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EMPLOYMENT OF CANADA'S DISABLED -

VETERANS AND OTHERS

Part 1 - Basic Considerations

THE FIRST OF A SERIES

PREFACE

This is the first of a series of booklets entitled "The Employment of Canada's Disabled — Veterans and Others" to be published at intervals. These booklets are dedicated to the proven proposition that a physical disability need not be an occupational handicap, and that a physical disability is but one of the wide range of factors which differentiate the working potential of one man from that of another.

These booklets seek to foster an understanding of the question of physical disablement, particularly as it affects ex-members of the Canadian Armed Forces. They set forth the basic considerations involved and certain suggestions in the approach to the employment of disabled persons.

While this series refers particularly to the rehabilitation and employment of disabled veterans, much of its content applies to disabled civilians, a group which veterans themselves do not wish to see disregarded.

It is hoped that these booklets will be of use to all interested persons.

FOREWORD TO THE SERIES

THE EMPLOYMENT OF CANADA'S DISABLED- VETERANS AND OTHERS

There are many agencies, public and private, which provide, or arrange for the provision of, rehabilitation services on behalf of various classes of the citizens of Canada.

These are agencies such as the Departments of Veteran's Affairs and Labour, Workmen's Compensation Boards of the Provinces, the Canadian National Institute for the Blind, and other community groups. In providing these services of rehabilitation, these agencies, and the disabled persons whom they serve, have one primary objective — to achieve suitable and productive work for the physically disabled. It has been proven abundantly that the disabled can compete in normal labour markets and work with full efficiency, without endangering their own safety or that of others, and with profit not only to the disabled person, but to the employer and community alike.

The successful rehabilitation of the physically disabled is an objective which is not opposed to, but rather in keeping with the best interests of employers.

There can be no rehabilitation without employment. The Agencies which provide rehabilitation services do so in accordance with certain fundamental principles. These must be understood by employers if there is to be employment, and consequent rehabilitation.

That these fundamentals must be understood is due to the fact that Canada is a free country. Rehabilitation agencies do not provide jobs. Employees have the right to seek employers where they will. Employers have the right to seek employees where they will, subject to the right of employees to bargain collectively.

The Government of Canada has not the right nor authority compulsorily to place disabled persons in employment.

The freedom and privilege of studying and understanding the employment of the physically disabled has been hard won for the people of Canada by the efforts of that valiant company whose cause this series of booklets seeks to foster.

INTRODUCTION

Most of Canada's disabled veterans have already returned from overseas. Many of them are still undergoing treatment in the Department of Veterans Affairs' hospitals, still others are now at work, and others whose treatment is complete are seeking work. Without exception, these men intend to return to their proper place in the life of our country. In order to do this they must have jobs. For them to have suitable jobs, not only must the employment situation be sound, but those who have jobs at their command — the employers — must understand the manner of their placement.

The placement of disabled persons is neither difficult nor complex. It calls only for the application of good common sense, understanding and intelligence — qualities of which the Canadian employer is fully possessed. Given sound job placements it has been amply demonstrated that the disabled make good employees, with their productivity and loyalty undiminished, and frequently enhanced.

In employing the disabled, Canadian employers will insist that they give full value for their wages, and that certain conditions be fulfilled. These are:

That the disabled workers be fully efficient.

That there is no unreasonable risk of further accident.

That the disabled worker's disability will not be aggravated by his work.

Fortunately, not only are these exactly the conditions of work which the disabled seek for themselves but they can be readily attained.

It is hoped that as a result of studying and appreciating the basic considerations in the employment of disabled veterans and others, as set forth in this booklet, many employers will go further and investigate the whole question in detail.¹ It is hoped that many employers will join in the march of those who have seen to wider horizons — those who intend to determine the simple policy and organize the simple programme which will give these of our citizens the chance to prove their worth.



¹ The employment of disabled persons is considered in detail in Booklet II of the series "The Employment of Canada's Disabled — Veterans and Others" which is sub-titled "Selective Placement."

