups. In addition, collective labour contracts have been drawn up which benefit the handicapped. For example, the Collective Labour Contract for the Banking Sector requires that at least 2 per cent of all places must be reserved for the physically handicapped.

2. **Vocational rehabilitation services**

- The Ministry of Labour has the main responsibility for vocational rehabilitation and employment. Vocational training of disabled persons is conducted in assessment and vocational rehabilitation centres or, wherever possible, in vocational training centres for able-bodied persons;

- the Ministry of Social Affairs operates a rehabilitation centre (with sheltered workshops) for the physically handicapped;

- many private organisations and institutions are active in the rehabilitation field.
An agreement, signed between the Ministry of Justice and the Secretary of State for Population and Employment, has as its objective the promotion of vocational training for youths and adults from penitentiary establishments.

3. Employment

In 1979, a Rehabilitation Commission was set up under the Director-General of Employment, mainly as a co-ordinating body. It established employment centres, including sheltered workshops, for the disabled in two cities and employment offices for the disabled in the employment centres existing elsewhere throughout the country. By law, persons who become disabled during military service are given preference for certain public sector jobs.

4. Research/projects

A project is planned to study measures for an employment policy to help the disabled to obtain work in the open labour market. Moreover, four additional rehabilitation centres will be established and disabled co-operatives will be developed.
1. **Legislative provisions**

Decree No. 17 (1976) provides for special education for disabled students, especially visually and hearing impaired.

2. **Vocational rehabilitation services**

A few vocational rehabilitation centres and two psychiatric institutions are run by voluntary associations and organisations. For the physically disabled, emphasis is laid on developing particular practical job opportunities, e.g. in welding, woodwork, bookkeeping, radio repair, and clothes-making.

3. **Future plans**

The Government plans to develop specific guidelines for communal authorities on practical measures for the rehabilitation and integration of disabled persons. A national committee is to be set up to co-ordinate all ongoing rehabilitation activities.
1. **Vocational rehabilitation services**

A rehabilitation section of the Ministry of Social Affairs provides direct services to five categories of disabled persons: blind, deaf, spastic, orthopaedically disabled and mentally retarded.

Vocational counselling and guidance are provided to disabled persons to promote their integration into active socio-economic life. Welfare services and family counselling centres are open to those disabled who are unable to obtain regular employment.

2. **Vocational training and employment**

The Employment Service of the Ministry of Labour has a special training programme (known as the "Disabled Resettlement Scheme") to assist disabled persons through on-the-job training in light industrial undertakings or through formal training in commercial/secretarial private schools. Disabled persons may also qualify for subsistence, transportation and monthly pocket allowances paid by their employer during the training period. The training programme is usually completed by job placement and follow-up services.
SOMALIA

1. Legislative provisions

There is no legislative provision for vocational rehabilitation. A quota scheme enacted in 1963 applies only to the private sector.

2. Vocational rehabilitation services

A vocational rehabilitation centre for the disabled was established in Mogadiscio in 1979 and is being developed with ILO assistance.
1. **Legislative provisions**

Decree 2531 (1970) concerns the integration of disabled persons into employment. This legislation consolidated previous legislative provisions (Law [1963] and Decree [1966] on Social Security), which dealt with rehabilitation of disabled workers;

the Decree provides for vocational rehabilitation, employment (including placement, protective measures) and financial assistance;

entitlement to services extends to persons of working age, whose physical or mental capacity has diminished by 33 per cent or more and who, as a consequence, cannot obtain or keep suitable employment;

the same Decree created the Social Service for Rehabilitation of Disabled Persons as a unit of the Directorate General of Social Security. Numerous legislative provisions have been adopted to operate in co-ordination with the new agency;

- Decree 1378 (1975) amended the provisions for employers' incentives;

- Decree 1567 (1976) established new requirements concerning sheltered workshops, job placement, social assistance for disabled in co-operatives, special enterprises and pilot centres;

- Act 36 (1978) regulated the administration of social security, health and employment services, and created the National Institute of Employment as well as a new National Social Service Administration both of which offer rehabilitation, social and employment services to disabled persons.

2. **Vocational rehabilitation services**

2.1 **Organisation**

Rehabilitation services are organised and run by various Ministries, especially Labour and Education, government agencies and by private organisations. They operate comprehensive services including training programmes, employment facilities and social security coverage for their members.

2.2 **Services**

Vocational assessment is carried out in provincial evaluation units where the degree of disablement is determined and appropriate measures for rehabilitation and future employment are recommended.

Training programmes are based on Decree 2531 which regulates the utilisation of existing training facilities and co-operation with
other organisations and agencies for the vocational training of disabled persons.

3. **Employment**

The National Institute of Employment provides a wide range of assistance to workers (including disabled workers) and employers.

By law, priority must be given to the disabled for certain jobs. A quota scheme has been adopted (2 per cent of the total labour force) for employers with 50 workers or more.

Tax reductions and financial assistance towards adaptation of workplaces are granted to employers who engage disabled workers.

4. **Special measures**

Disabled persons who wish to benefit from legislative measures are required to register as disabled workers. The register is maintained by the Labour Exchange Offices.
1. **Vocational rehabilitation services**

Despite the absence of legislative provisions for rehabilitation, the physically handicapped, blind, deaf, mute and mentally retarded are entitled to follow rehabilitation programmes offered either by the Government and/or by voluntary associations which receive financial support from the Government. The services are organised as follows:

- The Social Services Department operates three vocational training institutions (for blind, deaf and blind and physically handicapped) which offer courses in a variety of trades such as typing, telephone operating, lift operating, clerical work, welding, beedi (local cigarette) rolling, etc.

  In addition to these three institutions, a sheltered workshop provides vocational training for the mentally handicapped; a new vocational training centre is being established.

2. **Employment**

The Social Services Department provides equipment and accessories for deaf and blind persons who have been trained in weaving and rattan work to help enable them to work at home. Finished products are purchased by the Department and sold at a retail outlet owned by the same Department.

