

Presentation to Parliamentary Committee on  
Finance & Economic Affairs

Pre-Budget Hearings

Dryden, Ontario  
January 21, 2019

By Steve Mantis  
Treasurer

Thunder Bay & District Injured Workers Support Group

Thank you for the opportunity to present to you today.

While I am active in a number of organizations including the:

- Thunder Bay & District Injured Workers' Support Group – Treasurer
- Ontario Network of Injured Workers' Groups – Research Action Committee – Chair
- Centre for Research on Work Disability Policy – Executive Committee Member
- New Directions Speakers School – Co-chair
- Thunder Bay Poverty Reduction Strategy – Income and Community Economic Development Pillar – Co-chair (retired)
- Community Conversations on Shaw Cable TV – volunteer producer and host

I am appearing today as a representative of the Thunder Bay & District Injured Workers' Support Group. I have taken the liberty of including others' words and research in my submission. I don't claim any intellectual property rights and thank those that have come before me in sharing more articulate communications.

The two issues we'd like to raise today are the growing gap of income inequality in Ontario (and Canada) and the negative impact that is having on our democratic society.

Concerns about the corrosive effects of extreme inequality are nothing new. In the 4th century B.C., for example, Plato wrote that no person should be more than four times wealthier than any other, lest the divide lead to laziness among the rich and stifle opportunity for the poor.

He would not be very pleased, then, by a recent report from the Canadian Centre for Policy Alternatives, which shows that the country's 100 highest-paid CEOs make more than 200 times the average income - a ratio unprecedented in Canada's history. Nor would he be impressed to learn that the two richest Canadians own as much wealth as the poorest 30 per cent combined.

We have seen this gap between rich and poor grow for the last three decades as year after year, Canadian governments have reduced the taxes that corporations pay. Since 1981, the corporate tax rate on net income (that is on their profit only) has been cut almost in half, from 50.9% to 26.5%. And even with this major decrease in corporate taxes, many corporations are not satisfied. Canada's top

corporations often pay far less than the official average corporate tax rate. As revealed by a Toronto Star/Corporate Knights investigation, Canadian companies have used complex techniques and loopholes to reduce their tax bills by \$62.9 billion over the past six years.

Sixty years ago, corporations and individuals contributed approx. equal shares into the government coffers. Today, citizens contribute \$3.50 for every \$1 paid by corporations.

**Workers who are injured or made ill in the workplace are suffering as a result of the same mindset – that business needs more breaks.**

For years now, injured workers and frontline advocates have been sounding the alarm that Ontario's Workplace Safety & Insurance Board (WSIB) has been "getting its financial house in order" through austerity and cost-cutting measures. Whether it be from slashing compensation for lost wages, denying healthcare treatment and medication, or refusing to recognize mental health injuries, the cuts have come squarely on the backs of injured workers.

A broken workers' compensation system ... in implementing its austerity agenda, the WSIB has adopted the mindset of a private insurance provider. Just as insurance companies look to deny and cut claims wherever they can, the WSIB has become rigid, aggressive, and adversarial in trying to find ways to deny or terminate injured workers' claims.

We are seeking changes in WSIB policy and practice:

- 1) No cuts based on phantom jobs.
- 2) Listen to injured workers' treating healthcare professionals.
- 3) Stop cutting benefits based on "pre-existing conditions".

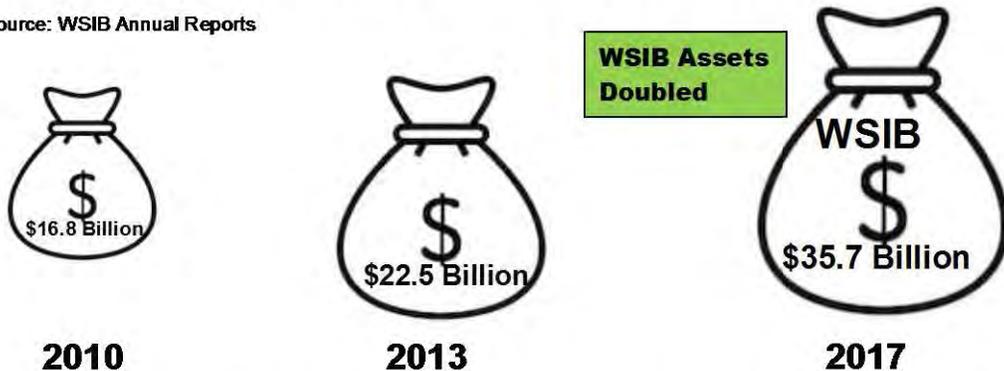
These address some of the WSIB's primary methods of cutting benefits and sending injured workers into poverty.

Below is a quick look at WSIB financial numbers and the results for injured and disabled workers.

# Workers' Compensation...Follow the Money

## Ontario's WSIB: Richer than you think...

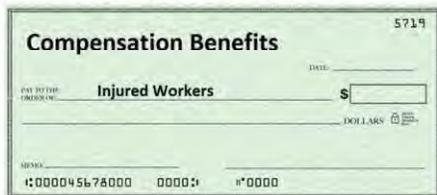
Source: WSIB Annual Reports



## Ontario's Injured Workers: Poorer than you think

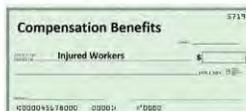
### WSIB Benefit Payments

2010: 4.8 Billion

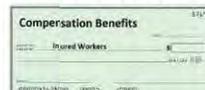


Injured Workers Benefits Cut in Half

2013: \$2.4 Billion

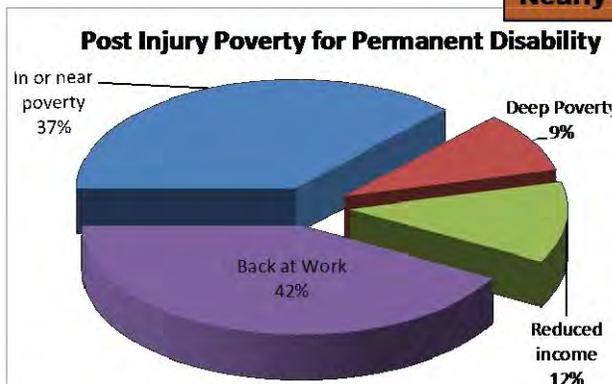


2017: \$2.3 Billion



## Research Shows ...

Nearly 50% of Injured Workers in Poverty



Studies of Ontario injured workers with permanent impairments found that 58% have long term reduced earnings, 46% of permanently impaired injured workers live in or close to the poverty level and 9% live in deep poverty (Poverty status of worker compensation claimants with permanent impairments, Ballantyne et al 2015; Labour Market Earnings Recovery, Tompa 2017).

Ontario Network of Injured Workers' Groups Research Action Committee

In addition to elevated poverty levels, disproportionately high rates of injured workers also suffer from an array of mental health struggles following their injuries. A 2012 study found that nearly 50% of injured workers experienced symptoms of depression, while 37% had symptoms of anxiety. In many cases, dealing with the WSIB itself causes these mental health issues to develop. Many ONIWG members report that they are unable to even open mail or answer phone calls from the WSIB because of the intense anxiety and panic-like symptoms that are provoked by any interactions with the system.

### **Downloading costs onto public systems.**

Another important consequence of the WSIB's cuts is that the costs of work injuries are being offloaded onto public systems. A common misconception is that the workers' compensation is funded by taxpayers. In fact, this is not true; the system is funded entirely by employer premiums and the WSIB's own investments.

Every year, however, thousands of injured workers are forced onto publicly funded systems like Ontario Works (OW), the Ontario Disability Support Program (ODSP), and CPP-Disability, when they are cut off of WSIB benefits. Similarly, when the WSIB refuses to pay for healthcare treatment for injured workers, those costs are shifted onto OHIP.

The reality is that work injuries are becoming a public burden precisely because the WSIB is trying to find ways to skirt its responsibilities.

Shamefully, those with the most severe and complex injuries, including mental health injuries, are the ones who bear the brunt of the WSIB's cost-cutting measures. The reason is simple: these injuries are the most expensive to deal with. Instead of being seen as human beings with a legal right to compensation and care workers who need the most support are seen as costs and liabilities, and are denied help.

1) No cuts based on phantom jobs — challenges the WSIB's practice of "deeming." In essence, deeming (also called "determining") is when the WSIB pretends an injured worker has a job that they do not in fact have. It then pretends that the worker is earning a salary from the non-existent job, and uses the invented salary as a justification to cut their benefits. Injured workers are frequently deemed to have phantom jobs even when they are medically unable to work, or unable to actually obtain employment. If a worker is unemployed, the WSIB will still

pretend they are working and earning money, and cut their benefits accordingly.

2) Listen to injured workers' treating healthcare professionals — relates to the systemic problem of the WSIB ignoring medical evidence from injured workers' treating doctors and health providers. Injured workers are frequently forced back to work before their healthcare professionals say it is safe to do so, and denied treatment or medication prescribed by their doctors. This puts workers at risk of re-injury, prolongs their recovery, and is another means of cutting benefits.

3) Stop cutting benefits based on “pre-existing conditions” — calls for an end to the WSIB's practice of blaming ongoing disabilities on “conditions” that it claims existed before the work injury. All too often, the “pre-existing conditions” that the WSIB points to never actually affected the person at all until they were injured at work. In many cases, they were never diagnosed by a doctor before the work injury, and never caused the person any symptoms – and yet the WSIB calls them the “real” source of the injury and terminates the worker's benefits.

