

Active Labour Market Programmes  
for People with Disabilities  
Facts and figures on use and impact

Employment & social affairs



European Commission

# Active Labour Market Programmes

for

## People with Disabilities

Facts and figures on use and impact

A study prepared by  
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*These are the abbreviations used in this report:*

|     |                |
|-----|----------------|
| A   | Austria        |
| B   | Belgium        |
| D   | Germany        |
| DK  | Denmark        |
| E   | Spain          |
| EL  | Greece         |
| F   | France         |
| FIN | Finland        |
| I   | Italy          |
| IRL | Ireland        |
| L   | Luxembourg     |
| NL  | Netherlands    |
| P   | Portugal       |
| S   | Sweden         |
| UK  | United Kingdom |
| EU  | European Union |

# EXECUTIVE SUMMARY

## 1.1 Introduction

### Background

The European Union is strongly committed to improving the position of people with disabilities. After the Lisbon Economic Council, a target was agreed to raise the employment rate for people with disabilities to that of those without disabilities by 2010. Currently, less than a third of the population of disabled people is in paid employment.

Three key dimensions that play a role in this regard are:

- Fundamental right to fair and equal treatment of everyone within the Union
- Continued economic development
- Partnership approach.

At European level, the Anti-Discrimination Employment Directive, which comes into force in 2003, will greatly assist in the removal of barriers that are an impediment to social integration of people with disabilities. The adoption by the European Council of 2003 as the European Year of People with Disabilities will promote awareness throughout the EU of the difficulties faced by people with disabilities. At Member State level, efforts are being made to improve the participation rate of people with disabilities in the labour market but the obstacles to gaining employment are still significant.

Despite the information contained in the National Action Plans, there is still a shortage of information on the implementation and impact of national policies regarding the employment situation of people with disabilities. The Commission aims to monitor national policies towards people with disabilities. Consequently, adequate information is needed on the participation of disabled persons in the labour market and in labour-activation programmes. In 2000, the Commission contracted EIM to create and manage a European Expert Group on Employment for Disabled People.

Results of the study have been presented to the Commission, the national experts and a wider audience in a conference held on 9 July 2002 in Brussels. Additional information on the background of the study can be found on the dedicated website: [www.employment-disability.net](http://www.employment-disability.net).

### Methodology

In order to assure a common research approach in all countries, a general guideline for the collection of data and description of programme features and statistics has been developed and agreed upon by the national experts. All statistical material provided by the national experts has been checked as to completeness, consistency and comparability. Where necessary, the national experts have provided additional information and explanations.

### The first annual study

During the first year of its existence, several studies have been carried out by the network. The aim of these studies was to collect information available on the labour market position of disabled persons in the European Union. On the one hand, this yields an overview of the

body of information available on this issue. On the other hand, it should provide both a starting-point and a framework of reference for policy making.

#### The second annual study

The goal of the study during the second year is to provide a comparative descriptive analysis on the use of ALMPs for people with disabilities. The result of the study should give a valid and up-to-date insight into similarities and differences between EU Member States in the application and use of these programmes for people with disabilities. The information collected should support the Commission in its efforts to monitor and evaluate the national policies agreed upon in Member States.

The following research questions have been assessed:

A. Which ALMPs are carried out in EU Member States?

B. What is the scope, in terms of expenditure and participation, of the ALMPs in which disabled people participate?

What is known about the impact of these programmes on the employment situation of people with disabilities?

## 1.2 Setting the framework: definitions and target population

### Definition of labour market programmes

Employment strategies for vulnerable groups, e.g. disabled people, may contain various approaches. One of these is labour market programmes, i.e. public intervention in the labour market that are aimed at achieving an efficient functioning and correcting disequilibria<sup>1</sup>.

Labour market programmes are often assessed by activation criteria. If they are aimed at activating people, by improving their integration into the active labour force, they are considered to be active labour market programmes or ALMPs. In contrast, passive labour market programmes (PLMPs) mainly provide income replacement, either through early retirement programmes or through programmes on out-of-work income maintenance and support. Our main focus in this report is on Active Labour Market Programmes, and expert opinions have been used to classify these programmes.

A limited number of labour market programmes specifically target people with disabilities. For this study, we define 'specialist' LMPs as labour market programmes that are *exclusively* focussed on disabled people. All other LMPs will be referred to as 'mainstream' LMPs. Mainstream LMPs also include LMPs that target various specific groups of (often socially vulnerable) people, that may include disabled people.

### The target population: people with disabilities

A basic principle that is shared by all definitions on disability is that disability has a medical cause and results in limitations in daily activities. There is, however, no agreement on the exact definition of the concept of disability. The variation in sources and definitions has led to several estimates of the proportion of EU citizens who are disabled, which range from 17 to 24 million persons in Europe in the age category 16 to 64.

### The role of ALMPs within national employment strategies

<sup>1</sup> Eurostat, 2001, page 116.

In order to better assess the role of ALMPs within national employment strategies, alternative approaches and policy developments to improve employment of people with disabilities need to be addressed.

Traditionally, the **Public Employment Service** (PES) has played an important role in implementing employment strategies (also for people with disabilities), but the developments of its role are diverse. It may be concluded that in most Member States the PES is losing its monopoly position as employment measures and a variety of different organisational structures have been (or are being) introduced. Whereas in some countries, regional bodies or NGOs are given more responsibilities, in contrast, in other countries tendencies towards centralization seem to prevail and responsibilities of regional organisations are diminishing.

Several national experts reported on the disadvantages arising from '**multi-actor organisational approaches**', such as similar or overlapping responsibilities, or decentralisation to the local level. A scattered organisational structure complicates the monitoring and reporting of actions taken, which is illustrated by (poor or incomplete) statistics.

**Legislative policies** provide general provisions that aim to stimulate (or 'prevent') certain behaviour of employers, as well as of people with disabilities themselves.

Traditionally, one major example of a legislative policy aimed at improving the employment situation of people with disabilities is the obligatory **employment quota scheme**. In about half of the EU Member States a quota-levy scheme is applied. Within the EU, the developments of quota schemes varies considerably. For various reasons, the role of quota schemes appears to be restricted in many EU Member States.

At European level, the Anti-Discrimination Employment Directive comes into force in 2003. At Member State level, Italy, Sweden and the United Kingdom introduced **anti-discrimination** laws in the 1990s which aim to protect people with disabilities as well as other socially vulnerable groups. In Denmark, Ireland and the Netherlands, alternatively, rights of disabled persons to social inclusion, activation and employment are ensured under equal treatment rules. In other Member States, introduction of such equal treatment or anti-discrimination policies seems to be under consideration (e.g., Germany and Ireland).

Within the EU, also a large variation can be noted regarding **job-protection rights** for people with disabilities. In Member States that apply quota schemes, job protection often is a supplementary provision for those employed under the quota. In Germany, it was found that protection against dismissal – combined with an active role of the workers council – accounts for relatively high employment rates for people with disabilities. However, these anti-dismissal rules mainly seem to support those persons who became disabled during employment with the current employer. In most other EU countries, specific legal job-protection rules are missing for people with disabilities, and reference is made to anti-discrimination and equal-treatment rules.

A prerequisite for many specific programmes and measures is the condition that a person needs to be **acknowledged and registered as a disabled person** with some authority (municipality, special commission). This is an eligibility criterion for protective or activating (employment) measures in Austria, Germany, Italy and Luxembourg.

Registration is under discussion in some Member States. It is noted that registration in some countries can lead to stigmatisation. In Greece, people with disabilities are not clearly defined or identified in legislation and other provisions, but are considered as being

one of the more general socially vulnerable groups. In the UK, registration has been abolished following the implementation of the anti-discrimination legislation.

**Persuasion policies** are used as a 'softer' approach by which to influence employers and people with disabilities towards certain patterns of employment behaviour. Compared to Active Labour Market Policies, persuasion is in many cases intangible and therefore difficult to qualify and assess.

Expenditure on labour market programmes

Although the robustness of the data collected has several restrictions, the data collected never the less shows that EU Member States differ considerably as to the number, expenditure and types of labour market programmes applied.

Member States spend between 0.8% and 4.6% of GDP on labour market policies (PES not included). Whether their expenditure on LMPs is high or low, for most countries a similar pattern emerges: passive policies comprise from 2/3 to 3/4 of all expenditure. The only exceptions are Sweden and Italy, where almost half of expenditure is spent on active measures. Our sources illustrate the continuing major role of benefit payments in LMPs in EU countries.

Belgium, Denmark, France, Finland, the Netherlands and Sweden are shown to be the countries spending a relatively large proportion on active measures. In some countries the trend towards mainstreaming of measures may mean that in future the share of expenditure on specialist ALMPs will decline further.

It may be concluded that national policies in Member States regarding active and passive labour market programmes differ considerably. This may not only be due to different policy priorities, but may also depend on differences in unemployment levels (which is especially relevant for passive LMPs) and variations in eligibility criteria for benefit schemes (passive policies).

Developments in policies

There is (still) limited convergence in the current employment policies and new policy developments for people with disabilities in the EU Member States. On the basis of the information obtained from the experts, the historically developed administrative structures and policy preferences still seem to play a major role in the mix of measures and organisation of services provided in each country. The following issues have been identified as playing a significant role in ongoing discussions in the Member States:

The **shift from passive to active programmes** in a number of countries seems to evolve from an increasing number of people in benefit schemes and the necessity to reach out to this particular group and help them to overcome barriers towards the labour market.

Some countries (e.g., Belgium, Greece, the Netherlands) now favour the coverage of people with disabilities under **mainstream programmes**. However, other countries continue to introduce more specific measures for disabled people (e.g., Austria). The discussions concerning mainstreaming revolve around non-discrimination and equal treatment. Mainstream programmes should be open to all people, while at the same time participation in specialist programmes is often seen as a form of stigmatisation.

By contrast, some policy makers perceive people with disabilities as having specific needs and, therefore, should be targeted with specialist programmes in order to facilitate the transition to the labour market.

Some countries have a long history of **decentralized provision of services**. Decentralisation would lead to a closer link between the service provider and the client.

**Benefit traps and other disincentives** for participation in training and rehabilitation measures are being removed. Examples include: in Denmark in vocational rehabilitation programmes; Ireland through the retention of secondary benefits; in the Netherlands, measures targeting both the employer and the employee; and, in the United Kingdom, in-work benefits and tax credits will be combined with tighter eligibility criteria for benefit receipt.

In Scandinavian countries, **legal obligations** should reduce the possibilities of refusing work. In Denmark, incentives have been extended to the implementing institutions involved.

For several countries, the improvement of **institutional structures and harmonization of policies** is regarded as a way to increase the effectiveness of programmes and to reduce administration costs.

