



**The labour market situation of disabled people in European countries and implementation of employment policies: a summary of evidence from country reports and research studies**

**Report prepared for the Academic Network of European Disability experts (ANED)**

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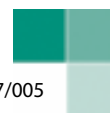
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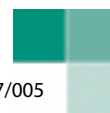
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## Executive summary

This report is based on evidence submitted in national reports produced by members of the Academic Network of European Disability experts (ANED) representing the EU Member States (except Luxembourg) plus Norway and Iceland. It is supplemented with evidence from existing studies with a focus on disabled people's access to integration and retention in the labour market, and recommendations to enhance the current position.

Action on the employment situation of disabled people in European countries should be considered in the context of the United Nations Convention on the Rights of People with Disabilities, the Lisbon Agenda and European Employment Strategy, the Employment Directive 2000/78/EC, and the European Disability Action Plan.

Labour market activation and inclusion for disabled people are easier to address in periods of increasing labour demand and lower levels of unemployment than in times of recession. The current economic downturn raises substantial challenges to the goals and actions proposed in recent periods of policy development. It will be important to review national developments in light of this situation.

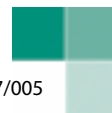
There is a substantial lack of detailed, up-to-date and comparative information about the employment situation of disabled people in European countries. This includes an absence of reliable data broken down for different sectors and groups, and a lack of attention to economic inactivity in published employment indicators. There are substantial variations in reported data between different countries.

There is evidence of multiple exclusion for particular groups of disabled people in European labour markets, including disabled women and older disabled workers. Particular attention should be paid to opportunity for people with intellectual impairments and those with mental health conditions. There is a lack of knowledge in relation to migrant and minority ethnic disabled people, who may face particular disadvantage also. This underlines the necessity in the years to come for a stronger focus on how decisions are implemented, including whether the necessary resources are available, both in relation to financial investment and in relation to qualified staff. Furthermore, knowledge about existing support opportunities for disabled people are not always in place. Focus on raising awareness, information and ensuring proper implementation can help in reducing the barriers and disadvantages at play.

Disabled people are employed within a broad range and types of jobs but with a large proportion employed in low-skilled jobs. There is a very significant association between educational achievement and success in employment. The disadvantage for disabled people in education and lifelong learning is a matter of major concern, to which attention should be directed as a priority. Early intervention and prevention for disabled young people is therefore extremely important.

There has been some policy convergence towards rights-based employment legislation, following implementation of the Directive although the range of active labour market policies available (and spending on them) remains very broad, both within and between countries. There is some evidence of a shift from inactivity compensation towards assessments of capacity for work, including partial work capacity. The majority of European countries maintain some form of employment quota system. There is evidence of national actions to create more flexible work solutions.

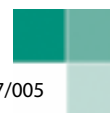
There is scope to learn from good practice examples. However, a more robust framework is required for structured reporting and evaluation of examples, particularly in terms of the longer term outcomes for disabled people. Useful examples are available for this purpose. Setting clear goals and targets including a strategy for ensuring knowledge of what works and what does not is also a core lesson. Establishing best-practice cases, including a comprehensible knowledge about how and why they work, is important.



There are substantial differences in employment enablers, social services support, social security systems, and environmental infrastructures.

There is some evidence of disability mainstreaming in national employment strategies, but effective mainstreaming requires attention to implementation in practice, not simply in law. There is a tension between mainstreaming and targeted policy intervention. Additional expertise, resources and training will be required by generic services to ensure the inclusion of disabled people in mainstream opportunities. The accessibility of workplaces, technologies and supporting infrastructure is also essential to successful mainstreaming. There are still very few references to accessibility in national employment policies and strategies.

Finally, a better combination of benefits and employment could make it possible and more attractive for disabled people to work, e.g. disabled people should have options for partial work and still feel economically safe. Flexicurity is thus important in this area.



## 1. Introduction

### 1.1. Background

The Academic Network of European Disability experts (ANED) was established by the European Commission in 2008 to provide scientific support and advice for its disability policy Unit. In particular, the activities of the Network support the future development of the EU Disability Action Plan and practical implementation of the United Nations Convention on the Rights of Disabled People. ANED is funded as part of the Community Programme for Employment and Social Solidarity (PROGRESS 2007-2013)<sup>1</sup>. PROGRESS supports EU objectives in the area of employment and social affairs and contributes to the stated goals of the Lisbon Strategy in the period 2007-2013, particularly, creating more and better jobs and promoting equal opportunities for all<sup>2</sup>.

During 2008 national experts from ANED reviewed the 2005-2008 National Reform Programmes<sup>3</sup> of each Member State (and current policy in Iceland and Norway) in relation to current research and implementation practice at national level. Their national reports, published on the ANED website, provide the primary source material for this report (references are included to these country reports in the text where the detailed examples can be found).

The purpose of this thematic report is to summarise the state-of-the-art in national strategies for ensuring disabled people's access to and retention in the labour market, drawing on evidence and examples from the ANED country reports. The report reviews practical implementation of the European Employment Strategy from a disability equality perspective, and provides evidence in support of disability policy mainstreaming with an emphasis on recent developments and initiatives. The main focus is on employment issues and active labour market policies, and, to a lesser extent on supportive services and legislation.

### 1.2. Context for the analysis

This thematic report on employment strategy for disabled people in European countries takes as its starting point the UN Convention on the Rights of Persons with Disabilities, which states in Article 27:

'the right of persons with disabilities to work, on an equal basis with others; this includes the right to the opportunity to gain a living by work freely chosen or accepted in a labour market and work environment that is open, inclusive and accessible to persons with disabilities'

This includes prohibition of discrimination, protection of rights, access to education, employment in the public and private sector, possibilities for self-employment and support in order to maintain employment on equal terms with others.

The OECD acknowledged as far back as 1992 that: 'A need for more co-ordination of all policies which affect the labour market participation of people with disabilities is an overriding concern'<sup>4</sup>. Although many initiatives have been taken, and more focus has been given to integration of disabled people, more can be done. There is thus still a need for more knowledge, and more co-ordination in the area.

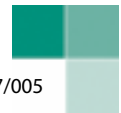
The EU Employment Strategy was launched in late 1997. According to EMCO (2005) the evaluation of the first five years was inconclusive as to the impact on the labour market situation of disadvantaged people.

<sup>1</sup> [http://ec.europa.eu/employment\\_social/progress/index\\_en.html](http://ec.europa.eu/employment_social/progress/index_en.html)

<sup>2</sup> [http://ec.europa.eu/employment\\_social/progress/focus\\_en.htm](http://ec.europa.eu/employment_social/progress/focus_en.htm)

<sup>3</sup> [http://ec.europa.eu/growthandjobs/national-dimension/member-states-2005-2008-reports/index\\_en.htm](http://ec.europa.eu/growthandjobs/national-dimension/member-states-2005-2008-reports/index_en.htm)

<sup>4</sup> OECD (1992), *Employment Policies for People with Disabilities*. Labour Market and Social Policy Occasional Papers No. 8, Paris, OECD. (p58)



The strategy has undergone several developments since 1997, including with the launch of the Lisbon Strategy in 2000, and its relaunch in 2005. Guidelines have been amended but the ambition to create growth and jobs for all has remained central. EMCO (2005) sets out the relevance of the core objectives and specific guidelines on the situation of disabled people in the labour market in the revised strategy (cf. also below).

A further reference point for the report is the EU Directive of 2000<sup>5</sup>, which, among other things, affirms in the introduction that the 'provision of measures to accommodate the needs of disabled people at the workplace plays an important role in combating discrimination on the grounds of disability'. In Article 5 it is stated that 'employers shall take appropriate measures, where needed in a particular case, to enable a person with a disability to have access to, participate in, or advance in employment, or to undergo training, unless such measures would impose a disproportionate burden on the employer'.

Furthermore, the integrated Guidelines for Growth and Jobs state the aim to reduce the employment gap for those disadvantaged in the labour market, including disabled people<sup>6</sup>. A specific reference to disadvantaged groups, which may include disabled people, is included in guideline 19: 'Ensure inclusive labour market, enhance work, attractiveness, and make work pay for job seekers, including disadvantaged people, and the inactive'. The aim is, as previously outlined in the Commission note ((COM (2003) 650 Final), to ensure equal opportunities for people with disabilities. This is also due to the fact that employment is not only about money, but also about integration in society (Warren, 2005).

Finally, the 2003 EU Disability Action Plan prioritised full application of the Employment Directive, mainstreaming disability issues in Community policies, and Improving Accessibility for All. Although the Directive has now been largely realised in national laws, much work remains to convert legal rights into genuine social and economic rights for disabled people. The 2008-9 Action Plan priorities highlight the importance of successful employment policies through the concept of 'flexicurity'. The 2008-9 Disability Action Plan priorities also identify a need to analyse 'models of good practices for the reasonable accommodation of disabled people in the work place'.

### 1.3. Aim and focus of the report

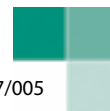
The main focus for this report is to review developments in employment policies affecting disabled people in European countries, as evidenced in evaluations submitted by members of the ANED network, and in relevant research studies. The aim is not to make a comprehensive meta-evaluation of existing studies of Active Labour Market Policies (ALMP), but rather to highlight barriers and successes in relation to disabled people's access to the labour market (cf. Kluve 2006 and EU Commission 2006). Until recently, very few studies have probed deeply into the effects and outcome of initiatives targeted towards disabled people and the lack of substantive evaluations of what works and what does not work in ALMP remains a hindrance for development towards a more substantive understanding of what is required to increase participation rates in the labour market for disabled people. Furthermore, it is not only ALMPs that have an impact on the opportunities and possibilities of integration into the labour market, but also variation in contextual factors such as individual support, level of educational achievement, accessibility of transport and workplaces, etc.. Lack of sufficient and relevant knowledge about what works remains a barrier for achieving the goals of equality and successful integration into the labour market.

This report focuses on the actual situation and most recent developments in the EU and EFTA countries and on examples of best practice.

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<sup>5</sup> Council Directive 2000/78/EC of 27 November, 2000 establishing a general framework for equal treatment in employment and occupation (point 16)

<sup>6</sup> Communication from the Commission to the Spring European Council. Integrated guidelines for growth and jobs (2008-2010), COM(2007) 803 Final, Brussels, 11.12.2007 (p26)



The report is based upon reports prepared by ANED's national correspondents in response to a set of questions concerning the ways in which different countries address integration of disabled people in the labour market (and with specific reference to the 2007 National Reform Programmes of the EU Member States). A separate follow-up evaluation of the 2008-2010 National Reform Programmes was conducted by ANED and presented in a supplementary report<sup>7</sup>. Exclusion and under-employment in the labour market also significantly increases the likelihood of living in poverty (cf. Annex 5) and a parallel report, published by ANED, addresses developments in relation to social inclusion and social protection more generally<sup>8</sup>.

A well-known analytical problem is that disability is not a single and clear policy concept, varying considerably in definition between administrative jurisdictions<sup>9</sup> or relying upon individuals' perceptions about their disability status. The EU social model approach acknowledges disability as a social construct and focuses on the environmental barriers that restrict participation, while national policies are often dependent upon medical or functional assessments of individual impairment and capacity. The World Health Organisation conveys some of this complexity by representing disability as 'an umbrella term for impairments, activity limitations and participation restrictions. It denotes the negative aspects of the interaction between an individual (with a health condition) and that individual's contextual factors (environmental and personal factors)'<sup>10</sup>.

The issue is further complicated when trying to disentangle the relationship between definition of disability and systems of disability benefit, e.g. where the focus may be on social, medical, degree of impairment/disability<sup>11</sup>. In addition, some disabled people may encounter hindrance in some jobs, but not necessarily in others. As a consequence some people who perceive themselves as disabled are not necessarily represented in disability employment statistics where they are employed in the open labour market without any support. Such varied factors account for the wide variation in recorded numbers of disabled people in and out of work in different countries.

The report's main focus is on best practices in practical implementation, based on the national correspondents reports and recommendations for further actions, but will first present data and information with regard to the employment situation of disabled people as this forms the background for the more detailed analysis and proposals.

#### 1.4. Structure of the report

The report is structured, to a large extent, to facilitate consistency and cross-referencing with the national reports, thereby making it easier for readers to consult national reports in relation to specific sections. However, this synthesis report sets out a more detailed comparative presentation of knowledge in the field, with an emphasis on developments in the most recent years, and, with a focus on action to improve the situation, reduce barriers to work and ensure a higher degree of equality at the labour market. The structure of the report is then as follows.