FIRST PRINCIPLES

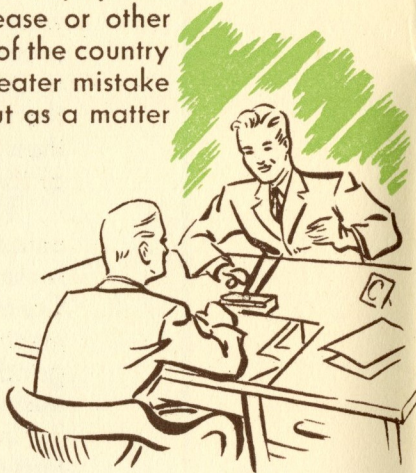
The Hon. George Tomlinson, M.P., House of Commons, Westminster, and Chairman of the Inter-departmental Committee on the Rehabilitation and Resettlement of Disabled Persons, stated:

"It is perhaps natural to suppose that a man who has some kind of physical injury or defect or is suffering from the effects of some disease or other medical condition cannot play his full part in the economic life of the country and is fit only for jobs of minor skill and importance. No greater mistake was ever made — not merely from the human point of view but as a matter of simple economics."

Canada cannot afford to underemploy any of her citizens; the employment of those who are called disabled is justified economically and socially, and as a matter of plain common sense.

We must not be obsessed by the consideration of a person's physical disability. Why should we concentrate upon what a man has lost? It is what he has that counts.

The vast majority of the disabled can, in fact, compete successfully in normal labour markets with so-called normal workers. Employment of our disabled in accordance with their abilities fully justifies the effort expended.



THE VALUE OF DISABLED WORKERS

The employment of disabled persons is to the advantage of the employer, the community, and the disabled persons alike. The disabled have made great contributions to the economic life of the country in the past, particularly during the years of heavy war production.

It may be hard for some to realize that the disabled can be as productive as the able-bodied. Yet it is true that in some instances not only are they as productive but even more productive. Frequently the loss of one capacity, faculty or skill may be compensated for by the development of another.

The facts are set forth in the studies below:

Recently the Federal Security Administration of the United States surveyed over 100 of the larger American industries who employ the disabled according to modern techniques. The results follow:

Subject	PERCENT OF EMPLOYERS REPORTING		
	Lower for Disabled	Same in Both Groups	Higher for Disabled
ABSENTEEISM . . .	55	40	5
LABOUR TURNOVER . . .	83	16	1
ACCIDENT RATE . . .	57	41	2
PRODUCTIVITY . . .	10	66	24

Although all the desired facts and figures concerning the disabled population, both veteran and civilian, have not been collected, there are enough available to indicate that, given correct placement, the disabled can compete quite efficiently and effectively with able-bodied persons. For example, the late Edsel Ford, President of the Ford Motor Company wrote: "All our handicapped workers give full value for their wages, and their tasks are carried out with absolutely no allowances or special considerations. Our real assistance to them has been merely the discovery of tasks which would develop their usefulness." At the time of writing, the Ford Company employed over 11,000 disabled workers, of whom there were "1208 totally or partially blind, 111 deaf mutes, 91 with one arm, 3 with both arms amputated, 101 with a crippled condition of the legs, 139 with spinal curvatures, 135 having epilepsy and 322 with organic heart ailments."

The disabled do not want charity, nor would charity lead to their economic security. They want only an opportunity to compete with their fellows on equal terms.

A MATTER OF COMMON SENSE

"A man's capacity to work is not simply the product of his anatomical make-up. His native ability, his personality and his training all contribute to his productivity."

Henry H. Kessler, M.D., at the sixth annual meeting of the Industrial Hygiene Foundation of America.

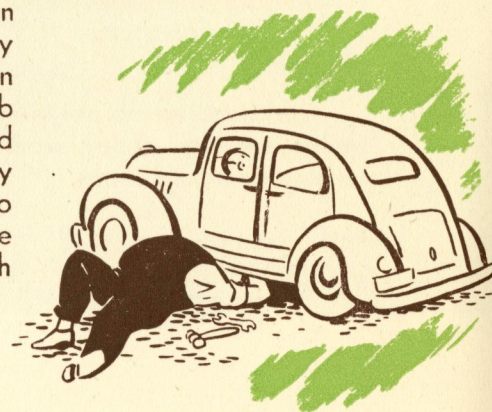
Working capacity is related to qualities of native ability, training, civilian and military experience, personality, aptitudes, determination, ability to get along with others, ability to learn, and the like. These factors govern the working capacity of a potential worker on one hand, and govern the requirements of the job on the other. No job requires perfection in all these factors. So too, no man is perfectly qualified in all.

