



An international comparison of methods of financing employment for disadvantaged people

*Study undertaken by EASPD for the Department of
Work and Social Economy of the Flemish
Authorities*

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The European Association of Service Providers for Persons with Disabilities represents today more than 8000 service provider organisations in 27 countries and across disability. The main objective of EASPD is to promote equal opportunities for persons with disabilities through effective, well functioning, and high quality service systems. EASPD believes in interdependence and in the need for a partnership between people with disabilities, their families, service providers, as well as the authorities on all levels.

PREFACE

Today, the set of instruments guiding persons with disabilities to the labour market is under scrutiny in all of Europe. The questions that arise are crystal clear. It concerns questions regarding the long-term affordability, the effectiveness, the trough-flow to the open labour circuit, the coherence of the different instruments, the definition of the target group and actual activation. The answers to these questions, however, are complex and do not allow a pure technocratic decision process. Social-political decisions will have to be made.

Internationally, the scene is hereby set. Employment in the open labour market is preferable to all sorts of sheltered or supported employment. At the same time however, we conclude that those countries that have invested a great deal in the flow to – or inclusion in – the open labour market can show little convincing figures. The system of a sheltered work environment, with all its limitations characteristic of very specific measures, seems to be proving its usefulness.

This is why mechanisms that manage the negative sides of sheltered work environments are preferred to a radical reform of sheltered workplaces as a whole. Throughout Europe, direct payments are introduced and instruments for intense and structural support of the open labour market are implemented as well. Throughout Europe, career perspectives are developed as an alternative for that one unique, supported job. Future systems will make it easier to change jobs, activate, and make sure that employment really pays off.

Recent research shows that an employment policy deals with – or has to take into account – several communicating vessels. The more government pressure on unemployment benefits, the more people become *a charge* of the government again through handicap related benefits... and vice versa. This proves the need to formulate realistic expectations with regards to renewing and harmonizing instructions or instruments for steering the labour market. It is a given fact that there is a group of people that are remote from the labour market, and that in a number of situations the labour market is fairly remote from certain target groups.

We would like to conclude with the following thought... When people are asked to describe themselves, each time, they cite three aspects of their lives: where, with whom, and of what we live characterizes us, and makes us an individual. Holding a job therefore forms a key dimension of our existence. Consequently, employment of persons with disabilities goes far beyond economic and budgetary goals. It concerns the concrete implementation of human rights as such. With this study, EASPD hopes to contribute to this goal.

Brussels, 25 May 2007

Luk Zelderloo (Secretary General)

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METHODOLOGY

In this report, the different ways of financing employment for disadvantaged people are investigated and compared in the Netherlands, France, the United Kingdom, Sweden, Austria, and Ireland. To this purpose, national experts in the above mentioned countries have been identified and approached. Using two questionnaires, the experts were questioned on the matter.

The questionnaires form – together with a general literary investigation to guarantee the objectiveness – the basis for this report.

Basic definitions

- Supported employment: *Supported employment aims to guide persons with disabilities to and in a remunerated job in the regular economic circuit. A wide range of instruments for reaching this goal is available, such as support by job coaches, wage compensation, helping to find a job,...*
- Sheltered employment: *A sheltered work environment is a workplace that is created especially for disadvantaged persons that temporarily or definitely cannot be employed in the regular job market.*

NOTE: In the United Kingdom the term supported employment is used for both supported and sheltered employment. In this study, however, we will follow the definitions above.

EMPLOYMENT OF DISADVANTAGED PERSONS IN AN INTERNATIONAL PERSPECTIVE

During the past decade, the attention given on a European level to a more accessible labour market for marginalized groups and those who are excluded from our society has visibly increased. It is therefore essential that new legislation is compared with the European rules regarding government support. At the same time, the rules have to be in line with the general European trends in this domain. Below, we give an overview of some of the most important instruments and developments.

State Aid Regulation on Employment Aid

In December 2002, the European Commission ratified Regulation No 2204/2002 on the application of article 87 and 88 of the EC treaty on state aid for employment.¹ This Regulation applies to state aid for the development of new employment, recruiting persons with disabilities, and financial aid to cover the additional costs for the employment of persons with disabilities. Contrary to previous legal initiatives, this concerns a Regulation, the strongest legislative instrument of the European Union. Consequently, all member states need to obey the imposed rules. In view of the problems many member states are having with the present Regulation, the European Commission is currently working on a new text that will be ratified in the summer of 2008.² With respect to the future Regulation, EASPD will be responsible for an informal and formal testing of the Flemish policy resolutions (Belgium).

UN Convention on the Rights of Persons with a Disability

In December 2006, an agreement was reached in New York on the UN Convention on the rights of persons with disabilities.³ It is generally accepted that the UN convention will determine policy on persons with disabilities in the entire world. Article 27 in the new Convention deals with work and labour. We briefly summarize the most essential points:

- Actively combat discrimination on the grounds of a handicap in all employment related policies;
- Actively protect the rights of persons with disabilities (work conditions, pay,...);
- Protection of persons with disabilities as employees (trade unions,...);
- Guarantee access to professional training ;
- Promoting employment opportunities for persons with disabilities (helping to find a job,...);

¹ The present Regulation 2204/2002 is available online on http://eur-lex.europa.eu/LexUriServ/site/nl/oi/2002/l_337/l_33720021213nl00030014.pdf

² A draft version of the future Regulation is available online on http://ec.europa.eu/comm/competition/state_aid/reform/draft_gen_block_exempt_reg_nl.pdf

³ The English version of the UN Convention is available on <http://www.un.org/esa/socdev/enable/documents/tccconve.pdf>

- Promoting entrepreneurship of persons with disabilities;
- Promoting employment in the public sector;
- Promoting employment in the regular job market by active policy;
- Ensuring *reasonable accomodation* for persons with disabilities;
- Promoting re-integration in the labour market.

Council of Europe Action Plan to promote the rights and full participation of people with disabilities in society: improving the quality of life of people with disabilities in Europe 2006-2015

In September 2006, the *Council of Europe Action Plan on Disability* was officially presented in Saint Petersburg (Russia).⁴ Action Line 5 of the Action plan of the Council of Europe deals with employment and professional training of persons with disabilities. In short, we can say that the principal ideas of the Action plan are the following:

- Promoting employment of persons with disabilities *in the regular labour market* by a combination of anti-discrimination legislation and active measures to guarantee equal opportunities
- Fighting against discrimination and promoting participation.

In April 2007, a *monitoring committee* was founded by the Council of Europe to verify the implementation of the action plan in the different member states. EASPD is a full member of this monitoring committee.

European Employment Strategy (EES)

In 1997, the so-called *European Employment Strategy* was launched in Luxemburg. The strategy was based on 4 pillars: availability in the job market, entrepreneurship, adaptability, and equality of opportunities. As a result, the European Council of Ministers of Employment and Social Affaires each year lay down a number of directives that each member state has to implement in its yearly National Action Plan (NAP).

In these NAPs, special attention is paid to the situation of persons with disabilities, ethnic minorities, and other disadvantaged groups. One of the goals is to develop a preventive policy to promote the integration of the target group in the job market. Different indicators that determine the impact of the strategies on the lives of persons with disabilities have been included. In addition, persons with disabilities are also included in other target groups such as young people and long-term unemployed people.

Each year since 2001, the European Commission publishes the so-called *Employment Guidelines*. This document also includes recommendations on employment of disadvantaged groups. The European Council ratifies these guidelines.

⁴ The English text of the Council of Europe Action Plan on Disability is available online on [http://www.coe.int/t/e/social_cohesion/soc-sp/Rec\(2006\)5%20Disability%20Action%20Plan.doc](http://www.coe.int/t/e/social_cohesion/soc-sp/Rec(2006)5%20Disability%20Action%20Plan.doc)

Anti-discrimination Directive

In 2000, the member states took action to combat discrimination of persons with disabilities on the job market, in the work place, or during professional training. All this is integrated in the EU anti-discrimination directive. This directive also includes the principle of “*reasonable accomodation*”. The directive is based on similar legislation in the United Kingdom, Ireland and Sweden: three countries that also form a part of this study.

NAP Incl

A disability is one of the factors that can cause social exclusion and poverty. One of the main reasons is that persons with disabilities are still underestimated as employees, consumers, and active participants in our society. In December 2000, the European Council has decided to promote social inclusion through the NAPincl: the National Action plans on social inclusion. Every two years the member states need to send in their NAPincl, and based on these documents the European Commission and the Council formulate a report of the results.

European Social Fund (ESF)

The European Commission has a strong impact on the development of an inclusive labour market for persons with disabilities through the contributions of the European Social Fund to the member states. The available resources are used for a whole range of activities such as wage subsidies, temporary sheltered employment, entrepreneurship (for persons with disabilities),...

The ESF is part of the European structural funds. The priorities of the new funds 2007-2013 are:

- “Adaptability” of employees, entrepreneurs and businesses
- Striving for an accessible and inclusive job market
- Social inclusion of disadvantaged groups
- Partnership and stakeholder approach
- Investment in human capital
- *Capacity building*

Employment Community Initiative (EQUAL)

The European Social Fund provided 2,847 million euro for the period 2000-2006 for the EQUAL initiative. Through EQUAL, the EU wanted to contribute, in cooperation with the Flemish government, the federal government, or the government of Brussels, to equal opportunities both for job-seekers and employees in the job market. The EQUAL initiative was terminated in 2006 and is being mainstreamed within the new ESF regulation. As a result, more funds will be available within the ESF for initiatives to improve the position of persons with disabilities in the job market.

Consultation on action at EU level to promote the active inclusion of the people furthest from the labour market

In 2006, the European Commission published above-mentioned Communication. All member states have at their disposal an adapted legislation to include disadvantaged groups in the job market. In spite of this, many people remain unemployed and are therefore threatened by social exclusion and poverty. In this statement, Europe investigates in which ways a more inclusive policy can be developed.

Flexicurity and the modernization of labour law

At the end of 2006, the European Commission launched the Green Paper “Modernization labour law to meet the challenges of the 21st century”⁵. This consultation is an important element of the European Social Agenda 2005-2010 and fits into the larger mental process of the European Commission on *flexicurity*.

Conclusion

In conclusion we can state that there exists an extensive international legislative framework that: on the one hand confirms the right to employment for all and that aims at inclusion of disadvantaged people in the (regular) job market; and on the other hand, strives to prevent inappropriate subsidising – read subsidising that interferes with competition – and aims for more flexibility of employees.

⁵ The Green Paper is available online on:
http://ec.europa.eu/employment_social/labour_law/docs/2006/green_paper_nl.pdf

RESEARCH ON POLICY AND FINANCING IN 6 COUNTRIES

In this chapter we will go into more depth on the employment services in France, Ireland, the Netherlands, Austria, the United Kingdom and Sweden. For each country we will briefly sketch the historic framework, followed by a more in-depth treatment of the different instruments and facilities and the description of the target group. Finally, we will deal with the different methods of financing of these instruments. We will continuously distinguish between sheltered employment and supported employment.

The different items have been treated with varying depth. This mostly depends on the available information per country. It so happens that to date, there are no comparative studies on the different financing systems for the employment of the people far away from the labour market.⁶ Furthermore, policies in the different countries are very complex and organized another way. In a EU-context, several studies on the employment policy for persons with disabilities have, however, been carried out, and concrete policy measures, of which sheltered and supported employment form a part, have been elaborated. Nonetheless, these studies do not give us a global overview. International comparative research is also being hampered by the fact that the definitions of the target group and the policy in the different countries differ. Additionally, there are large classification differences and the distinction with regular employment becomes increasingly vague.⁷

Below we will try to outline an overview of the situation in the different countries and analyse the results.

⁶ EASPD pleads to no longer use the expression "people far away from the labour market". In many cases it is the labour market that is far away from this target group and not the other way around.

⁷ Samoy E. en Waterplas L. *Sheltered employment in five member states of the Council of Europe: Austria, Finland, Norway, Sweden and Switzerland*. (1997)

1) THE NETHERLANDS

a) Historic framework

In the Netherlands, the first initiatives to assist persons with disabilities and employ them in sheltered environments were created after the Second World War. It regarded, however, mainly private initiatives. Only in 1969, a first law on social employment (Wet Sociale Werkvoorziening or Wsw) that aimed to create a general framework for sheltered employment was voted upon. Due to the system of *open end financing*, this system was very successful, and many persons with disabilities were employed in a so-called social workplace. Since the system could no longer be supported budgetary-wise, the law was revised in 1989. The open end financing was terminated, and, from that moment on, the social workplace facilities received a fixed budget for a certain number of persons with disabilities. In 1998, a new law on social employment (Nsw) was voted upon. Due to the long and growing waiting lists, this new law sharpened the acceptance criteria, and introduced the concept of supported employment. The results of supported employment however, were disappointing, and did not at all match the expectations. While the ministry initially had set as goal that 25% of all new applicants would be employed in a regular company, in 2004 this was only the case for 10%. At that time, only 1% of the Wsw-population was employed by the supported employment system and 9% was active in a regular company within the framework of secondment by the SW-company.⁸ As a result, in 2005, the law was modernized. The indication for the Wsw, that used to be a competence of the communes – in cooperation with their social employment (SW)-companies – is now centralized with the Centre for Work and Income (CWI). This modernization will lead to a new law in the course of 2008.

b) Instruments and facilities

In the Wsw, the employment of persons with disabilities consisted mainly of care for the disabled. However, the emphasis is now increasingly on the development of the employment capacity, and the trough-flow to a workplace that is as regular as possible.