Financial help is also provided by the Department to any disabled person who wishes to establish an independent economic activity. A rural rehabilitation scheme has also been conceived to prepare disabled persons to become independent farmers.

No quota scheme has been adopted, but the Government uses persuasive methods to encourage employment of the disabled. Directives have been sent to the heads of government departments and corporations. They specify that, notwithstanding the clause on physical fitness in the scheme of recruitment, vacancies should be filled by trained disabled persons, provided the candidate can discharge his/her duties satisfactorily in spite of the handicap.

3. **Research/future plans**

A national co-ordinating Council for Social Services is planning to prepare a job-oriented non-formal education programme for handicapped youth.
1. **Legislative provisions**

- The Security of Employment Act (1974) contains provisions for the protection of disabled workers against arbitrary dismissal; it places on employers the responsibility to find job openings for disabled persons that correspond to their capacities;

- the Promotion of Employment Act (1974) concerns elderly employees and employees with reduced work capacity. It provides for the tripartite involvement of employers, the employment service and trade unions in so-called Adjustment Groups in firms with more than 50 employees. The aim of such Groups is to advise and help disabled or injured workers to return to their former or a more suitable job with the same employer. As a last resort, clauses in the Act obliging employers to employ disabled persons can be invoked by local and national authorities (i.e. the County Labour Board and the National Labour Market Board);

- the Work Environment Act (and Regulations), 1979, provides, inter alia, for specific measures to be adopted by employers of handicapped workers regarding pay, work schedules and general working conditions. It also contains special provisions regarding the accessibility of buildings to handicapped persons who are defined as "persons whose ability to move about or find their way has deteriorated owing to old age, disability or illness, e.g. people who are blind, partially sighted, deaf or hard of hearing".

- a Government Bill (1978/1979) emphasises the universality of the right to work and declares that the aim must be for handicapped persons to be reintegrated in the regular labour market.

2. **Vocational rehabilitation services**

The Labour Market Administration directs special employability assessment centres at which disabled jobseekers can be given guidance and aptitude tests and provided with training opportunities. Several other government departments and voluntary associations are likewise involved in the provisions of rehabilitation services.

Vocational rehabilitation programmes are also carried out in regular training facilities or by private employers. In-plant training for elderly and handicapped persons involves governmental financial participation (75 per cent of wage costs for up to six months) which can be increased in cases where the employer provides training to severely disabled persons.

Finally, the National Research Institute is involved in the process of assessment of work capacity and in the training of rehabilitation personnel.
3. **Employment**

(a) **Open employment**

Handicapped persons who are unable to obtain employment can receive grants or loans to set up a business or trade on their own account. Employment in the open labour market is encouraged through different measures, such as financial assistance to employers for workplace adjustment and work assistants' costs. If necessary, employers may be ordered to increase the number of elderly and handicapped persons and, in extreme cases, to take on only employees referred to them or approved by the Employment Service.

Archive work for unemployed persons is also often made available to disabled people. Tasks can vary from general office work to professional research work and is managed by state authorities and public organisations. Persons employed under this scheme are paid under a special collective agreement.

(b) **Semi-sheltered and sheltered employment**

In addition to open or sheltered employment, a number of special semi-sheltered work arrangements can be provided to disabled persons, either in private or public enterprises or in workshops which provide an opportunity to improve working capacity and thus to increase the chances of obtaining work in the general labour market.

A home-work scheme is operated and has been specially adapted for severely physically handicapped persons; other specialised schemes have been organised for alcoholics and mentally handicapped. These latter projects include construction work, landscaping, forestry, etc. The National Labour Market Board also refers qualified handicapped workers to industrial work.

4. **Special measures**

Handicapped persons are provided with grants to meet the cost of a vehicle for travelling to and from work.

5. **Research**

The labour market authorities have special funds for research studies at the employment rehabilitation centres or in collaboration with university departments. The Ministry of Labour has awarded grants for projects concerned with employment prospects for physically handicapped young persons and experiments concerning special adjustment measures for the visually handicapped.
1. **Legislative provisions**

- The Federal Employment Act (1951) stipulates that employment offices are responsible for job placement of handicapped people;

- the Federal Disability Insurance Act (1959) is a major law which provides, among other things, for vocational rehabilitation services for disabled persons. Disability allowances are granted when vocational rehabilitation measures have totally or partially failed; amounts depend on the degree of disability. The Disability Insurance System subsidises both public and private institutions which provide the actual rehabilitation services for the handicapped;

> according to the Act, a disabled person is "any person whose earning capability is reduced permanently or over the long term through impairment of physical or mental health resulting from congenital infirmity, illness or accident";

- the Vocational Training Act (1978) regulates, inter alia, "basic training" for young adults who cannot follow regular programmes because of their low intellectual capacity;


A special scheme — the Military Insurance Scheme — covers different measures in favour of persons who become disabled in military service.

2. **Vocational rehabilitation services**

2.1 **Organisation**

The Federal Office of Social Insurance supervises all rehabilitation measures which are provided through the Disability Insurance System. At present, the system is implemented throughout the country through:

(a) 104 compensation funds which cover both employers and workers and which receive contributions and pay allowances; each Swiss Canton has its own fund; the Federal Government has two funds and 76 funds have been created by employers' associations;

(b) 35 committees dealing with vocational rehabilitation measures to be provided to individual disabled persons. Each committee is composed of a doctor, a lawyer, a rehabilitation officer, a disablement resettlement officer and a social worker. One member at least must be a woman;

(c) 13 Regional Offices having specialised staff to provide for vocational guidance and job placement of the disabled;
(d) one Central Compensation Office has responsibility for the control of compensation funds; this office also keeps a register of insured and handicapped persons receiving allowances.

As far as work accident insurance is concerned, a federal fund has been created for certain types of undertaking (listed in the law); private insurance must give the same protection to all other workers.

2.2 Services

Rehabilitation measures are carried out by a variety of organisations (public or private) which co-operate under special agreements with the Disability Insurance Scheme.