While not a direct government budget concern is the enforcement of Ontario's Occupational Health and Safety laws. I recommend an increase in the numbers and responsibilities of MOL's OH&S inspectors. Note: The Ministry of Labour Safety inspectors are funded thru the WSIB accident fund.

It just makes sense to prevent accidents before they happen. Presently the MOL does not have the capacity to visit most workplaces in Ontario. Annually less than 10% of workplaces are visited by OH&S Inspectors. If the government were to increase the MOL staff compliment that actually visit workplaces and finds ways for the various staff to support good workplace practices, whether it be OH&S or Employment Standards, we could achieve efficiencies.

As a long time gardener, I understand that our health and productivity are subjected to complex and inter-related systems. The story below can give us some insight that goes beyond the garden.

### The Farmer and his Amazing Corn

There was a farmer who grew award-winning corn. Each year he entered his corn in the state fair where it won a blue ribbon. One year a newspaper reporter interviewed him and learned something interesting about how he grew

it.

The reporter discovered that the farmer shared his seed corn with his neighbors. "How can you afford to share your best seed corn with your neighbors when they are entering corn in competition with yours each year?" the reporter asked.

"Why sir," said the farmer, "didn't you know? The wind picks up pollen from the ripening corn and swirls it from field to field. If my neighbors grow inferior corn, cross-pollination will steadily degrade the quality of my corn. If I am to grow good corn, I must help my neighbors grow good corn."

He is very much aware of the connectedness of life. His corn cannot improve unless his neighbor's corn also improves.

So it is in other dimensions. Those who choose to be at peace must help their neighbors to be at peace. Those who choose to live well must help others to live well, for the value of a life is measured by the lives it touches. And those who choose to be happy must help others to find happiness, for the welfare of each is bound up with the welfare of all.

The lesson for each of us is this: if we are to grow good corn, we must help our neighbors grow good corn. ~ Author Unknown

**A productive and healthy Ontario is composed of adults and children that are productive and healthy.** Over the last 40 years, we have seen the wealth that is created in our workplaces is not be shared with the vast majority of citizens/workers. Productivity has grown by over 50%, while median hourly wages have stagnated.

It has been those on top of the economic systems that have benefited while the majority of families have not.

Some recent media coverage discusses some of the impacts of income inequality and potential approaches we might pursue.

“There is much disagreement about the causes of rising inequality, but much less about its effects: the decline of trust and social cohesion, the threats to democracy, the impact on economic growth of shrunken demand. The astounding gaps that have emerged between the richest and the rest are not only unfair, but also

dangerous in their unfairness.”

Translating those thoughts into the world of occupational health and safety and workplace injury & disease, we have a long way to go to truly support each other, as many injured and disabled workers can tell you.

In terms of the experiences of workers that get hurt or ill thru their work, we see the first part of our social safety net, Workers Compensation or the WSIB, being turned into a short term disability scheme. Created over 100 years ago, Sir William Meredith, (the one time leader of the Conservative Party) the father of Workers Compensation in Canada, laid out key principles.

The Meredith Principles:

- Δ Compensation as long as disability lasts
- Δ Collective Liability / Employer pays
- Δ No fault
- Δ Independent Agency
- Δ Non-adversarial

Meredith believed that if you treated workers fairly, especially when injured, that social and economic stability would be the result. Unfortunately, these principles have been systematically eroded.

The evidence is overwhelming that people with disabilities face major barriers to employment with over 50% of us not able to find paid employment. Attached is some analysis done by the Ontario Network of Injured Workers' Groups on employment outcomes compared to numbers of disabled workers who receive “wage loss” benefits.

As Professor Harry Arthur made clear in his 2010 report *Funding Fairness*, the Ontario Government has consistently interfered in the WSIB rate setting process in order to reduce employer assessments. This has in turn demanded a reduction in benefits to disabled workers in order to balance the WSIB budget.

This is once again, government actions that have led to greater income inequality, benefiting primarily large corporations at the expense of the rest of society. While the costs for the tens of thousands of unemployed/underemployed disabled workers does not go away, corporations are no longer sharing that burden.

We have undertaken research to try to understand what happens to these families.

<http://injuredworkersonline.org/where-did-they-go/>

*What happens to Ontario's injured workers with permanent impairments who are denied workers' compensation or their benefits are cut off when they are unable to get employment after their injury? A recently published report "[Where Did They Go?](#)" is the first step of a proposed research project to investigate what happens to these injured workers. Workers' compensation is the one part of our social safety net that can actually lift someone out of poverty but many injured workers end up in poverty and rely on social assistance.*

*The project was initiated by Injured Workers' Consultants, the Sudbury Community Legal Clinic, the Ontario Network of Injured Workers Groups, the Income Security Advocacy Centre and the Centre for Research on Work Disability Policy. Their first-hand observations of the decrease in workers' compensation benefits resulting from changes in WSIB policies and practices, with related growing injured worker poverty, rising numbers of injured workers who rely on social assistance programs and rising Ontario Disability Support Program (ODSP) expenditure, raised several concerns, including:*

- A disregard for one of the fundamental [\(Meredith\) principles](#) of the workers' compensation system – the right to fair compensation as long as the disability lasts*
- Cost-shifting for payment of injured worker benefits from the employer funded WSIB to the public purse, with increased funding pressure on ODSP & Health Care*
- Income support inadequacy of ODSP to meet basic*

*In this initial phase, the report, prepared by University of Waterloo Community Masters in Public Health graduates Amanda Richards with Sara Penny, includes a background literature survey; historical timeline of WSIB policy changes from 2000 on; and interviews of injured workers on their lived experience. Importantly, it also suggests methodologies for examining the larger research project – that is, of gaining a better understanding of what happens to permanently injured workers and how they end up relying on ODSP as their primary source of income, the costs to themselves and the social assistance system. The report identifies gaps in*

*current data, and makes recommendations on effective methods of tracking the trajectory of these workers from workers' compensation coverage to welfare.*

*The report was presented in November, 2017 at the Injured Workers and Social Assistance Conference organized by [Rebecca Gewurtz](#) (Centre for Research on Work Disability Policy; McMaster University, School of Rehabilitation Science). Avenues for continuing this valuable research are currently being explored.*

While there have been some modest steps to help these disabled workers by pegging their benefits to inflation as of January 2018, the many who receive little or no income because of the WSIB's practice of "deeming" are left behind. Deeming is the practice where the WSIB determines how much the disabled worker can earn and then subtracting that from any future benefits, regardless of the actual employment outcome.

One step to address income inequality is to compensate workers who become disabled and are unable to find work, and hold corporations financially responsible to "share the wealth".

Another area that needs to be addressed is social assistance.

Despite recent changes, social assistance remains an outmoded system, designed in the 1990s to be deliberately inadequate, punitive, and coercive.

As a result of the structure and requirements of the programs, which are entrenched in law, people who receive supports actually become sicker, experience more social exclusion, and are less able to participate in the labour market.

We encourage the government to immediately move to increase the social assistance rates up to the poverty line quickly.

While addressing the needs of those on the bottom half of the income equation, we must look at the revenue needed to pay for these improvements.

Without the investment this year, the system will continue to impoverish people, keep them in poor health, increase their distance from the labour market, make it

harder for them to participate in their communities, and limit their options and opportunities to build a better life for themselves.

We want to remind committee members that not acting has associated costs. Higher health care costs. Implications for the justice system. Lost productivity that results in between \$4 and \$6 billion in less income tax revenue. Costs of between 4% and 7.6% of GDP each year.

And we want to highlight the multiplier effect in the economy that comes from putting money in the hands of low income people. For every dollar invested, the economic return is \$1.30. That's almost as great a bang for the buck as investing in infrastructure.

We have seen a major shift in public policy since the 1970s that has benefited the wealthiest in our society. We need those with the most resources to contribute the most to the public good. As the farmer with the award winning corn knows, we all move forward together or we all suffer.

**Sixty-five years ago, people and corporations contributed equal amounts of income tax to the Canadian government.**

**Since then, the scales have tipped in the corporations' favour. Corporate taxes have been slashed and people have been forced to make up the difference.**

**In 2015/16 Canadians paid \$145 billion in income tax, while corporations paid \$41 billion.**

It's time to begin to rebalance our sources of public revenue. We need to increase taxes on corporate profits and the wealthiest parts of our society. Just imagine the positive things we could do to create an inclusive caring society with an increase of 36% to overall tax revenue.

## Appendix A

### Analysis of the WSIB performance in recognizing actual wage loss and employment outcomes experienced by injured workers versus the deeming process.

January 10, 2018

15,203 – 23,930 serious/permanent injuries per year that are recognized by WSIB with a Non Economic Loss (NEL) award (schedule 1 & 2 combined).<sup>1</sup>

2,814 - 3,429 serious/permanently injured workers received a lock in benefit <sup>2</sup>

Ballantyne's research<sup>3</sup> found :

- only 55% of people with a NEL are back to work 54 months' post injury or 45% unemployed and experiencing full wage loss
- 68.8% of injured workers with a NEL experience an average \$13,500+ annual wage loss
- and 42 % are "poor or near-poor".