⁸ *Supported Employment – Final report within the scope of the research program VIONA 2005*. High Institution for Employment.

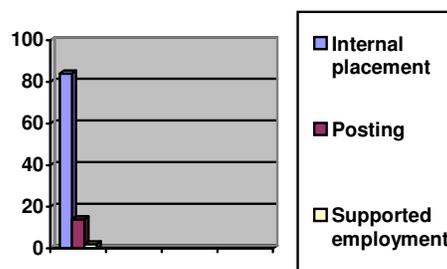
The Wsw recognizes three forms of permanent subsidized employment:

- Sheltered employment: persons with disabilities are employed in, and paid by a SW-company. In 2005 around 100,000 people⁹ were employed in or by a sheltered workplace.
- Supported employment: persons with disabilities are employed by a regular employer from whom they receive their wage. Both the employer and the employee are supported by the SW-company, and the employer receives a wage subsidy to compensate the lower productive capacity of the disadvantaged employee. Supported employment is possible full-time or part-time, with a contract of limited or unlimited duration. The search for a job is organized by support organisations, the SW-company, employment agencies or re-integration companies.
- Secondment: persons with disabilities can be placed, alone or in group (at least three employees), with a regular employer. These employees remain in service of the SW-company, their wage is paid by the SW-company, but the employees work on location with the regular employer. Often, – to make sure that the person can adapt to the regular job – the secondment is first on trial.

Furthermore, there is also the initiative: “*continuing to work with a disability*”. Someone who “becomes disabled” or chronically ill can appeal to the employer to continue to work in an adapted job, or to be placed elsewhere. The costs of the re-integration are for the account of the employer. In case the costs are high, the employer can apply for subsidies.

For the sake of completeness, it is important to mention the so-called “*starter’s credit*”. The starter’s credit enables persons with disabilities to receive financial aid when starting up their business.

The figures of the Wsw statistic of 2001 show us an interesting picture: 86% of the total budget went to sheltered workplaces, 13% to secondment, and only 1% to supported employment. In 2006, only 3% was still employed through supported employment. The graph gives an overview of the type of placements within the Wsw in 2004. The correspondence with the budgetary figures from 2001 are obvious. 84% is employed in a SW-company, 14% by secondment, 2% by supported employment.



⁹ About 1,3% of the professional population.

c) Implementation and target group

Communes are responsible for the implementation of the Wsw, and they can implement their policy independently or in cooperation with other communes in a so-called *local sheltered employment office*. Most communes choose for the latter. Bigger communes usually have their own SW-company. These SW-companies ensure the practical implementation of the policy by providing (adapted) workplaces for the target group of the Wsw. In the Netherlands, about 100 SW-companies are active, almost all of them are financed with public funds, regardless of their legal statute.¹⁰

Each person with the indication “Wsw” can be employed in a SW-company, or is placed on a waiting list. The past few years, the option to place persons with social disabilities in a social workplace through the Wsw has become impossible. For this target group, the law Work and Income according to Capacity for

The law WIA replaces the Law on disability insurance and also abolishes the law REA. However, most regulations of the law REA continue to exist. This law REA became effective on 1 July 1998, and aimed to improve the employment rate of persons with disabilities. This term is used for all job-seekers who are not able to resume work or find a new job due to illness or disability. The Law REA assigned responsibilities to respectively employers, the Executive Institute for employee's insurance (UWV) and the communes. The UWV is responsible for the implementation of the set of instruments determined by the Law REA. Communes can use the set of instruments for the benefit of the common target group. REA applies a quota of 3 to 7%, depending on the sector. However, stimulation is preferred over exacting.

Work (WIA) is effective since 29 December 2005 (see box).

In 1998, the renewed Wsw became operational, and the indication was more defined. The target group was limited to persons who, as a result of a physical, mental or psychological handicap, are able to work only under adapted circumstances. They should in any case be able to work regularly, without disrupting the work environment. The indication also includes if someone has a minor, intermediate or major disability. On the whole, we can state that the vast majority (88%) receives the indication ‘intermediate’, 3% the indication ‘minor’ and 9% the indication ‘major’. After the first two years, the person must be re-evaluated, and afterwards, the re-evaluation is repeated every 2 to 5 years, depending on the personal situation.

For the time being, the indication ‘supported employment’ refers to a right of the employee. In the course of 2008, supported employment will probably be made obligatory for everyone who is offered a suitable job.

¹⁰ TNO Arbeid. *Werkgelegenheidsvoorzieningen voor de Wsw-doelgroep*.

d) Financing

The disability code (see above) determines the amount of the government contribution that is paid to everyone who falls under the Wsw and is employed by or through an Sw-company. This contribution is assigned per standard unit: someone with a code 'minor' to 'intermediate' has 1 standard unit, someone with the code 'major' has 1.25 standard units. In 2006, the government contribution per standard unit was 24,700 €. This means though that the budget is not balanced, and that is why the communes have to make a contribution. In 2005, this contribution amounted to 1200 € per standard unit. Furthermore, the Netherlands regularly make use of European subsidies for training and education. The SW-companies can use these government contributions completely at their own discretion.

With supported employment, the employee receives the usual wage of the regular employer. This employer is entitled to a wage subsidy because of the lower work capacity. The amount of this subsidy is determined in negotiation with the SW-company. When, for example, someone's capacity for work is 40% lower than that of an average employee, the SW-company pays 40% of the wage to the employer. Therefore the SW-company makes use of the government contribution. The budget the SW-company has left per standard unit can be used to find jobs, for possible adaptations to the work place, for support and administration of the person in question, or other persons employed in or by the SW-company. Within the scope of supported employment, employees are guaranteed the possibility to return to the sheltered work environment if it becomes clear that the regular job, even with the support of a job coach, is not feasible.

In general, we can state that when, during the employment period, an employee becomes disabled for less than 35%, he must remain in service with the employer. An employee that is disabled for more than 35%, and makes about 50% of what he would be paid under 'normal' circumstances, receives an addition to his salary. When employing a person with a disability, the employer receives a one-time maximum discount of 2,042 €. In case the current position in the company can be maintained, a premium of 2,042 € per year can be obtained for a maximum of three years. This discount can be increased by 1,360 € per year in case of a young disabled person. In case the costs of the re-integration are higher than the discount, the additional costs can be compensated with a subsidy.

Employees also qualify for subsidies for adaptations to the workplace. These subsidies fall under the Law Work and Income according to Capacity for Work (WIA). Employers and employees pay a premium for this law. Employers can carry the financial risks themselves, classify them under the UWV (Executive Institute for Employee's Insurances) or take out an insurance policy with a private insurance company.

As stated before, people with concrete plans to start their own business can make use of the starter's credit. The UWV asks for a business plan from the person concerned to verify if the chances of success are real. In case the banks refuse to grant the person a loan, the UWV can lend up to a maximum of 31,113 €. This amount must be repaid in separate instalments.

e) **Fact sheet**

Below we find an overview of the Dutch Wsw-population:

	Number	Category in %			Waiting list
		<i>Minor</i>	<i>Intermediate</i>	<i>Major</i>	
2002	94,960	3	90	7	5,840
2003	96,403	3	88	9	8,490
2004	98,306	3	87	7	12,926

2) AUSTRIA

a) Historic framework

In 1977, the former Austrian Ministry of Social Affairs launched a new vision on the re-integration of persons with disabilities. The policy mainly concerned revalidation, support, and the principle of sheltered employment in the social employment service. Since then, the policy about persons with disabilities has changed a great deal.

In 1992, the Austrian federal government implemented a new integrated vision on the re-integration of persons with disabilities. This vision was based on a broad definition of the policy on the disabled, taking into account all aspects of life. The federal government favoured the integration of persons with disabilities in the regular labour market over sheltered employment in social workplaces. The accession of Austria to the European Union in 1995 resulted in a further policy change. Extra financial resources were now available, which made it possible to develop and implement renewed instruments. In May 2001, the Ministry of Social Security published a new strategy paper (*Bundesweites Arbeitsmarktpolitische Behindertenprogramm*), in which the goals and strategies of the policy and the instruments for the re-integration of persons with disabilities were included. The regional *Bundessozialämter* were given the task to draw up regional labour market programs for persons with disabilities (*the Regionale Arbeitsmarktpolitische Programme*), based on the *Behindertenprogramm* and taking into account the specific properties of the regional labour market.

The *Behindertenprogramm* was based on the *European Programme Planning Document* (EPPD 2000-2006) on the (re-)integration of persons with disabilities in the labour market. As part of the EQUAL program, the EU supported innovative labour market programs in Austria. The fast increase in the number of unemployed persons with disabilities prompted the federal government to take quick action. Shortly after the publication of the *Behindertenprogramm*, the federal government started an employment offensive (the so-called *billion schilling for the disabled*). The federal government put aside 12.67 million euro for this project. This amount would also be set aside for 2002 and 2003. The goal of the employment offensive was to promote the integration and re-integration in the regular labour market and to protect the endangered jobs of persons with disabilities.

b) Instruments and facilities¹¹

In Austria, a clear distinction is made between the regular and the subsidized labour market. The subsidized labour market concerns the employment facilities for persons with disabilities that are partly funded by government subsidies.

In Austria, a whole range of instruments and facilities have been created for the subsidized labour market that focus on qualification, employment and supported employment:

- The *employment facilities* aim to promote the employment of persons with disabilities. In the first place, persons with disabilities can be employed in a sheltered workplace. Furthermore, there is a whole variety of complementary instruments and facilities at hand, such as education by co-workers, wage subsidies, grants to start up one's own business, special jobs for persons with disabilities, subsidies for adaptations to the work environment, and grants for transport to work. An important employment facility is the so-called transitional employment. In this arrangement, social workplaces and other non-profit organisations temporarily offer persons with disabilities a subsidized job, with as goal to guide them towards a regular job. In the so-called *Integrative Betriebe*, employees have a real employment contract, but in the *geschützte Werkstätten der Länder*, they have not. However, both are types of sheltered workplaces, but the latter mainly employs persons with a very low level of productivity.
- The facilities for *qualification* aim for the improvement of knowledge and competence of persons with disabilities. Subsidies are issued for several types of learning while working, such as the creation of schooling places within companies and the possibility to learn while working.

The facilities for *supported employment* aim to support persons with disabilities in their search for a job that is as regular as possible. To this end, the programs *Arbeitsassistenz*, integrated advising, *clearing*, and secondment have been created in Austria:

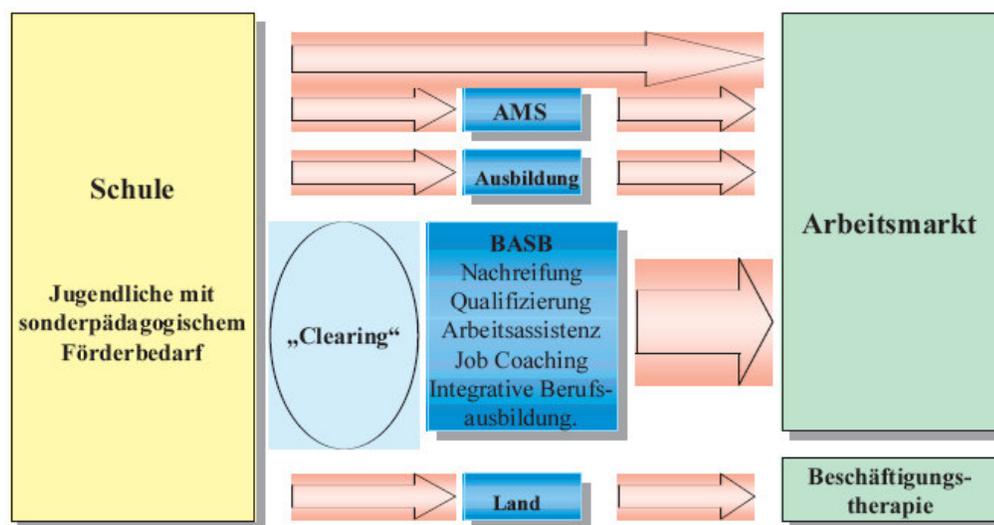
- The program *Arbeitsassistenz* concerns the facilities for supported employment and career advice. These aim to acquire and protect regular jobs for persons with disabilities. The program focuses both on employees with disabilities and on employers who hire them. In the *Arbeitsassistenz*, a personal approach that should result in an optimal match between employee and employer is central. The support can be temporary or long lived, depending on the handicap and the development opportunities of the employer. The facilities are implemented by specially created

¹¹ TNO Labour. *Employment facilities for the WSW-target group*.

Arbeitsassistenten-offices. In these offices, qualified social workers, psychologists, and other specialists are active. The job coaches of the *Arbeitsassistenten*-offices maintain close relations with the companies where the disabled are placed. *Arbeitsassistenten* is financed by the Austrian government, with the support of the European Social Fund (ESF).