The services include:

- vocational guidance which is provided by specialised staff in clinics, in residential units or - in some cases - at the insured person's home;

- vocational training, which can be carried out either in schools, special centres or even universities. While in training, the disabled person receives a daily allowance which is higher than the disability allowance.

3. Employment

(a) Open employment

As far as possible, placement services are provided through the Disability Insurance Scheme. Employers receive grants for the adaptation of tools and workplaces. A large number of auxiliary aids are also provided (typewriters, dictaphones for the blind, wheelchairs, etc.) by the insurance system. Disabled persons who are able to set up their own business receive grant or loan assistance.

(b) Sheltered employment

A great number of private and public organisations are involved in establishing and running sheltered workshops for disabled persons who are not able to hold a job in the open labour market.

4. Special measures

In 1977, the Federal Council decided to encourage the integration of handicapped persons and ex-prisoners into public administrative services. The credits allocated for that purpose have been increased every year since.

In the Post, Telephone and Telegraph (PTT) enterprises, a special budget has been allocated for the employment of handicapped persons. Moreover, the PTT provides training to persons who because of
disability cannot be employed or re-employed there) in order to facilitate their integration in other sectors of the open labour market.
TURKEY

1. **Legislative provisions**

   - The Social Insurance Act (No. 506/1964) provides for obligatory vocational rehabilitation (before a disability pension is awarded);

   - the Labour Act (No. 1475/1971) provides for a quota scheme;

   - Regulations concerning employment of the disabled and ex-convicts deal with appropriate working conditions and job security. Since 1972, the Employment Service (under the Ministry of Labour) has been responsible for the implementation of these legal provisions.

2. **Vocational rehabilitation services**

   Rehabilitation courses organised by the Ministry of Education and the Directorate of Public Education are open to disabled persons; special courses have been organised for disabled persons registered with the Employment Service. The establishment of workers' training and vocational training centres in Ankara and other provinces is being prepared.

3. **Employment**

   By law, priority and preference must be given to the resettlement of disabled persons in the same undertaking. Furthermore, employers must observe the following quota scheme:

   - one disabled and one prisoner for every 50 employees in undertakings of 100 employees;

   - two disabled and two prisoners for every 100 employees over and above the first 100.

   In 1979, a Central Training and Vocational Rehabilitation Directorate was established to provide employment for disabled persons and ex-convicts upon completion of their vocational training.

4. **Research**

   The Training and Vocational Rehabilitation Directorate has:

   - carried out studies on the skills of disabled persons between 14 and 60 years of age;

   - compiled qualitative and quantitative data (on disability, age and employment) regarding disabled persons who are registered with the Employment Service (July 1980).
UKRAINIAN SOVIET SOCIALIST REPUBLIC

1. **Legislative provisions**
   - The Ukrainian SSP Constitution outlines the general responsibility of government towards disabled persons;
   - the Labour Code provides mainly for preventive measures.

The rehabilitation of invalids forms an integral part of the government health schemes, social welfare, education and the activities of state enterprises and establishments. The legal rights of disabled persons (physical or mental) are thus fully safeguarded.

2. **Vocational rehabilitation**

   **training/employment**

Vocational, social and other rehabilitation services are carried out by the social security authorities at the district, municipal and regional levels, whereas the over-all co-ordination of rehabilitation services actions and management is the responsibility of the Soviet People's Representatives.

**Rehabilitation measures** follow three basic lines:

   - medical rehabilitation and therapy;
   - vocational rehabilitation combining medical rehabilitation with vocational training or retraining;
   - social rehabilitation providing material support and assistance in daily living and working conditions for the disabled.

The placement of disabled persons in productive work is based on the principle of the health safety measures at work and is carried out by a number of organisations, health authorities, trade unions, public organisations and social security authorities.

Special vocational training and employment services are provided and run by the Ukrainian societies for the blind and the deaf. The authorities of the Republic offer a wide range of information sources as well as educational materialis to deaf and blind persons.

Social services for the disabled are carried out by the social service branches of the district, municipal and regional Soviets of People's Representatives. The municipal and regional Soviets of People's Representatives also operate standing committees on health and social welfare which take care of matters involving social services for the handicapped and make recommendations. The social service branches of district Soviets of People's Representatives organise the work of the municipal and regional social service branches and provide, among other things, for practical assistance to enterprises and establishments.
3. **Special measures**

The war-disabled are entitled to special privileges and allowances in connection with housing. They also benefit from free transportation in the city or in their administrative district.

Similar benefits regarding transportation are provided to other groups of disabled.
UNION OF SOVIET SOCIALIST REPUBLICS

1. Legislative provisions

The Constitution of the USSR provides for a right to work and a right to free services to disabled citizens. Economic and social development plans of various ministries and departments contain special provisions for disabled persons.

2. Vocational rehabilitation services

2.1 Organisation

The services are provided by the State and form an integral part of the health service, social security, education system and activities of the state undertakings and establishments.

2.2 Services

In addition to medical and social rehabilitation, vocational training and retraining are provided at the worker's prior place of employment, through courses given under the general educational system, or in specialised state undertakings employing disabled persons. Training programmes may be given individually or in teams on a part-time or full-time basis.

For the severely disabled, vocational training is organised by a wide network of special establishments:

- auxiliary residential schools in the educational system;
- sanatoria of the public health system;
- residential centres belonging to the social security system;
- individual rehabilitation in rehabilitation centres, clinics and large hospitals.

While in training, the disabled have the same rights as all other able-bodied trainees and are fully maintained by the State.

3. Employment

Employment policy is carried out by enterprises, trade unions, public health authorities and public organisations. Social security organs are entrusted with the task of supervising and providing methodological assistance.

(a) Open employment

Each undertaking must provide employment to its manual and non-manual workers who have become disabled, either in the undertaking itself or - if the conditions do not allow it - in another enterprise, with the collaboration of the labour or social security organs.
A quota scheme (2 per cent of the total workforce) has been adopted. Trade unions have special committees which supervise the resettlement of the disabled and compliance with arrangements made to improve their conditions of work and life.