In the following two sections, the focus is on what we know about jobs, employment and unemployment for disabled people, in order to describe the situation and its development. Section 2 outlines the employment and unemployment of disabled people. Section 3 reviews types and sectors of employment, including the use of quotas and sheltered employment. This is followed by sections on mainstreaming and labour market policies.

<sup>7</sup> Roulstone, A. and Priestley, M. (2008) Disability mainstreaming in the 2008-2010 National Reform Programmes for Growth and Jobs, ANED

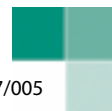
<sup>8</sup> Shima, I. and Rodrigues, R. (2008) *The implementation of EU Social Inclusion and Social Protection Strategies in European countries with reference to equality for disabled people*, ANED

<sup>9</sup> [http://europa.eu.int/comm/employment\\_social/publications/2004/cev502004\\_en.pdf](http://europa.eu.int/comm/employment_social/publications/2004/cev502004_en.pdf)

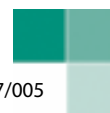
<sup>10</sup> WHO (2001), International Classification of Functioning, Disability and Health, Geneva, WHO (p213)

<sup>11</sup> European Foundation for the Improvement of Living and Working Conditions (2006), *Employment Guidance services for people with disabilities*. Dublin.





Section 4 reviews the evidence of disability mainstreaming, including its gender dimensions, and its relationship with implementation and accessibility. Section 5 is concerned particularly with examples of active labour market policies and their evaluation. Lesson learning for both the EU and individual countries can be developed by highlighting best practices. This is therefore presented as the specific and central focus for Section 6, including discussion of what can be understood by best practice. In Section 7 the conclusions of the analysis are presented. Based upon the analysis and conclusions recommendations and proposals are provided in Section 8.



## 2. Employment and unemployment for disabled people: overview

### 2.1. Introduction

The aim of this section is to review development in employment for disabled people in recent years. This could be, at the macro-level, an indicator of successful policy implementation, although general economic development and national labour market developments have to be taken into consideration. Seemingly, in all countries, integration is easier in situations of increasing labour demand and lower levels of unemployment than in times of recession. This emphasizes the need to ensure sustainable economic development as this has repercussions in relation to groups with weaker attachment to the core of the labour market. With growing signs of economic downturn across Europe since the preparation of the country reports in 2008 this must be a significant concern.

### 2.2. Variability in employment and unemployment

National documentation and previous comparative research studies reveal that information and indicators in relation to disabled people and their position in the labour market are lacking in detail, infrequently updated and demonstrate large variations from country to country. Although the Labour Force Survey provides indicative data, the compilation of detailed statistics in this area is often based upon national regulations rather than international standards (ILO 2007; Applica, Cesep & Alphametrics 2007). In addition to employment and unemployment it is essential to consider the dimension of labour market (in-)activity when considering the situation of disabled people (a factor commonly overlooked in the Member States' National Reform Programmes). Decent work is also an important issue; it can be described as not only having a job opportunity, but also adequate earnings, security at work, motivating tasks, promotion opportunities etc.

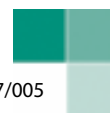
There are large variations between the rates recorded in EU-member states. Table 1 provides a snapshot indication of the central parameters, based upon recently published comparative analysis, showing the highest and lowest score and the average for the EU with regard to the labour market position for disabled people.

**Table 1. Best and lowest score on employment and unemployment for people with different degrees of disability and for the inactive group in 2002.**

	Best score	Lowest Score	EU-average
Employment rate considerably restricted	Belgium 58.6	Slovakia 7.4	28.3
Employment rate restricted to some extent	Sweden 71.7	Romania 38.0	61.7
Unemployment rate- all degree of disability	Hungary 1.3	Germany 8.7	5.4
Inactive people with disabilities	Sweden 21.6	Hungary 87.2	45.0

Source: LFS special ad-hoc module, 2002 and Applica & Cesep & Alphametrics, 2007  
 Note: Best score is the highest employment rate, lowest unemployment rate and lowest rate of inactivity

The data in Table 1 suggests that there is possible scope to learn from best practice, or at least to be better informed why some countries indicate better performance than others. Annex 2 details the reported employment, unemployment and inactivity rates for disabled people in the European countries, including the distribution for men and women.



This data provides a clear indication of national variation in relation to employment, and demonstrates that disabled people experience considerable difficulties in entering and remaining in the labour market. Disabled people maintain lower participation rates and higher levels of unemployment than non-disabled people, indicating that there is much to do to achieve full participation and equality in employment.

The variation in recorded employment rate between 58.6% and 7.4% can be considered as a combination of variations in disability definition, data definition/compilation and of real differences in inclusion. Effective monitoring of progress on disabled people's inclusion in the labour market requires action on the reliability, comparability and frequency of data collection. The ANED country reports, and the inconsistent use of indicators in the National Reform Programmes, raise significant concerns at national level. As the ANED respondent from Cyprus stated, 'there is an urgency for meaningful statistical data regarding employment as such information is expected to add to the efforts for improving employment opportunities and employment schemes for disabled people in Cyprus' ([Cyprus National Report](#)).

### 2.3. Data-reliability

The main focus of this report is on labour market policies and good practice, rather than on the evaluation of existing statistical data<sup>12</sup>. However, as noted above, a core analytical problem is that little clear and systematic knowledge is available, and that data is not easily comparable across countries, although improvement with regard to data has taken place. Experts in several countries, such as [Bulgaria](#), [Cyprus](#), [Latvia](#), and partly [Romania](#), report data that is not reliable or updated. At national level too, problems arise where 'administration authorities have different definitions of disability depending on the regulation of access to diverse forms of services or benefits they are managing' ([Austrian National Report](#)). Administrative systems for reporting employment rates among disabled people in some countries refer only to those registered with public employment services, or to those in receipt of particular disability benefits. From a mainstreaming perspective, such practices raise additional concerns about the difference or stigma attached to such labels (cf. discussion on quotas and sheltered employment in section 3).

Updating of information is a problem in many countries, where the most recent data is still the 2002 ad hoc LFS module. The special ad-hoc module for the 2002 Labour Force Survey is however a useful source, although not covering Latvia, Poland and Bulgaria (cf. also Applica & Cesep & Alphametrics, 2007). It is expected that the new European Survey Module will help in monitoring progress on social inclusion, including the UN Convention's objectives (COM (2007) 738 Final). However, reliable and updated information remains a core problem in relation to measuring progress towards employment goals, implementation of the European Employment strategy and its effectiveness.

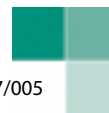
### 2.4. Disabled people and the labour market situation

Taking into account the limitations outlined so far, and what is known concerning the labour market situation of disabled people, the following key points provide a background to the report.

In general, the analysis, based on information from the ANED national reports and other comparative analyses, indicates:

- a strong correlation between disability, employment and education,
- a worse situation for disabled women than for men,
- that people with intellectual impairments and mental health conditions face particular difficulties in entering and/or remaining in the labour market.

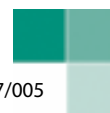
<sup>12</sup> For further discussion on this theme, see, van Oorschot, W., Balvers, M., Schols, M. and Lodewijks, Ilse (2008) *European Comparative Data on the Situation of Disabled Persons: an annotated review*, ANED



These general patterns are also confirmed in other detailed studies on the situation (e.g. Applica & Cesep & European Centre, 2007). In Sweden, as a counter example to the trend in the other countries, 'women with impairment, irrespective group, had a higher employment rate than men' ([Sweden National Report](#)). The intersectionality of disability with other axes of disadvantage should, therefore, be an important consideration in both future data collection and labour market interventions.

Existing evidence suggests that one out of every six EU citizens between 16 and 64 is reported to have a long-standing health problem or disability, but also that one third of those persons do not experience any restriction in their working abilities. Against this general background age proves to be an important factor. Although the employment rate for all age groups is lower for disabled people than for non-disabled, older workers are more restricted than younger (21% aged 55-64 compared to 9% aged 25-54).. Additionally, educational attainment level has an impact, so that for those with only basic schooling only one out of five were in employment compared to 62% of those without restrictions. For persons with a tertiary level of education the difference was 48% compared to 85%. Large variations between disabled people and non-disabled people exist, and no unambiguous information is available that employment has improved more for disabled people than for other groups. Labour market participation appears to depend on the level of education, the occupation performed, marital status (married men and single women having the highest employment rates), and mobility to and from work (Applica & Cesep & Alphametrics, 2007). Accessibility of the workplace and the attitudes of employers are also important factors on which there is little data available.

To conclude, several countries in Europe do not have updated, and sometimes only have unreliable, data with regard to the situation of disabled people. In many countries, the last reliable data is from 2002 and, given the economic and labour market development since that time (including EU expansion), this is unlikely to give a precise picture of the current situation. Improvement has taken place in several countries, and at the EU level, but an important lesson is that more regular and up-to-date data is required in order to monitor developments over time. Moreover, such data should pay particular attention to the intersectionality of disability with other variables and dimensions of disadvantage.



### 3. Key features and trends in employment policies

#### 3.1. Introduction

Employment strategies for disabled people, both at national and EU level, have increasingly focused on the goal of integration within the core of the labour market in stable, secure jobs on an equal level with others (rather than on segregated employment or less valued compensatory employment in unstable and low paid jobs at the fringes of the labour market). This section summarises the key trends, including flexibility, types of jobs, and the relationship between jobs in the open labour market and in sheltered employment. In Section 4 the more specific elements of activation and labour market policies towards disabled people are discussed.

#### 3.2. Change in focus on capacity and flexibility

Recent labour market and welfare policy developments in European countries have seen a tendency away from a perspective on work disability (or incapacity) towards work ability, focusing assessments on what people can do, and, then targeting support based upon this evaluation. This has implications for types of jobs, and the options for integration into the labour market. Such moves have also seen an increased focus on the possibilities of partial work and job flexibility – including shorter working hours, possibilities for more flexible attendance (holidays, work-breaks, etc.). In [Poland](#), as an example, legal rights were enacted to ensure, depending on the degree of disability, the right to work less. The OECD has taken a particular interest in initiatives based on partial work capacity, although whether such initiatives have so far improved the prospect of permanent labour market inclusion remains unclear<sup>13</sup>. It is relevant to note that part-time work is common amongst disabled people in employment. In [Norway](#), for example, part time employment is more common among disabled people (48.3% in 2007) than for all people employed (26.6% in 2007).

#### 3.3. Types of jobs and sectors of employment

There is a relative lack of information about the types of jobs and sectors that disabled people are employed in, not least because many disabled people employed in the ordinary labour market are not recognised or measured in reported figures (e.g. because they are not recorded as having work limitations or receiving specific support services). Based upon the available evidence, it is clear that disabled people are employed within a broad range and types of jobs with a large proportion employed in low-skilled jobs. The jobs that disabled people have vary to a large degree from country to country, for example between the primary sector and service sectors. These differences reflect national variations in the composition of the labour market, the structure and development of national economies, and variations in labour market policies (e.g. in the type of vocational training, quota or placement opportunities targeted to disabled people). Annex 4<sup>14</sup> summarises the available evidence from the 2002 LFS data, which also highlights an absence of knowledge about the employment sectors of very many disabled people.

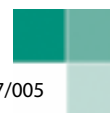
#### 3.4. Employment quotas

Given the use in many EU-member states of quota-obligations this is an important aspect of how countries are trying to integrate disabled people into the labour market.

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<sup>13</sup> OECD (2007) *New Ways of Addressing Partial Work Capacity*. Paris, OECD, and subsequent country reports at [www.oecd.org/els/disability](http://www.oecd.org/els/disability)

<sup>14</sup> Data are from the 2002 Labour Force Survey and show prevalence amongst disabled workers only (rather than comparisons with the general population by employment sector). This implies that one has to compare the prevalence of the total with the prevalence in each sector. If the figure in the table is below the percentage for the total then disabled people are less represented in this sector. The opposite is the case if they are above to a higher degree. The degree of integration in the labour market depicted in Annex 4 may reflect differences in understanding of disability and differences in national reports cf. also the difficulty in having frequent, reliable and comparable statistics in this area.