Since the particular situation of people with disabilities differs between persons, a **tailor-made approach** would better cater to the specific needs of the client. This is (on a pilot basis) the case for Greece and the Netherlands (PRB), whereas a larger-scale development was noted for the United Kingdom. Although widely accepted as a valuable approach, high costs and organisational difficulties inhibit implementation of this approach in other countries.

### 1.3 Active labour market programmes for disabled people: features and scope

Data availability and restrictions

Previous studies have already illustrated that it is often difficult to obtain adequate statistical information on implemented ALMPs. The added value of this study is that an attempt is made to quantify the scope and size of these programmes based on participation and expenditure rates. This has resulted in the identification of over 110 specialist ALMPs.

The lack of availability of quantitative information means that only a limited comparison is possible between expenditure on individual programmes. The various forms of registration of the number of participants (e.g., stock or flow data) make a direct comparison of participation rates between programmes and even countries virtually impossible. Therefore, no sound conclusions can (or should be) drawn, based solely on the quantitative information presented here.

Features and scope of Labour Market programmes in EU Member States

The **participation rates of disabled people in mainstream ALMPs** showed major differences between Member States. In some countries, participation is highly unlikely. In contrast, in others a large proportion of people with disabilities who participate in Labour Market programmes actually do so in mainstream programmes, rather than programmes specifically designed for them.

For several categories of specialist programmes, the main features have been highlighted. **Intensive counselling and job-search assistance** have been identified in about half of the Member States as a separate programme. However, counselling also forms an integral part of other programmes (such as combined measures).

**Vocational rehabilitation** is implemented in almost all Member States. The number of participants and budget spent vary considerably. Vocational rehabilitation is especially important in Denmark, Finland, Greece and Ireland. For some countries, very low take-up

rates were noted, which may indicate either poor performance, lack of resources or low priority. Also, some countries have no specialist ALMP on vocational rehabilitation: in Germany, disabled people participate in various mainstream ALMPs on vocational rehabilitation, and in the Netherlands vocational rehabilitation is part of various combined measures, combining vocational rehabilitation with either supported employment or intensive counselling.

**Subsidised employment** is intended to mitigate (financial) barriers to the hiring of people with disabilities. Subsidies are most often provided to employers. However, Denmark, Finland, the Netherlands and the United Kingdom also have programmes that provide subsidies to employees. Our figures indicate that subsidized employment is substantially applied in the Nordic countries, as well as in Austria and Germany. The average amounts spent on wage subsidies are relatively low, but in some countries (e.g., Spain and Germany), in specific programmes substantial amounts are provided per person with a disability in employment.

**Supported employment** includes personal support and workplace adaptations for people with disabilities. Despite the importance of overcoming external barriers to employment, the number of persons benefiting from these types of programme seems to be rather low for all Member States.

**Sheltered employment** occurs in different forms (for instance, different mandatory percentages of people with disabilities participating compared to other participants) and objectives (integration into the regular labour force or not) across the European Union. It seems to be wide-spread in Belgium, Denmark, Germany, France, the Netherlands and Sweden.

**Incentives for starting enterprises by disabled people** only exist in a limited number of countries, with very low numbers of participants.

**Combined measures** include elements from vocational rehabilitation, subsidised employment, supported employment and - in most cases - intensive counselling. In some cases, programmes included in this category do not merely offer a combination of measures, but also an integrated approach. Often, this is combined with intensive counselling and a tailor-made approach in which people with disabilities are offered a variety of programmes that should lead them (back) to the labour market. Major programmes have been identified in Austria, Denmark, Germany, the Netherlands and the United Kingdom.

Despite the many methodological restrictions, the following limited picture can be discerned. Belgium, France and the Netherlands have a policy of a predominant role of sheltered employment in common. In Austria and Sweden, the (large) majority of expenditure is made up of a combination of sheltered employment and subsidised employment. The combination of subsidised, supported and sheltered employment is found in Luxembourg and the UK. These two countries are characterised by relatively high expenditure on combined measures, but for both countries, these combined measures refer to combinations of (mainly) subsidised, supported and sheltered employment. Portugal, finally, seems to have a unique combination of expenditure on vocational rehabilitation, supported employment and sheltered employment.

## 1.4 The impact of ALMPs: observations and experiences

Towards an improvement of monitoring and evaluation

Our study, in common with others has demonstrated that considerable scope for improvement of the monitoring and evaluation of ALMPs for people with disabilities continues to exist. Recommendations have therefore been made in the following areas:

In data collection, the focus should be on the disabled persons, rather than solely on the effectiveness of programmes.

The employment status of clients after completion of programmes needs to be measured.

The needs and willingness of both clients and (future) employers should be assessed before starting activities.

Common basic indicators to monitor the use and outcomes of ALMPs need to be formulated.

Measuring the effectiveness of programmes could also include broader aspects of quality of life of the disabled person.

Employment effects?

One major finding of this study is that in most countries little or nothing is known about the effect on employment of the application of the measures reported. Evidence-based conclusions on employment effects are mostly lacking, due to poor programme-participation statistics, lack of monitoring and follow-up studies, as well as general weaknesses in evaluation methods.

If conclusions are reported from Member States, they mostly seem to be based upon participant and provider surveys or conclusions drawn from evaluations in other target groups (e.g., long-term unemployed). These conclusions were also drawn in other studies.

Lessons for better effectiveness of ALMPs

Based on a number of evaluation studies and the views from experts, a number of conclusions on lessons for better effectiveness of ALMPs can be drawn.

The following **organisational aspects** have a positive impact on the success of employment measures:

Investments in better and closer working relationships with local employers and recognizing the importance of pro-active relations with employers

Encouraging partnership and coordination between agencies; local coordination committees or networks and cross-organisational partnerships (including employers)

Individual case management puts more emphasis on the individual's needs and on assistance in job finding.

Effective training and employment measures also require **sufficient personnel resources**, which could be more effectively achieved through training and accreditation of personal advisors.

ALMPs may not only be relevant for people with disabilities to help them move into employment, but may also help to **retain current employment**. Disability policies should also include measures that provide support to workers with long-term illness to stay employed.

For the United Kingdom, Germany and the Netherlands, a shift to **demand-driven provision of services** is aimed at better incorporating the needs of clients and employers.

Finally, in some countries, **financial disincentives** which discourage people with disabilities, have been removed so as to stimulate take-up of measures (e.g., Ireland, United

Kingdom). Moreover, incentives to service providers and administrators, such as payment-related measures, including 'mile-stone payment' are considered.

## **1.5 Report outline**

Chapter two provides the framework, including definitions and classification, for the study. This chapter forms the setting for the further analysis in the following chapters. Labour Market programmes are not the only means to implement national employment strategies. Chapter three, therefore, places ALMPs within the wider context of employment policies. Next, chapter four concentrates on the national data collected on active Labour Market programmes for disabled people. This chapter provides information on the main features of the various types of specialist ALMPs. Chapter five focuses on the impact and experiences in the Member States. The main conclusions are summarized in chapter six. They are also discussed in the light of the European Union's employment policies, and conclude with lessons to be learned to successfully improve employment of people with disabilities.

# **Facts and figures on use and impact**

## **1.6 Introduction**

### *Background*

The European Union is strongly committed to improving the position of people with disabilities who, as a group, presently face numerous barriers throughout the 15 Member States, for example in gaining access to employment and to full social inclusion. On average, the participation rate of severely disabled people in the EU workforce is under 35%, compared to 70% for workers without disabilities. After the Lisbon Economic Council, a target was agreed to raise the employment rate for people with disabilities to that of those without disabilities by 2010. In order to achieve this ambition, three key dimensions must be considered. The first is the fundamental right to fair and equal treatment of everyone within the Union, including people with disabilities. The second is continued economic development, while the third pertains to the partnership approach, which states that all parts of society should be involved in mitigating barriers.

At European level, the Anti-Discrimination Employment Directive, which comes into force in 2003, will greatly assist in the removal of, for example, environmental barriers. It is acknowledged that such barriers are a greater impediment to social integration of people with disabilities, than functional limitations arising from the nature of the disability. The adoption by the European Council of 2003 as the European Year of People with Disabilities will promote awareness throughout the EU of the difficulties faced by people with disabilities, and hopefully will encourage reflection, discussion and action about measures required to promote equal opportunities and combat discrimination.

At Member State level, efforts are being made to improve the participation rate of people with disabilities in the labour market but the obstacles to gaining employment - such as access to education/training, accessible transport and the lack of assistive technology - are still significant.

Following the adoption of the Amsterdam Treaty, which introduced a new title on employment, it was agreed at the Luxembourg Jobs summit in November 1997 that the European Employment Strategy should become an integrated approach towards the reduction of unemployment, built on the four pillars of Employability, Entrepreneurship, Adaptability and Equal opportunities.

Annually, the European Employment Strategy is implemented through the Employment Guidelines, which have to be taken into account and reported on in National Action Plans for Employment ('NAPs') by Member States<sup>2</sup>. Pillars 1 and 4 are particularly relevant for the integration of people with disabilities into the labour market. Pillar 1 on employability addresses, amongst others, the transition from passive measures to active measures. Benefit and training systems should ensure that they actively support employability and provide real incentives for the unemployed to seek and take up paid work or training opportunities. Pillar 4 on equal opportunities emphasises, amongst others, the integration of people with disabilities into working life. As part of facilitating reintegration into the labour market, Member States will give specific attention to gradually eliminating obstacles in the way of a return to the paid workforce. Moreover, special attention should be paid to the problems people with disabilities may encounter in participating in working life.

Despite the information contained in the National Action Plans, there is still a shortage of information on the implementation and impact of national policies regarding the employment situation of people with disabilities. In 2000, the Commission has contracted EIM to create and manage a European Group of Experts on Employment for Disabled People<sup>3</sup>. For 2002, the Commission has asked this Expert Group to provide a comparative descriptive analysis on the use of active labour market programmes (ALMPs) for people with disabilities. Additional information on the background of the study can be found on the dedicated website: [www.employment-disability.net](http://www.employment-disability.net).

#### *Goal and research questions*

On the basis of information and data gathered in each Member State on active labour market programmes for disabled people, this study aims to identify the developments and, where possible, the impact of such programmes. This may lead to the identification of good practices in the design implementation of active labour market programmes that provide enhanced training and employment of people with disabilities.

This has been done by investigating the following research questions<sup>4</sup>:

Which ALMPs are carried out in EU Member States?

What is the scope, in terms of expenditure and participation, of the ALMPs in which disabled people participate?

What is known about the impact of these programmes on the employment situation of people with disabilities?

#### *Methodology*

For each individual country, members of the Expert Group have collected relevant information from existing documentation on regulations (for example, the National Action Plans), programme statistics, evaluative studies and -when necessary- they conducted clarifying

<sup>2</sup> For more information on the European Employment Strategy, see: [http://europa.eu.int/comm/employment\\_social/empl/esf/ees/en.htm](http://europa.eu.int/comm/employment_social/empl/esf/ees/en.htm)

<sup>3</sup> For an overview of the members of this Expert Group, please refer to Annex I.