An employment handicap is defined as a condition which limits and restricts entry into one or more possible occupations. In view of the wide range of different requirements of the tens of thousands of different jobs which exist in Canada, it will be seen that everyone suffers from some employment handicap. For example, no one is so perfectly trained as to be able to enter every possible job; further, some are too tall, and some are too short, some are too old and some too young for this job or that.

Everyone, therefore, has an employment handicap. All people endeavour to match their particular abilities and qualifications with the requirements of a particular job, in such a way that they are not, in fact, occupationally handicapped. In short, they endeavour to place themselves on a job which calls for those things which they can do, and not those things which they cannot. Very few jobs call for full physical capacity.

An occupational handicap, as distinct from an employment handicap, is a condition where a worker is actually handicapped in the performance of a particular job.

A Grade XII education may, in some instances, be an occupational handicap, but not if the job calls for a Grade XII education only. Similarly a six-foot man will be occupationally handicapped if required to work in quarters five feet ten inches in height, but he is not so handicapped in a job properly selected. So too, a physical disability need not be an occupational handicap if the job is correctly selected. A man who has but head, hands and eyes to offer, is not handicapped on a job which calls for the use of head, hands and eyes alone, even as compared with an athlete who may be doing exactly the same job.



THE NORMAL APPROACH

When an employer interviews an applicant for a job, he seeks to measure his qualifications in terms of the specific requirements of the available job, yet, when faced with a man who has an obvious physical disability, it is but human nature to be obsessed by it. One is inclined to adopt a negative attitude and think in terms of what the man cannot do.

When considering the employment of the disabled, all concerned, employer, interviewer, counsellor and the disabled man alike should use the normal approach, and, just as for the able-bodied, seek to assess the qualifications of the disabled man in positive terms, and in relation to the actual requirements of the available jobs.

THE EMPLOYER'S PROBLEM

It is believed that Canadian employers are not only willing to employ the disabled, but are actually anxious to do so. This is proven by the great strides which many employers have already made.

What concerns the employer is just how to tackle the job. When employers do not hire disabled persons it is rarely due to a deliberate policy, but rather to lack of experience.

Most employers have a thorough-going knowledge of the significant requirements of their jobs. This knowledge may have been built up through years of experience or as a result of a job analysis programme, or in many other ways. However, the vast majority of workers are able-bodied, and, in the past, few employers have been called upon to give consideration to the physical requirements of their jobs. Many employers are not aware of the fact that most jobs do not require full physical capacity.

Further, the vast majority of employers are able-bodied men. Because of this, they find it difficult to appreciate the various ways whereby individual disabled persons overcome and compensate for their disability.

For example, most people use two hands in the operation of opening a box of matches, removing one and striking it. Most, therefore, are inclined to consider this as a job calling for two hands. Yet a one-handed man, even without the use of an artificial hand, can, with very little training and practice, learn to do the job as quickly and as efficiently as anyone. In fact, the one-handed man will practice the operation, the two-handed man will not. This illustrates two points, first, that the manner of performing most jobs is more a matter of habit than of sheer necessity, and second, that the minimum physical demands of most jobs are not understood.

WHY THE DISABLED ARE GOOD WORKERS

The disabled are essentially normal. They are no more characterized by their physical disability, than are the able-bodied characterized by their lack of disability. Being normal, they will perform their jobs in a normal way, some will be excellent, some will be good and some will be only fair.

Indeed there are certain advantages which the disabled have over the able-bodied from the employers' point of view. The figures on page (4) illustrate some of these advantages.

First of all, the disabled man usually achieves production as high or higher than that of the able-bodied, providing he is placed in a job which develops his usefulness. This is due to the fact that the disabled, generally speaking, are more inclined to concentrate on the job in hand, and use to the full their assets of physical and mental capacity.

Limited mobility, vision, hearing, etc., all tend to reduce the effect of distracting influences. A disabled man knows only too well the difficulty he has in obtaining a suitable job — and he tries to make good, so that he can keep it.



The labour turnover record of disabled workers is excellent for the same reason. This applies likewise to their absenteeism record. Many employers have remarked on the fact that the disabled workers were on the job on days when weather conditions prevented many of their able-bodied from attending.

Many people are afraid to employ the disabled, because they fear industrial accidents may contribute to their further disablement. Yet it has been proven time and again that the disabled are not accident-prone, and that, in fact, persons with physical disabilities are less frequently involved in industrial accidents than those who are without impairment. This again is a matter of common sense. A man who has lost one arm will be doubly careful in order to ensure that he does not hurt his other.