(b) **Semi-sheltered and sheltered employment**

Special undertakings and sheltered workshops are available for those disabled who cannot be employed in normal settings. There, they can find specially adapted working conditions and appropriate medical services. These undertakings are authorised to apply up to 50 per cent of their profits to improvements of working conditions, social services and housing arrangements for their employees.

**Home work**

A home-work scheme for the severely handicapped has been adopted. The delivery of material, the supply of necessary equipment and the collection of the finished products are provided and organised by the undertakings. This relatively new form of work arrangement for the disabled is becoming more and more widespread in the USSR.

Training of scientific workers in the field of assessment of working abilities and placement of disabled persons is carried out by the Ministry of Social Welfare; training of qualified personnel and instructors is shared by various ministries and departments, especially those concerned with education and public health.

3. **Research/future plans**

Scientific research on the prevention of disability, improvement of working conditions and allowances and development of rehabilitation services are among the projects elaborated by the Government to improve the actual rehabilitation system.
1. Legislative provisions

- The Disabled Persons (Employment) Act (1944) contains provisions for the registration of disabled persons, an employment quota scheme, reservation of jobs and provisions for sheltered workshops. Furthermore, it provides for the establishment of a National Advisory Council on Employment of Disabled Persons (NACEDP) and local committees to advise and assist the Secretary of State and the Manpower Services Commission (MSC) in matters relating to the employment of the disabled;

- the Disabled Persons (Employment) Act (1958) makes two minor changes in registration for the disabled and reduces the minimum age for employment, rehabilitation and vocational training courses to those over compulsory school age, so that there should be no possibility of a gap between leaving school and any rehabilitation or training course which may be desirable;

- the Chronically Sick and Disabled Persons Act (1970) requires the NACEDP to advise the Secretary of State on the training of personnel concerned with the placement or the training of disabled persons;

- the Act also requires the Central Youth Employment Executive to appoint at least one person with special responsibility for the employment of young disabled persons and stresses the desirability of including on the National Youth Employment Council and the Advisory Committees on Youth Employment (Scotland and Wales) one or more persons with experience of work among young disabled;

- the Employment and Training Act (1973) provides for the establishment of the Manpower Services Commission (MSC) which has the power to provide employment and training services and employment rehabilitation services. The MSC is directly responsible to the Secretary of Employment and has three operating divisions: the Employment Service Agency (ESA), the Training Services Agency (TSA) and the Special Programmes Agency (SPA);

- Regulations under the 1980 Companies Act oblige companies with more than 250 employees to report on their policies for the employment of disabled persons.

2. Vocational rehabilitation services

Many services for disabled people are run by the Manpower Services Commission (MSC):

- Vocational guidance

Apart from the responsibilities placed on the MSC, all local Education Authorities are required by law to provide vocational guidance services for those attending educational institutions and employment for those leaving them.
Rehabilitation facilities are organised through 29 Employment Behaviour Centres (ERCs) where opportunities are provided for disabled persons to adjust gradually to normal working conditions and to be assessed and guided as to the type of work for which they are best suited.

Vocational training services are provided or sponsored by the Training Services Division (TSD). Their aim is to provide a flexible response to each individual's training needs leading to resettlement into open employment. The majority of disabled people receive training alongside the able-bodied in the TSD's skill centres, educational centres and employers' premises under the Training Opportunities Scheme (TOPS); the latter scheme offers a wide variety of semi-skilled training in areas such as automotive skills, business administration, commercial and secretarial work, craft and technical courses, engineering, electronics and computer programming.

For more severely disabled persons, the TSD supports facilities at four residential training colleges run by voluntary bodies.

Other training facilities are available. For example, under the Individual Training Throughout with an Employer scheme (ITTWE) disabled people may be sponsored to train with an employer on the understanding that employment will be offered on the successful completion of training.

Finally, special training facilities are available for the deaf and the visually handicapped. They are run by voluntary agencies and sponsored by the TSD.

3. Employment

(a) Open employment

Disablement Resettlement Services have been established, in which the central figure is the Disablement Resettlement Officer (DRO). Blind persons are provided with the services of a DRO specially trained to cope with the resettlement problems of the visually impaired.

A quota scheme (at present 3 per cent) has to be observed by employers of 20 or more workers. By law, certain jobs must be reserved for the disabled. So far, car-park attendants and passenger electric lift attendants are the only jobs designated.

Disablement Resettlement Services may provide the following incentive measures to employers:

- grants towards the cost of adaptation of premises and equipment used by disabled persons;
- financial assistance for a "job trial" provided to a disabled person.

Furthermore, the severely disabled can also be provided with financial assistance to establish an independent trade or business.
The Manpower Services Commission (MSC) co-ordinates and subsidises the provision of sheltered employment. The main provider of sheltered employment for the severely disabled is Remploy Ltd., a company set up by the Government in 1946 to give meaningful work opportunities to severely disabled persons. It provides employment to 8,200 severely disabled in 89 factories. In addition, more than 5,000 jobs are provided by the 128 workshops run by local authorities and voluntary bodies.

Recently, Sheltered Industrial Groups have been created. They offer the opportunity for small groups of severely disabled people to work under special supervision in an industrial or commercial environment.

A special service of the MSC assists sheltered workshops to obtain contracts from central and local government and offers advice in so far as equipment, methods and planning are concerned.

4. Special measures

In 1979, a major national promotional campaign (the Pit-to-Work Campaign) was launched to encourage employers to provide more and better opportunities for disabled persons. An important element is the involvement of management and unions. An Annual Award Scheme for firms who do most to help the disabled has been introduced. In 1980, 100 employers won awards.

5. Research

The Manpower Services Commission (MSC) is undertaking or planning research in the following areas:

- **Rehabilitation**

  In 1976, the MSC established an Employment Rehabilitation Research Centre. By 1980, the Research Centre had completed studies involving, among others:

  - a survey of client characteristics in Employment Rehabilitation Centres (ERCs);
  
  - assessments of the role of social workers and remedial gymnasts in ERCs;
  
  - development of a Job Search Module.

Further studies (including the rehabilitation of mentally disabled persons) are planned.