Tompa's research found at 10 years post injury:

- approx. 39% of injured workers receiving a NEL recover less than 75% of pre accident earnings
- approx. 19% recover between 75 - 99 % of pre accident earnings
- approx. 42% have recovered and some are making more than pre accident earnings.<sup>4</sup>

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<sup>1</sup> WSIB website on March 23, 2015 – Statistic Supplement to the 2013 Annual Report – covering from 2009 - 2013

<sup>2</sup> WSIB website on March 23, 2015 – Statistic Supplement to the 2013 Annual Report – covering from 2009 – 2013 [drawing on data from a freedom of information request November 2014, these numbers are slightly larger ranging from 3897 to 4526 workers who receive a locked in benefit.]

<sup>3</sup> Poverty status of worker compensation claimants with permanent impairments (2015) in Critical Public Health - Ballantyne et al

<sup>4</sup> Institute for Work and Health Working Paper #350 Comparative benefits adequacy and equity of three Canadian workers' compensation programs for long-term disability  
Tompa E, Scott-Marshall H, Fang M, Mustard C

- 58.3% of workers with a permanent disability (NEL) experience significant wage loss 10 years post injury<sup>5</sup>

Only 14 – 18.5 % of workers with serious, life long injuries who have a work related permanent disability are receiving wage loss benefits 72 months after injury.<sup>6</sup>

O'Hagan research reports: "The findings paint a troubling picture of the mental health of injured workers with permanent impairment. The general prevalence of mental health conditions in the sample is of concern, with more than one third of the sample reporting five out of nine mental health diagnoses or conditions; almost 50% reported symptoms of depressed mood and problems concentrating; and somewhat greater than half of the sample had CES-D scores above the suggested cut-off for clinical depression."<sup>7</sup>

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<sup>5</sup> Labour-market Earnings Recovery Following Permanent Impairment from a Work Injury, Presenter/Principal Investigator: Emile Tompa  
Policy Research and Action Forum, November 24, 2017

<sup>6</sup> Determined by dividing the number of people receiving a lock in by the number of people receiving a NEL.

<sup>7</sup> Mental Health Status of Ontario Injured Workers With Permanent Impairments (2012 ) - O'Hagan et al - Canadian Journal Of Public Health

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Supplementary Submission  
January 28, 2019

By Steve Mantis  
Treasurer

Thunder Bay & District Injured Workers Support Group

As a supplementary submission to our initial presentation, we are requesting an investment by the Ontario Government to support the employment of workers with a disability.

As part of our provincial organization, the Ontario Network of Injured Workers Groups (ONIWG), we are collaborating with a number of other organizations in the development of a National Strategy on Disability and Work. A draft of the strategy was presented at a national conference in Ottawa last month receiving a mainly positive response.

We believe that there is a significant opportunity to increase tax revenue and decrease costs for health care and social services by building an inclusive workforce. With only about 50% of people with disabilities presently employed, (there are over two million working age adults with a disability in Ontario), even a 10% increase in the employment rate would realize a significant improvement in the province's bottom line.

The draft strategy is attached below.

We recommend these changes that will help facilitate inclusive workplaces:

- Increasing OW and ODSP rates to reflect the real cost of living
- Not increasing the OW and ODSP earnings claw back from 50% to 75%
- Addressing problems with the proposed new Health Spending Account and Local Discretionary Fund
- Not restricting access to ODSP by changing the program's definition of disability
- Ensuring sufficient funding for promised wrap-around services in OW and ODSP
- Ending the freeze on the scheduled hiring of 175 Employment Standards Officers
- Funding a comprehensive communications and education plan around employers' and workers' Employment Standards rights and responsibilities
- Funding Employment Standards complaints interpretation services for workers whose first language is not English or French
- Reinstating paid Personal Emergency Leave days
- Removing the Employment Standards Act requirement to provide a doctor's note when sick.



## **Moving Forward Together: A Canadian Strategy for Disability and Work**

DRAFT for discussion at the Disability and Work in Canada conference,  
December 4-5, 2018 in Ottawa, Canada

### *Our Vision*

Employment throughout Canada is inclusive; people with and without disabilities have the same opportunities and choices in careers, jobs and work.

Prepared by the Disability and Work in Canada (DWC) Steering Committee in conjunction with our partners across Canada

#### **DWC Steering Committee Members (listed alphabetically by last name):**

**Alec Farquhar**, Centre for Research on Work Disability Policy  
**Maureen Haan**, Canadian Council on Rehabilitation and Work  
**Kathy Hawkins**, Inclusion NL: Employer Support Services  
**Steve Mantis**, Ontario Network of Injured Workers Groups  
**Kathy Padkapayeva**, Centre for Research on Work Disability Policy  
**Ron Saunders**, Institute for Work & Health  
**Emile Tompa**, Centre for Research on Work Disability Policy  
**Monica Winkler**, Canadian Council on Rehabilitation and Work

***For questions, comments and feedback please email:***

[Feedback@DWCstrategy.ca](mailto:Feedback@DWCstrategy.ca)

This draft document is based on discussions at the Disability and Work in Canada conference held in November 2017, discussions at a federal-provincial policy roundtable held in June 2018, and ongoing dialogue with partners and stakeholders across Canada.

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## Executive Summary

### Summary of the Case for a New Strategy

Employment and Social Development Canada reports that only 49% of Canadians with disabilities, aged 25 to 64, are employed, compared to 79% of Canadians without disabilities. As well, Canadians with disabilities earn 44% less than Canadians without disabilities and are more likely to live in poverty. Recent developments in government and civil society indicate that the time is right for a Canadian strategy to guide stakeholders in improving this situation.

### Summary of How this Strategy was Developed

In November 2017, a collaboration of work disability community and research organizations hosted a conference in Ottawa entitled “Disability and Work in Canada: Success and Challenges of Canada’s First 150 Years, Developing a Vision and Strategy for the Future.” The conference gave rise to themes and pillars for discussion going forward. The collaboration then convened a policy roundtable in June 2018 in Gatineau, Quebec, to continue developing the vision and strategy and to ensure it would work for all levels of government. This draft strategy was then prepared for discussion at the second Disability and Work in Canada conference in December 2018.

### Summary of What We have Accomplished in Canada

Since the two World Wars (when the return of injured soldiers brought attention to the employment challenges facing people with disabilities), an array of programs and policies to support the employment of people with disabilities has developed at both federal and provincial levels. As well, human rights and accessibility legislation has strengthened employment rights for people with disabilities.

### Summary of Key Challenges and Barriers

To ensure pan-Canadian strategy accomplishes targeted outcomes, it is imperative to be aware of key challenges and barriers to be addressed. These include: the importance of applying an intersectional lens; recognizing the balance of authority between provincial/territorial and federal jurisdiction; ensuring employment does not jeopardize access to income support and benefits; building the capacity and coordination among service agencies; paying more attention to the school-to-work transition; addressing the fear of many businesses about their lack of knowledge about employing people with disabilities and the cost of accommodations; and the need to offer practical support and advice to businesses.

## Summary of the Strategy

The **vision** for the national strategy—what we want the world to look like in the coming years—is this: *Employment throughout Canada is inclusive; people with and without disabilities have the same opportunities and choices in careers, jobs and work.* To achieve this vision, the strategy is built on initiatives undertaken within **four pillars**:

- Disability-confident and inclusive workplaces
- Comprehensive supports
- Effective partnerships
- Measurement and accountability

## Summary of Key Proposed Initiatives

The strategy proposes high-level initiatives under each of the pillars, which organizations can tailor according to their own role and specific context.

- **Disability-confident and inclusive workplaces:** Initiatives address workplace design, accessibility, supports for employers and culture change.
- **Comprehensive supports:** Initiatives focus on supports for individuals with a disability, the navigability and alignment of support programs, and education-to-work transitions.
- **Effective partnerships:** Initiatives focus on building the partnerships necessary among governments, workplace parties, educational institutions, researchers and people with disabilities to realize substantial gains.
- **Measurement and accountability:** Initiatives address baseline measures, setting goals, identifying indicators of progress, developing data sets, and monitoring and reporting by objective third parties.

## Summary of Ideas for an Implementation Process

The strategy makes a number of recommendations with respect to implementation:

- The strategy should not be finalized until at least one further round of consultation has taken place.
- Implementation of the strategy should proceed on a voluntary basis by key stakeholders and by various levels of governments so that formal federal/provincial agreement is not required before implementation can begin.
- New or expanded partnerships should be encouraged around specific initiatives in the strategy.
- The current state of employment for people with disabilities should be benchmarked, with validated performance indicators that can be monitored and reported over time. Although the strategy will be voluntary, it will be vital to know how well we are doing in terms of achieving target.
- Implementation progress should be documented in annual reports that are presented at annual conferences of key stakeholder and government representatives.

## Purpose of this Document

The objective of this document is to provide a strategic framework for key community stakeholders, people with disabilities, employers, labour and all levels of government that identifies collaborative initiatives designed to increase the employment of people with disabilities in Canada. The aim of the strategy is to ensure barrier-free workplaces for all Canadians, using a holistic approach that focuses on inclusion and incorporates principles of transparency, accountability and flexibility.

This document is strongly grounded in the principles of the [UN Convention on the Rights of Persons with Disabilities](#), which Canada ratified in 2010. Goal 8 of the Convention's Sustainable Development Goals promotes inclusive and sustainable economic growth, employment and decent work for all.