There is a lack of clear consensus or convergence in this area, and recent years have seen European countries moving both towards and away from disability quota systems (e.g. the introduction of a new quota system in [Cyprus](#) and the abolition of a previously un-enforced quota in the [United Kingdom](#)). Quota-systems arrangements are very diverse arising from different historical backgrounds. However, it is important to be aware of the dilemma between intervention that ensures jobs and the risk of unequal treatment for disabled employees arising from quota job placements. There is also some tension between the maintenance of quota systems and the shift towards rights-based employment policies (such as those required by the EU employment Directive).

The majority of European countries maintain some form of employment quota obligation relating to disabled people. These include: [Austria](#), [Belgium](#), [Bulgaria](#), [Cyprus](#), The [Czech Republic](#), [France](#), [Germany](#), [Greece](#), [Hungary](#), [Ireland](#), [Italy](#), [Lithuania](#), [Luxemburg](#), [Malta](#), [Poland](#), [Portugal](#), [Romania](#), [Slovakia](#), [Slovenia](#) and [Spain](#). There is no effective quota system in [Denmark](#), [Estonia](#), [Finland](#), [Iceland](#), [Latvia](#), The [Netherlands](#), [Norway](#), [Sweden](#) or the [United Kingdom](#).

Gundersen (2008) identifies three basic models for disability employment quotas in Europe:

- Legislative recommendations
- Legislative obligations, without effective sanctions
- Legislative obligation backed by sanctions (levy-grant system)

Within this framework the legal existence of quota-systems is no guarantee of full implementation as intended, and there are national differences with regard to the definition of disabled workers counting for quota places. This depends on mechanisms of implementation and enforcement of the legal decision. In [Austria](#), for example, it was estimated that only 30% of companies complied with the quota norm of 4% in 2002<sup>15</sup>. In [Spain](#) 'only 14% of business larger than 50 workers were meeting the requirements' in 2008 ([Spanish National Report](#)). Even in the public sector there have been difficulties in meeting implementation obligations. For example, in Ireland it has been necessary to reiterate the obligation, and 'a fresh commitment to ensure that the quota for the employment of people with disabilities in the public sector was met' was included in an agreement between the government and social partners ([Irish National Report](#)). The size of the companies obliged to employ quotas, and the number to be employed, also varies between the countries. At the level of individual companies there may be opportunities for trading quota places. For example, in the [Czech Republic](#) companies may reduce the minimum number of disabled people to be employed, or the levy to be paid, if they buy products from other companies with more than 50% disabled employees.

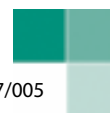
In several countries (e.g. [Poland](#), [Austria](#), [Germany](#) and [France](#)) the financial levies derived from employers not fulfilling quotas are invested in a national fund with the aim of increasing employment for disabled people (such as the National Rehabilitation Fund in [Poland](#)). However, there is also evidence of an absence of practical enforcement or financial sanctions in some countries (e.g. [Belgium National Report](#)).

There is some concern that quota positions are often filled through internal rather than external recruitment, and that employers' fulfilment of quota obligations is most likely to target those disabled people who are closest to the labour market. One argument for quotas is that they can make work accessible.

To conclude, it seems in general that sanctions can be important in determining if quota-systems will work as intended (Gundersen, 2008).

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<sup>15</sup> Zelderloo, L and Reynaert, J (2007). An international comparison of methods of financing employment for disadvantaged people. Brussels, EASPD.



A risk of cream-skimming<sup>16</sup> also exists with regard to quotas, i.e. that those closest to the labour market will be offered jobs first, making it easier to fulfil the obligation. The size of deadweight loss attached to this is not known, but emphasises the ambiguity in this area.

### 3.5. Sheltered employment and social enterprises

There is a similar lack of policy convergence in relation to sheltered employment. Sheltered employment has been decreasing in countries such as [Poland](#), [Sweden](#) and the [UK](#), but at the same time increasing in [Austria](#), [Germany](#), [Finland](#), [Italy](#), [Luxemburg](#) and [Portugal](#). [Belgium](#), [Italy](#) and [Spain](#) report the highest percentages working in sheltered employment (Shima, et. Al.,2008). In [Slovenia](#), for example, 'the major employers of the disabled are the disability enterprises' in sheltered places of employment ([Slovenia National Report](#)). Sheltered employment remains a particularly significant feature of labour market intervention for people with intellectual/cognitive impairments, for example 81% of those are employed in sheltered jobs in [Germany](#). Increased employment rates in some countries (e.g. [France](#)) appear to be largely consequential on increases in sheltered rather than mainstream employment opportunities.

There is no clear insight or evidence from the country reports into the effectiveness of transition between sheltered jobs and jobs in the open labour market. In some countries, such as the [United Kingdom](#), sheltered employment providers have adopted more explicit goals of enabling transition to open employment. However, actual transition rates are not well documented and often low. For example, in [Austria](#), 'transition into the general labour market with 3% is relatively low, especially as it is a stated goal of these companies' ([Austrian National Report](#)).

Participation in employment is only one aspect of integration in the society, and, the wider implications of different types of jobs need also to be taken into consideration when focussing on equality. Sheltered employment fulfils one function, but at the cost of achieving mainstreaming. Sheltered employment raises concerns about social inclusion and there are also continuing concerns about the low level of remuneration for employees in sheltered workshops, placing many at risk of poverty (e.g. [Germany](#)).

There is some evidence of a shift from the discourse of sheltered employment towards supported employment (e.g. [Finland](#)) and some evidence that supported employment schemes for people with intellectual impairments have been successful (e.g. in [Latvia](#)). There is also evidence that several countries are now highlighting the role of social enterprises where part of the aim is that they should employ more disabled people.

### 3.6. Conclusions

Disabled people remain at a significant disadvantage in the labour market, despite recent positive economic development, and are more often either not employed or employed in jobs requiring fewer skills. Their unemployment rate is higher, and women in most countries are in a more disadvantaged position than men. There is no clear evidence of convergence in the areas of employment quotas and the use of sheltered employment. Both have implications for disability mainstreaming (discussed below).

The degree of education and the level of qualification have, as in the core of the labour market, a clear impact on types of jobs and on security of employment. Education must be understood in the broad sense, starting from primary education and continuing through life-long learning. Concerns are raised when 'people with disabilities very rarely participate in adult education' ([National Polish Report](#)).

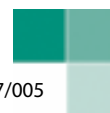
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<sup>16</sup> This is that those most easy to place will be supported first. This is not only the case within the quota system, but also in relation to other aspects of labour market integration. This is a general issue in relation to using especially economic incentives to integrate people at the labour market, and, this needs very careful attention in the way systems and policies are implemented. However, it might be argued that integrating those most easiest to integrate can pave the way for others, and, a successful integration can be used as a good example.



Indeed, for many disabled people life-long learning as adults becomes increasingly important to labour market integration as, when for example the onset or progression of impairment changes the opportunities for certain types of jobs over time. Education is therefore a key area in ensuring equal opportunities where future EU initiative may be effective, including opportunities for lifelong learning to facilitate easier access to the labour market where disability occurs during the life-cycle.





## 4. Mainstreaming of disability in employment policies

### 4.1. Introduction

Mainstreaming has been seen as a central requirement to ensure that disabled people are integrated into the labour market, and thereby also, that equality is achieved. The EU has described mainstreaming in the following way:

‘Mainstreaming requires well-informed policy-making and wide participation in the policy making to ensure that disabled people, and their diverse needs and experiences are at the heart of policy-making each time it has an impact directly or indirectly, on their lives’.<sup>17</sup>

In 2005, the Commission issued guidance on disability mainstreaming in the European Employment Strategy<sup>18</sup>. Evaluation of the first five years of the strategy showed that measures had been stimulated but that the impact remained inconclusive. Therefore, it was proposed to ensure ‘systematic considerations of the specific needs of disabled people which have to be respected when setting up any measures in policies aimed at the promotion of employment’<sup>19</sup>. The 2005-2008 National Reform Programmes of the Member States, reviewed in the ANED country reports, should respond to these guidelines. The need for mainstreaming, and the need to ensure that disabled people can be seen as active participants in society, has also been highlighted by the European Disability High Level Group in relation to the Open Method of Co-ordination in social inclusion and social protection<sup>20</sup>. This section summarises the extent to which mainstreaming has been used, including examples from different countries. It also raises the link to gender mainstreaming.

### 4.2. Is mainstreaming used as expected?

There is wide variation in the degree to which disability is integrated in mainstream national employment policies and mainstreaming is more embedded within some countries than others. For example, ‘Danish disability policy is not concerned with special solutions for disabled people, but on the contrary on mainstreaming so that disabled people can participate in the same surroundings and on the same conditions as others’ ([Danish National Report](#)). Government policy plans, however, tend to highlight disabled people in relation to targeted initiatives rather than mainstream policies. As the ANED review of the 2008-2010 National Reform Programmes also points out, there is a lack of evidence of consistent or systematic disability mainstreaming methodologies and a significant absence of disability mainstreaming in the presentation of labour market statistics, indicators or targets (as noted earlier). This is an area where further EU initiative and guidance could assist.

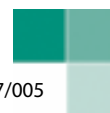
The national reports provide evidence of widespread initiatives in policy and legislation in recent years. These include, for example, the right to an interview (e.g. in [Poland](#) and [Denmark](#)), assistance in adaptation of the workplace, employer incentives/subsidies, rights to flexible working, job matching, personal assistance at work, support for self-employment, etc. However, there remains a lack of substantive evaluation about their de facto impact (although good examples exist). Evidence evaluations of specific targeted employment projects need to be balanced by evaluations of mainstream employment programmes conducted from a disability perspective.

<sup>17</sup> COM(2003) 650 Final, Communication from the Commission to the Council, The European Parliament, The European Economic and Social Committee and the Committee of the Regions. Equal opportunities for people with disabilities: A European Action Plan. Brussels, Commission of the European Communities.

<sup>18</sup> [http://ec.europa.eu/employment\\_social/disability/emco010705\\_en.pdf](http://ec.europa.eu/employment_social/disability/emco010705_en.pdf)

<sup>19</sup> EMCO(2005), *Disability Mainstreaming in the European Employment Strategy*. EMCO/11/290605. Bruxelles, European Commission (p. 2)

<sup>20</sup> Disability High Level Group (2007), *Disability Mainstreaming in the new streamlined European Social Protection and inclusion processes*.



Furthermore, mainstreaming in employment policy does not necessarily reduce indirect discrimination arising in other areas. In evaluating practical implementation, it is therefore important to consider the interaction between employment activation policies and other social policies for transport, housing, social services and life-long learning, for example.

Finally, the available information still confirms that disabled women are in a more disadvantaged position than men (cf. the data in Annex 2 and 3, to be aware of possible gender-issues arising in this area). The national reports do not provide a clear indication that certain and specific gender measures are evident in measures to mainstream disability issues. Although governments have given increasing attention to gender mainstreaming and disability mainstreaming, there is a lack of attention to the interaction between these two dimensions of inequality.

### 4.3. A dilemma between mainstreaming and ensuring implementation

There is a clear tension between mainstreaming and targeted policy intervention. Where disability issues are mainstreamed and integrated there may be a reduction in specific measures for disabled people. This may make it difficult to compare the outcomes for disabled people, unless effective and co-ordinated monitoring data is maintained in the mainstream. To put it another way, mainstreaming helps in making the issue concrete for policy-makers in different government ministries, 'but also assumes that the primary responsibility for mainstreaming lies with them, within their own respective domains'<sup>21</sup>. In the supplementary comments from the Norwegian expert this was framed in the following way: 'The idea of mainstreaming is widely supported, but on the other hand general programmes have proven not to be enough to increase labour market participation of disabled people. Thus more specific measures might be needed in addition' ([Norwegian National Report](#)).

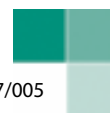
Effective mainstreaming requires attention to implementation in practice, not simply in law. Additional expertise, resources and guidance may be required by non-specialist services and their staff to ensure the inclusion of disabled people in mainstream opportunities. For example, although mainstreaming has been increasing in France, 'in reality, segregated provisions (special schools, special vocational training centres, sheltered workshops, special housing...) were very often used by PwD, because of lack of support in ordinary settings' ([French National Report](#)). Similarly, initial evaluations of individualised employment support 'found that personal advisors lacked disability knowledge' ([UK National Report](#)). Similar tensions have been evident in recent debates concerning proposals for a comprehensive EU non-discrimination Directive, in which the full integration of disability issues also requires adequate recognition of the specific needs of disabled people. Thus, mainstreaming disability in employment policies also raises the challenge of retaining adequate disability expertise within public employment services.