- **Training**

  Research includes studies on access to training of trainees classified as suffering from psychiatric disorders and epilepsy; also evaluation of the TSD's Individual Training Throughout with an Employer scheme.
Employment

An examination has begun of the current arrangements for liaison between those responsible for rehabilitation of the handicapped.
1. **Legislative provisions**

Legislative provisions for services to the disabled go back many years. Early examples are:

- the Federal Employees' Compensation Act (1916), which provides a system whereby the Federal Government compensates its employees and their dependants in cases of work accident or injury; and

- the Longshoremen's and Harbor Workers' Compensation Act (1927), which provides for vocational rehabilitation of this group of workers.

Other examples of early legislation are:

- the Wagner-Peyser Act (1933, amended 1954), which requires the local employment service office to designate at least one staff member responsible for helping severely handicapped individuals to locate training resources and/or suitable employment. Applicants are considered handicapped if they have physical, mental or emotional impairments that constitute an obstacle to their employment. Alcohol and drug abusers are included;

- the Fair Labour Standards Act (1938, amended 1966/1977), which authorises the Secretary of Labor to regulate employment of handicapped workers at wage rates below the statutory minimum. The aim is to "prevent curtailment of employment opportunities" for handicapped workers in competitive industry, in sheltered workshops and for patient/workers in hospitals and institutions;

according to this law, handicapped workers are those "whose earning or productive capacity is impaired by age or physical or mental deficiency or injury";

- the Wagner-O'Day Act (1938), which originally authorised purchase from workshops for the blind. Amendments to the Act in 1971 extended the authority to workshops for other severely handicapped persons, defined as: "an individual or class of individuals under a physical or mental disability, other than blindness, which ... constitutes a substantial handicap to employment and is of such a nature as to prevent the individual under such disability from currently engaging in normal competitive employment";

- the Randolph Sheppard Act (1938), as amended (1974), authorises a programme designed to provide gainful employment for blind individuals operating vending facilities on federal property;

- the Small Business Act (1953), which establishes two loan programmes: one for non-profit sheltered workshops and another for handicapped persons who wish to start up or operate their own small business.
Since 1960, there has been a considerable increase in federal legislation benefiting handicapped persons. These laws cover various areas, but those which are concerned with vocational rehabilitation are mainly:

- the Vocational Education Act (1963), which authorises a programme of grants-in-aid to the States in order to expand and improve vocational educational services. In addition, it requires a percentage of funds to be used to provide vocational education services to handicapped individuals. This is to allow handicapped persons to participate in regular vocational education programmes instead of placing them in segregated vocational classes. For purposes of this Act, the term "handicapped persons" is defined as: "persons who are mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health-impaired persons who by reason thereof require special education and related services, and who, because of their handicapping condition, cannot succeed in the regular vocational education programme without special education assistance or who require a modified vocational education programme";

- the Rehabilitation Act (1973), as amended, places a new emphasis on expanding services to severely disabled. It also:
  - provides a statutory basis for the Rehabilitation Services Administration;
  - established (1978 amendment) a National Institute of Handicapped Research (as a separate administrative entity within the Department of Education). This Institute is responsible for research programmes as well as training rehabilitation personnel and researchers;
  - established (1978 amendment) a National Council on the Handicapped. Council members are appointed by the President to represent consumers, national organisations, service providers and administrators, researchers, and business and labour groups. It must include at least five handicapped persons, their parents or guardians;

according to the law, "handicapped individual" means "any individual (1) who has a physical or mental disability which for such individual constitutes or results in a substantial handicap to employment, and (2) can reasonably be expected to benefit in terms of employment ability from vocational rehabilitation services";

"severe handicap" means a "disability which requires multiple services over an extended period of time and results from amputation, blindness, cerebral palsy, cystic fibrosis, deafness, heart diseases, hemiplegia, mental retardation, mental illness, multiple sclerosis, muscular dystrophy, neurological disorders (including stroke and epilepsy), paraplegia, quadriplegia and other spinal cord conditions, renal failure, respiratory or pulmonary disfunction, and any other disability specified in regulations";
the Rehabilitation Act provides for a wide range of measures such as: flexible work arrangements, barrier removal, non-discriminatory measures, and affirmative action programmes (applying to government contractors and subcontractors);

- the Comprehensive Employment and Training Act (CETA) (1973) consolidated federally-funded employment and training programmes. It is directed to serve economically disadvantaged and unemployed persons. Handicapped persons are eligible to participate in most CETA programmes (1978 amendment). "Economically disadvantaged" and "unemployed" persons are defined by the Act "to include handicapped persons living at home or in an institution or receiving services in a sheltered workshop, prison, hospital or similar community of institutional care facility";

- the Rehabilitation Comprehensive Services and Developmental Disabilities Act (1978) provides for specific programmes in favour of developmentally disabled persons who are, inter alia, persons who suffer from a severe, chronic disability which:
  - is attributable to a mental or physical impairment or combination of mental and physical impairments;
  - is manifested before the person attains the age of 22;
  - is likely to continue indefinitely.

Finally, a major advance has come through new legislation which protects disabled persons against discrimination. Such protection is included in the aforementioned Rehabilitation Act (1973) and in the Education of the Handicapped Act (1974/1975 amendments), which provides that all disabled are qualified for federal grants. Furthermore:

- the Civil Rights Commission Act Amendments of 1978 expanded the jurisdiction of the Civil Rights Commission to include protection against discrimination on the basis of handicap;

- the Legal Services Corporation Act Amendments (1977) added handicapped persons to the list of clients eligible for services; and

since 1980, the Justice Department is empowered to initiate civil suits against States to protect the rights of mentally retarded and other institutionalised individuals.

2. Vocational rehabilitation services

Physically and mentally disabled citizens are served through programmes supported by the Rehabilitation Services Administration (RSA), which is currently under the Office of Special Education and Rehabilitation Services within the US Department of Education. This Office, headed by an Assistant Secretary, has become the focal point in the Federal Government for matters relating to disability.