- With *integrated advising*, the distinction is made between outplacement and career advice. A client can receive *career advice* when he is looking for a job, but also when he is already employed. *Outplacement* takes place when a client needs help with contacting companies.
- *Clearing* is a program for career counselling for young persons with disabilities in their last year of school. The aim of the clearing program was to motivate young schoolgoing disabled people to draw up and carry out a personal career plan together with their parents, teachers, labour market experts, and other specialists. The diagram below clearly indicates the different steps the young disabled persons passes through when looking for and finding a job.

Übergang Schule - Beruf



Source: Bundesweites arbeitsmarktpolitisches Behindertenprogramm 2005.

- With *secondment*, persons with disabilities are lent out to companies with the perspective of regular employment after some time. The instrument has been created for the province Styria to convince employers in that area to employ persons with disabilities, without them being confronted with the related risks in the short term.

Besides the above mentioned instruments, there is also the protection against dismissal on grounds of disability. Firing persons with disabilities is only possible after approval of the counsel of persons with disabilities.

As mentioned earlier, entrepreneurship of persons with disabilities is also encouraged.

c) Implementation and target group

The Austrian government does not have a general law on facilities for re-integration or employment of persons with disabilities. The consequence is that the responsibilities are determined in several laws and rules: the constitution, federal laws, provincial laws, and several agreements. This means that four institutions are responsible for the implementation of the policy: the federal Ministry of Social Security, the employment office, the executive organizations of social security, and the provincial governments, among which the *Bundessozialämter*. Since the different laws and rules often overlap, the concerned institutions work closely together. Representatives of the institutions meet on a regular basis in commissions in which they construct re-integration plans and take decisions on the financing of the facilities and instruments. The composition and task assignment of these commissions are laid down legally in the Employment Law for Persons with Disabilities.

The federal Ministry for Social Security acts as central coordinator. The Ministry is responsible for the federal employment program, provides experts, and is in charge of the control and evaluation processes. On a lower level in the hierarchy, we find the employment office, the provinces and the *Bundessozialämter*.

The employment office is primarily responsible for the re-integration of unemployed, partly disabled people, while the provinces take care of the persons with very serious disabilities that are not capable of working without support.

The *Bundessozialämter* develop the supplementary labour market policy. They coordinate the employment measures that don't fit into the financial framework of the employment office and the provinces. Within the framework of a local employment pact they work together with social security executive organisations, business communities, schools, non-profit organisations, social partners, and representatives of persons with disabilities. The *Bundessozialämter* sign contracts with the *Arbeitsassistenz*-offices and the social workplaces on the financing of the facilities. Furthermore they fix the tasks, target groups, financing, and demands in directives. The cooperation with the companies is not stipulated in a contract.

The job coaches usually find the jobs for their clients with companies that already cooperate with the *Arbeitsassistenten*-offices.

To qualify for sheltered or supported employment, one must have the Austrian nationality, be a EU citizen or have received asylum as a fugitive. In addition, one must be disabled for at least 50%. The target group of the *Behindertenprogramm* includes all persons with disabilities that need support to obtain and hold a job. Three groups are mentioned more specifically:

- Young people between 13 and 24 with physical, mental, psychological, and sensory disabilities;
- Women over 50 years old and men over 55;
- Persons that due to physical, mental, psychological, and sensory disabilities experience difficulties obtaining and holding a regular job.

As said, the *Bundessozialämter* are, together with the provincial government, responsible for the support of persons with serious disabilities. The *Arbeitsassistenten*-program was initially created for employees who, because of their disability, risked to lose their job. Later on, unemployed disabled were added to the target group. In the initial stage, the facility was only accessible for persons with mental problems, but in time, *Arbeitsassistenten* opened its doors to all sorts of disabilities. A personal approach is central.

d) **Financing**

For a long time, the Austrian policy on persons with disabilities was limited to financial support. At first, activating the target group was not an objective. Now, however, the policy more and more prioritizes programs that aim to activate persons with disabilities and integrate them in the regular labour market. For example, the Austrian government introduced a quota of 4% to facilitate the employment of persons with disabilities. It is estimated that no more than 30% of the Austrian companies comply with this norm.¹² 70% of the companies are therefore obligated to pay a tax that goes to the *Ausgleichstaxfonds*. These funds are used for the professional *and* social integration of persons with disabilities. Companies that do meet the requirements receive a special bonus.

The government finances the different employment instruments and facilities for persons with disabilities. In 2001, a total of 227.5 million euro was made available for this. 30.2 million euro was spent on sheltered employment and the facilities for supported employment. Half of that (15.6 million) came from the program *billion (shilling) for the disabled*, while the employment office contributed 6.4 million euro, the *Ausgleichstaxfonds* 4.4 million euro, the

¹² In 2002, 83,829 jobs should have been filled up by this measure. 30,953 remained vacant.

ESF 2.6 million euro and the provinces 1.2 million euro. In 2001, sheltered employment and the facilities for supported employment cost 4,550 € per person in contrast to 1,380 € in 2000.

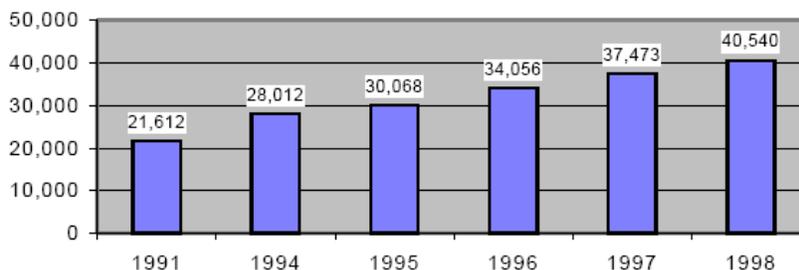
The instruments foreseen for *qualification* mainly come from the European Social Fund (ESF) and are valid for a maximum of three years (around 100 to 120 € per person per day). *Arbeitsassistenz* is also partly financed by the ESF. The budget of *Arbeitsassistenz* may amount to 50,000 and even 60,000 € per person per year (by cumulation, wage subsidies et al. included).

Below, we list some of the numbers for the employment of persons with disabilities and their integration in the open labour market. These costs date from 2007:

- Integrated advising: max. 4.830 € per person.
- Wage subsidy: max. 581,36 € per month (for two years – extension possible upon request).
- *Arbeitsplatzsicherungsbeihilfe* (when threatened to lose one's job because of disability): max. 590 € per month (during 1 year maximum).
- Professional training for students: 302 € per person per month.
- Clearing: 1.710 € per person (in addition the costs for psychological tests).
- Further training: subsidized up to 100%
- Adjustments of the work place: the employer has to finance at least 1/3.
- Transportation: 627 € per year in case there are no other options
- *Dolmetsch* costs (support during the professional training): up to 3633,64 € per person per year (not limited in time).
- Qualification: subsidized up to 3 years maximum.
- Specific employment projects to create new jobs: up to 36.336,42 € per enterprise; plus investments up to 18.168, 21 € (an extra amount up to 21.810 € can be added for training costs).
- Entrepreneurs credit: up to 21.810 €.

e) **Fact sheets**

Unemployed disabled people, registered at the public employment service 1991 und 1994 - 1998



Source: *Benchmarking Employment Policies for People with Disabilities – ECOTEC 2000*

	2001	2002	2003	2004
Total number unemployed people				
All	203,884	232,416	240,078	243,880
Men	115,324	134,376	139,716	140,261
Women	88,560	98,040	100,362	103,619
Percentage persons with disabilities of the total number unemployed people				
All	14.6%	13.35%	12.72%	11.83%
Men	16.35%	14.88%	14.16%	13.28%
Women	12.33%	11.26%	10.73%	9.88%

3) SWEDEN

a) Historic framework¹³

In Sweden, the integration of persons with disabilities in the labour market has been a high political priority for many years. This way, the government tries to reduce the shortage in the labour market and prevent social exclusion of persons with disabilities. The most important measures and initiatives that have been taken in this regard since the 90's, early 2000 are listed below:

- *Handicap Ombudsman*: Takes action against discriminating measures in the legal system and the civil government (1994).
- Introduction of the anti-discrimination law (1999).
- Introduction of the activation principle (1999) as an important part of the labour market policies. This principle means that employment in a regular environment is preferred over subsidized employment and benefits. A lot of attention is paid to the tackling of long-term unemployment. It became obligatory to develop a personal action plan before the term of three months has expired. Furthermore, special subsidies for employers have been introduced (*extended recruitment incentive*).
- National action plan, specifically for persons with a physical disability (2000). Part of that plan is the research on the advantages of hiring physically challenged persons for the employer.
- The introduction of the *Activity Guarantee* (2001) for persons that are in danger of ending up in a long-term situation of dependence on social security. In this context, integrated programs with a meaningful day plan are vacant until they find a job or start an education or training. It is expected that this measure will make an important contribution to the improvement of the situation of those groups who are disadvantaged in the labour market.

b) Instruments and facilities

In Sweden, the percentage of persons with functional disabilities in the total population increases rapidly. Research has shown us that 10.5% of the population in the age group of 16-64 has disabilities that cause a decreased capacity for work. The number of persons with a decreased capacity for work in 2003 amounted to 584,000. Of this group, 300,000 have a regular job, 27,000 are employed in sheltered workplaces, and 60,000 are employed by regular employers.

¹³ TNO Arbeid. *Werkgelegenheidsvoorzieningen voor de Wsw-doelgroep*.

The labour market programs in Sweden contain a considerable amount of facilities and instruments. Participation in the facilities is voluntary. The five most important facilities and instruments are briefly clarified below:

- **Special support with the introduction and progress of the employment (SIUS)**

SIUS is a form of supported employment. The support is limited to the beginning of the employment and aims to learn the client how to carry out tasks. A SIUS-consultant, together with the employer, makes an inventory of which tasks the client will be able to carry out and compiles an overview of the supporting measures. Then, the SIUS-consultant supports his or her client during the introduction period. In time, this support is gradually phased out. In theory, the SIUS-consultant will work no longer than six months together with the future employee. During this introduction period, there is no employer-employee relationship. The 'employee' receives a daily allowance.

- **Subsidy for personal support in the workplace**

This subsidy consists out of a financial compensation for employers, independent entrepreneurs, or freelancers for the extra costs that result from working with a disability.

- **Subsidies for adaptations to the workplace**

These subsidies can be granted to disabled employees for the purchase of aids, or to employers for special arrangements to the workplace. After 12 months, the employer or the Social Security Bank has to take over the financing.

- **Wage subsidy**

An employer that hires a disabled employee with a reduced capacity for work can qualify for a wage subsidy. The amount of this subsidy depends on the labour costs and the productivity of the disabled employee. In general, the wage subsidy is valid for four years. Two different forms of wage subsidy are the *Utvecklingsanställning* and the *Trygghetsanställning*. More information on these subsidies is available in the frame below.

Utvecklingsanställning and Trygghetsanställning

In January 2006, a new program for persons with disabilities started, and consists out of three steps: mapping, utvecklingsanställning (development of employment) and trygghetsanställning (ensuring employment). Utvecklingsanställning is an adapted form of employment that forsee in education and training. The employment can take place both in the public and in the private sector, but lasts a maximum of 1 year. In March 2007, 1,871 people took part in the Utvecklingsanställning. The objective is to reach 3,460 people in 2008. Trygghetsanställning is intended for persons for whom there are no sufficient other instruments available. This measure is not restricted in time. In March 2007, 1,341 people participated in the program. The goal for 2008 is 2,900.

- **Sheltered workplaces in social work environments (Samhall)**

Samhall is a conglomerate of social workplaces that are scattered over the country. In total, we are talking about 800 workplaces on 300 locations with a total of 27,000 sheltered workplaces for persons with disabilities. The workplaces offer jobs to persons with disabilities (physical, mental, intellectual, and socio-medical) and to persons with reduced employment opportunities that don't succeed in finding a job in the regular labour market. The social workplaces of Samhall are for-profit institutions. They concentrate on the production of all sorts of products for which there is a demand on the market.

c) Implementation and target group

The target group is different for the different instruments. An overview is available below:

- **Subsidy for personal support in the workplace (SIUS)**

The target group of SIUS contains all persons with functional disabilities or with reduced employment opportunities. Often it concerns people with challenging behaviour and intellectual disabilities.

- **Subsidy for personal support in the workplace**

The target group of the subsidy for personal support in the workplace consists of employers that hire or want to hire disabled employees as well as disabled entrepreneurs and freelancers.

- **Subsidies for adaptations to the workplace**

The target group of the subsidies for adaptations to the workplace consists of employees with disabilities and employers that hire or want to hire persons with disabilities.

- **Wage subsidy**

The target group of the wage subsidy consists of employers that in principle are willing to employ disabled employees, but are put off by the unfavourable proportion between labour costs and productivity.

- **Sheltered workplaces in social workplaces (Samhall)**

The target group of sheltered workplaces consists of persons with disabilities (physical, mental, intellectual, socio-medical) and with reduced employment opportunities that don't succeed in finding a job in the regular labour market.