<sup>4</sup> Research questions A and B are covered in chapter 4. Chapter 5 covers research question C.

interviews with other (national) experts. In order to assure a common research approach in all countries, a general guideline for the collection of data and description of programme features and statistics has been developed and agreed upon by the national experts (please refer to Annex II). The guideline also included a classification scheme of ALMPs, which originated from existing sources (e.g. Eurostat 2001, OECD 2001), but has been adapted to the requirements of the present study.

For most countries the year of observation was 1998, but was 1999 for the Netherlands, Denmark, Italy and Germany (due to important changes in legislation or programmes). The information collected on national policies on employment of people with disabilities, ALMPs, and their impact has been summarized in 'country profiles', which are available on-line<sup>5</sup>. They sketch for each country:

The position of ALMPs vis-à-vis other approaches (e.g. anti-discrimination regulations);

An overview and basic description of ALMPs for people with disabilities (specialist and major mainstream programmes);

Policy developments in the area of ALMPs;

When available: statistics (on expenditure and participants);

Insights into implementation and impact of specialist ALMPs, based on evaluative studies.

To facilitate the data collection, recent publications from OECD and Eurostat on ALMPs, as well as various comparative studies, were made available to the experts (Thornton and Lunt, 1997; Ecotec, 2000; Bergeskog, 2001; and Prinz, forthcoming). All statistical material provided by the national experts has been checked as to completeness, consistency and comparability. Where necessary, the national experts provided additional information and explanations.

### *Report outline*

Chapter two provides the framework, including definitions and classification, for the study. The chapter forms the setting for the further analysis in the following chapters. Labour market programmes are not the only means to implement national employment strategies. Chapter three, therefore, places ALMPs within the wider context of employment policies. Next, chapter four concentrates on the national data collected on active labour market programmes for disabled people. This chapter provides information on the main features of the various types of specialist ALMPs. Chapter five focuses on the impact and experiences in the Member States. The main conclusions are summarized in chapter six. They are also discussed in the light of the European Union's employment policies, and result in lessons to be learned to successfully improve employment of people with disabilities.

<sup>5</sup> [www.employment-disability.net](http://www.employment-disability.net)

# Setting the framework: definitions and target population

## 1.7 Introduction

This chapter provides the framework, including definitions and classification, for the study. First, we present a definition of (active and passive) labour market programmes. Subsequently, paragraph 1.9 presents a classification of active labour market programmes. Next, the problems in defining and monitoring the target group of disabled people are briefly discussed.

## 1.8 Definition of labour market programmes

Employment strategies for vulnerable groups, e.g. disabled people, may contain various approaches. In many countries 'legislative measures' are found, which aim to ensure equal treatment or non-discrimination (also) in the field of employment. Several countries try to improve the training and employment of vulnerable groups by using persuasion policies, aiming to raise awareness and change stereotypes. An approach that can be found in all EU Member States is the application of labour market programmes (or LMPs).

Labour market programmes are public interventions in the labour market that are aimed at achieving an efficient functioning and correcting disequilibria<sup>6</sup>. In this context, 'public' refers to the funding of the interventions, not necessarily to their implementation through public organisations. Furthermore, these interventions involve a time, activity and financial dimension<sup>7</sup>. Labour market programmes may be aimed at the client, the employer or service providers (e.g. employment services). For the purpose of this study, we only consider LMPs that target either clients or employers.

Finally, our study aims at programmes at national, regional and local level. However, it has proven to be very difficult to collect information on programmes that are implemented and financed by regional or local public organisations. This is mainly caused by a lack of information due to limited coordination or guidance at the national level. In practice, such programmes are not covered in this study.

### *Active and passive labour market programmes*

Labour market programmes are often assessed by activation criteria. If they are aimed at activating people, by improving their integration into the active labour force, they are considered to be *active* labour market programmes or ALMPs. In contrast, *passive* labour market programmes (PLMPs) mainly provide income replacement, either through early retirement programmes or through programmes on out-of-work income maintenance and

<sup>6</sup> Eurostat, 2001, page 116.

<sup>7</sup> Bergeskog, 2001.

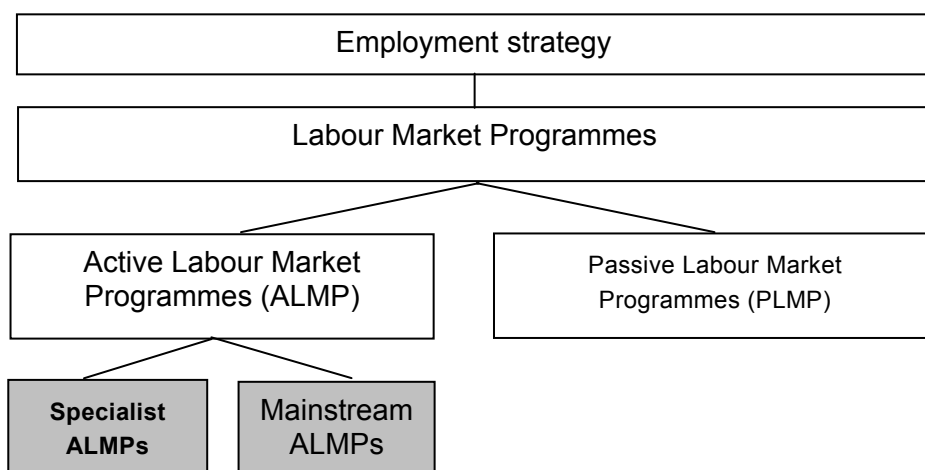
support. Our main focus in this report is the set of ALMPs applied in Member States, although it should be noted that several specific programmes are hard to classify as either purely active or purely passive. Expert opinions have been used to classify these programmes in one of the two categories.

*Specialist and mainstream labour market programmes.*

A limited number of labour market programmes specifically target people with disabilities. For this study, we define ‘specialist’ LMPs as labour market programmes that are *exclusively* focussed on disabled people. All other LMPs will be referred to as ‘mainstream’ LMPs. Mainstream LMPs also include LMPs that target various specific groups of (often socially vulnerable) people, that may include disabled people. The criterion for specialist LMPs is therefore whether it solely targets people with disabilities.

This study focuses on active labour market programmes in which disabled people participate. They consist of both specialist ALMPs, and mainstream ALMPs, in which disabled people may participate (figure 1).

figure 1 The context of ALMPs for people with disabilities



*The HORIZON Initiative*

At this point, it is worth mentioning the HORIZON initiative. HORIZON was one of the four strands of the EMPLOYMENT Community Initiative, providing a framework within which Member States and the European Commission worked together to improve the employability of people with disabilities and promote their integration into employment. HORIZON was implemented in two waves, in 1995 and 1997. In the second wave alone, more than 900 programmes have been approved. A large proportion of these programmes were concerned with raising awareness about disability issues among employers and among people with disabilities themselves, as a first step towards the full integration of disabled people into the labour market and society in general. A key feature was to assist people with disabilities to find employment through tailor-made mediation activities, as part of an adapted integration pathway. In 2000, HORIZON has been followed up by the EQUAL initiative.

The HORIZON initiative falls outside the scope of our study<sup>8</sup>, as HORIZON does not represent specific programmes, but refers to their funding. Furthermore, although information on all implemented programmes is available<sup>9</sup>, the database on these projects does not contain statistics on the scope of the individual programmes. Moreover, several HORIZON programmes were aimed at service providers (or the general public), and therefore fall outside the scope of this study.

### 1.9 A classification of active labour market programmes

Some active labour market programmes consist of a single instrument, such as a wage subsidy, a training programme, or a sheltered workshop. However, active labour market programmes are more and more made up by comprehensive sets of instruments, which are combined to stimulate the activation of the target group. Individual instruments can be classified into different categories, depending on their characteristics<sup>10</sup>. Active labour market programmes can be categorised as either specialist or mainstream. Within these two main categories, a further classification into subcategories can be made.

#### **Specialist active labour market programmes:**

- Intensive counselling and job-search assistance
- Vocational rehabilitation
- Subsidised employment
- Supported employment
- Sheltered employment
- Incentives for starting enterprises by disabled people
- Combined measures

The first category of specialist programmes, *Intensive counselling and job-search assistance*, includes programmes that assist disabled people in the job search process through intensive, individualised counselling. *Vocational rehabilitation* programmes aim to enable disabled people to secure, retain and advance in suitable employment, by providing vocational guidance and (vocational) training. *Subsidised employment* refers to programmes that partially subsidise the employment of disabled people, while programmes on *supported employment* provide workplace adaptations and personal assistance at the workplace for employed disabled people. *Sheltered employment* includes specially organized workplaces that employ disabled people. *Incentives for starting enterprises by disabled people* include programmes that promote entrepreneurship by encouraging unemployed disabled people to start their own business. Finally, *combined measures* consist of a combination of several instruments, which can be placed into different categories.

A more detailed description of the above categories is provided in chapter four, where also examples of specific programmes are given.

<sup>8</sup> This is in line with other comparative studies, such as ECOTEC (2000), Eurostat (2001), Bergeskog (2001) and Thornton and Lunt (1997), who also pay little or no attention to the HORIZON initiative.

<sup>9</sup> Available at the 'Adapt and Employment' section on the website on EQUAL, [http://www.europa.eu.int/comm/employment\\_social/equal/index\\_en.html](http://www.europa.eu.int/comm/employment_social/equal/index_en.html)

<sup>10</sup> Our categories are based on classifications developed by Eurostat (2001), OECD (2001) and Bergeskog (2001).

Mainstream active labour market programmes:

- Intensive counselling and job-search assistance
- Training
- Employment incentives
- Direct job creation
- Start-up incentives

*Intensive counselling and job-search assistance programmes* assist in the job search process through intensive, individualised counselling and are targeted at people registered as unemployed job seekers experiencing special difficulties in getting a job, or other groups with difficult access to the labour market. In most cases, the measures included under this category are implemented by staff of the Public Employment Service. *Training programmes* aim to improve the employability of the unemployed and other target groups and are financed by public bodies. Measures include classroom teaching, and training on the job (provided that supervision is present, specifically for the purpose of instruction). *Employment incentives* facilitate the recruitment of unemployed people and other target groups (recruitment incentives), or help to ensure the continued employment of people at risk of involuntary job loss (employment maintenance incentives). The employer normally covers the majority of the labour cost.

The last two categories of active labour market programmes are *direct job creation* and *start-up incentives*. The first pertains to programmes that create additional jobs (both permanent and temporary), usually of community benefit or socially useful, in order to find employment for the long-term unemployed or people otherwise difficult to place. The majority of the labour costs are normally covered by public finance. The latter covers programmes that promote entrepreneurship by encouraging the unemployed and target groups to start their own business or to become self-employed.