RSA and its (50) state counterparts, the state rehabilitation agencies, work jointly with non-profit organisations in solving the
inter-related problems of the disabled in the community. Under the basic support programme, the Rehabilitation Act provides for federal financial assistance to States. Funds are allocated on a matching basis of approximately 80 per cent federal and 20 per cent States.

There are ten federal regional offices. Each has a Regional Rehabilitation Director and an Assistant Regional Director for the Office of Social Education and Rehabilitation Services. Every State has a vocational rehabilitation agency which has to submit every year to the Federal Government a full report on plans, policies and methods to be followed in expanding and improving services to handicapped individuals with the most severe handicap.

The state-federal vocational rehabilitation programmes include a wide range of services:

- counselling services, which are regarded as the core of the entire rehabilitation process. Counsellor and client work together on an individualised written rehabilitation plan. The Counsellor provides the guidance to assure that all necessary services are provided under that plan;

- training services, which include:
  - training with a view towards career advancement;
  - training in occupational skills;
  - related services, such as work evaluation, work testing and provision of occupational tools and equipment required by the individual to engage in such training.

Other provisions are included in the Vocational Education Act and in the Comprehensive Employment and Training Act. Payment of a weekly allowance to individuals receiving training and related services is provided by the Rehabilitation Act.

3. Employment

The US Employment Service of the Employment and Training Administration, Department of Labor, was established in 1933 to promote, develop and maintain a national system of employment offices for persons who are legally qualified to engage in gainful occupations, with priority for veterans and special services for handicapped persons.

The State Employment Services, affiliated with the US Employment Service, provide for the designation of at least one staff member in each of the nearly 2,500 local Job Service Offices throughout the country; he is responsible for ensuring that handicapped jobseekers receive all available special services. The principal services include: appraisal of handicapped jobseekers' interests, abilities, etc.; evaluation of handicapped persons' physical and mental capacities; referral to institutional, on-the-job, or remedial education training; referral to other agencies for supportive services; analysis of jobs; providing a wide range of high-priority services to veterans.

The existing rehabilitation and employment service provisions all operate to enhance employment opportunities for handicapped persons;
the Community Service Employment Pilot Programme provides full- or part-time community employment to handicapped persons referred by state vocational rehabilitation agencies. The Labor Department is authorised to enter into agreements with public and private non-profit agencies, including national organisations and state and local governments to conduct pilot projects;

- projects with industry is a programme whereby the Federal Government may enter into agreements with individual employers to establish jointly-financed projects that deliver training and employment services to physically and mentally handicapped persons;

- the job tax credit programme is an incentive measure for employers to employ disabled persons.

Finally, the President's Committee on Employment of the Handicapped was established in 1947 to help the handicapped help themselves. This is accomplished through various national education and information programmes.

As far as vocational rehabilitation personnel is concerned, grants are allocated to state agencies and other public or non-profit organisations, including institutions of higher education, to support training projects, traineeships and related activities designed to increase the number of qualified rehabilitation personnel. Vocational, medical, social and psychological components of rehabilitation services and also employment assistance are covered by the grants.

4. Research

A National Institute of Handicapped Research has been created as a separate administrative entity of the Rehabilitation Services Administration, but within the Department of Education. A network of research and training centres, developed in conjunction with institutions of higher education, is authorised to train rehabilitation professionals and researchers and to co-ordinate and conduct advanced research.

A Federal Interagency Committee has been established to identify and co-ordinate all federal rehabilitation research activities.

At present, the National Institute of Handicapped Research is preparing a comprehensive programme of specific studies which are to be carried out in the next few years.
1. **Legislative provisions**
   - Act No. 14640 (1957) [as amended by Act No. 14489/1975] provides for a Pilot Centre for Vocational Rehabilitation;
   - Act No. 10401 provides for a percentage of vacant government posts to be filled by disabled;
   - Decree No. 587 sets up the National Social and Labour Rehabilitation Council;
   - Act No. 13892 (1970) provides in section 250 for special remuneration for instructors of handicapped persons;
   - Decree No. 117 (1971) sets up the National Mental Rehabilitation Centre;
   - Constitutional Decree No. 9 (1979) reorganises the social security scheme and sets up the Directorate of Social Security attached to the Ministry of Labour and Social Security. The system is now unified and previous measures (such as the Act establishing the State Insurance Bank) are repealed.

Other legislative provisions deal with various aspects of mental retardation and psychopathology.

2. **Vocational rehabilitation services**

   Apprenticeship and training in various trades are provided by the Pilot Centre for Vocational Rehabilitation (CEPRO) under the Ministry of Labour and Social Security.

   Special care of different groups of handicapped (blind, deaf, mute) is provided by numerous foundations and private associations. Among them, the National Organisation for Disabled Workers promotes vocational education for persons suffering from disorders of the locomotive system.

3. **Employment**

   Selective placement services are offered by the Pilot Centre for Vocational Rehabilitation.

4. **Special measures**
   - Free transport for disabled persons on buses (municipal regulations);
   - exemption from import duties on motor vehicles and necessary spare parts;
   - priority to blind married couples for housing loans from the Mortgage Bank.
5. **Research**

Data on disabled persons exist only at the institutional level. A survey at the national level is planned and its results will serve as a basis for a permanent system of collecting and processing data on disabled persons.
II. ANALYSIS

The information contained in the foregoing summaries of 68 government replies to the ILO survey on rehabilitation legislation and services gives only a general overview rather than a detailed picture of recent developments. Moreover, with the rapid pace of legislative action and expansion in services, any law-and-practice report soon tends to become outdated. Frequently, and in many countries, services for the disabled are running ahead of official statutory provisions for their functioning. The International Year of Disabled Persons (1981) accelerated this development.

The country replies, in general, confirm that over the past decade the scope of rehabilitation services for the disabled has been expanded in many parts of the world. A great many countries have launched new specialised training, placement and employment programmes, or built up existing ones. Legislative and administrative actions have created new government departments, councils and similar bodies to serve the disabled. Non-governmental and voluntary organisations have similarly widened their scope of work, often with the help of government stimulus and support. Increased resources have thus been earmarked for rehabilitation, more rehabilitation workers have been recruited and trained, and the public's awareness of the needs and potentials of disabled people has intensified.