The strategy articulates a vision, pillars and proposed key initiatives. These are ambitious in scope and framed broadly enough that they can be embraced as a guide for action by governments, the private sector and civil society. The proposed initiatives are designed to ensure that each of the key stakeholders, including employers, service providers and people with disabilities, receive the supports and services necessary to move forward. In addition, this strategy provides the foundation for a pan-Canadian approach on employment for people with disabilities, as per the [concluding observations from the UN Committee on the Rights of Persons with Disabilities](#) in 2017.

## The Case for a New Strategy

The need for a pan-Canadian strategy on disability and work is urgent. According to the [2012 Canadian Survey on Disabilities](#), an estimated 2,338,200 working-age Canadians (i.e. 15 to 64 years old) had a disability, representing 10.1% of the population in this age group. Approximately 1,057,100 of these people with disabilities were employed, 125,700 were unemployed, and 1,155,500 were not in the labour force. The latter two groups included an estimated 411,600 potential workers (125,700 unemployed, 175,200 future job-seekers and 110,800 other potential workers). This represents a vast untapped resource for the Canadian economy, as well as an unnecessary drain on income support programs.

[Employment and Social Development Canada reports](#) that only 49% of Canadians with disabilities, aged 25 to 64, are employed, compared to 79% of Canadians without disabilities. As well, Canadians with disabilities earn 44% less than Canadians without disabilities; and are more likely to live in poverty.

Recent developments in government and civil society indicate a growing collective desire to improve this situation.

At the federal level, new legislation introduced in June 2018—[Bill C-81, the Accessible Canada Act](#)—provides a framework for proactively identifying, removing and preventing barriers to accessibility in areas under federal jurisdiction, including barriers to employment with respect to job opportunities and employment policies and practices. In the meantime, many provinces have already developed their own strategies to increase inclusion of people with disabilities in the labour market. All of this is taking place in the context of increasing recognition of the legal framework for addressing disability, especially under the *Canadian Charter of Rights and Freedoms* and federal and provincial human rights legislation. The legal context imposes obligations on both employers and unions, setting the stage for more effective collaboration.

In civil society, general awareness and support for people with disabilities has never been higher. Numerous champions for the inclusion and employment of people with disabilities have emerged, from both within and outside the disability community. These champions have helped deepen understanding and empathy among Canadians. Societal progress has included advances in understanding and supporting all types of disabilities in the labour force, including mental health conditions. The stigma around disclosing disability to an employer, while still in play, has declined to some extent, thus opening the door to dialogue and mutual problem-solving.

The time is right to come together and make positive change. This strategy is intended to support the broad and deep societal collaboration necessary to make that change together.

## How this Strategy was Developed

### Initiatives to Develop Comprehensive Strategies on Disability and Work

By the 1970s, it had become clear to many in the disability community, government and civil society that, despite goodwill and a multitude of programs, many people with disabilities were still not able to enter the workforce. Since the 1970s, attempts have been made at both national and provincial levels to develop broad initiatives and strategies to improve supports, employment levels and sustainable employment among people with disabilities. Although these efforts led to progress, Canada still does not have a comprehensive strategy on disability and work.

An important development over the past two decades has been the growing interest among academic researchers in disability issues. Many issues around disability and work, previously studied very little in Canada, have received significant research attention. With the support of federal funding through the Social Sciences and Humanities Research Council, many of these researchers along with community organizations from across Canada joined together in 2013 to form the Centre for Research on Work Disability Policy (CRWDP). CRWDP goals include providing a forum for within- and cross-provincial and national dialogue on challenges and opportunities for improving the Canadian work disability policy system, and building capacity for research and knowledge mobilization on the topic of work disability policy and labour-market engagement of people with disabilities.

### Process that Led to Development of this Draft Strategy

In 2017, CRWDP, the Canadian Council on Rehabilitation and Work (CCRW), Inclusion Newfoundland (InclusionNL) and the Ontario Network of Injured Workers' Groups (ONIWG) came together to support the development of a pan-Canadian strategy for disability and work. We are calling this collaboration the Disability and Work in Canada (DWC) Steering Committee.

The DWC Steering Committee began its work by organizing a conference in Ottawa in November 2017. The conference, titled "[Disability and Work in Canada: Success and Challenges of Canada's First 150 Years, Developing a Vision and Strategy for the Future](#)," gathered together people with disabilities, disability organizations, government representatives, labour/unions, employers and service providers. The main objective of the conference was to lay the foundation for the development of a pan-Canadian strategy.

The conference was an important event, with strong representation from people with disabilities. Discussions among conference participants included an endorsement of the recommendation from keynote speaker Michael Prince, Lansdowne Professor of Social Policy at the University of Victoria, to shift the strategy's emphasis from "reasonable accommodation" to an approach focused on inclusion. The discussions also identified many elements needed for a holistic and collaborative approach to disability and employment. They included the development, adoption and/or promotion of:

- a holistic approach based on human rights,
- a business case for employment of people with disabilities,
- inclusive public education and supports for children and youth with disabilities,
- transition planning and employment preparation for young adults with disabilities,
- income, benefit and employment supports that are flexible and portable,
- employment income integrated with disability benefits to maximize incentives to work,
- inclusive recruitment, retention and promotion practices,
- on-the-job training and internship opportunities,
- flexible on-the-job supports and accommodations,
- employer tools, training and supports to foster disability confidence,
- modelling of best practices in employment of people with disabilities among key stakeholders in the public and private sectors, and
- champions for disability employment and work to collaboratively build societal awareness and support.

Detailed information from the conference, including videos and presentation slides, is available at <https://www.crwdp.ca/en/national-conference-disability-and-work-canada>.

Following the conference, the observations and recommendations of the participants were consolidated into themes, which were then used to help shape the pillars and related key initiatives included in this draft strategy. The DWC Steering Committee also undertook a review of all provincial and territorial strategies around disability and work. The strategies identified in the review that are included in an appendix to this document, provide a rich source of ideas in the development of a pan-Canadian strategy.

The next activity in the strategy's development was a policy roundtable, including senior federal and provincial government and workers' compensation officials, held in June 2018 in Gatineau, Quebec. The roundtable focused on the vision and pillars of a pan-Canadian strategy, and on ensuring that the strategy would work for all levels of government.

This document is a first draft and is being circulated in anticipation of the Disability and Work Conference taking place in Ottawa on December 4-5, 2018. At the conference, panelists will comment on the strategy through their lens as a member of one of the following panels: Provincial Strategies, Lived Experience; Employers; Service Providers; Unions; Federal-Provincial Interface; Monitoring and Evaluation, Mental Health and the Workplace; and Small Business and Disability. Conference delegates will also discuss and provide feedback on the draft strategy, including the process for moving forward.

The strategy will be revised based upon the feedback and input gathered at the December 2018 conference. Additional consultations on the revised strategy document will then be conducted before it is finalized, with priority given to consultations with people with lived experience of disability.

## What We have Accomplished in Canada

### Historical Background

The development of programs and policies regarding disability and work in Canada goes back more than a century, with significant development beginning in response to the influx of First World War soldiers with serious disabilities, and continuing after the Second World War for the same reason. These developments were not just government-led; private-sector and charitable organizations were also involved. Very broadly speaking, we can look at the period after 1945 as a time when various public- and private-sector organizations developed specific disability support programs, often aimed at just one type of disability—for example, visual impairment, paraplegia and loss of limbs.

New organizations supporting people with disabilities were started during this period, and they contributed to growing public and government awareness of the needs of people with disabilities. Employment was always a major focus of these organizations, along with disability and income supports more generally. Labour unions and disability organizations lobbied for changes. Some programs, such as Employment Insurance and the Canada Pension Plan, added disability-related features, sometimes decades after being established for broader social security reasons.

Since the 1960s, an important historical trend has been the development of human rights case law and its related impact on employment of people with disabilities, strengthened by the protections included in the *Canadian Charter of Rights and Freedoms*, enacted in 1982. More recently, the United Nations Convention on the Rights of Persons with Disabilities, ratified by Canada in 2010, has influenced thinking and policy in Canada.

### Patchwork of Canadian Work Disability Programs

A complex array of programs and policies that relate directly or indirectly to the employment of people with disabilities has developed over time in Canada. Some of these are at the national level, with most at the provincial/territorial level; some public, others private; some contributory, others financed from general tax revenues; some means-tested, some based on the cause of the disability; some available for a limited period of time, others for the longer term; and only workers' compensation allowing for partial disability financial support, others financially supporting only total disability.

Provincial/territorial programs include social assistance for people with disabilities, workers' compensation and compensation for victims of crime. Federal programs include Canada Pension Plan-Disability (CPP-D), with a Quebec counterpart (QPP-D), Employment Insurance Sickness Benefits, Disability Tax Credits, Registered Disability Savings Plans, and veterans' benefits for disability. Private programs include employment-based, short- and long-term disability plans, and other programs (e.g., car insurance).

Programs for people with disabilities have largely operated independently of each other, though efforts have been made to promote coordination. For example, the Federal Task Force on Disability Issues (1995–1996) produced the *Equal Citizenship for Canadians with Disabilities* report that outlined 52 recommendations, the key ones being moving toward a comprehensive disability insurance program covering all Canadians, giving programs better mechanisms to improve workforce participation, and reconfiguring programs with consideration of tax systems and costs of disability. Another initiative called Listening to Canadians (2002–2003) produced a report containing 53 recommendations, six pertaining to better coordination between CPP-D and other disability support programs. An environmental scan of past policy initiatives to address issues related to the coordination/navigability of the different disability income support programs in Canada can be found on the CRWDP website: <https://www.crwdp.ca/en/archive-documents>.