### **The target population: people with disabilities**

A basic principle that is shared by all definitions on disability is that disability has a medical cause and results in limitations in daily activities. The World Health Organisation (WHO) has provided a common terminology by developing the International Classification of Impairments, Activities and Participation (ICIDH-2). Any classification of disability is based on the notion of impairment. The WHO defines this as a 'loss or abnormality of body structure or of a physiological or psychological function'. This (physical or psychological) impairment leads to limitation of activities, which in turn can lead to restrictions in participation in society.

There is, however, no agreement on the exact definition of the concept of disability (European Commission, 2001)<sup>11</sup>. An important difference between countries is whether the definition of disability depends on the presence of specific (physical) impairments, or on a reduction in working ability. At the moment a comparative analysis on European definitions of disability is being carried out by Brunel University to clarify conceptual differences and similarities (Brunel, 2001).

The lack of a generally accepted definition, in combination with differences in national policies regarding disabled people, has led to the situation where each Member State has its own systems for defining the population of disabled people. Furthermore, many Member

<sup>11</sup> See also the research report of the first annual study of the European Expert Group on the employment situation of people with disabilities.

States do not collect statistics or carry out surveys on the employment situation of disabled people. It is therefore difficult to collect comparable statistical information to build up a clear picture of the situation of disabled people with regard to the labour market. In the future, more information will become available, since in 2002 the national Labour Force Surveys included a specific module for people with disabilities.

The variation in sources and definitions has led to several estimates of the proportion of EU citizens that are disabled, which range from 17 to 24 million persons in Europe in the age category 16 to 64 (European Commission, 2001). A survey that uses a definition of disability based on the conceptual framework from the World Health Organisation (WHO) is the European Community Household Panel (ECHP). This survey contains questions on health, and the respondent's self-assessment on the limitation of activities is used to create a general disability measure (table 1). The results of this survey show a striking variation in the number of people with self-reported disabilities, which cannot merely be explained by differences in the general health situation between countries. These statistics demonstrate that additional research is required to pinpoint the underlying factors explaining these differences.

table 1 Percentage of people (aged 16-64 years) with self-reported disability

| A   | B   | DK  | FIN | F   | D   | EL  | IRL | I   | L   | NL  | P   | E   | S | UK  |
|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|---|-----|
| 12. | 12. | 17. | 22. | 15. | 17. | 8.2 | 10. | 7.8 | 16. | 18. | 18. | 9.9 |   | 18. |
| 5   | 9   | 4   | 9   | 3   | 3   |     | 9   |     | 5   | 6   | 4   |     |   | 8   |

Source: ECHP (1996).

Currently, less than a third of the population of disabled people is in paid employment. In order to succeed in raising the overall employment rate to 70 per cent by 2010, groups that have difficulties in finding work should be integrated into the labour market. These groups include women, older job seekers and people with disabilities. The Commission has estimated that around 2 to 3.5 million people with disabilities could potentially be integrated into the labour force. Raising the overall employment rate by 1 to 2 per cent will bring the target of full employment a good step closer.

## The role of ALMPs within national employment strategies

### 1.10 Introduction

This chapter describes the position, scope and development of the ALMPs in EU Member States in relation to more general employment strategies. It provides the background for the discussion of the specialist ALMPs in the next chapter.

This chapter firstly summarizes what has been reported as to the role of 'other approaches' (section 1.11); subsequently we give an overview and comparison of expenditure in EU Member States on ALMPs (section 1.12). In section 1.13, main trends in the policy developments in ALMPs will be described. Concluding remarks are presented in section 1.14 .

## **1.11 Alternative approaches and policy developments to improve employment of people with disabilities**

Besides active labour market policies, other approaches and strategies regarding employment of disabled persons may be applied, e.g.:

General activities from the Public Employment Services (PES);

Legislative policies, e.g. obligatory employment quota schemes, anti-discrimination legislation, protection against dismissal of disabled people; and

Persuasion policies, e.g. information and public awareness campaigns to reduce prejudices, emphasize qualities of people with disabilities, present models of good practice, etc. The developments of these approaches are discussed below.

### *1.11.1 Contrasting developments as to the role of Employment Services*

Traditionally, the Public Employment Service (PES) has played an important role in implementing employment strategies (also for people with disabilities). In some studies<sup>12</sup> the expenditure and role of the Public Employment Service as implementing agency is singled out. However, in many countries, the PES is no longer the sole actor responsible for initiating and providing employment and training measures for people with disabilities<sup>13</sup>. The picture of organisations involved and responsibilities for employment issues for disabled people is very diverse.

During the past decade, several countries witnessed the involvement of various additional institutions in the initiation and provision of training and employment services towards people with disabilities. For instance, in Finland the role of the 'education administration', 'social insurance agencies' and 'insurance rehabilitation agencies' are also important in addition to the role of the Ministry of Labour. Each institution has its own systems of monitoring. In Denmark, two actors are responsible for activating measures (including employment): 'regional labour market councils' (focussing on the insured) and municipalities (for the uninsured). In Austria, as well two bodies play a role in improving the employment situation of disabled people; i.e. the PES and the Federal Offices for Social Welfare and Disabled.

In some other countries, NGO's have obtained an increasing role in legislation and provision of measures for employment of the disabled. This is particularly the case in southern European countries, like Greece, Italy, Spain and Portugal. Other countries report, however, that NGO's do not play a key role in disability policymaking or provision of services (e.g. the Netherlands).

As a result of the greater weight put on mainstreaming, in the Flemish region of Belgium programmes developed by the Flemish regional fund will be placed under the central responsibility of the regional Ministry of Economy and Employment. Also in Ireland the trend towards mainstreaming evokes a shift of responsibilities, i.e. from the 'Department of Health and Children' to the 'Department of Enterprise Trade and Employment'.

In the Netherlands, a change has taken place in the organisation of training and employment services for the long term sick and people with disabilities. Regional 'one stop shops'

<sup>12</sup> For instance, OECD (2001) and Eurostat (2001).

<sup>13</sup> As indicated before, this study focuses on programmes and not on the implementing agencies per se.

that decide on benefit payment and initiate rehabilitation and employment services have been introduced (comprising of both the PES and social insurance agencies). The actual provision of labour reintegration services, however, has been transferred to privately operating providers.

Similarly in the UK, there has been a recent merger of the Employment Service and the Benefits Agency (which deals with benefits to people of working age) to create a new agency called "Jobcentre Plus", which will provide both employment services and administer benefit payment, as part of the UK's 'welfare to work' strategy. Many employment programmes and active measures for reintegration (e.g. the New Deal for Disabled People) will, however, be delivered by private and voluntary sector providers working under contract to the new agency.

It may be concluded that in most Member States the PES is losing its monopoly position as to employment measures and a variety of different organisational structures have been (or are being) introduced. Whereas in some countries regional bodies or NGO's are given more responsibilities, in contrast, in other countries tendencies towards centralization seem to prevail and responsibilities of regional organisations are diminishing.

Furthermore, several national experts reported on the disadvantages arising from 'multi-actor organisational approaches' in the service provision for people with disabilities. This particularly relates to problems of competition and inefficiency resulting from the fact that several organisations have similar or overlapping responsibilities (e.g. as reported from Spain), or as a result of the decentralisation to the local level of the implementation of these policies (e.g. as reported from Italy). Moreover, in these instances, administration becomes complex, the scope, eligibility criteria and content of measures varies according to administrative procedures, and protocols for cooperation are needed.

Finally, a scattered organisational structure complicates the monitoring and reporting of actions taken, which is illustrated by (poor or incomplete) statistics. In the Netherlands, decentralisation and privatisation has had a negative influence on policy information for government, as well.

#### *1.11.2 Legislative Policies*

Legislative policies provide general provisions that should stimulate (or 'prevent') certain behaviour of employers, as well as of people with disabilities themselves.

##### *1.11.2.1 Employment quota scheme*

Traditionally, one major example of legislative policy aimed at improving the employment situation of people with disabilities is the obligatory *employment quota scheme*. In about half of the EU states a quota-levy scheme is applied. It requires employers with a certain number of employees (e.g. > 25 in Austria, > 50 in Greece) to have a certain proportion of work places (e.g. in Austria<sup>14</sup> or in Greece, 5%) occupied by people with disabilities. Often additional stimulating measures are applied to employers to improve compliance (wage subsidies, reduction of employers' tax and social insurance contributions).

Within the EU the developments of quota schemes vary considerably. For various reasons, the role of quota schemes appears to be restricted in many EU Member States. In some countries, the obligation only applies to public sector employers (e.g. Ireland and Belgium).

<sup>14</sup> Where employers with a minimum of 25 employees have to employ one registered disabled person per 25 employees.

Furthermore, in several countries the obligation has either never been implemented (e.g. Luxembourg), or is poorly enforced (e.g. Italy, the Netherlands, Spain). Penalties do not seem to be steep enough to encourage employers to meet their quota. Only in France and Germany does a system of enforcement and penalties appear to be working in a way which provides important benefits for the employment of people with disabilities. This does not mean necessarily that employment targets are generally met, but that levies are collected to provide funds for additional measures.

In a few countries, reforms in the quota schemes have taken place or are presently being implemented. In the UK, the quota scheme was abandoned in 1996 and replaced by anti-discrimination law. In Germany the quota regulations have been adapted (e.g. lower quota level, more refined system of penalties for employers who do not comply) and additional - organisational - measures have been added (e.g. new counselling services). The Greek quota scheme is now being refined as well, and a multiple counting system will be applied (which 'weights' each case as to various criteria).

In the Scandinavian countries quota schemes have never been introduced, as these are considered to be incompatible with equal treatment considerations: special rules for people with disabilities may have the effect of singling them out from the general (labour) population. Moreover, it is argued in these countries, that adaptation of the environment should have more priority than specific measures for a specific category of citizens.

#### *1.11.2.2 Anti-discrimination law<sup>15</sup>*

At European level, the Anti-Discrimination Employment Directive comes into force in 2003. At Member State level, three countries introduced anti-discrimination laws in the 1990s which aim to protect people with disabilities or other socially vulnerable groups (Italy<sup>16</sup>, 1999; Sweden, 1999; United Kingdom, 1996). These laws concerned, inter alia, employment and training of people with disabilities. In a few countries, alternatively, rights of disabled persons to social inclusion, activation and employment are ensured under equal treatment rules (Denmark, Ireland, the Netherlands). In other Member States introduction of such equal treatment or anti-discrimination policies seems to be under consideration (e.g. Germany and Ireland). In the Netherlands, a specific legislation for people with disabilities (WGBG) is under preparation. Furthermore, the Act on Medical Examinations aims at combating discrimination in the selection process.