The newer and developing countries have passed beyond the initial stage of providing pilot services for the disabled in their societies and have been active in developing rehabilitation centres and workshops, some of them in rural areas. A few of them have pioneered imaginative new schemes of job creation for their disabled.

Industrialised countries, on the other hand, have been seeking to advance the integration of the disabled into working and community life, reaching out to the severely and multiply handicapped, the mentally ill and socially maladjusted. Many specialised provisions for vocational training and job placement have been introduced; new regulations deal with the financing of the complex and costly services, often within the framework of social insurance systems. Special standards apply to the fast-developing professionalisation of rehabilitation personnel, as well as to the co-ordination of services in which the disabled themselves are obtaining direct involvement. The growing application of advanced technology to general and vocational training of the disabled, to adaptation of work processes, to mobility, to communication, and to general daily living have posed special questions; among these are how to plan the further development of these important aids, and how to share costs of production and distribution for these often costly sophisticated devices between users and the wider society.

The following additional comments refer to some specific trends that emerged from the country replies.

1. Rights of the disabled and the law

Several countries report guarantees that are contained in the national Constitution, basic law, or similar documents. They cover the right or duty to work, the right to health care, the right to
assistance in case of severe illness or impairment, the right to rehabilitation, or related rights. Understandably, some of these constitutional assurances lack specificity and still require the State to assure full implementation of the principles through appropriate statutes.

The defence of minority rights which has been a very important development in many countries can be found embodied in laws, some of which guarantee to disabled persons the right to equal opportunities in education, in employment, the right to physical access, and to protection against discriminatory measures. Other innovative provisions impose upon employers and organisations the obligation to establish "positive policies" or "affirmative action programmes", etc. to promote actively the integration of disabled persons. Some rehabilitation legislation, e.g. sections of the 1973 Rehabilitation Act in the United States, contain detailed monitoring systems to determine compliance with the integration policy and to set up grievance and complaint procedures for disabled persons charging discrimination.

2. Scope of provisions and eligibility requirements

During the 1970s, many countries, notably the industrialised countries, have extended the scope of provisions to cover larger numbers of disabled persons for rehabilitation services. This includes statutory amendments or supplementary legislation, as well as administrative measures, to add other disability categories (e.g. mentally handicapped, mentally ill, alcohol- and drug-dependent persons, socially maladjusted), to decentralise services in order to reach rural disabled, to provide rehabilitation services to disabled women and elderly disabled; some industrialised countries also expanded eligibility requirements to include migrant foreign workers who had become disabled.

The world-wide emphasis on human rights that marked the last decade includes a growing international movement to serve the human rights of all individuals with disabling conditions. The 1976 United Nations Declaration on the Rights of Disabled Persons sounded a global call for national and international action in favour of the disabled. Since that time, the rehabilitation programmes of many countries have been expanded not only by governments but also with the active involvement of non-governmental organisations, employers, trade unions and voluntary associations. It is hoped that this impetus will be maintained as the long-term plan of action associated with the International Year of Disabled Persons gets under way.

3. Vocational rehabilitation and social security

The links between vocational rehabilitation services and social insurance systems (health insurance, accident insurance, unemployment insurance, disability insurance), which in the industrialised countries were established in the early decades of this century, have become strengthened. The connections and co-ordination apply to registration and referral of handicapped persons, the organisation of data on assessment, work experience and
earnings and it involves the financing of benefits and services, the establishment of rehabilitation centres, sheltered workshops, specialised residential facilities, and over-all administrative supervision. In Eastern European socialist countries, as well as in many others, the legislation providing for rehabilitation of disabled persons is part of the existing social security system. The difficulties of employing disabled persons are especially serious in developing countries and thus the provision of assistance and services is still often the responsibility of social service departments or non-governmental organisations. Nevertheless, there is a trend to regard help to handicapped adults, whether it involves financial support or retraining and special work schemes, not as a question for social welfare but as a labour and employment issue. Since most social security systems are set up as work-related contributory schemes, the costs and controls of vocational rehabilitation efforts quite naturally relate to them. Recent legal and administrative provisions reflect this tendency. The question of coverage and availability of vocational rehabilitation and retraining services to the entire population has arisen in a number of countries. The Federal Republic of Germany for example has enacted far-reaching legislation in this respect, but even small nations (e.g. Fiji) have approached the issue through special financial and other legislative provisions.

Subsidy payments to employers that recruit, train and employ disabled persons are in some cases authorised under broad social security type provisions but more often are made possible through specialised arrangements of labour and employment services (e.g. in Finland).

In general, the country responses indicate a gradual move towards comprehensive rehabilitation legislation (e.g. Argentina, Egypt), but such co-ordination is still exceptional in the countries of the developing world. During the last decade, some ten countries have established national councils for the handicapped, usually by statute, to promote effective collaboration between government bodies and private organisations serving the disabled.

In the industrialised countries, the setting up of inter-departmental committees not only permits the co-ordination of activities at different government levels, and a control of the quality of services provided, but it signifies that the central government can play an important role in the development of new employment outlets (e.g. semi-sheltered enclaves in industrial undertakings) and in services to specific groups of disabled and disadvantaged (e.g. ex-prisoners). Several replies refer to inter-departmental committees and interministerial councils to promote the integration of the disabled in governmental employment.

4. Training and employment

Replies indicate that many countries have strengthened state control of specialised guidance, training and employment services for disabled persons. The Employment and Training Act (1973) in the United Kingdom made the new Manpower Services Commission responsible for such training and placement programmes. Similar measures exist in the United States under the Comprehensive Employment and Training Act which subsidises training positions and jobs in a variety of occupations. State and local governments, and also private
organisations which promote job preparation and employment opportunities for the disabled, can receive federal government funds but must have established approved affirmative action plans as required under federal law.