This raises particular concerns when considering the needs of people with different types or degree of impairment. Existing evidence reveals little clear knowledge in this respect (other than that seemingly lower degrees of functional impairment increase the likelihood of having a job, and becoming disabled after having had job increases the probability of remaining in employment). Given the differential impact of unemployment and under-employment on people with intellectual impairments or mental health conditions there is a particular need to ensure appropriate expertise, resources and monitoring to support those groups within mainstream employment programmes.

### 4.4. Mainstreaming is also accessibility

Accessibility is a key priority in the EU Disability Action Plan. Creating an accessible working environment is pre-requisite to creating mainstream employment opportunities. Actions on the accessibility of workplace buildings, assistive technologies, ICTs, public transport, and the availability of support to make work possible are increasingly evident, at least from a legislative perspective.

<sup>21</sup> *ibid*, p142



However, there are very few references to such accessibility measures in national employment policies of relevance to disabled people (including the National Reform Programmes of the Member States).

Even where positive policies are in place, practical barriers to the realisation of opportunities are highlighted (e.g. [Romanian National Report](#)). The issues of barriers and accessibility also become important as employment policies place greater emphasis, on disabled people's responsibility to participate in at least some kind of work (e.g. [Denmark, UK](#)). Furthermore, the practical implementation of individual access and support provisions is often at the discretion of social workers or assessors when deciding whether the level of need is for support to be provided or not.

Whether sufficient resources are available in all countries to ensure that access is achieved is an open question, accentuated by current economic conditions. The EU Directive requires implementation of non-discrimination. EU structural funds have gone some way to demonstrating what can be achieved in exemplar projects, and accessibility regulations have also illustrated what can be achieved through systematic legislation in areas of EU competence. However, compared to the emphasis given by the EU Action Plan and UN Convention there is insufficient attention paid to the accessibility of work and workplaces. There would be scope to make greater connections between national employment policies and national strategies on social inclusion.

#### **4.5. Mainstreaming and the social partners**

Implementation of policies is often best achieved at the local level, where integration of the social partners is important. Mainstreaming can therefore also imply that the labour market partners help in ensuring social responsibility from companies and that social dialogue and involvement of the partners as part of the mainstreaming strategy can be very important. For example, in Ireland, 'The Government and the social partners agree that the National Disability Strategy represents a comprehensive Strategy for this aspect of the life cycle framework and that implementation of the Strategy should be the focus of policy over the lifetime of the agreement.' (Towards 2016, cited in the Irish national report).

Such partners are better able to 'reach and involve employers as well as to provide access to specific target group' (ECOTEC, 2006), functioning as lobbying organisations at the centre or as supporters in implementation at the company level. The provision of information and knowledge about support programmes are important aspects of any strategy for increased recruitment and retention of disabled workers (cf. examples on best practices later). It is worth noting that although social responsibility may be in place at company level, support may be targeted for those already employed within the company.

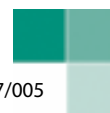
Setting standards for job induction information may also be an example where help from the social partners could be important. Induction information can deal with the mission and history of the company, the content of the job, health and safety in the workplace, company procedures and local amenities. Induction can also deal with relationships to other colleagues, informing colleagues about the employee's situation, but also career development plans and target setting etc. There is a strong case for developing effective induction plans and programmes for disabled employees. A good new start can be the difference between success and failure when starting a new job.

#### **4.6. Conclusions**

Disability mainstreaming is a central principle of the EU Disability Action Plan, and guidance was provided to Member States in preparing their 2005-2008 National Reform Programmes. Mainstreaming is important to create ordinary employment opportunities and achieve equality. Mainstreaming has been increasingly advocated and developed in European countries, but is still inadequately recognised in government employment strategies and plans.



However, there is a risk to the specialist access and support required by many disabled people if their needs are not adequately recognised and resourced in mainstream programmes (or if there is inadequate integration of mainstream and specialist support services). It is essential to develop greater knowledge about concrete implementation and its outcomes for disabled people. There is scope for greater involvement of the social partners in advocating and informing about mainstreaming. Furthermore, it is important to recognise the importance of accessibility in achieving mainstream employment opportunities for disabled people.



## 5. Active labour market policies and disabled people

### 5.1. Introduction

Active Labour Market Policy (ALMP) is a core aspect of the European Employment Strategy. The aim has been to transfer the use of passive support to active help for integration of people in the labour market. Looking at equality in society for disabled people, the implementation of an effective ALMP is thus extremely important. ALMPs that make it easier for disabled people to enter or remain in the labour market thus help in achieving the goals of the European Employment strategy. This section will deal with how a variety of ALMP instruments are used in European countries, the spending in this area, and examples from the countries of policies and practices with regard to ALMP. The aim is to present a picture of how ALMP can help in achieving the goals of a more inclusive society for all citizens.

### 5.2. What are the elements in ALMP for disabled people

ALMP can have an impact both in relation to the demand and the supply of labour from disabled people. Education and training, assistance in the workplace and employment services can often be seen as focusing on the supply side, however, in relation to disabled people support services have often promoted the demand side (e.g. by economic incentives, raising awareness, corporate social responsibility, obligations to employ, sheltered jobs, etc.).

Active labour market policy to include disabled people normally distinguishes between the following elements:

- a) Regular employment
- b) Sheltered employment
- c) Other rehabilitation and training

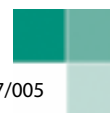
The outcomes may thus range from full integration into the labour market, including the core of the labour market, to various types of employment on the margins of the labour market.

Instruments include, as in ALMP in general, a very broad variety of instruments. They range from economic support to lower wage costs, support to create accessibility in the workplace, job coaches, job-counselling, legislative support including quotas, rights to interview, prohibition of discrimination, etc. Examples of how this variety of instruments can be used to promote integration of disabled people into the labour market are given in Box 1. The box can be seen as an indication of the many and varied instruments used. At the same time, specialist advice and guidance services for disabled people with regard to labour market integration are important.

Activation is in many countries also connected with accommodation in the workplace as a way of combining different types of policies for disabled people. The range of types of support available at work for disabled people is broadly equivalent across countries but varies very considerably in terms of emphasis and implementation. A recent study identified support related to the kind of work available (40%), general support and understanding (12%) and assistance with mobility (10%)<sup>22</sup>.

<b>BOX 1 Examples of services in ALMP with the aim of promoting integration of disabled people</b>	
Czech Republic	Supported employment especially targeting severely impaired persons, who can then receive long-term support during job search. Training course for employment consultants in relation to disabled persons
Estonia	A case-management based approach with the aim of training labour market service

<sup>22</sup> Applica & Cesep & European Centre (2007), *Study of Compilation of Disability Statistical Data from the Administrative Registers of the Member States*. European Commission Directorate General for Employment, Social Affairs and Equal Opportunities



	to provide better support to disabled persons.
Finland	Work-orientation guidance
France	A Bill on equal rights with the aim to improve professional integration and vocational training levels making these aspects compulsory for collective bargaining.
Germany	JOB – Jobs Ohne Barrieren, in cooperation with all stakeholders in order promote training and employment of disabled people. This is a follow-up to an earlier campaign with the aim of reducing the number of unemployed disabled persons with 24 %.
Hungary	Vocational rehabilitation, including mapping out interest of employers and employees
Italy	Handylavoro, which offers a job-desk with assistance to disabled people
Latvia	Silent hands – an Equal project aiming for employment of deaf persons, including developing preconditions for the social reintegration of women with hearing impairments
Spain	Income tax-credits to disabled persons. ESF program co-financed subsidies to companies offering long-term contracts to any persons with disabilities.
UK	Pathway support advisors – employment supervisors located in medical surgeries

Source: Huber et. al., 2008 (pp. 142-145) and National Reports.

### 5.3. Spending on ALMP with regard to disability

Even if instruments are in place legally, it is important to be aware of whether the necessary economic support for the use of the instruments is also implemented. Therefore, this section presents the picture, and, at the same time raises reflections and problems with regard to the information available.

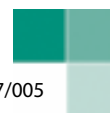
Reported spending on ALMP with regard to disability varies considerably among the EU-member states, from 62.7% of all ALMP-expenditure in the Netherlands to not being used in several EU-member states in 2005 (cf. Annex 1).

One argument for the differences is that this is 'a reflection of policy design since countries with a policy of mainstreaming disadvantaged groups are likely to have less expenditure in this category'<sup>23</sup>. This is a significant point and again highlights the problem of reliable implementation data to measure progress in an era of policy mainstreaming. Furthermore, the different approaches to ensure integration can imply that spending figures do not present the full story.

Quota-obligations are not, as an example, a direct cost for the public purse, but may have an impact on the number of disabled people in employment as, in principle, they increase demand for disabled workers. The use of incentives through the tax-system (tax-expenditures) is not necessarily registered as public spending on disability per se, but may have an impact with regard to creating incentives and options for disabled people to enter or remain in the labour market (cf. also Greve, 2007).

Spending on education, workplace security etc. may be accounted for in other parts of the public sector system. Another example of labour market policy not registered as ALMP may be for persons who have 'become partially incapacitated for work in the employer's enterprise as a result of occupational accident or occupational disease to continue work suitable for him or her in the enterprise' ([Estonian National Report](#)). This makes the use of spending as a tool for comparison with regard to the effectiveness of activation policies for disabled people less useful, and implies a need for a more comprehensive measure when trying to establish the ambition in various countries to help disabled people into the labour market.

<sup>23</sup> Eurostat, Statistics in Focus 45/2008



Given these difficulties it is helpful to have some knowledge on the level of direct spending in the area. In the EU27 in 2006, 0.063% of GDP was spent on supported employment and rehabilitation, which is equal to €7,238 million<sup>24</sup>. There is however large variation, from 0.00 in Estonia to 0.124 in Belgium. Of the total reported spending in 2006 half of the amount was spent by the Netherlands and France. Third and fourth were Sweden with €615 million and Poland with €425.8. This massive variation indicates differences in policy approach, but can also, more likely be due to accounting conventions, as some measures overlap between various groups. An example of how difficult it is to measure is that reported spending in Germany from 2005 to 2006 changed from €2,842 millions to €188 millions EURO.

#### 5.4. Supported employment – pathway to ordinary employment

Supported employment is very differently organised, structured and financed in different European countries. This means that comparison is problematic, and also that learning without detailed case-studies is difficult. The collection of detailed case studies and evaluations from different countries thus provides an important opportunity to learn lessons and benefit from policy transfer. However, in general, it seems that long-term support is important, and that job and work experience placement is central to achieving a job in the labour market<sup>25</sup>. Sweden seems to have had some success in using supported employment by emphasising the various stages from how to keeping employment. This includes beginning by acquiring the necessary competences for jobs, the types of support needed, and then moving to employment subsidy. It may be particularly relevant to consider ‘disability management’ to ‘support the reintegration of employees, whose ability to work is threatened due to the onset of a chronic disease or an impairment’ ([German National Report](#)). In relation to coverage of the instruments, only a limited number of persons receive direct support. Based on data from the 2002 Labour Force Survey 15.7% of working disabled persons in the EU-15 were receiving assistance to work, and, even fewer (11.4%) in the new Member States (Eurostat News Release, 142/2003).

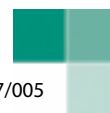
An important part of supporting a person’s employment involves individual accommodations in the workplace. As discussed earlier, there is relatively little evidence about the extent and effectiveness of workplace accommodations in employment support (although new research promises a selection of case studies from various countries<sup>26</sup>). Research evidence of outcomes and economic benefits would be particularly useful in this context.

An important part of supporting a person’s employment is to provide accommodation in the workplace. For example, in Germany, workplace adaptations, provision of specialist equipment and adaptive technologies at work, personal assistance and flexible employment contracts are all available to disabled employees and their employers. However, ‘The benefits and services are highly individualized, but require formal application, bureaucratic procedures and sometimes also means testing’ ([German National Report](#)). Thus, even when ALMP and support is offered, it may be difficult to realise in practice. This view is further confirmed by existing data. In relation to coverage of the instruments used in ALMP, only a limited number of persons receive support. Based upon data from the Labour Force Survey in 2002, 15.7% of working disabled persons in the EU-15 were receiving assistance to work, and this was even lower (11.4%) in the new member states (Eurostat News Release, 142/2003). In order to use the support, it may therefore be important to implement ‘disability management’ to ‘support the reintegration of employees, whose ability to work is threatened due to the onset of a chronic disease or an impairment’ ([German National Report](#)). Supported employment is thus a way of reducing barriers to entering, or ensuring that a person can remain in, the labour market as it lowers the direct cost for the employers. There may, however, also in this case be deadweight loss attached to the use of the instrument.