The importance of improving the coordination and coherence of the system has also been identified by think tanks (notably, the Caledon Institute) and policy research initiatives such as the Council of Canadians with Disabilities, Community-University Research Alliances (CURA) Project (2008-2014) and the Centre for Research on Work Disability Policy (CRWDP) (2013-present). Coordination and other key challenges are outlined in the next section.

## Federal Initiatives

At the federal level, the Office of Disability Issues within Employment and Social Development Canada (ESDC) has become the focal point for key partners working to promote the inclusion and participation of Canadians with disabilities in all aspects of society and community life.

Federal programs and initiatives affecting people with disabilities include CPP-D benefits, employment insurance sickness benefits, veterans' benefits for disability, tax measures (e.g., Disability Tax Credit), and the Opportunities Fund for Persons with Disabilities (focused on employment-related supports). Through Labour Market Agreements and, now, through new Workforce Development Agreements (WDA), the federal government provides transfers to provinces and territories for skills training and other employment programs.

The Mental Health Commission of Canada (MHCC) was established in 2007. It leads the development and dissemination of innovative programs and tools to support the mental health and wellness of Canadians. In collaboration with the CSA Group (Canadian Standards Association), the MHCC developed the National Standard of Canada for Psychological Health and Safety in the Workplace (launched in 2013), a set of voluntary guidelines, tools and resources intended to guide organizations in promoting mental health and preventing psychological harm at work.

Since ratification of the United Nations Convention on the Rights of Persons with Disabilities, the federal government tabled accessibility legislation (Bill C81, the *Accessible Canada Act: An Act to Ensure a Barrier-free Canada*) in June 2018. Once approved by Parliament, the Act would add to the existing legislation protecting the rights of people with disabilities.

## Provincial Initiatives and Other Developments

Several provinces have legislation governing the accessibility of workplaces, buildings and services. Many provinces/territories have developed strategies to improve the prospects of people with disabilities, some broad in scope and others more focused (summarized in an appendix to this document). Numerous not-for profit, community organizations provide services to people with disabilities and/or act as advocates to advance their employment rights and opportunities. A sample list of these organization is available on the [CCRW website](#). For these initiatives, most funding is received at the provincial level.

## Other Promising Trends and Developments

At the Disability and Work in Canada (DWC) 2017 conference, keynote speaker Michael Prince identified several promising trends, including the following:

- the poverty rate for people with disabilities in Canada falling from 21.7 percent in 1993 to 12.7 percent in 2010 (Fang and Gunderson 2014),<sup>1</sup>
- the publication of a federal report making a business case for employing people with disabilities, titled *Rethinking disAbility in the Private Sector* (2013),
- the holding of a national employer forum (2014/15) to advance employment of people with disabilities by the private sector,
- certain provinces adopting “employment first” policies for disabled clients,
- work by the Canadian Human Rights Commission on mental health and employment, and
- the introduction of a federal accessibility law (Bill C-81) to eliminate systemic barriers and advance equality of opportunity in nationally regulated corporations and organizations.

## Concepts and Principles to Consider in Moving Forward

Participants at the federal-provincial policy roundtable hosted by the DWC Steering Committee in June 2018 shared examples of successes and challenges. Concepts that emerged included:

- moving away from a medical model of disability,
- considering how supports to people with disabilities relate to the broader social support system,
- helping people navigate the support system so that they can access available supports,
- including people with lived experience in the design of programs,
- including employers in policy and program design,
- addressing systemic disincentives to participate in the workforce or return to work,
- providing supports that are portable and sustainable,
- fostering partnerships across stakeholders and service providers, and
- providing evidence-based incentives/supports to employers to enhance the business case for

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<sup>1</sup> Fang, T., and M. Gunderson. 2014. “Poverty Dynamics among Vulnerable Groups in Canada: Longitudinal Analysis based on SLID 1993-2010.” Paper presented at Inequality in Canada: Driving Forces, Outcomes and Policy.” Institute for Research on Public Policy, February 24-25, 2014, Ottawa.

employment of people with disabilities.

## Key Challenges and Barriers

In order to ensure a pan-Canadian strategy accomplishes its targeted outcomes, it is imperative to be aware of the key challenges and barriers that need to be addressed.

### Intersectionality

Intersectionality refers to the interconnected nature of social categorizations such as race, class, and gender, regarded as creating overlapping and interdependent systems of discrimination or disadvantage. It is critical while creating a pan-Canadian employment strategy for people with disabilities to apply an intersectional lens that includes women, indigenous populations and lesbian, gay, bisexual and transgendered (LGBTQ2S) communities, amongst others.

### Provincial/Territorial and Federal Jurisdictions

The balance of authority between provincial/territorial and federal jurisdictions needs to be recognized. Each province has engaged in a Labour Market Agreement for Persons with Disabilities (LMAPD). This funding source has since amalgamated with the Canada Job Fund Agreement (which included the Canada Job Grant) and the former Targeted Initiative for Older Workers to create the new Workforce Development Agreement (WDA). Of the annual funding transferred to provinces (at the time of this writing, all provinces and territories had signed a WDA, except for Quebec), \$222 million is earmarked for supporting employment for people with disabilities, to be matched by provincial funding. Annually, the amount equates to almost half a billion dollars focused on the labour market for people with disabilities. Under new WDAs, there is additional flexibility to reallocate funding not otherwise used to employment for people with disabilities.

Provinces are not uniform in their approaches or their funding priorities for employment for people with disabilities. In a comparative analysis of provincial and territorial strategies, the disparity is remarkable. Some provinces have strategies that are limited in scope, with no information available on when they will be revised/updated and implemented; others have robust strategies with clear and focused steps specific to employment for people with disabilities.

Across Canada, 98% of businesses are small enterprises with fewer than 100 employees. These jobs represent the majority (60%) of Canada's workforce. With almost all workplaces following provincial legislation for business, it is critical for provinces and territories to remain independent in their approaches. While jurisdictions will want to tailor the design of policies and programs to fit their context, it is important to improve coherence so that the interface between programs and jurisdictions is managed with a focus on client needs.

### Provincial Income Support Programs

Throughout the country, varied levels of income and medical support are available to people with disabilities. It is widely accepted that income support levels should reflect those of the region in which a person lives and should be based on a living wage. For people with disabilities, however, it will be important to refocus on how to encourage labour market attachment, and that poses several challenges.

For one, fear of losing health benefits and other disability supports is a strong deterrent for people with disabilities to join the labour force, especially given the ongoing trend toward more precarious (e.g. contract, part-time, temporary) employment that usually comes without health benefits. Universal pharmacare would alleviate some of these stresses.

As well, another deterrent to entering the labour market is the amount by which disability income support benefits are reduced by earned income, which differs by jurisdiction and program. Common principles should be developed regarding the treatment of earned income. Related to this issue is the importance of considering the unique barriers faced by individuals with episodic disabilities and their potentially intermittent work capacity. In general, the treatment of earned income needs to be designed in a way that does not discourage employment.

## Service Agencies

With funding from LMAPDs or WDAs, provinces provide funding to service agencies to assist job seekers with disabilities, as well provide some support to employers in their recruitment and retention efforts. Some funding is also available at the national level through the Regional or Federal Opportunities Fund and other initiatives that focus on marginalized populations.

Service providers vary by size (from serving under 10 people to over 100); status (charitable, not-for-profit or for-profit); disability focus (e.g. sight, hearing, intellectual, mental health or cross disability); mission (employment focus with disability added or disability focus with employment added); services (employer focused, job-seeker focused or a combination of the two); and outcome priorities (volunteer and work experience focused vs. competitive employment). There is a large disparity in the resources and strategies engaged by service agencies, such as the use and availability of financial incentives, skills upgrading, employer supports, and addressing personal barriers such as transportation and childcare.

Two areas with significant gaps around ensuring employment for people with disabilities are support to employers and the recognition that some people with disabilities may not visit an employment agency perhaps due to eligibility or they not want to disclose their disability. Many people with disabilities may not use service agencies because of the common belief that these agencies focus on entry-level jobs, with little requirement for education and limited opportunity for future career advancement. Further, many people with impairments may not identify as person with a disability, but rather as person with health conditions that prevent them from entering or remaining in the labour force.



## Planning for the Transition from Education to Work

The critical transition from education to work for students with disabilities wanting to enter the workforce currently receives inadequate attention. Some career centres at colleges or universities are well equipped to assist students with employment. However, even these centres are not always sufficiently knowledgeable about the work accommodation needs of students with disabilities, or the unique innovation and benefits that they may bring to businesses. Disability services in post-secondary institutions largely focus on ensuring students have an accommodated learning experience, with little capacity for assisting them beyond school. This is a major gap, because workplace accommodations can differ markedly from learning accommodations. Better linkages to support services beyond school are needed to support the transition to work.

## Accommodations or Adjustments

A major barrier to employment of people with disabilities is that many businesses fear the cost of accommodations and/or lack knowledge about how to appropriately obtain and establish these accommodations. The business case for employment of people with disabilities, based on recent related research, needs to be strengthened and point to the cost of presenteeism, the actual cost of not accommodating workers, and the fact that workplace-wide accommodations and adjustments can prove beneficial to all employees, not just those with disabilities. Disability accommodations need to be just one facet of the approach taken by progressive employers who wish to support their employees and maximize their health, wellbeing and productivity.