Each year, the Swedish government sets goals. The National Labour Market Counsel for Sweden (AMV) has to elaborate the goals in the context of placement, counselling, re-

integration in the labour market, training, and other labour market programs, within the limits of the available budget. Long-term unemployment is tackled by programs that aim to reinforce the position of the unemployed in the labour market. People who cannot get a job receive training. The over 400 employment offices that fall under the AMV offer services in the field of recruitment, mediation, and placement for unemployed and employers (among which the above mentioned SIUS). Furthermore, the over 100 employment institutes (AMI) offer support to persons with disabilities and other people who need special help in finding a job. Sweden has a strong tradition in cooperation between the government and the social partners. Both the government and the employers and employee organisations have come to realize that knowledge and skills have become some of the most important conditions for economic development and growth. The social partners therefore support the different employment facilities for persons with disabilities.

d) Financing

Of SIUS, the subsidy for personal support on the workplace, the subsidies for adaptations to the workplace, and the wage subsidies information are available over the total cost. In 1999, the total cost of the four facilities was 725 million euro, while in 2000, an amount of 740 million was set aside. For SIUS and the wage subsidies a further breakdown of the costs can be made:

- **SIUS**

In 1999, the total costs of SIUS amounted to 5 million euro. During the introduction period, there is, as said, no formal employer-employee relationship yet and all the costs are covered by SIUS (in 1999: 2,100 € per participant per month). The employee does not receive pay, but a daily allowance. Moreover, in theory, he has the same rights and obligations as the regular employees that perform similar tasks. Eventually, after this trial period, an actual employment contract is concluded. Usually a wage subsidy is claimed for the new employee. After someone has been placed, the SIUS-consultant supports the new employee for a maximum of one year.

- **Wage subsidy**

The wage subsidy can be paid for a maximum of 4 years. The amount depends on the labour costs and the productivity of the employee (an average of 1000 € per month).¹⁴ In 2001, 600 million euro of wage subsidies went to private businesses and 71 million euro to the government. In 2001, the Swedish government granted monthly wage subsidies to employers for an average of 55,000 persons with disabilities. After the support by the SIUS-

¹⁴ *Supported Employment – Eindrapport binnen het onderzoeksprogramma VIONA 2005.* Hoger Instituut voor de Arbeid.

consultant has been scaled down, the employee can be supported by his employer. This personal support can also be subsidized. After consulting the local employers organisation, the Swedish employment office decides if a subsidy will be granted and for what amount (max.5,400 € per month).

- **Samhall**

For Samhall it is quite difficult to get a clear image of the costs. It appears to be impossible (or perhaps politically undesirable) to make a distinction between 'regular' company costs of social workplaces and the extra costs that are related to the employment of persons with disabilities. We do know that in 2002 the government had invested 4,262 million Swedish Crowns (around 465.5 million euro) in Samhall. When we calculate that more or less 27,000 persons are employed by Samhall, the state contribution amounted to 17,240 € per employee.

- **Subsidy for personal support on the workplace**

The size of this subsidy may reach 5,400 € per year. For independent entrepreneurs with serious functional disabilities, the maximum amount may even amount to 10,900 € per year. The Swedish employment office decides if a subsidy should be granted and what the amount should be after having gained advice with the local employers organisation.

- **Subsidies for adaptations to the workplace**

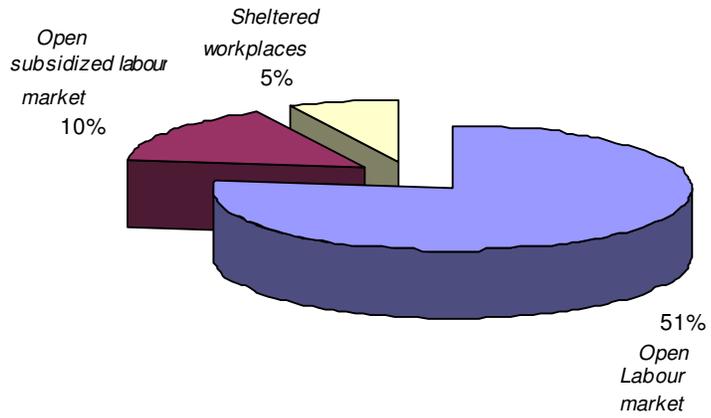
The employer and the disabled employee can each qualify for a maximum of 5,400 € for adaptations to the workplace.

e) Fact sheet

Figures from 2001:

- Percentage of people with functional disabilities on the total population 16-64 years: 10.5%
- Number of persons with reduced capacity for work: 584.000
 - Of this group 300.000 persons hold a regular job (51%)
 - Of this group 27.000 persons work in a sheltered workplace (5%)
 - Of this group 60.000 persons are employed with regular employers with employment subsidies (10%)

Persons with reduced work capacity



4) UNITED KINGDOM

a) Historic framework¹⁵

In the UK, the *Supported Employment Programme* implies both sheltered employment and supported placement.

The history of the British system of *Supported Employment* begins with the *Disabled Persons (Employment) Act* from 1944. This law enabled the Ministry of Employment to finance sheltered workplaces with public funds for the benefit of war veterans with physical disabilities. In 1945, a private sheltered workplace was founded with public funds (*Remploy*). Gradually, this initiative grew into 83 sheltered workplaces and factories in all of Great-Britain in 2006.

Supported employment is a more recent phenomenon and dates from 1985. Local governments and volunteer organisations, the so-called sponsors, employed persons with disabilities or looked for jobs for them with regular employers. When a regular employer hired a disabled person, the sponsor paid the employer a financial allowance to compensate for the loss of production. The amount of the financial compensation was determined based on a measurement of the level of productivity. *Remploy* developed its own program for supported employment according to the same main ideas (known as *Interwork*).

Since 1985, the number of supported employment participants has only increased. In 1995, 45% of all participants to the *Supported employment Programme* were employed in the framework of supported employment, whereas the number of persons in sheltered workplaces started decreasing at the end of the 80's after a period of growth. In 2001, a total of 23,000 people participated in the program: 43% in sheltered workplaces and 57% through supported employment. The promotion of supported employment by the government probably played an important role in this increase.

Because of the limited flow to regular employment (2%), a reorientation of the *Supported Employment Programme* took place at the end of the 90's. This resulted in putting more emphasis on the stimulation of trough-flow to regular employment. Additionally, more attention was paid to the support 'in kind' in the form of job coaching and encouragement of co-workers and managers to support the disabled employee, instead of compensating the employer financially.

¹⁵ TNO Labour. *Employment for the Wsw-target group*.

In 2001, the program *WORKSTEP* replaced the *Supported Employment Programme*. The most important changes are the following:

- The productivity of the disabled employee is no longer measured to determine the amount of the financial compensation to the employer. This change occurred because less persons were placed in factories/the industry and more persons were placed in the service sector.
- New admission criteria.
- Objective to promote the flow to regular jobs (*unsupported employment*).
- New subsidy regime.
- Introduction of quality standards.
- Emphasis on personal development.

b) Instruments and facilities

As mentioned above, the United Kingdom recognizes two forms of employment:

- *Sheltered workshops*, later renamed *supported factories*
- *Supported placements* in the regular labour market

Besides *WORKSTEP* and *Remploy* (that is actually a part of *Workstep*) there are some other programs worth mentioning:

- Access to work scheme: Access to work was established to cover the costs to buy special equipment or adapt the workplace to make it completely accessible for persons with disabilities. People who qualify for this measure are referred to the Jobcentre Plus (see below) and supported by a *Disability Employment Advisor* (DES) who draws up a support plan together with the disabled employee. This plan is a creative fund that can identify the individual needs, but further adjustments are necessary to involve mentally disabled persons.
- New deal for disabled people: In this program, help is offered to persons with disabilities in the form of so-called *job brokers*. The help is offered by volunteer organisations, but also by private enterprises, all under the supervision of Jobcentre Plus. The aim is to match the skills of the disabled with the needs of the employers. Tools that are used include: help with the application, six months of support after recruitment,... A disadvantage is that the *New Deal* program mainly concentrates on persons with a minor disability.
- Pathways to work pilots: This program exists since 2003 and was created to help people find a job again. *Condition management programmes* are launched to help people understand their handicap or illness better. *Incapacity benefit personal advisors* and *Disability employment advisors* help doing this. There also exists an

Advisor discretion fund to offer financial support to cover costs for clothes, transportation, or other needs of the disabled persons in question.

- Supported Employment Agencies: Besides the supported employment that is organized within Workstep, there also exist separate *supported employment agencies* in the UK. These are mainly financed by local governments and operate separately. Often these models are called the “*place, train, maintain*” models. They concentrate on persons with serious disabilities. Usually the benefits are preserved.

c) Implementation and target group

The following categories of people belong to the target group of the Supported Employment Programme:

- Persons who fit under the definition of a disabled person as described in the Disability Discrimination Act (1995): ‘in case of a physical or psychological disability that has a substantial or long-term effect on the ability to perform daily activities’.
- Persons who are capable of producing 30% to 80% of the output of a non-disabled employee performing the same task.
- Persons who, as a consequence of the nature and extent of their disability, are not capable of finding or holding a regular job.

To qualify for WORKSTEP, the definition of a person with disabilities as described in the *Disability Discrimination Act* is still valid. In addition, the following criteria have to be taken into account:

- Proof that WORKSTEP is the only suitable option and that all other forms of support have been well considered but did not help that particular person to find a job. The *Employment Service Advisor* or the organisation that, in the context of supported employment, leads the disabled person to a job has to take care of the argumentation;
- Persons who, as a consequence of their disability, threaten to lose their job, despite the fact that their employer has carried out all the possible changes to the workplace and after having considered other supporting measures;
- Persons who found a regular job through supported employment, but could not keep it.

Several acceptance criteria for WORKSTEP are concerned with the benefit background:

- The person needs to receive disability benefits or;
- The person needs to receive an unemployment benefit for longer than six months or;
- The person receives an unemployment benefit for less than six months, but received disability benefits immediately before that;

- Because of special circumstances the person does not qualify for disability benefits.

Because of the decline of employment in the industry, it became increasingly difficult to measure the productivity of disabled employees. This has been, together with the absence of specific research techniques, the reason to no longer use the productivity of the employee in the WORKSTEP program to determine the amount of the financial support to the employer.

The following persons are not part of the target group:

- Disabled persons who do not need special help in finding or holding a job (they are 'too good');
- Persons with learning problems who are, for example, placed in a daycare centre (they are 'not good enough').

The public employment facility *Jobcentre Plus* is responsible for the implementation of the WORKSTEP program. They make the contracts with the providers of sheltered workplaces and supported employment and monitor them. The *Disability Employment Adviser (DES)* of *Jobcentre Plus* judges if a person qualifies for the WORKSTEP program. The providers need to meet the quality standard of *Jobcentre Plus*. A requirement is that the providers need to formulate a self-evaluation plan based on this quality standard and hand this over to the contract manager of *Jobcentre Plus*. In most regions, one or more sheltered workplaces and providers of supported employment are present. Some clients, however, live in regions where no facilities are available. For these clients, the factory or the company arranges special transportation or *Access to Work* covers the costs of the transportation.

In the WORKSTEP Program, we distinguish three providers that offer both sheltered workplaces and supported employment in a regular environment:

- Local governments;
- Volunteer organisations (public and private institutions of volunteers subsidized by the government);
- *Reemploy* (private enterprise subsidized by the government).

d) **Financing**

The *Department for Work and Pensions* finances the WORKSTEP program. In 2000-2001, the total budget amounted to 257 million euro. In addition, a total of 47 million euro extra was made available for a period of three years for the transition of the *Supported Employment Programme* to the WORKSTEP program in 2001. In 2006, the budget of WORKSTEP was 68,7 million pounds or around 101 million euro (*Reemploy not included*).

The average costs in 2000-2001 amounted to:

- 19,000 € per participant employed in the *Remploy* factories and companies.
- 18,100 € per participant employed in factories of local and volunteer organisations.
- 7,300 € per participant of the supported employment programs.

Remploy

On a yearly basis, *Remploy* receives a fixed subsidy of the national government. In 2006, this was 119 million British pounds (around 163.5 million euro). With the responsible minister performance goals are agreed upon. The other providers receive a monthly amount and an extra allowance if a number of steps of the process towards the regular labour market are completed. Among others, achievement objectives include the approval of the development plan, starting a job, and sustainable trough-flow to regular employment (longer than 26 weeks). This financing structure has only been introduced in 2002.

In 2001, *Remploy* counted 90 factories with 6684 employees with disabilities. *Remploy Interwork* offered a job to 5383 people and provides the wage subsidy, agreed upon with the employer, based on the loss of productivity. Employees thereby lose their benefits and have to work at least 16 hours per week.

- Labour costs
 - *Remploy Interwork*: In 2006 the average amount per year was 503,24 £ (about 741 €), based on 4285 jobs in the regular labour market. The average cost for an employee in *Remploy Interwork* is 3400 £ per year (about 5000 €).
 - *Remploy Factories*: Fixed amount of 18.000 £ (about 26.500 €) per person per year, at the disposal of the company (2006). Currently, this amount is the subject of vehement discussion since the average wage in the UK in 2005 was about 11.000 £ (about 16.230 €). It seems that the above mentioned amount will be reduced substantially in the years to come.
- Staff costs
 - Supporting personnel: For the staff costs 146 million £ (about 215 million euro) was made available (51% of the total budget). In 2006, about 89 million £ (about 131 million euro) was spent on staff with a disability (69%) and 37,5 million £ (about 55,2 million euro) on staff without disability (29%). In 2006 *Remploy* operated with a budget of 285 million £ (about 420 million €), of which 119 million £ (about 163,5 million €) was provided by the government.
 - Technical personnel: No distinction is made between supporting and technical personnel.
 - Management: In 2005, 440 managers were at work, of which about 10% with a disability.