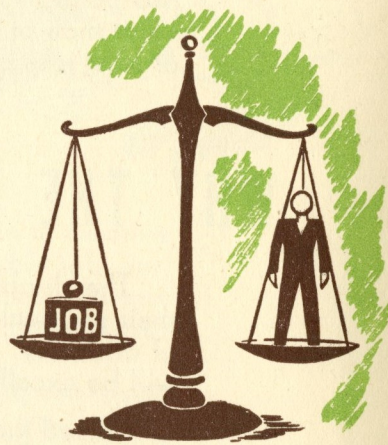
HOW THE EMPLOYER CAN ASSIST IN ENSURING THE FULL EFFICIENCY OF DISABLED WORKERS—THE PLACEMENT PROCESS

In the foregoing, an effort has been made to place physical capacity in its true perspective among the multitude of factors that govern working potential. It has been said that the disabled man's qualifications on all grounds should be assessed always in the same manner as those of the able-bodied. It would, however, be folly to deny that the physical factor is of great importance in the employment of disabled persons.

The employer, industrial or otherwise, large-scale or small, who sincerely desires to employ the disabled, with profit both to the disabled man and to himself, should study his jobs to determine just what are the physical demands of each.

Because of their desire for general efficiency, employers always have striven to match man and job. The physical factor, however, has not often been considered. Below is a brief outline of a method of matching the physical ability of the man with the physical demands of the job. It should not be used alone, but in conjunction with an employer's existing selection methods.

The suggested process can be formalized and committed to paper in large plants in the form of Physical Demands Analyses and Physical Capacities Appraisals. Physical Demands Analysis is an extension of the Job Analysis technique, but may be carried out either in conjunction with a job analysis programme or independent of it. In the case of the small scale employer, however, whose volume of hirings does not justify or call for such formalization, it is sufficient if the employer, his personnel man, hiring clerks, and his foremen think in terms of the physical demands of the job, as related to the physical capacity of applicants.



There are some 40 physical activities which occur commonly, but not all of which are found in any specific job. These are activities such as walking, standing, running, jumping, turning, lifting, bending, pushing, pulling, fingering, gripping, feeling, seeing, hearing and the like. There are also some 20 working conditions which may or may not be found. Among these are conditions such as inside, outside, hot, cold, sudden temperature changes, fumes, noise, etc.

It is possible to study any job and determine rapidly which of such factors are present, and the degree and the intensity with which they are found. Thus, either on paper, or in the mind, can be developed a picture of the exact physical requirements of any given job.

Careful studies of jobs from this point of view reveal whole new fields of employment for disabled persons — very few will be found which require in their performance the full range of physical activities of which the human body is capable.

Just as the physical demands of a job can be analysed, so, too, it is possible to appraise the physical capacities of a man or woman. These can be estimated in exactly the same terms—for example, the number of hours per day during which the worker can stand, the weights which he can lift, and the working conditions which he can tolerate. This written or mental profile can be best made by a doctor, but real success has been achieved where it has been made by the simple process of questioning the disabled man concerned.

The physical capacity of the man or woman can be matched with the physical demands of the available jobs. Such a process will readily reveal the jobs for which the disabled man or woman is physically qualified. In this way, it is possible to place disabled persons on jobs in which they are not occupationally handicapped — i.e., which call only for those things which they can do, and which will not aggravate their disability.

It is pointed out that the above approach to the employment of the physically disabled considers physical factors alone, and that all the other factors must, of course, be taken into full consideration in order to achieve the best possible matching. More complete information on this process, which is sometimes referred to as "Selective Placement", will be found in Part II of this series of booklets. While Part II is particularly written for the employer of large numbers of persons and sets forth a formalized technique, it is well worth consideration by the smaller scale employer.

RELATION OF PHYSICAL DEMANDS TO OTHER REQUIREMENTS.....

It is perhaps a sound rule to consider last the physical capacity of the disabled applicant for work. The fact, for example, that a man or woman is subject to occasional epileptic seizures is the least important factor in attaining his or her successful work adjustment. There is no job for which epilepsy particularly qualifies a person. One epileptic may appear to have all the essential qualifications for a bookkeeper's job, and another the essential qualifications for locksmithing, while yet another is ideally suited to be a carpenter's helper. Thus, we cannot list jobs as being "suitable for epileptics", any more than we can list jobs as being "suitable for amputees" or "tuberculars", etc.