<sup>24</sup> from Eurostat database, cf. also Annex 1

<sup>25</sup> E.g. Spjelkavik, Øysten and Evans, Michael J. (2007), Impression of Supported Employment. A study of some European Supported Employment Services and their activities. Oslo, Work Research Institute.

<sup>26</sup> Forthcoming report from the Austrian Institute for SME Research, for the European Commission



Measures targeting disabled people include, as already mentioned, a very broad spectrum of initiatives. For some people, the problem relates to the need for physical remedies capable of reducing the barriers, e.g. to enter a building. For example, in Sweden, as part of the Lisbon Strategy, the government argued in a plan from October 2005 that access to communication and buildings for men and women with physical impairments is an important element of ensuring participation in society and working life (Regeringen, 2005). Even where the willingness to work is present, accessibility remains a hindrance to entering the workforce.

## 5.5. Evaluation and effectiveness of ALMP

Evaluation is particularly important in assuring practical implementation and best outcomes for disabled people. As a general problem there is 'a need to evaluate the impact of policies and funding programmes intended to promote employment for disabled people' ([Greek National Report](#)). This is also raised in another report stating that 'Mostly the employment results after training are quite good but we do not know whether they are long-term' ([Belgium National Report](#)). The increased focus on evaluation can be found, and, making it possible to make 'more evidence based decision-making in the future as well as development of research and evaluation in the field of disability and employment' ([Slovenia National Report](#)).

Evaluations of ALMP for disabled people have often suggested that they are less effective than other types of labour market interventions. This is mainly due to the more difficult circumstances for the participants, and, making use of traditional measurement is not always an appropriate yardstick for the comparison. For example, a Swedish evaluation has shown that ALMP for disabled people has a lower level of effect<sup>27</sup>. However, it has to be borne in mind 'that it is often difficult to obtain adequate statistical information on implemented ALMPs'<sup>28</sup>. The implication here is that knowledge on the effectiveness of interventions and support, including different approaches, is limited. Moreover, the many and varied types of projects and initiatives render comparison very difficult, as they vary in the way stock and flow data are used. Further, differences in effectiveness may often be due to the engagement of the responsible person more than the type of project in itself (the 'ild-sjæl' argument<sup>29</sup>). This is also emphasized in the [National Bulgarian report](#): 'It is often the individual manager who makes things happen rather than the system'.

Evidence-based conclusions regarding employment effects for disabled people are often lacking due to poor programme-participation statistics, or a lack of monitoring and follow-up studies. For at least some disabled people, the road back to the labour market will be challenging and long-term outcomes are as important as short-term transitions. The implication is that even very successful projects might have, when compared to more traditional mainstream ALMP activities, less convincing results. This is especially the case when only measuring the effect in terms of numbers in employment.

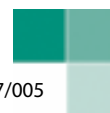
It is thus difficult to shed light on the overall impact of ALMP for disabled people, and few countries reveal robust data. If data does exist, it consists predominantly of the number of participants and expenditure. Both labour market barriers and failure to activate disabled people into employment interact in outcomes. So, even if effective ALMP are in place this alone may not produce results. In some cases, one might learn from evaluation of more general programmes, as when the activities are mainstreamed would inform about the possible outcome.

<sup>27</sup> Regeringen (2005): Sveriges handlingsprogram för tillväxt och sysselsättning. Stockholm, Regeringen

<sup>28</sup> European Commission (2004): *Active Labour Market Programmes for People with Disabilities*. Bruxelles, European-Commission

<sup>29</sup> By an "ild-sjæl" (Fire-soul) is understood a person who really wants a specific project to be successful, and might often have been the one proposing the project. This implies a risk that if the project is transformed into another area and those responsible for implementing are less favourable to the approach or the idea then this might reduce the effectiveness of the project.





Such an example is the evaluation of a training vouchers scheme in [Germany](#), which showed that even though this increased the position of the unemployed, it did not increase choice, and, in fact could lead to reduced quality of training<sup>30</sup>. Furthermore, vouchers like other types of ALMP always have the risk of cream-skimming, noted earlier, i.e. that those closest to the labour market will be offered a job first<sup>31</sup>. Thus outcome evaluations should be contextualised, where possible, in relation to participant employment histories, education, gender and impairment for example.

There is clearly a need to set a framework for the standard of projects, including how to evaluate these types of activities. An example of work that can be used as a starting point is provided by the European Union of Supported Employment<sup>32</sup> who presented a framework for quality standards for providers in a booklet on the process of supported employment (engagement, vocational profiling, job-finding, employer engagement, on/of job support). This includes aspects on quality standards in various fields, connected indicators and possible sources of evidence. While not all projects and activities might be able to gather information on all aspects, this provides a useful starting point for reference.

## 5.6. Examples of evidence

Concrete examples of evidence help in pointing to how best to proceed to achieve equality. Not all of the examples in the national reports give precise information on context, number of participants, size of the projects compared to national activities, long-term implications etc. It has been shown that the overall effectiveness of vocational training programmes in the EU member states (EU15) for disabled people has been limited<sup>33</sup>. The same is true at national level. For example, there is inconclusive evidence that implementation of the [UK Disability Discrimination Act](#) has had positive effects on the employment rate of disabled people. More generally speaking this can be seen as an example of the insider-outsider problem on the employment situation for people with disabilities ([Austrian National Report](#)). In this way the examples should be seen as indicative of expert opinion on good examples in the field.

Danish analyses indicate that, overall, it is a difficult 'task to answer whether the Danish Active Labour market policy towards more work for disabled facilitates their integration into the labour market'<sup>34</sup>. Guidance and counselling alone does not seem to be very effective in moving individual disabled people into the labour market and evaluation of outcome is lacking. Further, in most countries it has been difficult to identify initiatives specifically established for the target group<sup>35</sup>.

Flexicurity<sup>36</sup> can, besides the general approach to labour market policy, also be seen as a means of helping disabled people to enter or remain in the labour market; especially as strong employment protection can imply a hindrance for the employment of disabled people (i.e. strong protection against dismissal has proven to a reason for employers to be more strict in relation to hiring people). For example, an analysis of the Austrian Employment Act for disabled people<sup>37</sup> showed that people holding a job when becoming severely disabled achieved higher income and employment outcomes than those not having a job when becoming severely disabled.

<sup>30</sup> Hipp, Lena and Warner, Mildred (2008), Market Forces for the Unemployed? Training Vouchers in Germany and the USA. *Social Policy & Administration*. Vol. 42, no. 1, pp. 77-101

<sup>31</sup> Greve, Bent (2003), When is Choice Possible in Social Security?. *European Journal of Social Security*. vol. 5, no. 4, pp.323-338.

<sup>32</sup> [www.euse.org](http://www.euse.org)

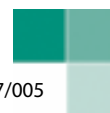
<sup>33</sup> European Commission (2004): *Active Labour Market Programmes for People with Disabilities*. Bruxelles, European-Commission

<sup>34</sup> Høgelund, Jan and Pedersen, Greve Jane (2002), *Active labour market Policies for Disabled People in Denmark* Labour Market Working Paper 18:2002. København, The Danish National Institute of Social Research

<sup>35</sup> European Foundation for the Improvement of Living and Working Conditions (2006), *Employment Guidance services for people with disabilities*. Dublin, European Foundation for the Improvement of Living and Working Conditions.

<sup>36</sup> Flexicurity has by now been described and analysed in so many reports, that this will not be reproduced here, cf. Wilthagen and Tros, 2004 and European Commission (2007).

<sup>37</sup> Humer, Brigitte et. Al. (2007), *Integrating Severely Disabled Individuals into the Labour Market: The Austrian Case*. IZA DP No. 2649, Bonn, IZA.



Evidence from [Belgium](#), the [Netherlands](#) and [Spain](#) indicates that sheltered workshops show very small effects, understood in terms of a transformation to the open labour market. Still, for the minority of individuals who do make the transition, sheltered workshops may offer a significant first step towards the labour market.

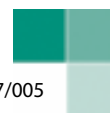
Internships making it possible to try out a job may be ‘useful in order to experiment for a limited period of time, the work relationship with the disabled person’ ([Italian National Report](#)). This also points to the need of a clear assessment of competences, and, ‘promoting job retention of disabled people by job trial and in-work training’ ([Slovakia National Report](#)). Start up programmes in [Greece](#) had modest effects.

In Slovakia, evaluation of a local project on integrating people with hearing difficulties showed good results, as data ‘for 2006 and 2007 – 49 people with hearing disabilities (around a quarter of all unemployed with hearing disabilities) used the services of the occupational rehabilitation and 20 of them (40.8 %) got employed’ ([Slovak National Report](#)).

In the Czech Republic an evaluation of a project targeted people with intellectual impairments was used by 338 employment service clients. ‘Overall, 127 people were hired (by 147 employers). After completion of the project, 93 of these people retained employment on the open labour market’ ([Czech National Report](#)).

Box 2 below presents examples of projects where it is argued that at least some kind of evaluation has taken place, and, might thus be used as a starting point on possible pathways towards evaluation of activities in this area.

<b>Box 2: Examples of labour market projects with evaluation</b>	
Country	Project
Finland	Social Enterprises, about 30% employed in 26 social enterprises were people with disabilities. An evaluation study has been launched by the Finnish Ministry of Labour
Germany	Co-operative training, people with intellectual disabilities to promote employment. Evaluation European Social Fund: Baden-Württemberg Communities. Association for Youth and Social Assistance.
Greece	Netjob, targets physically disabled people and provides suitable training and placement in IT, of 12 participants 9 received permanent job-offers. Evaluation on <a href="http://www.socialdialogue.net/en/en_results.jsp">http://www.socialdialogue.net/en/en_results.jsp</a>
Hungary	Salva Vita supported employment programme to ensure jobs in the open labour market by establishing contact with employers, awareness raising etc. 40 out of 90 registered contacts participated and 20 found employment, on average lasting 27 months. Details at <a href="http://www.salvavita.hu">www.salvavita.hu</a> . Vocational training have a fivefold positive return.
Ireland	Mainstreaming employment services, FÁS service to all unemployed regardless of disability, involves about 1500 disabled participants per year and in relation to open labour market, co-ordination, qualification of staff important. Evaluated by National Disability Authority in 2005.
Italy	SIL 22, job integration and better coordination of service for disabled people. Evaluation by Verona University Education Science.
The Netherlands	Bacalao, multidisciplinary training programme of 12-16 weeks for people with neck-problems resulting from car accidents and/or chronic fatigue. Increase in worked hours and participation in the labour market. Project report available from <a href="mailto:f.wichers@heliomare.nl">f.wichers@heliomare.nl</a>



Slovenia	New Way training programme, vocational training, psychosocial rehabilitation and supported employment. Six months after completing 22.2% were employed, increasing to 30.1% after 12 months. More information from the Institute for Rehabilitation in Slovenia.
UK	212 people in a pilot project of pathway support advisors – showed positive result

Source. Eurofound<sup>38</sup> and national reports.

## 5.7 Other types of measures

Several countries have activities not labelled as ALMP with an impact on the labour market participation of disabled people (cf. also Section 4).

In Denmark, there has been, for example, an increase in the use of flexi-jobs, which has been deemed as having a positive impact on reintegration of disabled people in the labour market. Another positive example is the 'icebreaker scheme, where a seriously disabled person with an education can be hired with a wage subsidy of 50% for up to 6 months, in special cases up to 9 months' ([Danish National Report](#)).

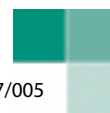
A further element in relation to disabled persons, as discussed earlier, is the existence of quota-obligations in several EU countries, where the cost cannot be registered directly as public programme expenditure, as costs are borne by companies through legal obligations. In this sense, it is a cheap programme for governments that is not difficult to finance; nevertheless, it incurs costs for the employers, making the calculation of the pros and cons at societal level more difficult to evaluate (since employers clearly act on micro-economic decisions to pay levies instead of employing disabled workers).