- Adjustments to the workplace and work environment

For adjustments to the workplace and work environment, Remploi Interwork rather uses other funds, such as Access to Work. For the Remploi factories, it is of course not possible to make use of other funds.

- Transportation costs are not covered by Remploi, nor by Remploi Interwork.

For the sake of completeness, we now present some additional numbers:

- *WORKSTEP*:
 - The creation of a development plan: 500 £ (about 736 €)
 - *Job start*: 250 £ (about 368 €)
 - “Wage subsidy”: 92,30 £ (about 135 €) per week or 4800 £ per year (about 7000 €)
 - Approach to a job: 500 £ (about 736 €)
 - Enduring approach to a job (longer than 6 months): 500 £ (about 736 €)

Sheltered WORKSTEP companies are also entitled to subsidies for adjustments to the workplace and work environment. These subsidies amount to 75% of the total amount when the costs are higher than 1,000 £ (about 1473 €).

- *Supported employment agencies*:
 - Because of the fact that these agencies are financed by a wide range of sponsors, it is impossible to present exact figures. In 1997 though, a study compared the supported employment agencies to WORKSTEP. The results of this study were that while WORKSTEP cost 3,825 £ (about 5,635 €), the supported employment agencies offered employment through a job coach for 3919 £ (about 5774 €) per person.
- *Access to work schemes* (total 59.6 million £ - about 87.8 million €): it concerns subsidies for support during applications, general support, specific equipment, adjustments to the workplace,... The employer pays the extra costs for the support, but he can claim these costs under this program. For each new employee, the fund can reimburse up to 100% of the costs. For employees that were already in service, more specific rules apply.
- *New Deal for Disabled People* (total 64.8 million £ - about 95.5 million €):
 - The average NDDP subsidy per person amounted to 1,000 £ (about 1,473 €) in 2005. The largest part of this money goes to staff costs for the supporting personnel.

e) Fact sheet

	Number (2005)
Remploy	5,400
Remploy Interwork	4,300
Workstep (Remploy not included)	14,764
Supported employment (by local governments)	7,000
Access to work	32,000
New Deal for Disabled People	121,300

5) IRELAND

a) Historic framework

Ireland has a long history of exclusive (↔ inclusive) services to persons with disabilities in education as well as in the labour market. Traditionally, persons with disabilities were told that they are not productive enough on an economical level and too dependent financially. For a long time the different capacities and wishes of persons with disabilities in the labour market were not measured systematically.

Other factors, such as the so-called *benefit trap*, inaccessible workplaces, or the lack of transport, still form a part of the present reality in Ireland. Despite the enormous economic growth of the country, persons with disabilities have not had the opportunity to benefit from this economic success. The past decade the employment rate went up by more than 50%. This fast increase was obviously accompanied by a considerable decrease of the unemployment rate. However, this drop was not noticeable in the target group of persons with disabilities. Between 1997 and 2004, there was a drop of 62% in the group of the long-term unemployed, whereas the expenses for persons with disabilities rose with 42%. Figures of 2002 show that 23% of the people between 15 and 64 with a disability were employed, compared to 63% of people without a disability.

Up to now, all initiatives on employment of persons with disabilities were taken on an ad hoc basis. A lack of coordination and a mishmash of different instruments made for a very poorly organized whole. Due to all the reasons listed above, the Irish government is currently working on the development of a new *Comprehensive employment strategy for people with disabilities*. The chief points of this new strategy can be summarized as follows:

- Possible solutions for the *benefit traps*;
- Improving the quality and effectiveness of education, training, and employment;
- Both the public and the private sector need to take measures for the employment of persons with disabilities;
- Restrict the early drop-out of young persons with disabilities;
- Involving persons with disabilities in order to better fathom their expectations;
- Taking into consideration all sorts of disabilities and diversity (focus on persons with more serious disabilities).

b) Instruments and facilities

There are different kinds of sheltered workplaces in Ireland that cover almost all types of work. It is remarkable though that no employment contract is used and this has been the

subject of intense debate during the past years. For this reason, the government has recently established a taskforce to map the domain of sheltered employment. This working group proposed to no longer use the term “*sheltered work*” and to replace it by “*sheltered occupational services*”. Furthermore, in its report, the group pleaded in favour of the introduction of real employment contracts and real wages.

Until today however, the government has not taken into account the findings of the working group. Nevertheless, there are legal problems since the present *Employment Equality Act* does not cover the sector sufficiently.

Considering that sheltered employment in Ireland is only offered without a real employment contract, we will now treat supported employment in more depth. Since the 80s, more and more supported employment initiatives were launched, and it became clear that the benefits largely outweighed the costs. Therefore, a national program of supported employment was initiated in 2000. Originally 5.1 million euro was provided for the development of the pilot program. Later, the budget was increased, in part thanks to the support of the ESF funds. Where initially the emphasis was on guaranteeing an income for persons with disabilities, this attitude changed at the end of the 90s, when the integration of persons with disabilities in the labour market became an explicit policy objective. Proof of this is, for example, the fact that as from June 2000 professional training and employment of persons with disabilities are no longer a responsibility of the ministry of Child and Welfare but of the ministry of Employment. Sheltered employment though, did remain the responsibility of the ministry of Welfare.

As for financial incentives for employers in the regular labour market, the following instruments exist in Ireland:

- **Employment Support Scheme (ESS)**

The *Employment Support Scheme* is available for all employers in the private sector and aims to encourage them to hire persons with disabilities. Their productivity is somewhere between 50 and 80% of a “normal” employee and employment is for at least 20 hours per week.

- **One step up programme**

The *One step up programme* consists of *Skills for work* and the *Competency Development Programme*. *Skills for Work* provides a 100% training subsidy to brush-up the basic skills of employees in a work environment that is subject to change. The *Competency Development Programme* became effective on 1 November 2006 and provides financial support for the training of employees:

- 70% of the costs for certified programs;
- 50% of the costs for non-certified programs;

- 5% additional subsidy is possible depending on the region in which the program will take place.

- **Revenue Job Assist Scheme**

The *Revenue Job Assist Scheme* guarantees subsidies for employers who hire persons that have been unemployed for longer than 12 months.

- **Employers PRSI Exemption Scheme¹⁶**

An exception on the PRSI contributions is made for employers who employ persons with disabilities.

- **Apprentice Training Allowances**

Separate wage subsidies can be obtained for apprentices in various economic sectors. These “scholarships” can be compared to the “learning contracts” in Belgium.

- **Community Employment Programme Grant**

The *Community Employment Grant* is an employment and training program that became operational as of 1 January 2007. This program helps the long-term unemployed to take back their place in the labour market by helping them gain work experience. The program focuses both on technical as well as on personal skills.

- **Job initiative Programme Grant**

The *Job Initiative Programme Grant* provides full time employment for people older than 35 that have been unemployed for longer than 5 years and that receive unemployment benefits. This program also only came into effect on 1 January 2007.

- **Workplace Equipment Adaptation Grant (WEAG)**

Both persons with disabilities as well as employers can use this subsidy for adaptations of the workplace. Examples are: minor adjustments such as making the toilets accessible, placing special alarm systems, purchasing special equipment,...

- **Job Interview Interpreter Grant**

Deaf or mute persons can use subsidies to hire an interpreter during an interview. This subsidy can be prolonged during the first months of actual employment.

- **Disability Awareness Training**

Disability awareness training was created to train both persons with disabilities as the personnel with whom they work to interact with customers and each other.

¹⁶ PRSI: Pay-Related Social Insurance

- **Personal Reader Grant**

Blind or visually handicapped persons can use a *Personal Reader* for job related reading.

- **Grant to re-train or re-deploy workers who become disabled**

This grant can be used by people who become disabled during their working life.

c) Implementation and target group

Supported employment is accessible for all persons with disabilities who don't need further professional training before they can become active in the labour market.

In Ireland, the following definition is used for the concept "handicap": *in relation to a person, it means a substantial restriction in the capacity of the person to carry on a profession, business or occupation in the State or to participate in social or cultural life in the State by reason of an enduring physical, sensory, mental health or intellectual impairment.*

Supported employment is offered in Ireland through sheltered workplaces as well as through the FAS – the *national training and employment agency*. After a tendering procedure, the FAS has assigned the service of supported employment to 24 consortia. In 2002, about 2000 persons with disabilities were screened for supported employment. Eventually, 775 of them were placed. 172 participants left the program after employment, and 8% were referred to other FAS programs.

Various criteria have been determined within the FAS system which the candidates have to satisfy in order to qualify for subsidies and job coaches. The most important are:

- All participants have to be *job ready*;
- Within 6 months the employee has to work at least 15 hours per week. Exceptions to this rule must always be requested and approved by the FAS.

80% of the participants of the supported employment programme have an employment contract and work an average of 15.9 hours per week. 10% of the participants however work less than 5 hours per week, which is, all in all, remarkable.

d) Financing

Since June 2000, professional training and employment of persons with disabilities no longer fall under the responsibility of the ministry of Child and Welfare but under the responsibility of

the ministry of Employment. Sheltered employment, though, did remain the responsibility of the ministry of Welfare.

Since 1977, a quota of 3 % is effective in Ireland, though only in the public sector. Since then, discussions were held to apply a similar quota in the private sector, though eventually it was decided against.

The average hourly wage of a participant of the supported employment programme is 6.22 €. 6 % of the participants make less than the national minimum wage of 5.97 € per hour. In Ireland, employers are only obliged to pay the minimum wage from the moment the participant has two or more years of work experience.

The costs of the supported employment program are estimated at 8,129 € per participant in 2000. Almost all participants retain their benefits alongside their job. This means that the actual costs for the state rise to an average of 14,400 € per person.

Below we offer an overview of the financial structure of the different financial incentives for employers in Ireland:

- **Employment Support Scheme (ESS)**

The employer pays a normal wage to the employee. According to the productivity loss, part of that wage is paid back to the employer through the FAS. Employees that use the ESS lose their benefits, but they can benefit from extra advantages such as medical insurance and reimbursement of travelling expenses. In 2001 the average subsidy was 77 € per week.

- **Revenue Job Assist Scheme**

Is possible up to 3 years after starting employment. An employer can hire as many employees under this scheme as he wishes. Accumulation of different subsidies is not possible.

- **Employers PRSI Exemption Scheme**

An exemption is possible for the first two years of employment of persons with disabilities.

- **Apprentice Training Allowances**

The *apprentice training allowances* have been introduced only recently. The amount depends on the sector of employment.

- **Community Employment Programme Grant**

The *CE programme* is mainly sponsored by volunteer organisations and public authorities that work on a non-profit basis. Wages are paid on a weekly basis and are based on a 19.5 hour week.

Participant Category (temporary/part-time)	Grant €
Participant without Dependents	210.20
Participant with an Adult Dependent	333.50
Each Child Dependent (Full Rate)	22.00
Each Child Dependent (Half Rate)	11.00

- **Job initiative Programme Grant**

A maximum of 488.85 € per participant is subsidized for a maximum of three years. The minimum amount is 420.20 €. Administrative and overhead costs can be filed for up to a maximum of 10% of the claimed amount. For training there is a maximum of 4%. At the same time participants of this program can benefit from the *Revenue Job Assist programme*.

- **Workplace Equipment Adaptation Grant (WEAG)**

A maximum subsidy of 6,348.70 € is available for costs of adaptation of infrastructure or material.

- **Job Interview Interpreter Grant**

The FAS pays a standard amount worth 3 hours work of a professional interpreter. The transportation expenses of the interpreter are also reimbursed.

- **Disability Awareness Training**

The FAS pays 90% of the costs made during the first year and 80% of the costs made during the second year. The maximum amount available for companies is 20,000 € per calendar year.

- **Personal Reader Grant**

The FAS pays an amount calculated per hour, in line with the minimum wage. The FAS reimburses a maximum of 640 work hours per year.

e) Fact sheets (2006)

	Persons with disabilities	Persons without disabilities	Difference in employment percentage	Employment percentage persons with disabilities/persons without disabilities
Male	42.7	78.1	35.4	54.7
Female	31.0	56.0	25.0	55.4
Total	37.1	67.0	29.9	55.4

	Employment 15+	Unemployment	Long-term unemployment	Recipients of sickness and disability benefits	Population 15+
1997	1,379,900	256,856	124,458	134,406	2,830,800
2004	1,836,200	167,056	47,239	190,824	3,192,200
97 → 04	456,300	-89,800	-77,219	56,418	361,200
% 97 → 04	33.1	-35.0	-62.0	42	12.8
% yearly change 97 → 04	4.7	-5.0	-8.9	7.0	1.8

Sheltered employment	Employment programs Non-regular labour market	Employment programs Regular labour market
8000	6000	1800
34%	25.5%	7.7%
Basic education	Intermediate education	Higher education
4000	1,500	2,200
17%	6.4%	9.4%

6) FRANCE

a) Historic framework

In France, as a consequence of the strong industrial development after the first and second World War, assistance, and relief were replaced by professional integration, equal opportunities, and solidarity.