The field of jobs for which the man concerned is best suited depends upon the degree to which he is qualified in various directions. It does not depend upon his disability. We may take the example of the epileptic a bit further. Assuming that we are considering the employment of an epileptic, we should review all the jobs for which his experience, training and other abilities appear to qualify him. Then, certain of these jobs may have to be discarded as unsuitable, due to the man's physical capacity.

For an epileptic, the jobs which will have to be discarded might be those which involve working in high places, with dangerous machinery or as one member of a processing team, where, if the man had a seizure, he might injure himself or disturb the operations involved in the process. In some instances, the epileptic should not work alone. The degree and frequency of epileptic seizures of course, varies with each individual. Certain of the possible jobs selected may have to be rejected because of the foregoing limitations.

This is not unlike the result that would follow from the suggestion that in selecting employment for the able-bodied, one would consider all qualifications other than education first and finally measure the man's academic qualifications. It might appear that in a plant a certain man might be capable of doing four or five or more jobs. One of these jobs might require Grade XII mathematics, and, if the man were not so qualified, that job would have to be rejected.

CO-ORDINATED EFFORT

Successful re-establishment of disabled veterans cannot be achieved by the Government alone. The Government, the community, the employer and the disabled veteran himself, all have their part to play. Most important is the part played by the disabled veteran. Men rehabilitate themselves and



are not "rehabilitated." The community must learn to regard the disabled veteran as a normal man.

The employer must be able to consider the employment of the disabled man on his own merits.

The Government of Canada in its part provides certain services.

PLANS OF THE GOVERNMENT—SERVICES NECESSARY IN THE REHABILITATION OF DISABLED VETERANS

Experience has shown that a number of services are required. The needs of each individual may vary, but each may require any one or more of the following:

1. Medical Treatment — to reduce the disability to a minimum.
2. Prosthesis — artificial appliances to restore insofar as possible lost capacity.
3. Financial Protection during the adjustment period.
4. Counsel and advisement including vocational guidance.
5. Vocational and educational training.
6. Assistance towards securing employment.
7. Vocational after care or follow up.

With respect to disabled veterans, services 1 and 2 are provided by the Treatment Branch, Department of Veterans Affairs. Service 3 is provided each in its part by all three branches of the Department of Veterans Affairs; namely, the Canadian Pension Commission, The Treatment Branch, and the Rehabilitation Branch. Service 4 is provided by the Casualty Rehabilitation Section which is one of the Divisions of the Rehabilitation Branch. The Casualty Rehabilitation Section also provides services 6 and 7. In the provision of service 6, this Section works in close co-operation with the National Employment Service of the Department of Labour. Service 5 is provided by the Training Division of the Rehabilitation Branch, Department of Veterans Affairs, in co-operation with the Canadian Vocational Training programme which is a Dominion-Provincial undertaking under the direction of the Department of Labour.

WHO IS THE C.R.O.?

The Casualty Rehabilitation Officer is an agent of the Casualty Rehabilitation Section, Rehabilitation Branch, Department of Veterans Affairs. He is responsible for the counselling, placement, and after care of a number of seriously disabled veterans, whose cases have been referred to him for service, and who are in some active phase of rehabilitation. He assists them to determine their own need, to develop plans to meet those needs, and to execute those plans. His job is, therefore, very largely one of obtaining information for the disabled veteran concerned, and of helping that veteran to weld all services of agencies, both Governmental and private, into a unified Individual Rehabilitation Programme, which will, in fact, ensure the veteran's re-establishment.


Casualty Rehabilitation Officers are now appointed in all Districts of the Department of Veterans Affairs. They operate under the control of a District Supervisor of Casualty Rehabilitation. Addresses at which District Supervisors of Casualty Rehabilitation can be reached are found at the back of this booklet.

The Casualty Rehabilitation Officer may call on employers from time to time and stands ready to assist them to the maximum of his ability in the solution of any problems which may arise in the employment of disabled veterans. The Department of Veterans Affairs hopes that employers will welcome Casualty Rehabilitation Officers, and hopes, too, that these officers will prove of real assistance to employer and disabled veteran alike.

WHAT IS "SPECIAL PLACEMENTS"?

The Special Placements Division is one division of the National Employment Service, Unemployment Insurance Commission, Department of Labour. Among its special responsibilities, it is responsible for assisting persons with physical disabilities to find suitable employment. These disabled persons will be both non-veteran and veteran.