This report does not analyse, in general, the link between access to disability benefits/pensions and labour market participation (addressed in other ANED reports). However, this was highlighted in national reports especially where searching for a job, or trying to start work, was perceived as a risk to the individual's level of benefit, and might therefore be a reason for preferring to remain inactive (cf. reports from, for example, [Austria](#), [Malta](#), [Poland](#) and the [UK](#)). The degree of impairment can also have an impact on the level of benefit, and this may create disincentives to declare some work-competence, (cf. the report from [Lithuania](#)). The ability to combine work with benefit is also important, especially in decisions to accept a low wages, as 'employees can afford to do so because they can combine their wage with (part of) their original disability benefit' ([Netherlands National Report](#)).

## 5.8. Conclusions

There seems, in general, to be connections between strategies for disabled people and the EU-employment strategy as ALMP is important in most countries, and guidelines on coherence in strategy are mostly observed. Furthermore, there is evidence of many concrete projects and activities, several of which have been evaluated in case studies. However, in the bigger picture, a strong and clear link with monitoring and evaluation evidence is still missing, including clear targets for the level of employment of disabled people, which would help in creating a focal point for achieving optimum results in relation to the labour market strategy.

<sup>38</sup> <https://eurofound.europa.eu/areas/socialcohesion/egs/EGStargetgroups4.htm>



## 6. Examples of best practices

### 6.1. Introduction

In this section examples of best practices are presented. The examples presented are mainly taken from the national reports prepared by ANED contacts, however these are also supplemented with further examples from Eurofound<sup>39</sup>. In Spain the web Portal Discapnet<sup>40</sup> 'has a section on employment and a more specific section on good practices on employment' (Spanish National Report). In a minority of cases no evidence was available, for example, it is argued that 'unfortunately no documented case of good practice exists at present' (Malta National Report). The focus in the national reports is on concrete examples rather than generalised links with EU strategy. A discussion of the transferability of good practices will be included. Projects or programmes mentioned in earlier sections will not, in the main, be repeated here.

### 6.2. What is best practice?

It would be useful to develop shared ideas about what best practices are. However, given, that not all of the country reports use the term, this is difficult to depict. In addition, not all countries were able to identify best practices, for example, it is argued 'unfortunately no documented case of good practice exists at present' (Malta National Report). The national experts were not provided with an explicit framework for understanding what best-practice is.

Best practice can be understood by referring to the goals and ambitions of, for example, the European Employment strategy - including removal of barriers and equality of access. This would imply that projects bringing disabled people into the labour market or moving them as close as possible to the ordinary labour market would be seen as best practice. This is important given that the varying capability of the individual implies that the final goal needs not to be the same for all persons (e.g. achievement of unskilled, part-time, flexible work could be considered as a negative outcome for some and as positive outcome for others). Best practices that can offer learning examples to others may include either policies or concrete projects moving individuals clearly towards the mainstream labour market. This also implies that evaluation of activities is important, and that benchmarking for good activity should ideally be defined before projects begin.

Collaborators in projects within the SAPH Network EQUAL programme from Italy, Lithuania and Poland wrote, as part of the project, a Good Practices Manual<sup>41</sup>. This included four stages:

1. Impact and innovation (what kind of product, processes helped in changes, innovative elements)
2. Effectiveness and efficiency (why effective and efficient, regional and national)
3. Reproductivity and transferability (can it be adapted or transferred to other contexts)
4. Sustainability (how can this be achieved and maintained)

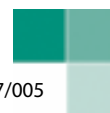
Ensuring reproduction, transfer and sustainability of effective interventions is important as a means of improving future knowledge and to ensure that more people will receive sufficient support. To achieve this, systematic knowledge on best practice is essential. The type of information provided on the EU sponsored website SDnet<sup>42</sup> can also be useful, as an example of knowledge availability. However, updated websites alone are not enough without clear direction for people to locate and engage with them, and without universal accessibility to web-based technologies.

<sup>39</sup> <http://www.fr.eurofound.eu.int/areas/socialcohesion/egs/cases>

<sup>40</sup> <http://www.discapnet.es/Discapnet/Castellano/Empleo/Empresas/default.htm>

<sup>41</sup> [http://www.saphnetwork.eu/meetings/2t/presentation15\\_trans2.ppt](http://www.saphnetwork.eu/meetings/2t/presentation15_trans2.ppt)

<sup>42</sup> [www.socialdialogue.net/en/en\\_si\\_bestpr.jsp](http://www.socialdialogue.net/en/en_si_bestpr.jsp)



Eurofound's approach to presenting and collecting information can be seen as useful in including standard headings for: country, target groups, initiative type, aims of the initiative, description, outcomes, delivery, qualifications and standards, relationships to other programmes, research and evaluation (although not all cases have information on the last items).

In the examples available, detailed information on context, outcome and long-term implication is frequently not given, and more detailed case-studies are needed to depict how and why specific initiatives are more successful than others. The main aim here is to illustrate the diversity of examples available in the national reports and related resources.

#### **6.4. Best practices – some examples.**

The selected examples focus on implementation, guidance, matching, specific jobs, social responsibility and education.

##### **6.4.1. Implementation objectives**

How the implementation of ALMP or other types of policies for disabled people takes place can be seen as a specific problem as mentioned earlier. However, a good example is an EU-developed guide by the Irish labour market service FAS<sup>43</sup>. This guide has SMART Objectives (SMART stands for: Specific, Measurable, Achievable, Realistic, Timely). Focussing on these five elements helps in achieving a higher success rate for projects. This has been used concretely to ensure good job induction programmes, and reducing the likelihood of difficulties arising for disabled people in new posts during the first few days.

A stepping stone approach to accessing the open labour market may be possible by, for example, establishing sheltered employment as part of more ordinary activities, as this country example suggests: 'The aim of the café has been to create jobs for persons with severe disabilities (mental disabilities) within the open (free) labour market (placed where there is a big flow of people' ([Slovakia National Report](#)).

##### **6.4.2. Guidance and location of labour market service**

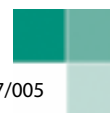
Guidance is important in realising utilisation of other available instruments. Effective guidance does not take place only in specific labour market offices (and may be linked to effective job induction, see above). Therefore, an important element is that labour market services are not only operated at the providers' location. This is the conclusion based upon two projects, Employable and Train the Trainers. Further, these two projects reached the following conclusions with regard to employment guidance services for disabled people<sup>44</sup>:

- Guidance is important in the early stage of unemployment combined with active support at the workplace
- Guidance must be wider than employment, e.g. include social context and personal characteristics of the beneficiary
- Outreached guidance is important
- Follow-up control is important even when a person has been placed in a job
- Partnerships are important, and the process must ensure integrated opportunities

It is important to acknowledge the effectiveness of both formal and informal guidance that is timely and available in place.

<sup>43</sup> [www.coguide.de/en/module2](http://www.coguide.de/en/module2)

<sup>44</sup>European Foundation for the Improvement of Living and Working Conditions (2006), *Employment Guidance services for people with disabilities*. Dublin.



In this respect, the contribution of peer guidance (either from other disabled people or from co-workers/managers) should not be overlooked. An Austrian programme for young disabled people has, as an example, been transferred not only within the country, but also to a region of Italy. The central focus is on 'setting up of 'circles of support' and the consequent use of mentors in the companies' ([Austrian National Report](#)). Here the concrete guidance is thus located in the work-place.

#### **6.4.3. Match demand and supply**

An example of a cross-national project of best practice is the SDV-NetJob Project vocational training scheme (the Social Dialogue net website also provides case examples<sup>45</sup>). This was a collaboration between Denmark, Ireland and Greece. In [Greece](#), the project was used to investigate and identify the skills necessary to gain employment in the IT-sector. By focussing on demand and then increasing the skills of disabled people, it was possible to integrate persons into the labour market<sup>46</sup>. The project thus emphasises the need to analyze the options and demands in the labour market for various kinds of skilled labour. This observation is important if targeted programmes of ALMP for disabled people are to match changing demands and opportunities in the mainstream labour market.

Matching has also been part of a best practice example from [Iceland](#) where 'the aims of the programme are to assist people with job placement, ensuring an appropriate match between employee and employer, and with an additional emphasis upon long-term support' ([Icelandic National Report](#)).

Knowing the interest of both employers and employees may be the best way to increase the match, although more needs to be known about this aspect. For employers this may suggest financial incentives, as a project in [Hungary](#) implies: it uses both personal and corporate income tax allowances, 'testing the skills of persons with intellectual disabilities' ([Hungarian National Report](#)).

#### **6.4.4. Flex jobs**

Flex-jobs in [Denmark](#) are an example of legislation that will help to make it possible for persons without full work-ability to enter or remain in the labour market. Under this arrangement, disabled people are employed on the ordinary conditions as agreed among the labour market partners, but part of the costs are paid by the public purse ([Danish National Report](#)). Another report states: 'More effort is required in supporting gradual paths to paid work (e.g. via hours build up and voluntary work as form of validated economic and social activity)' ([UK National Report](#)).

#### **6.4.5. Social responsibility**

Corporate social responsibility and integration of the social partners can be important.

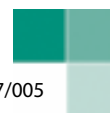
[France](#) has enacted a requirement for public and private employers to negotiate with trade unions on plans to employ and integrate disabled people in the labour market. It is important that those already employed are sensitised to the employment of disabled people beforehand. Co-operation between actors has also been a reason for good practice projects on new ways into the employment market with work quality and security ([Swedish National Report](#)).

In [Germany](#), employers are obliged to consider whether a vacant job can be given to a severely disabled person. This should help in raising awareness. Germany also has disability managers, who can help and support in re-integration, although there is currently no evaluation on effectiveness. The right to an interview is also a possibility, available, for example, in [Denmark](#).

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<sup>45</sup> [http://www.socialdialogue.net/en/en\\_si\\_bestpr.jsp](http://www.socialdialogue.net/en/en_si_bestpr.jsp)

<sup>46</sup>Knudsen, Hans Chrastian (2004), *Getting INTO WORK*, Århus, Danish Centre for Technical Aids for Rehabilitation and Education.



COCO-mat in [Greece](#) is an example of a company with a disabled manager, that also shows social responsibility and 'giving equal chances to everybody irrespective of their nationality, colour, religion, or physical disability' ([Greek National Report](#)).

In the [Netherlands](#), where 'each year a contest is held by the national advocacy organizations, for employers of companies with the best policy for workers with disabilities or chronic illnesses' ([Netherlands National Report](#)). In Portugal a financial prize is awarded to employers who stands out having good practices, and in 2008 'almost 600 Employers presented a Bid to this Price' ([Portuguese National Report](#)).

#### **6.4.4 Learning skills**

People without formal education are at higher risk of unemployment and under-employment. Therefore the impact of education on equality and access to jobs is important, not only formal education but ad hoc and lifelong learning. The combination of **learning and employment** can also be important. A small project in the tele sector, which combined teaching of IT skills with a practice period, resulted in '75 % of the people who had completed the programme being later in a permanent job' ([Norwegian National Report](#)).

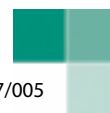
Use of **ICTs** might also be important, as, for example, the 'use of communication technologies enables people with [...] hearing disabilities to pass information across the informal circles and thus creating the natural support system in the process of getting employment' ([Slovenia National Report](#)). The evaluation of the specific RACIO project in Slovenia showed that around 40 % of those using the service got a job. There was an increase in knowledge of and access to the Internet, with the 'free internet access point receiving nearly 700 visitations in a period of seven months' ([Estonian National Report](#)).

#### **6.4.7. Self-employment**

Supporting new types of **micro-credit** offering disabled people opportunities to become self-employed is identified in some countries as good practice. In Portugal 'until December 2006, 640 loans were made and 745 workplaces were created' ([Portuguese National Report](#)).

### **6.5. Conclusions**

In the reports from European countries numerous examples of innovative projects are given. They are not always clearly identified as best practices (although useful compilations of case studies are beginning to form a basis for lesson learning and policy transfer). Evaluation of implementation and impact is evident to a lesser extent and there is scope for more detailed and longer term impact assessments of social and economic benefit for participants. There is a need for a more systematic methodology to define what can be understood as best-practice in relation to disability and employment, and to develop a more coherent framework for evaluation thereof.