A major area for increased focus stems from the increase in the disclosure of mental health conditions. Businesses need a better understanding of how to adjust their workplace policies and practices to respond to mental health issues while maximizing productivity.

## Supports to Business

Much has been said about the need to change the employment landscape for people with disabilities in Canada, specifically around providing support to businesses. While many service agencies work diligently to prepare their clients with disabilities to enter the labour market, few work with employers to ensure their organizations are ready for an inclusive workforce. Agencies that have worked with employers have created a variety of toolkits and recommended best practices, which sometimes create confusion among employers if these toolkits and best practices are not offered with appropriate “how-to” support from agencies. For example, many employers have told CCRW that they would not embark on hiring people with disabilities without specific guidance and advice from employment agencies.

Various approaches to business are being used across Canada from the “business case” for hiring a person with a disability to what some call a “pity hire,” to an expectation of full inclusivity from employers regardless of their experience or knowledge with supporting a diverse workforce. Much can be learned from the rich and positive experiences of Canadian businesses.

## The Strategy

### Overview

Based on the extensive input from all key players, the DWC Steering Committee has developed a vision for, and the main pillars of, a pan-Canadian strategy that will help guide efforts to increase employment opportunities for people with disabilities in Canada.

The strategy focuses on disability and work, while keeping in mind the broader context of the factors that influence the opportunities and choices for people with disabilities. The workplace environment, the design of work, the scope of flexibility in how a job gets done, the knowledge of and support for inclusive workplaces—all are important.

Many of the existing programs and services for people with disabilities are fragmented and lack a coordinated approach to support. Many employment supports are tied to income support programs that limit access. Eligibility criteria vary widely and can create barriers for individuals with disabilities.

To respond to the challenges and barriers in the present system, building partnerships across traditional lines will be critical to success. This includes partnerships with and among the various levels of government, employers, unions, community organizations, service providers, and organizations of people with disabilities.

Evaluating and monitoring efforts to improve outcomes for people with disabilities will also be important, so that stakeholders have the evidence needed to choose best options going forward.

### Vision Statement

**Employment throughout Canada is inclusive; people with and without disabilities have the same opportunities and choices in careers, jobs and work.**

### Four Pillars

1. **Disability-confident and inclusive workplaces**
2. **Comprehensive supports for Canadians with disabilities**
3. **Effective partnerships**
4. **Measurement and accountability**

## Key Proposed Initiatives

### Overview

This section of the strategy outlines proposed initiatives under each of the four pillars. These are presented as high-level activities. Organizations implementing the strategy would have the flexibility to tailor specific initiatives to their role and their context.

### Disability-Confident and Inclusive Workplaces

These initiatives address workplace design, workplace accessibility, supports to employers and culture change. They are designed to help employers become confident in their ability to successfully hire, manage, accommodate, support and retain people with disabilities.

- Provide a knowledge base of supports to employers for the hiring and retention of people with disabilities. Design these supports so that they can be tailored to the context (size, sector) of the employer. Supports may include:
  - evidence-based financial incentives and best practice guidance for workplaces in their use in hiring people with disabilities,
  - guide for senior managers on incorporating inclusion/responsiveness into performance management and accountability for supervisors,
  - tools for supervisors/managers to help them identify, respond to and communicate about needs for accommodation/adjustments,
  - tools for co-workers to help them understand and support the needs and contributions of people with disabilities, and
  - tools for employers to elaborate and measure the business case for hiring and retaining people with disabilities.
- Create a centre of expertise on the built environment to foster inclusive design.
- Promote the understanding that disability is based on the social/attitudinal and built environments, not on the person.
- Communicate how everyone benefits from universal inclusive design. Being “able-bodied” is a temporary condition, since many of us may eventually have disabilities at some point in our lives. This means that everyone can participate if provided an “enabling” environment.
- Develop a set of case studies of exemplary employers in the private, government and non-profit sectors.
- Identify champions (based on the case studies) who can help develop and promote best practices and the win-win of inclusive workplaces (i.e., the business case).

### Comprehensive Supports

These suggested initiatives focus on supports for people with disabilities, the navigability and alignment of support programs, and education-to-work transitions. They aim to ensure people with disabilities are supported in their pursuit of employment while assured of adequate incomes

and benefits.

- Reform the array of federal and provincial programs so that the system is:
  - client-friendly (programs are designed to meet client needs; eligibility rules are easy to understand),
  - coherent (programs are complementary and allow for sustained support to meet individuals' needs),
  - easy to navigate (clients can find the help they need to identify the programs most suited to their needs and to move from one program to another as eligibility circumstances change), and
  - inclusive (avoids overly restrictive eligibility rules that impede participation in the workforce).
- Improve supports for young people with disabilities to enhance their ability to participate in the labour force. Supports may include:
  - public education and supports for children and youth with disabilities,
  - transition planning and employment preparation for young adults with disabilities, and
  - mentorship and internship programs in post-secondary educational institutions for students with disabilities to create capacity and opportunities.
- Unbundle income, benefits and employment supports to assist people with disabilities in qualifying for programs so that, when combined, they provide better quality of life and work supports. For example:
  - provide a portable “passport” of employment supports for people with disabilities, and
  - provide flexible supports that can be tailored to the employment context and adjusted over time to changing circumstances of the individual.
- Ensure that income support is sufficient to keep people out of poverty, keeping in mind that employment income will fluctuate over time. For example:
  - develop an income supplement strategy that protects benefits for people when they can and want to work, and
  - avoid high effective marginal tax rates on people who become employed.
- Provide tools for people with disabilities to communicate with their employer (while respecting the right not to disclose diagnosis) so that their needs can be met.
- Address the stigma associated with disability and the mindset of some program officials that they need to guard against being overly generous to avoid growth in caseload.

## Effective Partnerships

This strategy is designed to foster inclusive workplaces that enable people with disabilities to participate fully in the workforce. Achieving this goal necessarily requires partnerships among many organizations and communities. While some progress can be made by individual organizations acting on their own, to realize substantial gains requires that efforts be coordinated through partnerships. This will ensure that the complex array of supports to individuals and employers, and the efforts to promote culture change, are coherent, complementary and evidence-based.

Among the kinds of partnership activities needed are the following:

- Federal, provincial and municipal governments working together, in consultation with other all stakeholders, to reform the array of supports to individuals so that the system is client-friendly, coherent, easy to navigate, flexible and inclusive, and to develop tools for employers to help them hire and retain people with disabilities.
- Employer associations, leading employers and unions working together to promote a culture of inclusion in workplaces. Governments as employers acting to set an example.
- Educational institutions working with employers, community organizations and governments to identify and implement ways to better support the employability of people with disabilities over their life course.
- Researchers working collaboratively with representatives of all stakeholders to identify and address evidence gaps, to document case studies of success, to assist in the evaluation of new or changed programs, and to communicate, in plain-language, research findings that are relevant to the employment of people with disabilities.
- People with disabilities involved in all key activities proposed in this document, including these partnerships, to ensure that the development and implementation of these changes is informed by their lived experience.

## Measurement and Accountability

Strategies under this pillar address baseline measures, setting goals, identifying indicators of progress, developing data sets, and monitoring and reporting by objective third parties. Initiatives will help ensure progress can be measured and documented.

- Develop an outcomes framework and an outcomes-based tracking system. Include system-level indicators and both quantitative and qualitative indicators.
- Identify key indicators of progress towards the desired outcomes. Possible measures include:
  - percentage of people with disabilities of working age who are employed,
  - job satisfaction,
  - duration of work,
  - percentage of people with disabilities above the poverty line,
  - marginal effective tax rates,
  - perceptions of people with disabilities about adequacy of income and employment supports, and
  - measures of educational attainment and school-to-work transitions.
- Collect data in a way that facilitates research, including baseline data on the indicators.
- Identify and address data gaps.
- Create a repository/database of initiatives that have worked well under headings such as recruitment, accommodation, workplace design and technology.
- Create a guide for the evaluation of initiatives at the program level and the workplace level.
- Tell stories of success linked to the idea for case studies under the first pillar.

## Some Preliminary Ideas for an Implementation Process

### Challenges for Finalizing and Implementing a National Strategy

While the vision driving this strategy is simple, its implementation faces numerous challenges. First, making real change in the employment of people with disabilities will necessarily engage multiple players, in both the public and private sectors, who may need to change their approaches and relationships. Second, the strategy is multi-faceted, which will naturally create a complex implementation process. Third, federal/provincial jurisdictional issues bring further complexity. Fourth, while some of the proposed initiatives are relatively straightforward, others may require further review and elaboration. Finally, while the business case is very strong—including the huge financial impact of increasing workforce participation and productivity, thereby reducing the amounts spent on various income support programs—savings will be realized in the longer term and investments will have to be made in the meantime. These challenges must be kept in mind when considering the best approach to finalizing and implementing a pan-Canadian strategy for disability and work.