#### *1.11.2.3 Job protection rights*

Within the EU also a large variation can be noted regarding job protection rights for people with disabilities. In Member States that apply quota schemes, job protection often is a supplementary provision for those employed under the quota. Moreover, an official status or registration as a disabled person mostly comprises greater protection against dismissal compared to non-disabled workers. This is considered as one of the basic benefits of registration (e.g. Germany, Austria). In Germany it was found that protection against dismissal - combined with an active role of the workers council - accounts for relatively high employment rates for people with disabilities. However, these anti -dismissal rules mainly seem to support those persons, who became disabled during employment with the current

<sup>15</sup> Due to the restricted scope and stage of implementation of anti-discrimination rules, insight into the operation of the rules and their benefits could not be provided yet (and were not the core of the study).

<sup>16</sup> The Act 68/99 introduces anti-discrimination and equal opportunity measures for disadvantaged people in general and for disabled persons in particular. Furthermore, it reforms or introduces specific active labour market measures for people with disabilities.

employer. In most other EU countries, specific legal job protection rules are missing for people with disabilities, and reference is made to anti-discrimination and equal treatment rules.

#### *1.11.2.4 Registration*

A prerequisite for many programmes and measures discussed here is the condition that a person needs to be *acknowledged and registered as a disabled person* with some authority (municipality, special commission). This is an eligibility criterion for protective or activating (employment) measures (e.g. in Austria, Germany, Italy, Luxembourg).

Registration is shown as being under discussion in some Member States. Eligibility criteria for registration may imply the exclusion of specific categories of disabled people from certain measures. Consequently in Italy (1992) and, more recently, in Luxembourg (1999) the criteria have been broadened, to include psychosocial illness. Furthermore, it is also noted in some countries (e.g. Luxembourg, Germany) that people with disabilities may choose to refuse to register, as this may lead to stigmatisation. Since the Scandinavian countries have never applied quota schemes, they also refrained from strict definition and registration procedures for disabled people. In Greece people with disabilities are also not clearly defined or identified in legislation and other provisions. They are considered as being one of the various socially vulnerable groups (including others like ex-prisoners, migrants, ex-drug abusers, etc). In the UK, registration has been abolished following the implementation of the anti-discrimination legislation.

#### *1.11.3 Persuasion policies*

Persuasion policies are used as a 'softer' approach to influence employers and people with disabilities towards certain employment behaviour. Compared to Active Labour Market Policies, persuasion is in many cases intangible.

Informational campaigns are used to enhance solidarity (Germany), support the use of ALMPs, mainly by developing 'codes of good practice' to change employer attitudes (e.g. Germany, United Kingdom), or to stimulate 'disability management' in firms (Italy, Ireland, Netherlands). In some countries persuasion measures seem to be carried out in particular under regional initiatives and programmes from NGO's. However, only a few countries report on the use of information campaigns and other persuasion policies.

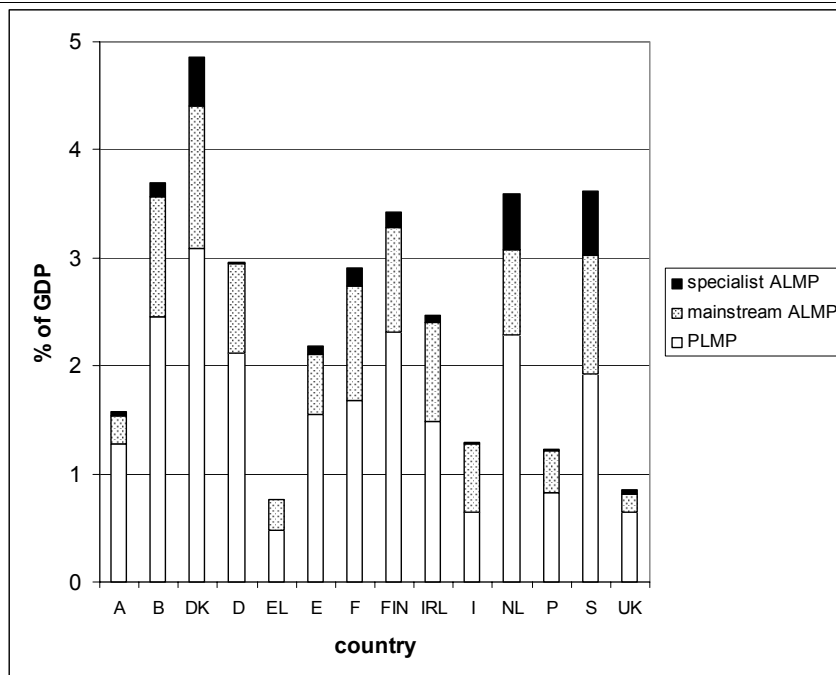
## **1.12 Expenditure on labour market programmes**

In order to estimate the scope of active labour market policies (mainstream and specialist) compared to passive measures, we firstly make an overall exploration of expenditures on employment policies. Chapter 4 provides a more in-depth analysis of ALMPs specifically designed for people with disabilities.

The relative importance of specialist ALMPs, is assessed by comparing the expenditure on these programmes. Figure 2 presents an overview of expenditure on PLMPs, mainstream ALMPs and specialist ALMPs, represented as a % of GDP. This figure is based on information from three sources: OECD (2001), Eurostat (2001), as well as the data collected by

the national expert in their country profiles.<sup>17</sup> Expenses on national labour market programmes are monitored by both OECD and Eurostat, and the methodologies of both organisations are becoming more and more integrated (OECD, 2001, page 31).<sup>18</sup> For this study, OECD data is preferred over Eurostat data, amongst others since OECD (2001) includes information on 1999 (which is the reference year for four of the countries in this study), whereas Eurostat (2001) only presents statistics up to 1998.

figure 2 expenditure on active and passive labour market programmes as % of GDP



Source: expenditure on specialist ALMPs are taken from the national country profiles. Expenditure on mainstream programmes and passive labour market programmes is taken from OECD (2001), except for Ireland, where Eurostat (2001) is used. Statistics refer to 1998, except for Denmark, Germany, Italy and the Netherlands, where expenditure refer to 1999. For Luxembourg no information for mainstream and passive labour market programmes was available.

Figure 2 shows considerable differences within the EU. Member States spent between 0.8% (Greece) and 4.6% (Denmark) of GDP on labour market programmes. Notably five countries (Belgium, Denmark, Finland, the Netherlands and Sweden) spent over 3% of

<sup>17</sup> Available on the website: [www.employment-disability.net](http://www.employment-disability.net). With the exception of programmes on intensive counselling and job-search for people with disabilities, information on expenditure has been obtained for almost all identified specialist ALMPs. Since in general, programmes on intensive counselling involve relatively low expenditure, the information provided by the country profiles can be used to present a reasonable estimate of total expenditure on specialist ALMPs. Two exceptions are Italy and Germany. For Italy, no statistics are available for most of the identified ALMPs. For Germany, information on expenditures is missing for the largest single specialist programme (measured by the number of participants), i.e. sheltered workshops (which employ 185.000 persons in Germany). For Germany, the expenditure on specialist ALMPs as presented in figure 2 is an underestimation of total expenditure.

<sup>18</sup> OECD (2001) and Eurostat (2001) provide comparable expenditure on ALMPs. The two exceptions are Greece and the Netherlands, for which expenditure presented by Eurostat (2001) is much lower than expenditure presented by OECD (2001).

GDP on labour market programmes. Whether expenditure on LMPs is high or low, for most countries a similar pattern is obvious: passive programmes comprise from 2/3 to 3/4 of all expenditure. Benefit payments continue to play a major role in labour market policies in EU countries. The only exceptions are Sweden and Italy, where almost half of expenditure is spent on active measures.

Belgium, Denmark, France, Finland, the Netherlands and Sweden spent more than 1% of their GDP on active measures. They differ, however, considerably as to the mix of mainstream and specialist programmes: whereas in the Netherlands and Sweden between 35% and 40% of expenditure in ALMPs is used for specialist programmes, for the other countries the share of specialist programme expenditure ranges from 10 % (Belgium) to 25% (Denmark). Also in other countries, specialist programmes comprise the minor share of expenditure, ranging from 3% (Greece, Portugal) to 13% (United Kingdom). It is not surprising that all Member States spent more on mainstream measures than on specialist programmes, since specialist ALMPs target a much smaller group. In addition, in some countries discussions take place on putting even more emphasis on mainstreaming of measures. This will entail that in future the share of expenditure on specialist ALMPs may decline further.

It may be concluded that national policies in Member States regarding active and passive labour market programmes differ considerably. This may not only be due to different policy priorities, but may also depend on differences in unemployment levels (which directly affects the amount spent on passive LMPs) and variations in eligibility criteria for benefit schemes (passive policies).

### **1.13 Developments in employment strategies**

Although in many countries the core of policies and measures to include people with disabilities in the labour market remains quite stable, a constant evolution of the content and emphasis can be noted. In this study data has been mainly collected referring to 1998<sup>19</sup>. However, in many Member States developments have taken place since then that show an evolution of policies. In order to put the data presented in the next chapter into a more complete context, it is essential to gain a better insight into recent developments in the thinking and actual implementation of labour market programmes for people with disabilities. Since the 'national repertoires' of employment measures and the institutional context vary considerably across EU Member States, the developments reported also show considerable variation. Six issues have been identified that play a role in ongoing discussions in the Member States:

#### *1. Active approach*

In many countries, ALMPs have for many years been the core element of the national strategy to increase employment and employability of people with disabilities. Consequently, the repertoire of (mainstream) measures is quite stable and only minor changes seem to have taken place in those countries. For a few countries, however, the *shift from passive to active programmes* is quite recent or (and in some cases) still ongoing (e.g. Greece, Spain).

The shift towards more active measures seems to evolve from a feeling that it is not sufficient simply to provide certain programmes or (benefit) schemes. On the one hand, the

<sup>19</sup> See also chapter 1 on methodology.

number of people in benefit schemes was increasing rapidly and needed to be kept in check. Providing active labour market programmes for these people is one way of reducing the number of people on benefit. On the other hand, active labour market programmes for people with disabilities reach out to this particular group and help them to overcome barriers towards the labour market.

## *2. Mainstreaming*

As to the question whether *emphasis should be laid upon mainstream or specialist programmes*, some opposing tendencies can be noted across Europe. Some countries report a continued decrease in their former emphasis on specific target groups (e.g. Belgium, Greece, the Netherlands) and favour the coverage of people with disabilities under mainstream programmes, focussing on employment and inclusion of various categories of clients with labour market deficits. However, other countries continue to introduce more specific measures for disabled people (e.g. Austria).