Several country replies refer to legislation on the establishment of special training centres and workshops, both for young persons with congenital impairments and for adult disabled (e.g. Denmark, USSR, United Kingdom). Particularly extensive networks of such rehabilitation facilities have been created under federal-state arrangements in the Federal Republic of Germany.

The job placement and employment of disabled persons have been adversely affected by the recent economic recession and high rates of unemployment. The difficulty of employing disabled persons is felt especially in developing countries. Legislative provisions therefore reflect the keen concern of the authorities with these severe difficulties, taking at times the form of preserving designated types of occupations, introducing or strengthening quota obligations or, where quota schemes are not effective or operative, offering financial and fiscal incentives to employers to retain disabled persons on their former or a more suitable job.

A number of European countries, notably those in Scandinavia, have pioneered programmes in which government departments, employers, trade unions and voluntary organisations co-operate to safeguard the jobs of those who become, or are at risk of becoming, disabled (e.g. Adjustment Group system in Sweden); in other cases, the schemes take the form of contracts between undertakings and the employment service (as in Norway) which provide, through rehabilitation committees, for the adaptation of jobs and the working environment so that disabled workers can become integrated into the regular workforce.

The adaptation of the working environment is itself a subject for legislation in a number of countries (e.g. Federal Republic of Germany, Sweden, USSR, United Kingdom). These provisions deal with the supply of assistive devices and other adjustments, as well as the technical and financial provisions to make them available to disabled users. New regulations apply to the protection of residual capacities, for example the appropriate adaptation of workplaces for workers with sensorial limitations (e.g. USSR). This new legislation is linked to other statutes of disability prevention, reduction of work accidents, work safety and health for all workers.

Some countries have regulated the placement of handicapped jobseekers into general employment (so-called "mainstreaming" in the United States). Government departments, under new legislation in some countries, provide subsidies and incentives to employers that co-operate in the programme. There are also examples where such state assistance has been combined with specific collective bargaining agreements between undertakings and trade unions (e.g. Federal Republic of Germany). Quota laws often have penalty clauses under which employers who do not achieve the stipulated percentage must make certain payments. In some countries, the contributions that are thus collected are placed into a fund from which additional rehabilitation services can be financed. New legislative developments have made state control of placement procedures more effective through increase in the mandatory payments and through new devices such as trial work periods, probationary periods to provide greater flexibility for potential employers and to reduce work disincentives for disability pensioners.
Countries which have adopted quota schemes have varying percentage requirements, but usually ranging from 2 per cent to 4 per cent for undertakings with 20 to 100 employees. The disability categories that are protected may be defined broadly (e.g. Turkey) or may be restricted to persons with a certain degree of disability (e.g. Austria). Sometimes only the public sector is affected (e.g. Greece), but usually private undertakings are the main target of the provisions. Several countries have decided to modify or set aside the use of quota schemes because of their relative inefficiency (e.g. New Zealand).

A considerable number of replies refer to special workshops and sheltered facilities. The legislation deals with the central allocation of work contracts, with the application of standards for operation, and with the payment of wages. Where employers or organisations operating sheltered and special workshops pay workers less than the statutory minimum wage, this must be authorised under exception clauses. The organisation of special workshops has been further elaborated in some countries under additional provisions that enable regular undertakings to create sheltered or semi-sheltered "enclaves" within their normal production activities. These have been set up under special support and subsidy provisions of the legislation concerning training, placement and employment of handicapped workers.

Another important trend, evident from government replies, is the development of home-work schemes in industrialised countries (e.g. Poland and USSR) as well as in developing countries (e.g. Malaysia).

Co-operatives of disabled which are frequently established in Eastern European countries, but also for example in Burma and India, represent an important and interesting structure which provides a wide range of services suited to the needs of disabled persons. The movement has been expanding. For example, Ecuador, Portugal and Spain have included the preparation of relevant provisions in their future plans.

5. **Community participation and support**

The current situation of disabled persons in nearly all countries calls not only for the development of job opportunities but also for enlarged public understanding and positive attitudes in the community. This applies to all categories of disabled but especially to those with severe impairments, the multiply handicapped, and other groups that suffer from special discrimination (e.g. leprosy sufferers, epileptics, the mentally ill and mentally retarded). Thus, the success of integration is not only dependent upon legislative, administrative provisions for material and financial assistance to the disabled. Public education and information, the involvement of community groups in the implementation of training and employment schemes, notably representatives of the disabled themselves, take on great significance. In this context, trade unions have a key position and can play a major role in the development of national employment policies. Some countries have developed special systems of cooperation between government and trade unions. An illustration is Hungary where the Ministry of Labour and the National Council of Trade Unions have issued joint guidelines on rehabilitation services.
provided by enterprises and administrative authorities. Community participation in social rehabilitation and integration, such as for example in Canada, is an important step forward in providing much-needed support for the reintegration and rehabilitation of disabled persons into active social and economic life. Employers and their organisations likewise made important efforts and contributions to vocational rehabilitation activities both at governmental and private levels. The support given by private enterprises in the United States to the National Industries for the Blind (which itself is a very large workshop system under public provisions) is an outstanding example of co-operation and community support for vocational rehabilitation activities.

In conclusion, and with a view towards the future plans and research activities reported in the replies, many governments seek to explore new ways of providing suitable job training and employment opportunities. It is evident, however, that new sources for the financing of training programmes which match up to new job requirements be found, and the achievements of modern technology must be made accessible to all disabled who require technical aids and assistive devices, but above all there must be a continuing sensitising of public opinion to ensure support for efforts aimed at abolishing discrimination and affirming the rights of the disabled to an equal share of employment opportunities.
Vocational rehabilitation services for disabled persons

Legislative provisions

This handbook is based on the replies of the governments of 68 ILO member States, in all regions of the world, to a questionnaire survey carried out in 1980. The replies, pertaining to national legislation, experience and research concerning the vocational rehabilitation of the physically and mentally handicapped, are analysed and evaluated, and are presented by country under the headings of legislative provisions, vocational rehabilitation services, employment, special measures, research and future plans. The book represents a valuable addition to the documentation on vocational rehabilitation published by the ILO.

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