### Some Key Implementation Proposals

Previous experiences at the federal and provincial level, as well as within private enterprises, have contributed to the development of some key implementation proposals:

- The strategy should not be finalized until at least one further round of consultation has taken place. While input into the process to date from multiple stakeholders and levels of government has been significant, and while the December 2018 conference will seek further input on the strategy, all key stakeholders, especially those with lived experience, must have a full opportunity to provide their input before the strategy document is finalized. It is recognized that not all opinions and voices have been heard and that not all stakeholders have had the opportunity to collaborate due to intrinsic barriers of funding and travel.
- Implementation of the strategy by key stakeholders and various levels of government should proceed on a voluntary basis so that a formal federal/provincial agreement is not required before implementation can begin. It is proposed that the strategy be finalized following the next round of consultations, and then be given to all key players and made public. Waiting for a formal federal/provincial agreement before implementation begins should not be necessary. This is suggested because previous efforts to coordinate strategies around disability and work have run into the inevitable challenges of overlapping federal and provincial jurisdictions. Because of this experience, and because much of the necessary change does not involve governments or legislation, this strategy has been framed as a document to inform and guide the efforts of governments, employers and other stakeholders. The expectation is that there will be broad consensus on the values and goals underlying the strategy, and that many of the proposed initiatives are so compelling that key stakeholders, including governments, will implement them. This could involve legislation, but that will be up to individual governments to determine. As the value of the initiative is validated in

practice, the momentum to implement and sustain the strategy across the country will grow organically.

- New or expanded partnerships should be encouraged around specific initiatives in the strategy. This strategy is based on the belief that partnerships are vital to effective implementation. Therefore, a vital stage in effective implementation is the identification of the key partnerships that need to be established, or perhaps simply strengthened, to elaborate on the various initiatives and ensure that progress is made. This draft strategy document contains, under key initiatives, a brief, high-level outline of the partnerships needed.
- The current state of employment for people with disabilities should be benchmarked, with validated performance indicators that can be monitored and reported over time. Although the strategy will be voluntary, it will be vital to know whether progress is being made, where success is being achieved, and where more focus is needed.
- Implementation progress should be documented in annual reports that are presented at annual conferences of key stakeholder and government representatives. The strategy is meant as a serious effort to make change. Annual reporting would highlight successes and challenges. An annual conference would attract public attention and keep the strategy fresh and relevant. With this in mind, a conference in December 2019 is proposed to take stock of progress made to that date.

## Stakeholder Consultations in 2019

The implementation process includes stakeholder consultations. There are, of course, many options. But as with the strategy development process to date, it is vital to ensure that the process is fully inclusive of people with disabilities and recognizes the importance of intersectionality (for example, the significant challenges faced by indigenous or First Nations people who have a disability). The consultation process should include the following stakeholders:

- people with lived experience, including injured workers and job seekers,
- disability organizations,
- communities or groups where those with disabilities may face special challenges such as indigenous or First Nations, LGBTQ2S, racialized minorities, new immigrants, women,
- service providers,
- employers,
- labour,
- provincial and federal governments,
- other public-sector organizations that have a stake in the strategy (such as workers' compensation boards), and
- researchers and academics.

The consultation process could occur in various formats including face-to-face and online surveys. To be successful, the consultation process would extend well beyond the reach of the DWC Steering Committee's networks to include the networks of those attending the DWC Conference in 2018.

## Terminology and Acronyms

***Vision:*** What we want the world to look like in the coming years; typically framed as a high-level outcome

***Strategy:*** High-level overview of initiatives planned to achieve the vision

***Pillars:*** Key areas to be covered in the strategy

***Activities:*** Specific initiatives under each pillar of the strategy

***Coordination:*** The way different disability programs interact

***Navigability:*** The ease with which clients can identify the program(s) most suitable for them, and move within and between programs when their circumstances change

***DWC:*** Disability and work in Canada

***LMAPDs:*** Labour Market Agreements for Persons with Disabilities

***WDAs:*** Workforce Development Agreements

***LGBTQ2S:*** Lesbian, Gay, Bisexual, Transsexual, Transgendered, Intersexual, Queer, Questioning, and 2-Spirited

## Appendix: Summary of Provincial Strategies

Province/ Territory	Name of Strategy	Strategy Scope	Strategy Development Process	Strategy Document Structure	Key Findings & Recommendations	Details for Inclusion National Strategy
British Columbia (prepared in 2014 by the BC Provincial Government as a cross departmental/ministerial initiative)	Accessibility 2040: Making BC the most progressive province in Canada for people with disabilities by 2024	The plan is a 10-year plan with 12 building blocks: 1) inclusive government, 2) accessible service delivery, 3) accessible internet, 4) accessible built environment, 5) accessible transportation, 7) income support, 8) employment, 9) financial security, 10) inclusive communities, 11) emergency preparedness, and 12) consumer experience	Public consultations were undertaken for a 3-month period from Dec 2013 to March 2014	Overview of 12 building blocks including success measures and what can be committed to/done now	Goals, measures, and commitments are outlined for each of the 12 building blocks. There is a plan to prepare an annual report and an Accessibility 2024 website	Building blocks, goals and success measures, outlining current realistic commitment and a yearly progress report
Alberta (one-page plan created in 2018 by the Premier's Council on the Status of Persons with Disabilities)	Premier's Council on the Status of Persons with Disabilities: 2018-2020 Strategic Plan	Six focus areas: 1) housing, 2) employment, 3) income security, 4) support services, 5) indigenous communities and rural/remote communities, and 6) communications and community engagement	Strategic planning process involving surveying 182 parties, leading to the 2018-2020 Strategic Plan	1-page flow chart schema	Annual reports have been prepared by the Premier's Council on the Status of Persons with Disabilities since 1981; no recommendations (still in initial stages)	Flowchart or diagram

Province/Territory	Name of Strategy	Strategy Scope	Strategy Development Process	Strategy Document Structure	Key Findings & Recommendations	Details for Inclusion in National Strat
Saskatchewan (created by a 15-member Citizen Consultation Team in June 2015)	People before systems: Transforming the experience of disability in Saskatchewan	Broad strategy including new term "People experiencing disability" using an impact-based approach to program eligibility	15-member Citizen Consultation Team (CCT) including public meetings, focus groups, social media feedback, online surveys, and written submissions	Four drivers of transformation, 12 strategy recommendations are organized into six broad priority outcome areas; Vision, Values and Principles are included in the appendix.	Includes statistics on employment, income, and education as well as personal profiles	Four drivers of transformation examination of broader picture work disability policy
Manitoba (created in 2001 by the Government of Manitoba)	Full Citizenship: A Manitoba Provincial Strategy on Disability	Four Basic Building Blocks of Citizenship: 1)Income supports 2)Access to government 3)Disability supports 4) Employment; each containing an Action Plan	Disability community consulted	1)Income Supports 2) Access to government 3) Disability Supports 4) Employment -Special section on Action Plan for Aboriginals with disabilities (emphasis on cultural sensitivities) - Accountability measures	-31.3% of Aboriginal people are people with disabilities -Half of those with disabilities not in the workforce cite barriers and disincentives as the reason -Recommendations include: improving access to government buildings, services, publications, public meetings and hearings, government employment and policy making; redefine disability; remove disincentives to employment in income programs, separate access to disability supports from eligibility for financial assistance; ensure financial assistance is quickly available	Include section aboriginal people with disabilities section on accountability



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Province/ Territory	Name of Strategy	Strategy Scope	Strategy Development Process	Strategy Document Structure	Key Findings & Recommendations	Details for Inclusion in National Strat
<p>Ontario (prepared on June 20, 2017 by Minister Tracy MacCharles, Minister Responsible for Accessibility)</p>	<p>Access Talent: Ontario's Employment Strategy for People with Disabilities</p>	<p>High unemployment rate for people with disabilities, even though most people with disabilities want to work and are capable of working. Views Ontario as a leader and builds upon previously constructed strategies through four pillars. Concludes with a general call to action for employers with more than 20 employees to hire one person with a disability (creating 56,000 new jobs)</p>	<p>Built on multiple initiatives: Partnership Council on Employment Opportunities for People with Disabilities, the Highly Skilled Workforce Strategy, and the Mental Health and Addictions Strategy', public consultations</p>	<p>Includes vision, guiding principles, and four pillars: 1) Start early, 2) Engage, 3) Integrate, 4) Trail blaze.</p>	<p>Each pillar contains 5-6 general action items focused on youth with disabilities (pillar #1) designed to promote dialogue and raise awareness overall. -Unemployment rate for people with disabilities is about 16% -86% of people with disabilities rate average or better on attendance, 98% average or better in work safety -Job turnover among people with disabilities is 20% of the rate of other employees. - 60,000 people with disabilities aged 18 to 29 receive assistance through the Ontario Disability Support Program</p>	<p>Provincial pillar should be included in National Strategy to avoid confusion and redundancy</p>