The discussions concerning mainstreaming revolve around non-discrimination and equal treatment. People with disabilities themselves (but also the ICF, 2001<sup>20</sup>) put more and more emphasis on the fact that environmental barriers are greater impediments to social integration than functional limitations arising from the nature of the disability. Therefore, people with disabilities should be able to participate in mainstream programmes in the same way as everyone else. Furthermore, participation in specialist programmes is seen as a form of stigmatisation. Not only the employer might conclude that the capabilities of a person in a specially designed programme are limited, but also the disabled person him/herself (since more emphasis is placed on the limitations, rather than the capabilities).

By contrast, some policymakers feel that all socially vulnerable groups at a larger distance from the (regular) labour market, should be helped to overcome specific barriers. In these cases specialised programmes are felt to be more appropriate: people with disabilities have specific needs and therefore should be specifically targeted in order to make the transition to the labour market easier.

## *3. Decentralisation*

Some countries have a long history of *decentralized provision of services*. Decentralisation would lead to a closer link between the service provider and the client. For instance, in Denmark it has for decades been a responsibility for local authorities (municipalities) to provide services to disabled people. During the 1990s structures that increase the cooperation of various local partners and stakeholders in municipalities (including health care, organisations of disabled) have been established. In Italy the decentralization of competencies from the national government to regional and provincial institutes started some years ago and is still ongoing.

In Ireland, regional networks comprising representatives from trade unions, people with disabilities, service providers, etc. will be extended. They specifically aim to raise awareness of capabilities of people with disabilities.

In the Flemish region of Belgium, programmes developed by the regional fund will probably be transferred to the Ministry of Economy and Employment. Centralisation would lead to more efficient, uniform and transparent programmes. Furthermore, monitoring and evaluation of their effectiveness would be improved.

<sup>20</sup> WHO International Classification of Functioning, Disability & Health, 2001.

#### 4. (Dis-)incentives

In many countries recently more and more attention is being paid to (financial) incentives, as they may facilitate or stimulate the take up of measures aiming to increase employability. *Benefit traps and other disincentives* for participation in training and rehabilitation measures are being removed, for instance in Denmark by increasing the benefit level during participation in vocational rehabilitation programmes (already in the early 1990s). Additionally, in Ireland retention of secondary benefits (e.g. health care insurance) have become part of many programmes, both mainstream and specialist. Incentives aimed at the employee and at the employer have also been implemented in the early 1990s in the Netherlands (Wulz, Pemba). In the United Kingdom benefit traps, which appeared to discourage some disabled people from entering the labour market, are addressed. For instance, in-work benefits and tax credits have been introduced and tighter eligibility criteria for benefit receipt are under preparation.

Legal obligations for clients have been introduced (or are under consideration) in some Scandinavian countries. These obligations should reduce the possibilities of refusing work. In Sweden, unemployed persons (with or without disabilities) who receive unemployment benefit, are penalized if they refuse participation in training or employment programmes. The penalty used to be to end the payment of the unemployment benefit completely, but a governmental committee has recently proposed a gradual reduction of the unemployment benefit instead. In Finland, financial sanctions will be imposed for those unemployed (with or without disabilities) who refuse the offers jointly provided by the employment, social and health administrations.

Incentives also may be introduced to influence the actions of other actors. In Denmark, incentives have been extended to the implementing institutions involved: local municipalities receive a higher reimbursement of costs involving vocational rehabilitation and subsidised employment, than in the payment of disability benefits to a client.

#### 5. Improving institutions and harmonization of policies

For some countries it has been shown<sup>21</sup> that the functioning of the administrations and the transparency or homogeneity of programmes greatly influence the effectiveness of those programmes. Furthermore, many Member States want to reduce the overall costs of labour market programmes by reducing administration costs. For several countries the improvement of *institutional structures and harmonization of policies* has been reported as a continuous topic. Reforms, ongoing or under preparation, concern for instance:

Improved cooperation of PES and Federal Offices for Social Welfare and Disabled Affairs (e.g. Austria);

Increased involvement of non-public actors in training and employment services to person with disabilities (e.g. Denmark);

Further reform of PES, by separating administration of benefits from placement activities (e.g. Greece);

Provision to the client of 'joint offers' developed by the employment service and social and health administrations (e.g. Finland).

Further implementation of the 'one stop office' for all types of clients without work (e.g. the Netherlands).

In Germany, reform of the quota scheme and the introduction of new counselling services are part of a new Law ('to Combat the Unemployment of Disabled People). This law has

<sup>21</sup> Please also refer to chapter 5.

explicitly formulated as its target the reduction of unemployed disabled people by 50 000 within two years. This example of setting a specific target to a new policy (still) seems to be quite rare across Europe.

#### *6. Case management*

As to the *case management* and process of providing employability measures, some countries have reported that more emphasis will be laid on an individualized approach. Since the particular situation of people with disabilities differs very much from one person to another, for instance as a result of their type of impairment, a tailor made approach would better cater to the specific needs of the client. This is (on a pilot basis) the case for Greece and the Netherlands (PRB), whereas a larger scale development was noted for the United Kingdom. In the reports from the other countries this aspect of service provision (still) received secondary attention although it seems widely accepted. The costs and organisational difficulties of a tailor made approach seem to be an impediment for other countries to develop such an approach as of yet.

### **1.14 Concluding remarks**

#### *Alternative approaches*

It may be concluded that - considered across the EU - the 'alternative' non-ALMP approaches discussed here show a very diverse picture. Quota schemes have a restricted scope of implementation, whereas the introduction of anti-discrimination legislation started in the early 90s and is under discussion now in several countries. Persuasion policies do not seem to have a major role (yet) in employment policies for disabled people in most EU countries.

Further can it be noted that most countries combine ALMPs with some of the legislative policies discussed, as they may facilitate the use of, and support the effects of ALMPs. It would be interesting to find out (cf chapter 5) whether this supplementary role indeed affects the success of ALMPs, and the extent to which it does so.

#### *Expenditure on labour market programmes*

Our initial analysis of expenditure on labour market policies showed that countries differ considerably regarding expenditure on labour market programmes. Only six countries spend over 3% of GDP on these policies. For almost all countries, it was also noted that expenditure on passive programmes (benefit payment) is predominant. Within the category of active measures, specialist programmes, which focus on measures for people with disabilities, play a minor role in most countries. Our study concludes therefore that mainstreaming is the general rule.

#### *Developments in strategies*

It may be concluded that there is still limited convergence between the employment policies for people with disabilities and ongoing policy developments in the EU Member States. On the basis of the information obtained from the experts, the historically developed administrative structures and policy preferences still seem to play a major role in the mix of measures and organisation of services in each country.

# Active labour market programmes for disabled people: features and scope

## 1.15 Introduction

Given the framework outlined in chapter two, this chapter concentrates on the national data collected on active labour market programmes for disabled people. Each of the measures identified is classified in a category. In this chapter these measures are discussed and analysed. The discussion focuses on an assessment of the main similarities and differences in applied measures. To assess the proper scope and importance, information is provided on participation and expenditure rates.

This chapter, however, starts with a discussion of data availability and restrictions. Section 4.3 presents information on the participation of disabled people in mainstream ALMPs. The remaining part of this chapter focuses on specialist ALMPs. We describe and compare the main features of the various types of specialist ALMPs in section 4.4. In section 4.5 a country comparison is made for those countries for which the required information is available.

## 1.16 Data availability and restrictions

Previous studies have already illustrated, that it is often difficult to obtain adequate statistical information on implemented ALMPs. The first difficulty is to identify ALMPs that are actually implemented in a certain year. Table 2 presents an overview of ALMPs, by country and category, which were implemented during or after the reference year. In general, the reference year is 1998, since this is the most recent year on which Eurostat (2001) provides information. However, for Germany, Italy and the Netherlands, the reference year is 1999. This is due to major policy changes that took place in 1999.

All countries have implemented ALMPs from at least 5 of the 6 categories of specialist ALMPs<sup>22</sup>. Seven countries have even ALMPs from all categories: Austria, Belgium, Denmark, France, Italy, Spain and the Netherlands. The remaining countries mostly lack specialist ALMPs on either counselling or on incentives for disabled people to start their own enterprise. This does not mean, however, that such programmes are not available for disabled people: it is possible that disabled people are stimulated to participate in mainstream ALMPs on either counselling or start-up incentives. Furthermore, in some cases (e.g. Finland and Sweden) counselling is included in other measures.

Furthermore, it should be noted that the category *combined measures* consists of a combination of several instruments, which can be placed into different categories. In some case programmes included in this category do not merely offer a combination of measures,

<sup>22</sup> Excluding combined measures. For a general description of the categories, please refer to section 2.3.

but an integrated approach. Often this is combined with intensive counselling and a tailor made approach in which people with disabilities are offered a variety of programmes that should lead them (back) to the labour market (please refer also to section 4.4.7).

table 2 Overview of existing specialist ALMPs in 1998 (or after)

| <i>country:</i> | <i>voca-<br/>tional re-<br/>habilita-<br/>tion</i> | <i>subsi-<br/>dised<br/>empl.</i> | <i>sup-<br/>ported<br/>empl.</i> | <i>shel-<br/>tered<br/>empl.</i> | <i>start-<br/>ing<br/>enter-<br/>prise</i> | <i>coun-<br/>selling</i> | <i>com-<br/>bined<br/>meas-<br/>ures</i> |
|-----------------|--|-----------------------------------|----------------------------------|----------------------------------|--|--------------------------|--|
| A               | X  | X                                 | X                                | X                                | X  | X                        | X  |
| B               | X  | X                                 | X                                | X                                | X  | X                        |  |
| DK              | X  | X                                 | X                                | X                                | X  | X                        |  |
| D               | X  | X                                 | X                                | X                                |  | X                        |  |
| EL              | X  | since<br>1999                     | X                                |                                  | since<br>1999                              | X                        | X  |
| E               | X  | X                                 | X                                | X                                | X  | X                        |  |
| F               | X  | X                                 | X                                | X                                | X  | X                        | X  |
| FIN             | X  | X                                 | X                                | X                                | X  |                          |  |
| IRL             | X  | X                                 | X                                | X                                |  | X                        | X  |
| I               | X  | X                                 | X                                | X                                | since<br>2000                              | since<br>2000            | X  |
| L               | X  | X                                 | X                                | X                                |  | since<br>2001            | X  |
| NL              | X  | X                                 | X                                | X                                | X  | X                        | X  |
| P               | X  |                                   | X                                | X                                | X  | X                        |  |
| S               | X  | X                                 | X                                | X                                | X  |                          |  |
| UK              | X  | X                                 | X                                | X                                |  | X                        |  |

Source: EIM, 2002.

Establishing the mere existence of a programme does not give much insight into its scope and size. Other studies<sup>23</sup> have provided a more qualitative overview of programmes for people with disabilities. The added value of this study is that an attempt is made to quantify the scope and size of these programmes based on participation and expenditure rates. This has resulted in the identification of over 110 specialist ALMPs .