After WWII, the existing law on the obligation of employment is expanded to the victims of work related accidents and later also to all persons with disabilities. This law obligated private enterprises with more than 10 employees to employ 10% persons with disabilities. Eventually, this law would be only partially implemented due to a lack of results.

In 1957, two laws are voted upon: one on social and medico-social institutions, and another that lays down the right to education, training and integration of persons with disabilities.

On 6 April 1987, the law is finally passed that obligates all private and public enterprises to employ at least 6% persons with disabilities. This law also brought about the creation of AGEFIPH (*Association de Gestion du Fonds pour l'Insertion des Personnes Handicapées*), which we will discuss later.

In 2005, a new law on equal opportunities and rights and full citizenship for persons with disabilities opens new possibilities to improve employment in enterprises. In that same year, the number of employees with disabilities is estimated at 680,000. 570,000 of them are employed in the regular labour market. 2,600 persons with disabilities started their own company.

b) Instruments and facilities

In the first place, we will go deeper into what we can best describe as sheltered employment.

- **ESAT (Etablissements ou services d'aide par le travail)**

The ESAT are the reformed versions of the internationally better known CAT's (Centres d'aide par le travail). The ESAT are no real companies but should rather be placed in the social care sector. They offer the possibility of employment, but they also offer training and even care. The largest concern is to help persons with disabilities gain work experience and to prepare them for a job in the "real labour market". The target group for the ESAT are persons with a disability degree of less than 30%.

- **EA (Entreprises Adaptées)**

The EA are the French versions of the Flemish sheltered work places. Presently, the EA are part of the regular labour market and offer people a regular job, adapted to their possibilities. It is the task of the EA's to support persons with disabilities in their jobs so that they don't lose them and so that they have a chance for a different job elsewhere (stepping stone function). At least 80% of the personnel of the EA's have to be persons with disabilities. Since 2006 the employees with disabilities earn at least the minimum wage.

- **CTTD (Centres de distribution de travail à domicile)**

The CTTD's are in fact EA's where the focus lies on work that can be organized from home.

Besides these, a whole number of other initiatives exist in France under the term supported employment:

- **AGEFIPH (Association de Gestion du Fonds pour l'Insertion des Personnes Handicapées)**

As mentioned above, the AGEFIPH was created in 1987 and is a general fund into which all contributions of companies that do not comply with the legal regulation to employ 6% persons with disabilities are deposited.

- **FIPHFP (Fonds pour l'Insertion des Personnes Handicapées dans la Fonction Publique)**

The FIPHFP was founded in 2005 to create more opportunities for the employment of persons with disabilities in the public sector (government, hospitals,...).

- **CAP EMPLOI**

Cap emploi has the mission to help persons with disabilities find a job. The organisation is divided into departments within a national network. People are guided to a job and on the job.

- **ANPE (Agence National Pour l'Emploi)**

ANPE works closely together with Cap emploi and is responsible for the creation of a type of job office: Handipass. The intention is to employ persons with disabilities in the open labour market. To that end Handipass frequently closes deals with regular companies.

- **SAVS (Services d'accompagnement à la vie sociale)**

For the sake of completeness we report the existence of the SAVS. SAVS covers a wide range of responsibilities. One of its key tasks is to offer help to persons with disabilities and integrate them into society by helping them with their search for a job.

c) Target group

The status of an employee in France is assigned by the decentralized *Commissions des droits et de l'autonomie des personnes handicapées*, founded in 2005 and the result of the merge of the *Commissions techniques d'orientation et de reclassement professionnel* (COTOREP) and the *Commissions départementales d'éducation spéciale* (CDES). The status is evaluated in the work environment and is delivered for a maximum of three years.

d) Financing

• **Les entreprises ordinaires**

Employers can benefit from a reduction of their contribution to the AGEFIPH or from a subsidy for employment of persons with disabilities on the regular labour market. For that purpose however the gravity (“*lourdeur*”) of the disability has to be recognized by the proper authorities. This recognition is valid for a period of three years. The annual amount depends on the gravity of the handicap and can vary from 3,722 € to 7,433 €.

• **Les entreprises adaptées et CDTD**

The EA receive a broad spectrum of financial help from the government:

○ *L'aide au poste*

Les entreprises adaptées receive a lump sum for each employee with a disability (around 80% of the minimum wage).

○ *La subvention spécifique*

This specific contribution is paid out to companies to cover the extra expenses for the employment of persons with disabilities. This contribution consists out of a lump sum of € 900 per employee + several variables (durability of employment, adaptations to the work place, extra's for elderly employees, etc.) No budget is foreseen for transportation costs.

○ *L'aide au démarrage*

When an *Entreprise Adaptée* is founded or when an existing company is converted into an *entreprise adaptée*, this company is entitled to a starting fee: € 4,600 per employee with a disability (with a maximum of € 92,000 per company).

• **ESAT**

Each year, the ESAT receive a general working subsidy of the government, fixed per person. That amount (usually around € 11,300 per person) is agreed upon after negotiations between the representative of the government and the person responsible of the ESAT in question.

In addition to this government subsidy, the ESAT have an income from their commercial activities. This revenue is usually added to the budget for the wages of persons with disabilities, for the purchase of materials. Employees of the ESAT don't have real employment contracts, only *contrats de soutien et d'aide par le travail*.

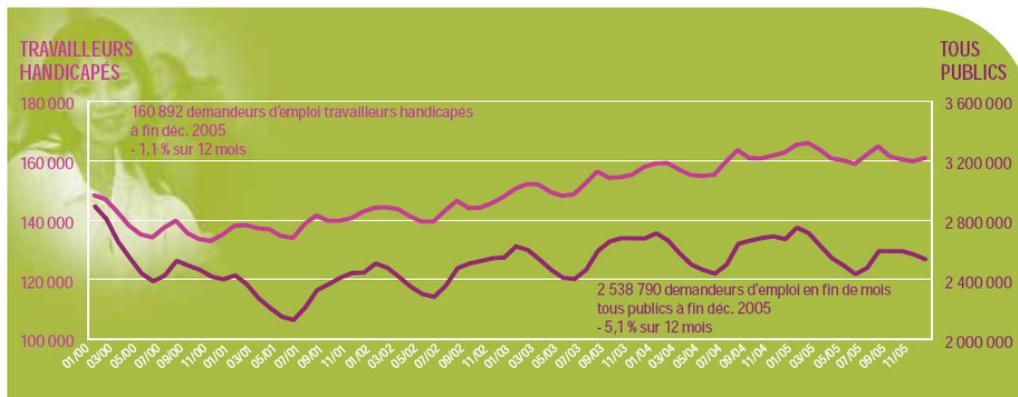
e) **Fact sheets**

Persons with disabilities in the labour market:



* Incluant les travailleurs handicapés des entreprises adaptées

Source: Year report 2005 AGEFIPH



Source: Year report 2005 AGEFIPH

According to figures from 2004, 20.055 people worked in the Entreprises Adaptées.

At the beginning of 1996, the unemployment figure of persons with disabilities was three times as high as the unemployment figure of the working population. At the end of June 1999, 147,462 persons with disabilities were unemployed. In the 90s, the unemployment figure increased with 23%, for persons with disabilities it increased with 194%. The national employment agency considers 46.5% of the disabled as long-term unemployed.

OVERVIEW TABLES

Instruments and facilities in the different countries

	Sheltered employment	Supported employment
The Netherlands	<ul style="list-style-type: none"> • Sheltered employment in a social work environment 	<ul style="list-style-type: none"> • Supported employment • Outsourcing • Starters credit • Continue to work with a disability
Austria	<ul style="list-style-type: none"> • Integrative Betriebe • Geschützte Werkstätten (On the level of the Länder) 	<ul style="list-style-type: none"> • Arbeitsassistentz • Integrated advice • Clearing • Outsourcing (Styria)
Sweden	<ul style="list-style-type: none"> • Samhall 	<ul style="list-style-type: none"> • SIUS • Personal accompaniment in the workplace • Adaptations to the workplace • Wage subsidies <ul style="list-style-type: none"> ○ Utvecklingsanställning ○ Trygghetsansättning
United Kingdom	<ul style="list-style-type: none"> • Remploy 	<ul style="list-style-type: none"> • Remploy Interwork • Access to Work scheme • New Deal for Disabled People • Pathways to work pilots • Supported employment agencies (local level)
Ireland	<ul style="list-style-type: none"> • Sheltered workplaces 	<ul style="list-style-type: none"> • Employment Support Scheme • One step up • Revenue Job Assist Scheme • Employers PRSI Exemption scheme • Apprentice Training Allowances • Community Employment Programme Grant • Job Initiative Programme Grant • Workplace Equipment Adaptation Grant • Disability Awareness Training Grant • Grant to retrain workers who become disabled • Job Interpreter and Personal Reader Grant
France	<ul style="list-style-type: none"> • ESAT (CAT) • EA • CDTD 	<ul style="list-style-type: none"> • AGEFIPH • FIPHFP • Cap Emploi • ANPE • SAVS

Comparative table Sociale Werkvoorziening (NL) – Remploy (UK) – Samhall (SE) – Entreprise Adaptée (FR)

	Sociale Werkvoorzieningen (NL)	Remploy (UK)	Samhall (SE)	Entreprises Adaptées (FR)
Target group	Persons who, because of a physical or mental disability, can only work under tailored circumstances	Persons with a physical or psychiatric restriction that has a substantial or long-term effect on the capacity to perform daily activities	Persons with physical, mental, intellectual or socio-medical restrictions and a reduced capacity to work who can not find a job in the regular labour market	Persons who's capacity to work is less than 50%
Authority responsible for defining the target group	The communities are responsible for the appointment of an independent, multidisciplinary indication commission. This commission determines if candidates belong to the Wsw target group and advises the communities on this. The indication commission distinguishes between minor, intermediate and serious disabilities. Eventually, the community has to decide whether the candidate is admitted to the target group or not.	The Disability Employment Adviser (DES) in service of Jobcentre Plus judges whether a person can be considered for the Workstep program or not (of which Remploy forms a part)	The definition of the target group has been elaborated by Samhall. Consultants of the employment offices of the AMI's (employment institutes) determine whether a candidate can be considered for a job at Samhall. Persons with mental or physical disabilities resulting in a loss of capacity for work are prioritized.	The <i>Commission des droits et de l'autonomie des personnes handicapées</i> (CDAPH, the successor of the Cotorep's) determines who is admitted to the target group and for which type of work he/she can be considered
# persons	<ul style="list-style-type: none"> • Circa 80,000 in 2001, up to 100,000 in 2005 • In total more than 1% of the total professional population 	<ul style="list-style-type: none"> • 5,400 (+ 4,300 Interwork) in 2006 • Roughly estimated at 0,05% of the total professional population 	<ul style="list-style-type: none"> • 27,000 in 2001 – Circa 30,000 in 2005 • Roughly estimated at 0.65% of the total professional population 	<ul style="list-style-type: none"> • 20,055 in 2004
Total of government spending	2 billion euro in 2002 (without contributions of the communities)	+/- 176 million € in 2006 (will be lowered to +/- 164 million €)	465,5 million euro in 2002	244 million euro <i>aide au poste</i> + 47 million euro <i>subvention spécifique</i> (2007) : 291 million
Government spendings pro capita	21,900 € in 2001	18,500 € in 2001	Estimated at (465.5 million / 27,000): 17.240 € (2002)	15,268 € + de <i>subventions spécifiques</i> (min. 900 €) (2007)
Possible costs	Comprises all costs	Comprises all costs	Comprises all costs	<i>Aide au poste</i> and <i>Subvention spécifique</i> comprise all the costs
Composition of subsidy	1 block grant	1 block grant	1 block grant	Mixed system: block grant + specific costs

**Comparative analysis Sociale Werkvoorziening (NL) – Remploy (UK) – Samhall (SE) –
Entreprise Adaptée (FR) using the previous table**

- **Target group**

It is remarkable that the target groups of the *Sociale Werkvoorzieningen*, *Samhall*, and the *Entreprises Adaptées* are linked to the capacity for work, and not just to the degree of disability. The introduction of the WORKSTEP program ment the end of this type of target group definition in the United Kingdom. The reduction of employment in the industry made it increasingly difficult to measure the productivity of employees with disabilities. This was why, besides the absence of specific measuring techniques, the evaluation of the productivity was no longer taken into account for the calculation of the financial support to the employer. Another reason was the increase of the number of jobs in the services sector.

It is important to report that the European Commission, while developing the new Regulation on State Aid (Spring 2007), is currently considering to link the definition of the target group to the labour productivity of the employees or the loss of productivity.

- **Authority that determines the definition of the target group**

We can conclude from the above table that some countries (France, UK) choose to work with government sanctioned services that are represented in the different departments or provinces. The Netherlands, however, choose to hold the communes responsible for the appointment of the multidisciplinary indication commissions. A similar decentralization definitely has advantages, but contains at the same time a series of risks. Due to the introduced decentralization questions could arise on who is responsible for which budgets. In case the indication authority, the financier and the supervisor are one and the same institution, governance problems may arise.