With respect to veterans, the Special Placement Division of the National Employment Service and the Casualty Rehabilitation Section of the Department of Veterans Affairs work in close co-operation. The Casualty Rehabilitation Section makes extensive use of the facilities of the Special Placements Division.



THE PLAN OF THE EMPLOYER

Many disabled veterans are going to seek employment in industry. Not only will these be men who have been employed in industry, but men who have never had a job. Some, also, may not wish to return to former jobs, or perhaps cannot return to those jobs.

The disabled can be found doing productive jobs in every field of human endeavour. Yet it is probably true that a higher proportion of disabled than able-bodied veterans will seek industrial employment. Many of these will have no re-instatement rights. If every employer took back all his war disabled employees, many thousands would still be jobless.

This is a significant factor in the plans being formulated by Canadian employers for the reception of disabled veterans. It must be remembered that it is the young men, and those fit to bear arms in the more dangerous fighting services, who have received the greater proportion of physical disabilities. Many of these men went into the Forces straight from school or before they had time to develop a real vocation.

One of the more important points of the Government's programme to be considered by the employer, is his legal obligation under the Re-instatement in Civil Employment Act. Although there is a legal obligation here, the maximum and best results are being obtained not by legal compulsion, but by cheerful recognition of a moral responsibility. Many employers are today desiring to go far beyond the letter of the Act.

Some of the questions which face the employer, and which are being answered in employers' programmes, are indicated below. These and others are being considered by many employers in the formulation of their policies:

CONCERNING VETERANS GENERALLY

- 1 Has your firm developed a considered policy for the re-employment of veterans?
- 2 Are you going to allow a period longer than that required by law in which the man must make application for re-instatement?
- 3 Will you allow a man to extend by agreement his re-instatement rights so that he may take training which will increase his skill?
- 4 Are you going to provide training to restore to any returning veteran his former skill, so that he may be truly re-instated?
- 5 Have you considered the establishment of veterans co-ordinators?

CONCERNING VETERANS WITH DISABILITIES

- 1 Do you intend to make any arrangements to contact your old employees who may be in hospital, possibly disabled, in order that you and the employee and the C.R.O. can study their re-instatement early?
- 2 What plans are you going to make for the placement of disabled veterans ?
- 3 Are you going to institute a "Selective Placement" programme ?
- 4 Where a disabled veteran cannot return to his old job by reason of his disability, are you going to find him a job which he can do by careful study of the physical and other requirements of your job ? Are you willing to provide training to give him the necessary skill to do the job?
- 5 How does this affect seniority rights, either on the company scale or as found in your collective agreement ?
- 6 Are you going to have flexible standards in your pre-placement physical examinations not according to a one-standard policy but according to the physical requirements of individual jobs ?
- 7 Are you going to use selective placement in the transfer of disabled persons from one job to another, and what personnel and medical checks are you going to use to ensure that the transfers are suitable?
- 8 Are you going to arrange that every disabled person discharged or leaving of his own volition has his case thoroughly reviewed before discharge is completed ?
- 9 Are you going to have a committee representing medical officers, personnel managers, foremen and employees, which can study any peculiar placement problems of the individual disabled veterans ? Or, if this is not practical, do you intend to discuss these matters with the above officials and instruct them in the "know how" of employing disabled persons ?

ADDRESSES OF DISTRICT OFFICES
DEPARTMENT OF VETERANS AFFAIRS

District Supervisors of Casualty Rehabilitation and Other District Officials of the Department of Veterans Affairs may be reached at the addresses listed below:

DISTRICT	ADDRESSES
B HALIFAX	Camp Hill Hospital
W CHARLOTTETOWN	184 Richmond Street
K SAINT JOHN	177 Prince William Street
E QUEBEC	15 Blvd. des Capucins
A MONTREAL	379 Common Street
C OTTAWA	Aylmer Building
T KINGSTON	Post Office Building
D TORONTO	55 York Street
L HAMILTON	42 James Street North
F LONDON	Westminster Hospital
G WINNIPEG	Commercial Building Notre Dame Avenue East
H REGINA	New Regina Trading Building Scarth and 12th Avenue
I CALGARY	217 — 7th Avenue
R EDMONTON	11250 Jasper Avenue
J VANCOUVER	717 Granville Street
S SASKATOON	London Building

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