With the exception of Italy<sup>24</sup> (and with the exception of programmes on intensive counselling and job-search), some quantitative information could be provided for most identified ALMPs. It was not always possible to obtain statistics for the reference year. In those cases, whenever possible, information on other years has been used as estimates for expenditure and participation rates in the reference year.

The availability of quantitative information allows for a limited comparison between expenditure on individual programmes, between categories of specialist ALMPs and between countries. A comparison based on participation rates is, however, far less straightforward. The various forms of registration of the number of participants (e.g. stock or flow data)

<sup>23</sup> For instance Ecotec, 2000.

<sup>24</sup> For Italy it was very difficult to obtain quantitative information on any of the identified ALMPs. An important reason for this lack of data is the delay in the implementation process of new legislation, which was enacted in 1999 (but effective from January 2000). A national governmental working group has a monitoring role in the implementation of the new legislation, but has not yet produced any data. See the Italian country profile for further details.

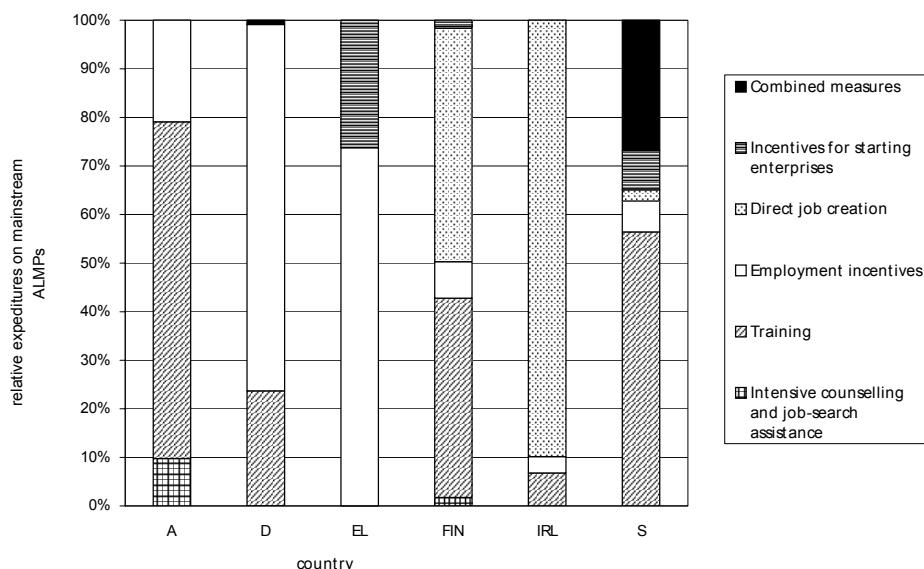
make a direct comparison of participation rates between programmes and even countries virtually impossible.<sup>25</sup> Furthermore, since participation of one individual in several programmes is not centrally registered in any country, double counting of individuals cannot be avoided when programmes are aggregated.

A number of statistics on each individual specialist programme is presented in Annex III. The total number of participants is given, as well as the total number relative to the total labour force (in ‰). The method of measurement of participants is also included. The total amount of expenditure on disabled people is presented in millions of Euros. The total amount is also given relative to GDP (in ‰). Finally, the year to which the data refers is included.

### 1.17 Disabled people in mainstream ALMPs

Information on expenditure on disabled people in mainstream ALMPs is available for almost half of all Member States (Austria, Germany, Greece, Ireland, Finland and Sweden). For these countries, we have examined how expenditure is distributed amongst the relevant categories of mainstream ALMPs (figure 3)<sup>26</sup>. In Austria, Finland and Sweden, a substantial proportion of disabled people that participate in mainstream ALMPs, is participating in mainstream training programmes. Participation in mainstream combined measures is frequent for Sweden. In Greece and Germany, most disabled people participating in mainstream programmes benefit from employment incentives. For Ireland (and to a lesser extend Finland), direct job creation is the most important mainstream programme in which disabled people participate.

figure 3 relative expenditure on disabled people participating in mainstream programmes



<sup>25</sup> Only a few programmes can present statistics according to different measurements of the number of participants, and these illustrate the incomparability of these measurements. For example, the number of participants in the Irish 'Workplace' programme (a mainstream programme that provides employment incentives) during 1998 was either 122 (stock), 1501 (inflow) or 1452 (outflow).

<sup>26</sup> See section 2.3 for a description of these mainstream programmes.

Source: EIM, 2002.

In Austria, Greece<sup>27</sup>, Finland and Ireland, the amount of spending on disabled persons in mainstream programmes is almost the same as expenditure on specialist programmes. For Sweden, expenditure on mainstream ALMPs only account for about 10% of total expenditure on people with disabilities (i.e. in mainstream and specialist ALMPs combined). Although for most countries no quantitative data on participation in mainstream measures is available, we can provide qualitative information on the importance of mainstream programmes for people with disabilities.

In the United Kingdom, many disabled people participate in mainstream 'New Deal' programmes<sup>28</sup>, especially the 'New Deal for Young people', 'New Deal - 25 plus' and to a lesser extent the 'New Deal for lone parents'. These New Deal programmes are integrated approaches, which have in common a caseload management approach, with activation through individualised advice and guidance, delivered by personal advisors who identify support measures (including training, where appropriate) for participants, and who provide support and assistance in job search.

In Belgium, participants in mainstream programmes are not registered as being disabled or otherwise. There may, however, be substantial participation by disabled people, especially in mainstream programmes that are targeted at particular at-risk groups such as the long-term unemployed etc. In Denmark, most mainstream ALMPs require all participants to have a full work capacity, and therefore these ALMPs automatically exclude people with disabilities. There are only four mainstream ALMPs in which disabled people may participate.

In Spain and Luxembourg, information on participation of disabled people in mainstream programmes is lacking. However, since financial incentives are higher for specific programmes (in the case of Spain), one can assume that very few disabled people will participate in mainstream programmes. Participation in mainstream programmes is also not prevalent in Luxembourg.

## **1.18 Features of specialist ALMPs**

In this section we focus on describing and comparing features for each category of specialist ALMPs. The figures in the text below are included in Annex III, in which detailed information on individual programmes is included.

### *1.18.1 Intensive counselling and job-search assistance*

Counselling refers to programmes that assist the job search process of people with disabilities. In most countries this is done in the form of intensive counselling, only in Ireland the support consists of a grant for a job interview interpreter or a personal reader. It should, however, also be noted that counselling is not regarded as a separate programme in many countries, but forms an essential and integral part of other more specific programmes. For example, Austria (Job Assistance), Ireland (Job Net), Italy (targeted placement) and the

<sup>27</sup> It should be noted that in Greece people with disabilities are often treated as part of a wider target group of 'socially vulnerable people', which further includes prisoners, ex-prisoners, repatriated Greeks, immigrants, refugees, ex drug users, HIV positive people, Greek Pomaks and Rom (Gypsies). Hence, many programmes in which disabled people participate are classified as mainstream ALMPs.

<sup>28</sup> New Deal programmes specifically targeted at disabled people are discussed in section 4.4.

Netherlands (REA and person-related rehabilitation budget) all have combined measures which include elements of counselling. In Finland and Greece, intensive counselling and job-search assistance is part of the general services provided by public employment services.

In eight countries, one or more programmes on counselling activities for disabled people have been identified. Information on the size and scope is available for only a few of these programmes.

In Belgium, € 620.000 is spent on “Special Assessment” and € 820.000 on “Pathways to work”. This service was first implemented in 1996, and is a co-ordinating service which provides counselling and directs its clients towards special assessments or vocational training programmes. If the job-search assistance results in a suitable vacancy, it further assists with information about wage-cost subsidies and possibilities to adapt the workplace. The ‘pathways to work’ programme has been established as a specialist programme, but is currently evolving into a mainstream programme, becoming an integrated part of the services of the Belgian PES.

Expenditure for the “Assistance to Disabled people” is more extensive in Germany (€ 52 million), with over 7.000 persons making use of this programme. An additional 3.100 persons were assisted with intensive counselling for individuals, as well as 28.000 employers. Counselling is provided by the “Hauptfürsorgestellen”. Since 1974, this agency, with regional headquarters in each Bundesland, has been in charge of the Handicapped Act.

In Portugal expenditure for “OED Lisboa” and “vocational guidance and evaluation” amounted to € 170.000 in 1998. Expenditure is fast growing for the New Deal in the United Kingdom (from € 50.000 in 1998/1999 to € 2.7 million in 2000/2001). The number of participants benefiting from the New Deal for people with disabilities is, however, not yet known.

Spain and France also have specific organisations for counselling. In France, the AGE-FIPH organisation plays a central role, while in Spain various specialised offices exist, that focus on job search counselling for disabled job seekers with specific kinds of disabilities. In contrast to Greece and Germany, however, these organisations are not purely public. The French AGEFIPH includes stakeholders from government, employers’ organisations and organisations of disabled people. In Spain, the role of the organisations of disabled people is even more pronounced: the specialised counselling offices are mostly run by private organisations of disabled people.

#### *1.18.2 Vocational rehabilitation*

Vocational rehabilitation includes programmes on training or retraining, on vocational guidance and on selective placement. These enable people with disabilities to secure, retain and advance in suitable employment and thereby assist their integration or reintegration into society. Vocational rehabilitation programmes have been identified in 13 countries. No vocational rehabilitation programmes were reported for Germany or The Netherlands. However, in Germany at least 36.000 disabled participants were registered in mainstream training programmes (during 2000), and in the Netherlands vocational rehabilitation forms part of the combined measures. In addition, combined measures in Austria (bonus for vocational training), France, Ireland (Job Net), Italy (targeted placement) and Luxembourg also include vocational rehabilitation elements.

When considering available statistics it may be concluded that in a limited number of countries (i.e. Denmark, Finland, France, Sweden and United Kingdom) the absolute number of participants (either stock or inflow) is considerable and exceeds 10.000. For the UK this absolute number represents a relatively small percentage of the labour force (0,5 ‰), for the other four countries it represents a more extensive (although still rather limited) part of the labour force (up to 16,0 ‰ for Finland). In Denmark<sup>29</sup>, as many as 25.606 participants benefited from the vocational rehabilitation programme in 1998. Another 3.235 persons participated in prevocational rehabilitation<sup>30</sup>. In Finland, also a large number of people participated in vocational training programmes, however, the figure is less exact since it partly includes funding decisions and one person could have several measures funded (pathway thinking). The absolute amount of expenditure on vocational programmes for Denmark is by far the highest for all Member States (€ 443 million in 1998 for both programmes combined).

Compared to other countries with high numbers of participants the amount of spending per participants is high in Denmark (€ 15.400 per participant, compared to € 7.000 for Italy, € 2.700 for Finland and € 1.000 for the UK). Belgium has a lower number of participants (1.111 persons) but spends on average € 19.000 on vocational training per participant. For Portugal the figure is extremely high: for the "Actions in cooperation" programme 13 participants were recorded, with expenditure of € 95.000 per person!