- **Numbers**

As mentioned above, the Netherlands employ the most people in sheltered workplaces by a large margin. More than 1% of the total professional population is employed in social employment or sheltered workplaces. Given the large differences between the countries, it is clear that the numbers are determined by policy rather than by handicap. These differences are related to a wide range of factors such as the institutional context in the different countries, the definition of the target group, the accessibility of sheltered employment, the characteristics of the target group and the political discourse.

- **Government spending**

Again, the Netherlands stands out. The budget of the social employment Law forms a considerable part of the total budget available for re-integration (2 billion euro in 2002). Almost half of all the means for re-integration and subsidized employment of the Ministry of Social Affairs and Employment goes to the Wsw. This is not taking into consideration the contributions of the communities.

The big differences in the tables above are also due to the fact that in the United Kingdom and in France a series of other initiatives for employment of persons with disabilities exists next to *Remploy* and the *Entreprises Adaptées*. This is not the case in the Netherlands.

- **Government spending per capita**

The average costs per capita are the highest in the Netherlands while the costs in the other countries are comparable. As indicated earlier in this study, the budget of *Remploy* is currently under scrutiny in the United Kingdom, and a cut in the budgets will take place. For France, the lump sum is set at only 15,268 €, but this amount can be increased by the *subventions spécifiques* (lump sum of 900 € per person, can be complemented by other costs). All in all, the differences in cost between the different countries are food for thought.

- **Possible costs and composition of subsidies**

Both the *Sociale Werkvoorzieningen* as well as the *Remploy* and *Samhall* factories receive a lump sum that is meant to cover all extra costs for the employment of persons with disabilities (adaptations of the workplace, jobcoaching, wage subsidies,...). For the *Entreprises Adaptées*, the *Aide au poste*, and the *Subventions spécifiques* should cover all the costs.

The arrangement of block grant payments that are negotiated each year with the government can cause a disturbance of the European competition rules. For example, in the past, *Samhall* has been called to account by the European Commission because of a lack of transparency of the budget.

ANALYSIS OF THE RESULTS

1) THE NETHERLANDS

Despite the difficulty of mutual comparison, it is justified to conclude that in the Netherlands a relatively large amount of people are employed in sheltered workplaces. In the Netherlands, as much as 1% of the potential working population works in a sheltered workplace. Sweden, second in place within the European Union, obtains a considerably lower score with 0.63%. Also, put in percentage of the gross internal product, the Netherlands spends the most on sheltered employment, namely 0.5%. The average cost per participant however is highest in Denmark (€ 46,800 per person per year), compared to the Netherlands (€ 21,963)¹⁷. The exact causes of the relatively high amount of people in the social employment system in the Netherlands are unknown. We can give a series of possible explanations though. In the first place, differences between the definitions of the target group play a role. In the Netherlands, large groups with only social problems are still employed by the social employment system. Despite the fact that the definition of the target group has become more strict with the introduction of the new Wsw, those who have been indexed under the old law of the social employment system will still form a considerable part of the total population, given the limited outflow out of the arrangement. Furthermore, it is possible that in other countries large groups remain invisible since they are not present in the labour market (with or without unemployment benefits) and/or because they are in day care.

In any case, it is clear that recent adaptations made to the Wsw did not lead to the desired results. Bottlenecks still stand out both on the policy level and on the executive level. The introduction of the supported employment instrument did not cause more Wsw-indexed to work in a regular work environment. A large majority of SW'ers still work in a sheltered workplace instead of for a regular employer. The SW-companies support the re-integration goals, but don't receive enough financial stimuli. At the same time the local authorities don't fully utilize their key role.

As for supported employment, it is clear that this system contains a great risk of skimming by the SW-company. When someone has a low work capacity, first the subsidy for labour costs will increase. Furthermore, it is very likely that this person will need a more extensive, and therefore

¹⁷ Data from 2002. As indicated earlier in the study, the average government contribution per standard unit is 24,700 € in the Netherlands

more expensive, service provision by the SW-company. All this while the SW-company's risk contribution remains unchanged.¹⁸

In the Wsw three goals are aimed for simultaneously: the social goal, the productivity goal and the through-flow or outflow goal. Mutual conflict between these three goals is possible: we could call this a trilemma. An additional complicating factor is the heterogeneity of the target group.

SWOT analysis

<p><u>STRENGTHS</u></p> <ul style="list-style-type: none"> • Personal focus of the policy • Due to decentralization, local authorities have more responsibilities • The free market keeps the organisations sharp 	<p><u>WEAKNESSES</u></p> <ul style="list-style-type: none"> • Large amount of people in the system • High cost • People with serious restrictions get increasingly less opportunities • A too market oriented strategy has its dangers as well • Decentralization causes great differences in approach between the different local authorities • Pressure from the socially disabled group who are more attractive as a production factor
<p><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • Present labour shortage creates opportunities for persons with disabilities • Stimulation of entrepreneurship • Make organisations that focus on the support of persons with complex problems better known • Possibility to through-flow from care and sheltered workplaces 	<p><u>THREATS</u></p> <ul style="list-style-type: none"> • Competition where there used to be cooperation • Cheap suppliers of inferior quality • Competition between target groups

¹⁸ *Supported Employment – Final report within the research program VIONA 2005. (Hoger Instituut voor de Arbeid)*

2) AUSTRIA

A study on supported employment in Austria proved that in 1997 41.6% of the cases were successful. We should look at those figures from Austria from the right perspective though. It seems that the Austrian legislation encourages discrimination since certain categories of people are considered as “not able to work”. This means that entire groups – most frequently the weakest – don’t get any opportunities in the labour market and therefore they are not included in the figures. More research on this matter is a must.

On the results of the *Arbeitsassistentz* more information is available. With *Arbeitsassistentz* the criteria for success are the number of people with disabilities that hold a job for at least six months and the number of unemployed disabled people that find a job. Taking into account these criteria, the average success percentage of *Arbeitsassistentz* fluctuates between 25% and 52%. The job coaches were able to find a new job for 25.8% of the clients and to keep an existing job for 15.8%. The success of *Arbeitsassistentz* seems to be largely dependent on the type of handicap and on the economic and labour market conditions in the regions. The lowest pass rates are expected from the mentally challenged. Yet, the *Arbeitsassistentz* has proven to be a successful instrument particularly for this group. In many cases, the *Arbeitsassistentz* makes it possible to lead the mentally challenged to a paid job, there where other reintegration instruments often fail.

No new programs in the field of supported employment are expected in the years to come. In the federal labour market program for persons with disabilities the realization of the program “milliard for disabled” and the continuation of the programs that have proven their effectiveness take priority over new initiatives.

Recently, there have been complaints from the sector about budgetary reductions by the national government with the European instructions as an excuse. In Austria, not all service costs are reimbursed, such as for example the construction of new buildings, rent or overhead. The complaints in question from the sector are consistently ignored by the government with the European rules on subsidies as an excuse.

SWOT analysis

<u>STRENGTHS</u> <ul style="list-style-type: none">• Right to employment for all• A rich variety of measures• Measures against illegitimate firing	<u>WEAKNESSES</u> <ul style="list-style-type: none">• A group of people is excluded from the labour market because “not able to work”• Confusion because of different authorities• A lot of paperwork• Expensive measures• The more people have jobs, the lower the benefits (all in one fund)
<u>OPPORTUNITIES</u> <ul style="list-style-type: none">• Awareness by anti-discrimination legislation and media• Entrepreneurship	<u>THREATS</u> <ul style="list-style-type: none">• Expensive system• Competition between target groups (persons with disabilities ↔ long-term unemployed)• No long-term solutions

3) SWEDEN

In general, the employment services in Sweden obtain good results. The social workplaces of Samhall only have limited through-flow or outflow goals. Each year (2003) 3 to 5% of the employees leave Samhall to officially start their job with a regular employer. In addition Samhall has other goals such as offering a job to persons with disabilities that cannot find a job elsewhere and offering possibilities for personal and professional development. It is difficult to quantify the results of Samhall based on these goals. We can however conclude that the past ten years Samhall has created 10,000 new jobs in the services sector. In the years to come Samhall will work towards the following goals:

- Expanding the amount of jobs to approximately 35,000.
- Reaching an outflow percentage of 3% to 6%.
- Expanding activities in the services sector and in the industry.
- Offering custom solutions to the customers by better internal communication.
- Entering into long-term strategic partnerships with companies.
- Stimulating the outsourcing of own employees in other companies.

- Expanding supplementary training and reintegration services.
- Quality procedures will be aimed at the certification of the production of goods and services, and on environmental and personal development.
- The government funding will be gradually decreased. In 2005 the government subsidies have to correspond to 85% to 90% of the labour costs of the disabled personnel.
- Samhall wants to continue improving the company profile in order to raise the awareness within the company and to improve the image.

In the years to come, the labour shortage in Sweden is expected to further increase due to the ageing population. Partially because of this, the labour market policy will put even more emphasis on the promotion of employment of the disabled. A lot of attention will be paid to the flexibility of employment services. A personal approach will be at the centre. Besides the existing employment services for persons with disabilities there will be room for new and more innovating initiatives. There are, for example, plans to stimulate life long learning for the disabled by means of fiscal incentives. A commission has been established to make suggestions on this matter.

Because of the profit motive of Samhall, the European Commission has repeatedly insisted that the institution be more transparent in its financing. As indicated earlier, it seems to be a politically sensitive matter to make public to what extent the budget of Samhall consists of government funding and own income.

SWOT analysis

<p><u>STRENGTHS</u></p> <ul style="list-style-type: none"> • Relative content of all stakeholders 	<p><u>WEAKNESSES</u></p> <ul style="list-style-type: none"> • Relatively high costs and a large group of people • Limited transition to the labour market
<p><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • Because of the ageing population the labour shortage will increase • Personal approach • Life Long Learning is promoted by financial incentives 	<p><u>THREATS</u></p> <ul style="list-style-type: none"> • Because of the success of Samhall, less attention is paid to supported employment • Because of the profit motive of Samhall, people isolated from the labour market are excluded

4) UNITED KINGDOM

The original purpose of the reformation of the *Supported Employment Programme* was to stimulate the transition to regular work in order to create space for new participants of WORKSTEP. In the years 1999 and 2000, 1.8% of the total target group made the transition to regular work. The transition of persons from supported employment went smoother than the transition of persons from sheltered workplaces.

Research revealed a number of economic factors that seemed to obstruct the transition from the *Supported Employment Programme*. A couple examples include:

- Providers that looked after both sheltered workplaces and supported employment compensated the losses in sheltered workplaces by the surplus in supported employment. As a consequence there was no investment in the development of the supported employment programs.
- Providers made contracts for a specific number of participants. Payment was based on this number. Transition to a regular job meant a loss of income.
- The rule that persons with disabilities who had worked for longer than 12 months at a regular job could not return to the program kept providers from leading their clients to a regular job.

To date, there is a lack of reliable data on the effectiveness of WORKSTEP. Possibly the effectiveness is being limited by the contradictory objectives that WORKSTEP aims for. On the one hand, the transition to a regular job is an important goal, whereas on the other hand, offering a meaningful job to persons with disabilities is strived for. This tension between the transition goal and the employment goal has increased during the past years because the government has formulated a transition objective of 30% in two years time. This while it is certain that a vast number of participants of the *Supported Employment Programme* for the time being will not be able to make the transition to a regular job.

Because of the directive to gradually renounce wage subsidy, providers that take care of supported employment can encounter difficulties with persuading employers. It is also possible that the more traditional organisations that employ persons with disabilities will need a long time to develop their knowledge and abilities in the field of supporting the disabled employee.

In theory, also those who are more difficult to place can be accepted to WORKSTEP. It is assumed that the new financing method related to placing discourages providers of WORKSTEP

to serve this relatively difficult target group and focuses their efforts on the easier target group where results (placement within a regular company) are more obvious.

Despite the financial interest of the government in maximizing the outflow of the WORKSTEP program, it has become clear that there will always be a need for sheltered workplaces for persons with serious disabilities. Large adaptations to the WORKSTEP program are not foreseen. It is likely though that adjustments will be made in the field of monitoring and evaluation.

SWOT analysis

<p><u>STRENGTHS</u></p> <ul style="list-style-type: none"> • Stable and relatively well paid jobs (Remploy) • Relative satisfaction of employees • Employment without a loss of benefits is possible 	<p><u>WEAKNESSES</u></p> <ul style="list-style-type: none"> • Lack of transition (from subsidized jobs to regular jobs) • Low production • Benefit trap • Many measures for persons with less serious disabilities • Budget is not in one and the same portfolio
<p><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • More individual guidance • Everyone has the right to work 	<p><u>THREATS</u></p> <ul style="list-style-type: none"> • Good training should encourage young people to find a job • A lack of goodwill to reform the welfare system • Too demanding training can lead to exclusion of persons with serious disabilities

5) IRELAND

Ireland is a country that is currently undergoing major changes in the field of employment of persons with disabilities. The enormous economic growth of the past years is not reflected in the employment rate of persons with disabilities. Steps are being taken against this situation though:

the two main realizations are the development of the *Comprehensive Employment Strategy for People with Disabilities* and the transfer of responsibilities to the Ministry of Employment.

An important subject of discussion in Ireland is the status of employees in sheltered workplaces. In the vast majority of the cases these people do not have an employment contract and therefore they have less rights. Despite of the advice of an *expert taskforce* to introduce obligatory employment contracts, to date, this has not been done.