Province/ Territory	Name of Strategy	Strategy Scope	Strategy Development Process	Strategy Document Structure	Key Findings & Recommendations	Details for Inclusion in National Strategy
Quebec (prepared in 2008 by the Government of Quebec)	For Equal Employment Opportunities: National Strategy for Labour Market Integration and Maintenance of Handicapped Persons	Desire to actively promote greater labour market participation by people with handicaps, both from government and labour market stakeholders. Guiding Principles: - Integrating people into the labour market an investment in human capital and a source of savings for Quebec - Choice of an inclusive approach - Deployment of gender-specific approaches - Flexible development and deployment of efforts - single solution is not adequate - Participation of handicapped people or their representatives in developing and deploying projects - Personal responsibility of people with handicaps with respect to entering and remaining in the labour market	Government consulted representative s of associations, employers, trade unions, and 12 government departments and agencies across 6 regions coordinated by the Ministry of Work and Social Solidarity, and invited the Commission of Partners of the Labour Market to identify a unifying objective	Key points: Mobilizing Stakeholders Around a Shared Objective, A Government in Action including equal employment opportunities in the public service), Heightening the Awareness of Citizens and Labour Market Players, Recognizing and Developing the Potential of Handicapped Persons (starting in childcare), and Neutralizing Barriers to Job Entry and Job Retention	-No specific figures identified -Key recommendations: Simultaneous efforts in: - Raising awareness of population and labour market stakeholders - Recognizing and developing potential of handicapped persons - Neutralizing barriers to job entry and job retention	-Very comprehensive each specific action they pursue, a s organization group is ide as responsibility ensuring th action is ca out.
<b>Province/ Territory</b>	<b>Name of Strategy</b>	<b>Strategy Scope</b>	<b>Strategy Development Process</b>	<b>Strategy Document Structure</b>	<b>Key Findings &amp; Recommendations</b>	<b>Details for Inclusion in National Strategy</b>
New Brunswick (prepared May 29, 2018 by the Government of New Brunswick's Premier's Council on Disabilities)	New Brunswick's Employment Action Plan for Persons with a Disability 2012–2018 Progress Report May 29, 2018 Premier's Council on Disabilities	Employment Action Plans (EAP) for Persons with a Disability were developed in 2012 following extensive consultation with the NB disability sector. In 2018, the Premier's Council on Disabilities initiated a new consultation process to review accomplishments and	The Department of Postsecondary Education, Training and Labour and the Premier's Council on Disabilities consulted with the	The EAP was created with 38 recommendations and 65 specific action items designed to respond to issues identified by key stakeholders. The stakeholders	The outcome indicator chosen was the rate of employment of people with disabilities in the labour force in New Brunswick (78% in 2014) as compared to people in the labour force without disabilities (90% in 2014). This "employment gap" in	Consultative coordinatio with one organization leading the initiative



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		refresh. The intent is to have a cohesive, specific target approach thereby creating real opportunities for PWD	disability sector in 2010 to identify specific employment-related goals and targets. They created an Action Plan monitored by stakeholders designed to have a cohesive approach (with provincially-financed initiatives)	(led by the Premier's Council on Disabilities) met periodically to evaluate the progress reports and provide alternate measures/recommendations	2014 was 12 percentage points, reduced further to 9 points between 2014-2017. The EAP concluded on March 31, 2018 and the Premier's Council on Disabilities have initiated another consultation with stakeholders to revamp and create a second Disability Action Plan with, the goal of reducing the rate of employment between PWD and people without disabilities	
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Province/Territory	Name of Strategy	Strategy Scope	Strategy Development Process	Strategy Document Structure	Key Findings & Recommendations	Details for Inclusion in National Strategy
Prince Edward Island (prepared by the Government of PEI, Public Service Commission)	Workforce Diversity Policy Province of Prince Edward Island	The Workforce Diversity Policy includes but is not limited to four groups (Aboriginal peoples, people with disabilities, members of visible minority groups and women in leadership and women/men in non-traditional occupations) and is intended to create a workplace that represents the diversity of the population it serves, that integrates diversity into all management practices and provides guidance for the development and implementation of relevant plans, programs and initiatives	No information provided online	-Build a diverse and skilled workforce, increase opportunities within the public service, build an inclusive workplace culture, raise staff awareness of their rights and responsibilities, implement a framework that includes fairness, equity and diversity, eliminate workplace barriers	N/A	N/A
Nova Scotia (new strategy prepared in Autumn 2018 by the Nova Scotia government, former strategy prepared in 2013)	Nova Scotia's Accessible Act (formerly Raising the Bar: A strategy to build diversity and inclusion in the public service 2014-2018)	The principles of the act align with the Canadian Charter of Rights and Freedoms, the Nova Scotia Human Rights Act, the United Nations Convention on the Rights of Persons with Disabilities -Established the Accessibility Directorate and Accessibility Advisory Board	Consultation process with multiple disability communities	The government will develop accessibility standards in the following six areas: Built Environment, Education, Employment, Goods and Services, Information and Communication, Transportation	- Almost 1 in 5 (19%) Nova Scotians age 15 years and older identify as having a disability (largest percentage of any Canadian province) -29.9% of questionnaire respondents said standards should be developed for the built environment first, followed by education (19.9%) and employment (19.1%)	Detailed Measures of Accessibility (Inclusive and Equitable, Barriers Free, Safe and Respectful, Educated and Aware, Proactive)

Province/Territory	Name of Strategy	Strategy Scope	Strategy Development Process	Strategy Document Structure	Key Findings & Recommendations	Details for Inclusion in National Strategy
Nova Scotia (prepared in 2013 by the Government of Nova Scotia)	Raising the Bar: A strategy to build diversity and inclusion in the public service (2014-2018)	Mission: Work collaboratively to attract, develop, and retain skilled people that are representative of all our communities Values: We value respect, integrity, diversity, accountability, and the public good.	Public Service Commission collaborated with the Human Resource Policy and Programs Working Group, the Diversity and Social Equity Steering Committee, the Diversity Round Table, employee networks, and the Public Service Renewal Team	Strategic Goals: 1. We demonstrate, and are accountable for, our ongoing commitment to diversity and inclusion. 2. We equitably represent the public we serve at all levels of the workforce. 3. We ensure an inclusive and respectful workplace, free of harassment and discrimination. 4. We are a culturally competent workforce that values diversity and inclusion.	N/A	N/A
Nova Scotia (prepared in 2011 by the Government of Nova Scotia)	Nova Scotia's Workforce Strategy	-Action items under three priority areas: increasing the amount of workplace learning and skills development; helping Nova Scotians to prepare for and connect with good jobs; and growing the workforce	N/A	Each of the 3 items contains priority action items	- Nova Scotia has one of the lowest levels of labour market participation in Canada.	N/A

Province/Territory	Name of Strategy	Strategy Scope	Strategy Development Process	Strategy Document Structure	Key Findings & Recommendations	Details for Inclusion in National Strategy
Newfoundland and Labrador (strategy released in 2012 by Newfoundland and Labrador's Department of Children, Seniors, Social Development)	Access. Inclusion. Equality. A Provincial Strategy for the Inclusion of Persons with Disabilities in Newfoundland and Labrador.	-will remove and prevent barriers. -provides a framework to guide Provincial Government planning -endorses guiding principles and identifies five strategic directions for moving forward -based on a social model of disability, aligned with the Newfoundland and Labrador Human Rights Act, the Canadian Charter of Rights and Freedoms and the United Nations Convention on the Rights of Persons with Disabilities	Consultations held in 2010 with over 600 individuals and organization focused on solutions needed to address barriers	Contains Vision, Guiding Principles, and 5 Strategic Directions: 1. Creating a Positive Image of Disability 2. Moving Forward Together: Nothing About Us Without Us 3. Accessibility for All in the Built Environment 4. Strengthening Disability Related Supports 5. Delivering Services with Dignity, Fairness and Respect	N/A	N/A
Yukon (strategy effective on February 24, 2012, revised in January 2016 and January 2017 by the Government of Yukon)	Disability Management and Accommodation Framework	-Includes disability management but also has information about accommodations for injured/ill workers, worker's compensation and insurance details -Includes 5 Guiding Principles: Respect for dignity, Individualized accommodation, Integration and full participation, Confidentiality and protection of privacy, Good faith	Based on the Yukon Human Rights Act and the Yukon Workers' Compensation Act, disability community unlikely to have been involved	Contains a Vision Statement, outlines the Fundamentals of Disability Management and Accommodation, simple and complex case management, training and support, roles and responsibilities	- Those absent from work due to illness, injury or disability have a 50% chance of returning to work after 6-month absence, 20% after one-year absence, 10% after two years away from work - Recommendations include ongoing communication, continued support, healthy workplace culture, proactivity, early identification of key services	-Roles and responsibilities of many different people and groups involved

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Nunavut (prepared in April 2015 by the Government of Nunavut)	Continuing Care in Nunavut - 2015 to 2035	Broad strategy on caring for those who are ill or disabled. Focuses on providing residential care (short and long term), caregiver supports and assessments.	In 2014, the Department of Health initiated a needs assessment of residential long-term care.	Outlines levels of care, continuing care programs, care assessment, different care options	Type of care sought, and costs associated with levels of care are included, as is a focus on rates of dementia -Recommendations include consolidate the continuing care system, support aging in place, increase capacity of residential long-term care	Key recommendations could apply centred around the elderly
North West Territories (prepared February 20, 2018 by the Government of North West Territories)	NWT Disability Strategic Framework – 2017 to 2027	Broad strategy on disability but defines disability in depth and explains the complexity of disability, including the political, social, economic and other contextual factors that play a role. The framework provides a holistic approach to disability and how to consider the multiple factors when attempting to be inclusive, accessible and equitable.	The framework resulted from findings of NWT Disability Program Review and Renewal Project and was undertaken in collaboration with the Disability Reference Panel.	-Vision, Values, Principles and Goals, and Action Plan with five Objectives: Education, Awareness and Training, Transition Planning and Options, Universal Design and Living Options, Caregiver Supports	- Key demographic statistics from 2012 (rates of disability across the territory) are included as well as 2016-2015 projections -Recommendations include: Recognize the significant and expansive impacts of disability on people, use a collaborative approach, evidence and best practices from multiple organizations, establish a common language, consider a bio-psycho-social model of disability, consider disability supports and removing environmental barriers	Extensive consultation process