## 7. Conclusions

Disabled people are still at a significant disadvantage in the labour market in all European countries covered in this report. They have in general lower participation rates, higher levels of unemployment and a lower educational attainment level than the rest of the population. Most countries pursue active strategies to include and integrate people with disabilities in the labour market. However, the degree of success is not always measured or evaluated. Some countries have specific labour market measures towards disabled people, for others disability related programmes are more integrated within the mainstream of labour policy. This makes cross-comparisons difficult, and in some cases it is also difficult to document how initiatives towards disabled people are implemented at all.

The most successful forms of integration cannot be easily documented, as they result in people entering ordinary employment as part of ordinary labour market initiatives, or being integrated by employers without any public support. Many amongst the disabled people with secure jobs are working without support from the public sector at the normal wage rates within the sector. For the least successful type of integration, those who are permanently outside the labour market, we do not always know the reason why employment has not been possible or whether it has been actively tried at all to ensure integration or retention.

Many policies and instruments have been implemented in European countries, yet we still know relatively little about the practicalities of this implementation: 'New legislation is not needed for solving the great majority of the problems. It is rather a question of using the legislation that already exists' ([Danish National Report](#)). Nevertheless, knowledge concerning available supports and instruments are not always widely known in society (and lessons of success are not well known between countries). The implication is that some improvement of the situation could be achieved with greater awareness campaigns, better information and utilisation of existing frameworks.

Proper and systematic knowledge about what works and what does not work is lacking. Clear or comparative evaluation strategies to ensure the best use of scarce resources are almost non-existent. More research and access to best practice knowledge is important in learning how to achieve the ambitious goals of equality in relation to the employment strategy.

Mainstreaming does take place, however the consequences can sometimes be that information and knowledge about how disabled people are supported are not available. Mainstreaming can thus be positive in ensuring a coherent set of instruments be used in integration, which is without the stigmatizing effects attached to targeted programmes, but there remains a dilemma between mainstreaming on the one hand and targeted and specific activities for disabled people on the other hand. At the level of the individual person, this dilemma may be experienced in decisions relating to registration as a disabled person or the receipt of stigmatising services.

Some movement away from sheltered employment towards jobs in the open labour, sometimes in supported employment, seems to be taking place (although not in all countries). The ambition is there, but data do not so far provide detailed evidence of the reality. Quota-obligations are also an example of a direct, although not always measurable type of labour market instrument used in several countries. The positive or negative impact attached to the use of this instrument is not well documented, and, in some countries, the rules and levies are not effectively enforced. There is some perceived tension between legal non-discrimination employment policies and the existence of compensatory quota schemes.

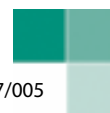
Education and life-long learning must in general be seen as a key aspect of social integration. This is also an example of a policy area of high importance for labour market integration, but not always described or presented as such in relation to disabled people. The available data indicates that disabled people often have lower level of education, and this increases the likelihood of being marginalised at the labour market. This is an important barrier, and likely to become even more important in the future.





Increased focus on equality in the achievement of education and qualifications for the labour market through accessible lifelong learning provision must be a key objective.

Many best-practices exist in Europe and it should be possible to learn from these between the countries, even when taking into consideration differences in cultural and historical traditions in different welfare states. Much more can be done in order to ensure that knowledge and transferability of best practice is achieved, for example through the EU Open Method of Co-ordination. Stronger focus on this could be useful in the future development of policies of both national and European employment strategies.



## 8. Recommendations for EU

Although many disabled people are employed, disability remains a significant risk factor for participation in the labour market. Statistical information on disabled people and their employment is flawed, and comparative data is somewhat unreliable and outdated. However, major differences exist between disabled people and non-disabled people and barriers to the labour market are not easily removed. These are reinforced for older disabled workers, disabled women, disabled people from ethnic minorities, and those with intellectual impairments and mental health conditions.

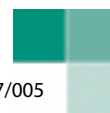
Based upon the reports from national correspondents, existing analyses and the EU-employment and disability strategies, the following recommendations can be made<sup>47</sup>:

- Set targets at an achievable but challenging level. Each country should set a target for the employment rate for disabled women and men, with an ambition to reach at the least the current average employment rate in the EU within the next five years.
- Establish activation projects with clear goals, including a structured evaluation strategy ensuring that it is possible to know what works and what does not work. At best this should include analysis of the potential to transfer projects both within the country and across countries.
- Prevent disabling barriers to employment through a focus on measures that create accessibility in the working-environment, capable of responding flexibly and rapidly to the changing circumstances of new or existing disabled employees.
- Provide regular and planned updates to the Labour Force Survey to include comparable data on the employment situation of disabled women and men, their position at the labour market and changes therein.
- Ensure that implementation information on existing activation policies is widely available, clear and accessible, so that all actors know what is possible, including the social partners, the employers and decentralised parts of the public sector. Dissemination of information targeted to user groups is important in this context (legislation and programme funding is not always enough, and in some countries there is low take-up of the instruments in place).
- Increase awareness amongst employers to ensure that companies' social responsibility is recognised, including social criteria and social considerations in public procurement. Awareness campaigns can thereby be important.
- Focus on how to bridge the gap between school age and the labour market for disabled people, including attention to education, the employment needs of young disabled people and the significance of life-long learning.
- Continue the focus and use of mainstreaming in the area of disability, while ensuring sufficient knowledge and evaluation of outcome.
- Ensure better measurement of recorded spending on ALMP for disabled people, including number of the participants, outcome and effects of the activities.
- Establish recognition or awards for best evidence-based projects which ensure employment for disabled people and where transferability between countries is likely.

<sup>47</sup> Annex 6 provides a summation of specific recommendations from the national correspondents



- Ensure that flexible routes in and out of the benefit system are possible thereby reducing disincentives for disabled people to take up – including options for trial work periods and flexible attendance at work.
- Preferential treatment in job selection, such as rights to interview, can help in removing barriers to entry.
- Increase focus on ICT skills, which can increase integration and employability.



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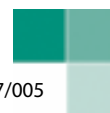
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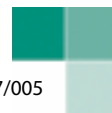
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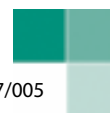
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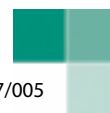
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## Annex 1: Spending on supported employment and ALMPs

Year 2006	Supported employment / rehabilitation			ALMP	
	<i>mill. EURO</i>	<i>% of GDP</i>	<i>% of ALMP</i>	<i>mill. EURO</i>	<i>% of GDP</i>
<b>EU (27)</b>	7233.0	0.062	12.1%	59411.9	0.511
<b>EU (15)</b>	6737.4	0.062	11.7%	57712.8	0.531
<b>Austria</b>	91.9	0.036	6.7%	1393.2	0.54
<b>Belgium</b>	389.1	0.123	13.9%	2804.0	0.886
<b>Bulgaria</b>	2.1	0.008	2.1%	98.0	0.388
<b>Cyprus</b>	:	:		:	:
<b>Czech Republic</b>	60.7	0.053	42.1%	143.7	0.126
<b>Denmark</b>	:	:		:	:
<b>Estonia</b>	0.1	0	0.0%	6.6	0.05
<b>Finland</b>	159.7	0.096	13.3%	1203.2	0.72
<b>France</b>	1196.4	0.067	9.8%	12204.7	0.681
<b>Germany</b>	188.1	0.008	1.3%	14195.4	0.611
<b>Greece</b>	:	:		:	:
<b>Hungary</b>	-	-		173.2	0.193
<b>Ireland</b>	14.9	0.009	2.0%	803.5	0.46
<b>Italy</b>	-	-		6600.2	0.446
<b>Latvia</b>	0.9	0.006	3.5%	27.4	0.171
<b>Lithuania</b>	0.8	0.003	1.7%	42.5	0.179
<b>Luxembourg</b>	3.0	0.009	2.3%	132.7	0.392
<b>Malta</b>	-	-		:	:
<b>Netherlands</b>	2606.3	0.488	65.4%	3985.1	0.746
<b>Norway</b>	343.1	0.128	27.5%	1248.3	0.466
<b>Poland</b>	425.8	0.156	43.5%	976.3	0.359
<b>Portugal</b>	57.2	0.037	8.2%	700.3	0.451
<b>Romania</b>	-	-		103.7	0.106
<b>Slovakia</b>	5.1	0.012	8.4%	63.7	0.143
<b>Slovenia</b>	-	-		54.4	0.179
<b>Spain</b>	208.0	0.021	3.3%	6173.0	0.629
<b>Sweden</b>	613.3	0.196	0.0%	3545.7	1.132
<b>United Kingdom</b>	215.0	0.011	23.9%	880.3	0.046

Source: Extract from EUROSTAT database



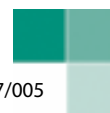
## Annex 2: Employment, unemployment and inactivity rates for disabled people in the EU

Year 2002	Employment			Unemployment			Inactivity		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
<b>EU (25)</b>	65.0	73.7	56.3	5.5	5.6	5.3	29.5	20.7	38.4
<b>EU(15)</b>	65.0	74.5	55.5	5.2	5.1	5.3	29.9	20.4	39.3
<b>Austria</b>	69.1	76.4	61.9	3.6	4.2	2.9	27.3	19.4	35.1
<b>Belgium</b>	60.7	69.3	51.9	4.5	4.6	4.4	34.8	26.1	43.6
<b>Cyprus</b>	70.2	80.7	60.3	2.5	2.2	2.7	27.4	17.0	37.0
<b>Czech Republic</b>	66.7	75.3	58.2	5.1	4.7	5.5	28.2	20.0	36.4
<b>Denmark</b>	77.0	80.9	73.2	3.5	3.6	3.3	19.5	15.5	23.5
<b>Estonia</b>	63.3	68.0	59.1	6.7	7.7	5.7	30.0	24.3	35.2
<b>Finland</b>	70.2	72.0	68.3	7.9	8.3	7.4	22.0	19.7	24.2
<b>France</b>	64.6	71.6	57.7	6.3	6.2	6.3	29.1	22.1	36.0
<b>Germany</b>	66.5	73.0	59.8	6.2	7.0	5.4	27.3	20.0	34.8
<b>Greece</b>	57.8	72.9	43.4	6.3	4.9	7.6	35.9	22.2	49.1
<b>Hungary</b>	57.2	64.1	50.7	3.4	4.2	2.7	39.4	31.7	46.6
<b>Ireland</b>	66.5	76.5	56.4	3.0	3.8	2.2	30.5	19.8	41.3
<b>Italy</b>	56.7	70.4	43.0	5.4	5.2	5.7	37.9	24.4	51.3
<b>Lithuania</b>	62.0	65.8	58.4	9.4	10.2	8.6	28.6	23.9	33.0
<b>Luxembourg</b>	64.7	76.9	52.3	1.7	1.5	2.0	33.6	21.6	45.7
<b>Malta</b>	56.1	76.9	35.1	4.1	5.1	3.0	39.8	17.9	61.9
<b>Netherlands</b>	74.5	83.6	65.2	2.0	2.0	2.0	23.5	14.4	32.8
<b>Norway</b>	78.2	81.5	74.9	3.2	3.3	3.1	18.6	15.2	22.1
<b>Portugal</b>	70.0	77.8	62.5	3.4	3.2	3.6	26.6	19.0	33.9
<b>Romania</b>	60.1	66.2	54.1	5.7	6.6	4.9	34.1	27.2	40.9
<b>Slovakia</b>	57.8	63.4	52.3	13.3	14.6	12.1	28.9	22.1	35.6
<b>Slovenia</b>	65.3	69.7	60.7	4.2	4.3	4.2	30.5	26.0	35.2
<b>Spain</b>	59.4	74.0	44.8	7.5	6.2	8.7	33.1	19.8	46.5
<b>Sweden</b>	69.6	71.3	67.8	3.7	4.0	3.3	26.7	24.7	28.9
<b>United Kingdom</b>	72.9	79.2	66.5	3.9	4.7	3.0	23.2	16.0	30.4

Source: Extract from EUROSTAT Database

Note: Bulgaria, Poland and Latvia were not covered in this LFS survey.