The pilot projects on supported employment have proven to be extremely successful. In 1996, 30 organisations have been identified as providers of supported employment. At that time, 388 people had been integrated into the regular labour market. A second study with 405 people that participated in the supported employment project indicated that most employees that could hold their job for a long time needed help only sporadically and that the benefits largely outweighed the costs.¹⁹ A direct consequence of this was the start up of a national program for supported employment in 2000, using mainly ESF funding.

SWOT analysis

<p><u>STRENGTHS</u></p> <ul style="list-style-type: none"> • Promotion of the right to employment for all • New initiatives • Stakeholder model 	<p><u>WEAKNESSES</u></p> <ul style="list-style-type: none"> • Benefit trap • No real contracts in sheltered workplaces • Less opportunities for the mentally challenged • Difference in quality of service between the sheltered workplaces
<p><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • New <i>Comprehensive employment strategy for people with disabilities</i> 	<p><u>THREATS</u></p> <ul style="list-style-type: none"> • Many measures for persons relatively close tot the labour market • Too much financing still goes through the <i>department of health and social affairs</i>. It is possible that they skim their budgets because they to not consider this matter as their competence

¹⁹ *Supported Employment – Final report within the research program VIONA 2005.* (Hoger Instituut voor de Arbeid)

6) FRANCE

Despite the fact that France does not have a history of supported employment structures, we can state that a number of instruments function reliably. The importance of the quota system and of AGEFIPH should not be underestimated, nor overestimated.

The most important step forward was the introduction of the new law on 11 February 2005 on equal opportunities, rights and full citizenship for persons with disabilities. The law opens new possibilities to promote employment in enterprises and also meant the foundation of the CDAPH's, the *Commission des droits et de l'autonomie des personnes handicapées*.

Nevertheless, some remarks on the policy in France are in order. On too many occasions persons with disabilities are still being placed in the ESAT's (the former CAT's/formerly the CAT's) and the chances on employment in the open labour market are slim. Proof of this is the high ranking of France on lists that reflect the number of persons employed in a sheltered work environment. Transition to the regular labour market was, up until today, virtually nonexistent.

SWOT analysis

<p><u>STRENGTHS</u></p> <ul style="list-style-type: none"> • Opportunity to impose quota • Financial support for the ESAT 	<p><u>WEAKNESSES</u></p> <ul style="list-style-type: none"> • No access for persons with serious disabilities • More than 20% of the ESAT make a loss
<p><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • Public fund for employment in the public sector • Subcontracting is a tool to reach the quota 	<p><u>THREATS</u></p> <ul style="list-style-type: none"> • General decrease in recruitment due to a lack of training • Only 2,5% through-flow in the ESAT

CONCLUSIONS & ADVICE

As mentioned above in this study, comparative research on the financing of employment of persons with disabilities is not an easy task. The target group and policy are organized differently in the different countries. Within the limited time span of this study, we have filtered and compressed the abundance of information as much as possible. Below, we give an overview of the most important trends and we arrive at several conclusions.

Supported by, among others, the Lisbon agenda, the *UN Convention on Disability* and other international strategy papers, the governments in all countries that have been the subject of this study have taken several initiatives to improve the employment of persons with disabilities. This way, they have tried to find a solution for the incessant increase of the number of persons with disabilities, partly due to ageing. Most facilities in the investigated countries are mutually comparable, but at the same time also very different. The tables on pp. 49-51 offer a schematic overview of the different instruments in the investigated countries. Most of these initiatives have both social and economic objectives.

Supported employment

Contrary to countries like Australia, where sheltered employment has been completely abolished, most European countries have consciously chosen not to work exclusively with supported employment. For an important part of the population with disabilities, SW's (sheltered workplaces) are the only alternative. It is clear however, that in the investigated countries, supported employment is stimulated actively. As a consequence, the law in almost all investigated countries is currently under revision. The new facilities for supported employment often offer a good alternative for sheltered employment and promote renewal and innovation. Not surprisingly does the European Union strongly promote this vision. However, the new focus on the flow to the regular labour market also has negative consequences. Measures that 'grade' institutions based on the company results cause skimming of the selection and hamper the outflow. The "good" employees are not passed on, but kept in the company: productive employees are essential to realize the production objectives. Some rules bring about a certain reservation towards through-flow (for example, the prohibition in the UK to return to a sheltered workplace within twelve months once one has obtained a regular job).

In all European countries, the through-flow from a sheltered workplace to a more regular work environment is disappointing, despite instruments such as supported employment and

secondment. It is, however, unclear whether this has to do with the employability of the persons with disabilities or with the functioning of the sector as such. The agents in the regular labour market are also required to take on their responsibilities.

Moreover, all countries (be it to a greater or lesser extent) have to deal with the above described trilemma between the social, production and through-flow objectives. To promote the through-flow to a regular work environment, some countries have recently changed the acceptance criteria for sheltered workplaces and new forms of sheltered and supported employment have been created. While implementing the changes, it is crucial that a great deal of attention is paid to the freedom of choice of the disabled person.

A well balanced flexicurity approach of employment of persons with disabilities can improve the participation of these people in the regular labour market. Flexible joining and leaving the labour market needs to be guaranteed to avoid people losing their benefits when they find work and not receiving them again if they lose their job (benefit trap). The same holds for sheltered and social workplaces. A structural approach of this problem is required. This thesis is confirmed by a recent study of the OECD²⁰: work should pay off.

Sheltered employment

The European countries with the largest population active in sheltered workplaces are clearly Germany, France and the Netherlands. Comparative research shows that countries with a similar population density nevertheless present great

- *The shift of sheltered employment to supported employment in all countries. Nevertheless, Austria had to readapt its policy to the growing need of sheltered employment.*
- *The mainstreaming of the employment policy for persons with disabilities under the Ministries for employment*
- *Public sheltered employment (Remploy, Samhall) versus private SW's like in Ireland. Also the conversion of Samhall from a foundation to a company.*
- *Trilemma between social objective, productivity objective and through-flow objective*
- *In many countries the wages of the employees with disabilities are linked to a minimum wage. Apart from the advantages related to this, at the same time this may lessen the stimulation to evolve towards a job in the regular labour market.*

dissimilarities in the number of persons that are employed in sheltered workplaces. These differences are due to a wide range of factors, such as the institutional context, definition of the target group, accessibility of sheltered employment, characteristics of the target group (mental, psychological or physical handicap, gender) and the political discourse²¹. In the frame above we give some concrete examples of the influence of the mentioned factors.

²⁰ OECD, *Sickness, Disability and Work: Breaking the Barriers* (Norway, Poland and Switzerland). 2006.

²¹ Samoy E. en Waterplas L. *Sheltered employment in five member states of the Council of Europe: Austria, Finland, Norway, Sweden and Switzerland*. Council of Europe, 1997.

Furthermore, stimuli should not only be created for individuals, but also for the SW's. These should, for example, be involved in the networking of organisations that offer other work or even supported employment (with the necessary financial stimuli to do so).

Target group and indication

In the Netherlands, only persons with physical, mental or psychological disabilities qualify for adapted employment. For the new law on social employment, the indication was broadened considerably with a huge increase in the population active in sheltered workplaces as a result. In other countries, persons with disabilities who experience difficulties with finding a regular job can make use of the different facilities. This usually also includes the long-term unemployed.

It strikes us that in most of the investigated countries the target group is related to the capacity for work of the persons and not to the degree of their disability. However, in the United Kingdom for example, this approach is being renounced. Because of the fall in employment in the industry and the increase of jobs in the services sector, it became increasingly difficult to measure the productivity of the employees.

In theory there should be a kind of 'ladder' system to go from the social and/or sheltered workplace to the regular labour market, with a number of intermediate stages that make it relatively easy for the individuals to pass from one rung to the next, without too many institutional limitations. A clear delineation of the target group at the beginning is an absolute must for a good policy.

Young people

Young people form an important target group. They have a great potential for growth which means that the stress of the policy and the implementation should be on personal development and monitoring. In addition, young people are privileged in the labour market. With the indication and definition of the target group, the fact that young people have more development opportunities should be taken into account. In some of the investigated countries, there are employment facilities that specifically aim for young people. In Austria, for example, the *clearing* program concentrates on career counselling for young disabled people during their last year of school. *Early intervention* is the most important basis for success.

Stakeholder approach

All agents in all countries (governments, institutions, social partners, persons with disabilities, teaching institutes,...) should be closely involved in the design and the development of regulations on sheltered and supported employment. Social partners can be involved to develop

concrete initiatives to enlarge the participation of persons with disabilities. Structural deliberation between the different stakeholders will bring about a better and more efficient policy.

Focus on personal development (Life Long Learning)

In several of the investigated countries, relatively much attention is paid to the personal development of persons with disabilities. The important part of job coaches and career counsellors is remarkable. In the Austrian Arbeitstassistentz and the Swedish SIUS-program, job coaches and counsellors are professional coaches that are well informed of the possibilities of placement in several companies. They are the first responsible for the implementation of the supported employment program and are evaluated by the responsible governments based on the results. The Swedish Samhall has also been certified according to the ISO for the development process of disabled employees. Too often the wishes and possibilities of persons with disabilities are not sufficiently taken into account: too often an employee is sought for a certain function in a company instead of the other way around. Of course we do have to stay realistic.

In this context, it is important to point out the lack of career perspectives for persons with disabilities. Through life long learning and other instruments, sufficient attention needs to be paid to the development of a career with perspectives.

Research and evaluation

It draws our attention that too little attention is paid to monitoring the effectiveness and the results of the different instruments in the investigated countries. This is partly due to the fact that many countries are currently busy with the development of new laws, or that these have been implemented only recently. However, monitoring and evaluation can reveal interesting results and insights regarding through-flow, durability, success factors,... both to the policy makers and to the different agents in the field.

Promotion and public relations

In some countries, employment of persons with disabilities is promoted actively. In Austria, for example, several programs of supported employment are promoted with employers and persons with disabilities through campaigns. Similar campaigns, directed specifically to persons with disabilities and not to underprivileged groups in general, can of course play an important part in the change of attitudes and views, as well with employers, employees as with the general public opinion.

The European Union and government support

The last few years, in EU context, a lot of attention has been paid to the policy for persons with disabilities. The recurring theme has been re-integration and employment in the regular labour market. Through National Action Plans the policy is monitored to improve the position of the disabled in the labour market. A part from that, Brussels hardly interferes with the national policy and implementation. Through regulations however, countries are summoned to implement anti-discrimination laws for persons with disabilities.

It is striking how little the investigated countries know about the EU regulations. Conversely, the European Commission claims not to dispose over of a lot of information on the implementation in the member states. The member states are obliged to report any government support above a certain amount. However, this is in the form of a very brief report, which means that not sufficient detailed information is available on the legal grounds on which the support is based.

To date, only very few member states contacted the European Commission during the preparations of a new law in this domain. None of these countries formed part of this study though. Representatives of Samhall did contact the Commission in the past because they were accused of disturbing fair competition in Sweden. Most cases in which the Commission intervenes actively are cases where other stakeholders bring charges against illicit government subsidies so that an investigation is opened. This has for example been the case for Poland.

Conclusion

From an international perspective, we can clearly distinguish a number of specific trends in the labour market and in the re-integration policy for persons with disabilities:

- *Employment in the open labour market* is given preference, supported by specific measures.
- *Sheltered employment* is questioned despite its important track record, mostly due to its segregating effect.
- *Activating*: trying to (re-)integrate people who live from social security in the labour market.
- *Mainstreaming*: though certain policy initiatives have been designed for specific target groups, the trend is that measures are broadly opened to people looking for jobs; this way, discrimination and stigmatization are combated.
- *Decentralization and responsabilization*: in order to provide custom support, the implementation is decentralized where possible and employers are responsabilized.
- *Stimuli*: in order to achieve the desired behaviour, stimuli for disabled employees (to avoid the poverty trap), employers (differentiation of premiums and own risk) and

executive authorities (for example bonuses for successful placement) are introduced. Work should pay off!

- *Improvement of the institutional context and harmonizing the policy*: in order to increase the effectiveness of the implementation and the efficiency of the organizations, the institutional context in various countries is reorganized and harmonized.
- *Case management*: more attention is paid to the wishes of the client in policy and during implementation: the ultimate aim is custom service.
- *Stakeholder cooperation and networking*: structural communication between all stakeholders paves the way for success.

The issue of the position of persons with disabilities in the labour market will become more and more relevant in the years to come. Under the influence of the ageing population, the potential target group of disabled persons will see a strong relative increase. Also elderly people are often to a certain degree handicapped. Furthermore, the increase in persons with psychological disabilities contributes to the growth of the potential target group. A good labour market strategy for persons with disabilities in general will be increasingly important, also given the policy priorities of enlarging the supply of labour, reducing the spending on benefits and social security and combating social exclusion. Therefore, with the development of a new law for financing employment of persons with disabilities, it is of utter importance to provide sufficient room for measures aimed at supported employment.

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ANNEXES

- ANNEX 1: REGULATION 2204/2002
- ANNEX 2: QUESTIONNAIRE 1
- ANNEX 3: QUESTIONNAIRE 2