### Annex 3: Percentages of employed disabled persons receiving public assistance

Year 2002	Total	Males	Females
<b>EU (25)</b>	16.3	16.4	16.2
<b>EU(15)</b>	17.1	17.0	17.1
<b>Austria</b>	7.8	8.4	6.9
<b>Belgium</b>	46.0	43.9	49.2
<b>Cyprus</b>	4.1	6.3	:
<b>Czech Republic</b>	1.0	0.8	1.3
<b>Denmark</b>	14.0	9.1	18.5
<b>Estonia</b>	:	:	:
<b>Finland</b>	16.5	13.6	19.1
<b>France</b>	21.9	22.8	20.8
<b>Germany</b>	14.9	15.8	13.7
<b>Greece</b>	9.6	11.2	7.3
<b>Hungary</b>	37.2	36.0	38.3
<b>Ireland</b>	4.8	:	:
<b>Italy</b>	14.7	14.0	15.9
<b>Lithuania</b>	:	:	:
<b>Luxembourg</b>	:	:	:
<b>Malta</b>	:	:	:
<b>Netherlands</b>	43.9	45.5	41.8
<b>Norway</b>	42.7	36.3	48.6
<b>Portugal</b>	6.7	8.4	4.9
<b>Romania</b>	8.2	10.2	6.3
<b>Slovakia</b>	13.9	13.2	14.7
<b>Slovenia</b>	24.3	23.4	25.3
<b>Spain</b>	9.7	10.7	8.1
<b>Sweden</b>	11.1	10.1	11.9
<b>United Kingdom</b>	7.1	6.0	8.6

Source: EUROSTAT database, LFS ad hoc module 2002

Note: See, Appendix 2.

**Annex 4: Types of jobs for disabled people (prevalence percentages by occupation)**

Country	Legislators, senior officials and managers	Professionals	Technicians and associate professional	Clerks	Service workers and shop and market sales workers	Skilled agricultural and fishery workers	Craft and related trades workers	Plant and machine operators and assemblers	Elementary occupations	Unknown	Total
<b>EU (25)</b>	12.7	10.2	11.1	12.5	11.9	15.7	11.8	13.9	15.8	23.4	16.2
<b>EU (15)</b>	14.4	12.0	13.3	14.4	13.7	17.8	13.8	15.9	17.0	24.6	17.8
<b>Austria</b>	8.9	7.6	9.7	8.8	7.1	14.8	9.7	10.5	11.3	20.5	12.8
<b>Belgium</b>	10.3	9.7	10.6	12.1	11.2	14.8	17.1	16.8	16.7	27.6	18.4
<b>Cyprus</b>	8.3	3.5	6.1	6.7	8.4	16.6	12.9	8.8	10.3	21.4	12.2
<b>Czech Republic</b>	10.6	12.4	12.7	13.8	14.4	15.5	14.5	15.9	25.6	31.6	20.2
<b>Denmark</b>	11.0	12.0	11.4	13.2	13.7	10.6	13.6	17.7	19.9	41.0	19.9
<b>Estonia</b>	16.9	16.9	17.6	:	14.2	:	16.7	19.8	28.4	33.1	23.7
<b>Finland</b>	24.4	24.7	26.3	29.7	27.2	33.1	28.3	26.6	28.9	44.5	32.2
<b>France</b>	18.1	16.9	19.9	20.2	20.5	23.9	23.9	25.0	27.8	30.5	24.6
<b>Germany</b>	6.5	5.7	7.0	7.1	6.2	8.6	7.5	8.9	11.4	18.7	11.2
<b>Greece</b>	6.6	4.9	4.4	3.8	5.4	12.6	5.8	6.5	7.1	15.4	10.3
<b>Hungary</b>	1.5	1.2	1.9	1.9	2.0	3.5	2.2	2.7	5.0	23.5	11.4
<b>Ireland</b>	7.1	5.6	6.5	6.1	6.9	:	5.5	6.5	9.9	19.8	11.0
<b>Italy</b>	3.9	2.7	3.4	4.5	4.1	7.2	5.0	4.8	6.2	9.5	6.6
<b>Lithuania</b>	:	:	:	:	3.2	5.1	:	:	5.0	17.5	8.4
<b>Luxembourg</b>	6.2	5.7	6.8	8.4	5.4	:	14.9	12.8	11.0	17.2	11.7
<b>Malta</b>	:	:	:	:	:	:	:	:	:	13.0	8.5
<b>Netherlands</b>	19.0	17.4	18.4	22.2	17.7	17.1	22.7	25.3	21.0	41.3	25.4
<b>Norway</b>	6.6	8.2	7.4	10.2	12.0	13.0	10.6	11.9	16.3	41.6	16.4
<b>Portugal</b>	14.8	9.3	10.6	10.9	12.4	38.2	14.6	14.9	20.3	29.8	19.9
<b>Romania</b>	2.3	1.5	1.8	3.6	1.9	3.8	2.5	1.5	1.2	10.7	5.8
<b>Slovakia</b>	:	1.7	2.0	3.0	2.5	:	3.0	2.6	5.1	15.6	8.2
<b>Slovenia</b>	10.7	8.7	9.6	13.0	12.1	29.2	14.0	16.8	24.7	29.2	19.5
<b>Spain</b>	3.8	2.5	2.8	3.3	3.7	7.4	4.5	4.4	6.6	15.3	8.7
<b>Sweden</b>	12.1	16.1	16.8	20.0	23.3	23.6	23.2	20.2	25.0	20.9	19.9

<b>United Kingdom</b>	18.7	17.6	19.1	21.0	20.6	22.9	21.1	22.7	23.7	45.6	27.2
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Source: Eurostat: Date of extraction: Tue, 8 Jul 08 08:53:16

**Annex 5: At-risk-of-poverty rate by most frequent activity status and gender (population 18 and over)**

		EU27	EU25	AT	BE	BG <sup>1</sup>	CY	CZ	DK	DE	EE	FI	IE	EL	ES	FR	HU	IT	LT	LV	LU	MT	NL	PL	PT	RO <sup>1</sup>	SI	SK	SE	UK
<b>Total</b>	<b>Total</b>	:	15s	12	14	:	17	8	12	12	18	13	17	20	19	12	13	19	19	22	12	13	9	17	:	:	11	10	11	18
	<b>Men</b>	:	14s	10	13	:	15	7	12	11	15	12	15	19	17	11	14	17	17	19	12	12	9	18	:	:	10	10	11	16
	<b>Women</b>	:	16s	14	16	:	19	9	12	13	20	14	19	21	21	13	13	20	21	25	13	14	9	16	:	:	13	10	12	19
<b>At work</b>	<b>Total</b>	:	8s	6	4	6i	7	3	4	6	8	4	6	14	10	6	7	10	10	11	10	5	4	13	:	:	5	6	7	8
	<b>Men</b>	:	8s	6	5	6i	7	3	5	5	6	5	6	15	11	6	8	12	11	10	10	6	5	14	:	:	5	6	8	8
	<b>Women</b>	:	7s	6	4	5i	7	4	3	6	9	4	6	12	8	6	5	7	9	12	10	2	4	11	:	:	4	6	6	7
<b>Unemployed</b>	<b>Total</b>	:	41s	44	31	36i	31	43	25	43	60	42	49	33	38	32	53	43	61	64	48	41	27	46	:	:	33	41	23	58
	<b>Men</b>	:	46s	50	32	37i	33	48	29	46	66	49	54	38	44	35	55	50	64	72	52	43	29	53	:	:	35	47	24	64
	<b>Women</b>	:	36s	36	30	34i	29	39	22	40	52	33	37	29	34	28	51	38	57	55	43	34	26	41	:	:	31	36	23	50
<b>Retired</b>	<b>Total</b>	:	16s	13	20	17i	51	7	16	13	29	20	26	24	24	13	12	16	23	35	7	22	6	7	:	:	17	8	12	28
	<b>Men</b>	:	15s	10	20	9i	49	5	14	12	17	17	24	22	26	12	12	15	11	26	7	22	6	5	:	:	11	6	9	26
	<b>Women</b>	:	17s	16	21	21i	52	8	17	14	34	22	32	27	19	14	12	17	28	39	6	20	6	8	:	:	20	9	14	30
<b>Other inactive</b>	<b>Total</b>	:	27s	21	27	16i	16	15	32	20	31	27	30	26	30	27	26	30	27	30	16	18	20	22	:	:	19	16	35	37
	<b>Men</b>	:	27s	18	28	17i	10	15	38	23	33	30	31	28	25	29	23	28	22	31	21	18	26	23	:	:	20	15	40	39
	<b>Women</b>	:	27s	22	26	14i	19	15	28	18	29	25	30	25	31	26	27	30	30	30	15	18	16	21	:	:	18	17	32	35

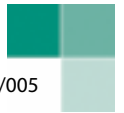
Source: SILC 2006, Income data 2005; except for UK, income year 2006 and for IE moving income reference period (2005-2006)

(1) BG National HBS 2006, income data 2006.

Notes: i See explanatory text (Eurostat website) p = provisional value s = Eurostat estimate u = unreliable or uncertain data (: ) = data not available

**Appendix 6. Recommendations from ANED national correspondents**

<b>Country</b>	<b>Recommendations</b>
<b>Austria</b>	A more simple system, as the present is complex; research on what is working and what is not working.
<b>Belgium</b>	Reduce shortage of specialised in-service training for disabled people who are already working
<b>Bulgaria</b>	New types of public support for disabled people with focus on individual needs and access to mainstream education. Evaluation should be encouraged.
<b>Cyprus</b>	Co-ordinated effort to evaluate implementation, and to analyse the adequacy of available budgets. Reduce gap between policy and practice.
<b>Czech Republic</b>	Comprehensive anti-discrimination legislation. Broadening and expansion of counselling programmes and vocational training. Need to know more about the effectiveness of labour offices.
<b>Denmark</b>	Right match of person and job. Knowledge on how technological aids help in contributing to the employment of disabled people.
<b>Estonia</b>	Increase companies' awareness of potential and support; better access to vocational and work-related training; more flexible jobs including part-time work.
<b>Finland</b>	More tolerant employer attitudes and updated legislation; social enterprises; sanctions if enterprises do not employ disabled people; more basic research, including with regard to discrimination.
<b>France</b>	Vocational training for disabled people should be increased; the real problem is the level of qualification; better accessibility.
<b>Germany</b>	Mainstreaming disability into ALMPs; data on type and quality of jobs need to be collected.
<b>Greece</b>	Evaluate impact of policies and funding programmes intended to promote employment for disabled people.
<b>Hungary</b>	Increased knowledge on living conditions; map out incentives for employers to employ more disabled people; explore evaluation systems.
<b>Iceland</b>	Strengthening the consultation with disability organisations; a weakness is the high emphasis on sheltered workshops. Need for more research on the effectiveness of interventions.
<b>Ireland</b>	Increase information on supports and funding available; research on best practice.
<b>Italy</b>	Life-plan for disabled people, a life-cycle approach.
<b>Latvia</b>	Better information to society; common data-base statistics for disabled people; increase use of ITCs.
<b>Lithuania</b>	Employers better informed on options; better connection between laws; rehabilitation and education to be improved.
<b>Malta</b>	Remove benefit-traps (e.g. grant covering impairment cost when working); raising awareness among companies.
<b>Norway</b>	Focus on employers and on young disabled people.
<b>Netherlands, the</b>	Annual accurate and complete statistics, including disaggregated for type and severity of impairment, gender, age, ethnic or national origin. Make use of the legal measure to impose a 5% hiring quota.
<b>Poland</b>	Relation between access to benefits and working (at least part-time) and the risk of losing benefit if trying to start work. Knowledge on people with different types of impairments.



<b>Portugal</b>	Important to reinforce the concrete application of existing laws; necessary to define a system combining active and passive social measures.
<b>Romania</b>	Better partnership between state organizations and disability organizations; better communication and trust between disabled persons and the professionals
<b>Slovakia</b>	Early assessment of competences; job-trial and in-work training; improving employers' attitudes.
<b>Slovenia</b>	Independent review, evaluation and monitoring of projects.
<b>Spain</b>	Research on outcome (not only employment status, but also quality of life and working life). Link specific actions for specific groups to specific outcomes.
<b>Sweden</b>	Stimulate projects where country comparisons are carried out. Development, implementation and evaluation of supported employment.
<b>United Kingdom</b>	Increase educational attainment level; develop springboard instead of safety net principle; support gradual paths to paid work (most success so far with groups closest to the labour market, e.g. need for more emphasis on groups with fewer skills). Risk of benefit reduction for Incapacity claimants under new regime.