In a few countries the number of participants in vocational rehabilitation programmes is extremely low, i.e. lower than 350. For Spain for instance an inflow figure of 319 for Vocational training courses was reported. In Portugal a total of 342 persons benefited from three different types of programmes. In Austria and Greece, low numbers (241 and 200, respectively) were noted for one type of programme, however another programme existed as well, with a larger number of participants (1.226 for Austria and 2.433 for Greece). In line with the limited number of participants, spending on these programmes is also limited.

Our exploration concludes that although in a large majority of countries vocational training programmes are applied, the number of participants and budget spent varies considerably. For some countries very low take up rates were noted, which may indicate either poor performance, a lack of resources or a lack of interest from disabled people.

#### *1.18.3 Subsidised employment*

The subsidised employment category includes programmes for disabled people whose employment is partially subsidised. In almost all Member States one or more different forms of subsidised employment are implemented. Moreover, in Austria, Denmark, Spain, Italy and the Netherlands three or four different forms of programmes exist. In addition, subsidised employment is an element of combined measures in Austria (quota surplus), France, Luxembourg and the United Kingdom (Workstep).

Subsidies can be provided with different durations. They are mostly provided to employers. Denmark, Finland, the Netherlands and the United Kingdom also have programmes that provide subsidies to employees.

<sup>29</sup> Vocational rehabilitation in Denmark includes various measures, e.g. test of work capacity, courses, and various types of education, job training, and (temporary) wage subsidised employment. Therefore, it could also be regarded as a combined measure.

<sup>30</sup> This figure is most likely an underestimate since people receiving sickness benefit that participate in prevocational rehabilitation are not registered as participants of this programme, but as sickness benefit recipients.

The number of people with disabilities benefiting from subsidised employment schemes is particularly high in Sweden (49.031 persons), France (40.500 persons), Denmark (17.688 persons), Finland (11.600 persons) and - to a lesser extent - Austria (9.619). The absolute number of participants is also rather high for Germany (19,900 persons), Spain (11.027) and the UK (19.804), but taking into account the size of the labour force, these figures only represent a small part (between 0.5 ‰ and 0.7 ‰). Two very specific programmes (REA - supplement to income in the Netherlands, and Icebreaker Scheme in Denmark) show extremely low numbers of participants (below 25)<sup>31</sup>.

For most programmes, on average, an amount of between € 2.500 and € 6.000 is spent in the form of a subsidy or grant to the employer or the employee. Substantially higher figures can be noted for the “open ended contracts for disabled people” in Spain (€ 20.000)<sup>32</sup>, the Danish “flex-job scheme” (€ 13.300) and the Swedish “work with wage subsidies” (€ 12.400) with total expenditure of € 606 million. The latter is by far the largest identified programme within this category.

Our figures indicate that subsidized employment is substantially applied in the Nordic countries, as well as in Austria and Germany. The average amounts spent on wage subsidies are relatively low, but in some countries (e.g. Spain) in specific programmes substantial amounts are provided per disabled person in employment.

#### *1.18.4 Supported employment*

In its original form, supported employment refers to a programme with personal support (job coach) in open employment. The support is gradually reduced as the person with disabilities develops an ability to work independently (Bergeskog, 2001). Nowadays, supported employment not only refers to personal assistance at the workplace, but also includes programmes on workplace adaptations. Supported employment is often not a separate programme, but may be included in other programmes (such as vocational rehabilitation), or is integrated into combined measures - as is the case in Austria (Job Assistance), Italy (targeted placement), Luxembourg, the Netherlands (REA) and the UK (Workstep).

Barriers in the environment have been recognised as one of the most important impediments to access to employment for people with disabilities. Programmes that aim to overcome these barriers (for instance through adaptations to the workplace) should be regarded as an important stimulus for people with disabilities who seek access to the labour market. In Austria, Greece, Ireland and Italy the main focus lies on workplace adaptations. In Belgium, Denmark, Finland, Sweden, and the UK work place adaptation programmes are supplemented with programmes on personal assistance, tutoring or supported employment. Recently, in Ireland attention is shifting from workplace adaptations towards personal assistance and tutoring. After 1998, this type of supported employment has become one of the main Irish policy goals.

Despite the importance of overcoming external barriers to employment, the number of people benefiting from these types of programmes seems to be rather low for all Member States. In most Member States only a few hundred persons made use of supported employment. The numbers of participants is somewhat higher in Denmark (personal assistance: 1.853 participants), France (maintenance in employment: 15.155 participants), the Netherlands (REA - transportation provision: 3.306 participants) and the UK (Access to

<sup>31</sup> This might be related to the fact that the programmes are relatively new.

<sup>32</sup> However, it should be noted that expenditure is compared to the *inflow* figure for 1998.

work: 16.100 participants). For the majority of countries the amount spent per person lies between € 1.000 and € 4.000. Exceptions are supported employment in Belgium and Sweden (respectively € 8.300 and € 11.000 per person) and the workplace adaptations (Municipalities) in Denmark (€ 15.000 per person).

In Spain, no national ALMPs on supported employment have been identified. Nevertheless, a number of initiatives on supported employment have been funded by HORIZON, and subsidies and loans at a reduced interest rate are available for workplace adaptations. No quantitative information about the usage of these subsidies and loans is available.

#### 1.18.5 Sheltered employment

Sheltered employment covers a range of programmes intended to provide employment for people with disabilities in a protective environment not exposed to normal competition (Bergeskog, 2001). These types of environment include factories, group membership of work teams (e.g. gardening, cleaning), small shops and enclaves (a group of disabled employees, employed by a company in specially organised workplaces within the company premises)<sup>33</sup>. Sheltered employment programmes are identified in almost all Member States.

Sheltered workshops are often not exclusively designed for disabled people. In most countries sheltered workshops have to meet a minimum requirement, stating that at least a certain percentage of their employees should be people with disabilities. This percentage differs considerably amongst countries. For example, the Austrian integration enterprises have to meet a quota of 80% disabled clients. In 1998, an Irish pilot project was undertaken with the aim to set up commercially viable enterprises, where people with disabilities comprise at least 50% of employees. In Sweden, at least 40% of the people employed in sheltered workshops (Samhall) should be people with severe disabilities. In Italy, social cooperatives (type B) should employ a minimum of 30% of the target group (including not only disabled people, but also ex-drug addicts and alcoholics). In Germany, finally, about 20% of people in sheltered employment are officially recognized as disabled.

In addition, the goal of sheltered employment programmes may also differ between countries (and over time). Many argue that sheltered employment can only be regarded as an *active* labour market programme, if the aim is to prepare a disabled person for working in the regular labour market. Others argue that at least some form of contract and pay should be involved, in order for the activities undertaken in sheltered employment to be classified as work. Indeed, for some countries sheltered employment is not regarded as a means for people with disabilities to access the regular labour market, but rather as an institution that provides a social shelter for people with disabilities.<sup>34</sup>

In five countries the participation of people with disabilities in sheltered workshops is rather high. In the Netherlands 90.000 persons (11.5 ‰ of the labour force) are employed through the WSW<sup>35</sup>, whereas in Sweden 26.878 (6.3 ‰) are active in the Samhall pro-

<sup>33</sup> Sheltered employment involving enclaves is also known as reserved employment (Bergeskog, 2001).

<sup>34</sup> For the purpose of this study, we define sheltered workplaces as ALMPs, if people working in these workplaces have comparable rights to people working in the 'open' labour market. This especially includes the payment of wages, and the availability of social insurance. If this is the case, we speak of sheltered *employment*. In contrast, sheltered *work* refers to sheltered workplaces where activities are not covered by employment protection legislation or pay related social insurance.

<sup>35</sup> It should be noted that a small part of the WSW also consists of supported employment.

gramme. In Belgium 17.978 (4.1‰ of the labour force) are employed in sheltered employment, in Germany 185.000 persons (4.7 ‰ of the labour force), and in France 104.000 persons (4.0 ‰ of the labour force). The number of people active in sheltered workshops is especially low for Ireland and Portugal. Although the absolute number of participants is also rather low for Luxembourg, as a percentage of the labour force the scope of the programme is average.

Taken as a percentage of GDP, most money is spent on sheltered employment in France, followed by the Netherlands, Belgium, Denmark and Sweden<sup>36</sup>. The average amount spent per person occupied in sheltered employment is by far the highest for Denmark (€ 52.000). The amounts per participant for some other countries (such as France - € 17.400; the Netherlands - € 19.700 and Sweden - € 18.500<sup>37</sup>) are also considerable.

In Ireland and Finland, both sheltered work and sheltered employment exist. In Ireland, in 1999, sheltered *work* included many more participants (7.900 persons working in 215 workshops, or on average 37 persons per workshop) than sheltered *employment* (220 persons, working in two different programmes). In 1997 it was recommended that for the year 2004, two out of every three work places should be converted from sheltered work to sheltered employment status). Also in Finland, the number of participants in sheltered work (nearly 8.000 persons in 1999, mainly with intellectual disabilities) exceeds the number of employees in sheltered employment programmes (2.600 persons). In Luxembourg and the UK, sheltered employment is provided through a combined measure ('Training and vocational integration of disabled people', respectively 'Workstep').

#### *1.18.6 Incentives for starting enterprises by disabled people*

One possible way of getting people with disabilities onto the labour market is to enable them to start their own enterprise. Starting an enterprise is not a simple task and requires an "entrepreneurial" spirit. In all Member States, large mainstream programmes exist that support business start-ups. In eight countries specific programmes geared to the needs of people with disabilities exist. In some cases such programmes provide assistance or support in the start-up process (e.g. in Austria, Portugal). In for instance Belgium (grants for self-employed), the Netherlands (REA - starters' credit) and Finland (Investment allowance for disabled people) the support is of a financial nature.

For all existing programmes the number of participants recorded (or grants provided) is extremely low (between 5 for Belgium and 676 for Sweden). The amount spent per person differs from approximately € 2.500 (Spain and Finland) to almost € 11.000 for Portugal.

#### **5.4.7. Combined measures**

Combined measures are programmes that contain elements from more than one of the categories of specialist ALMPs, since programmes are more and more made up by comprehensive sets of instruments. Out of the 14 identified combined measures, 11 include elements from vocational rehabilitation, which are combined with either subsidised employment (e.g. in Austria, France and Luxembourg), supported employment (the Netherlands) or intensive counselling (Ireland and the Netherlands). In addition, the Austrian programme 'Job assistance' combines elements from supported employment and counselling, and the UK programme 'Workstep' combines subsidised, supported and sheltered employment.

<sup>36</sup> For Germany, information on expenditure on sheltered workshops is not available.

<sup>37</sup> Samhall; expenditure per person are lower for the OSA programme.

Some of the combined measures aim to integrate elements and provide a more case-by-case approach. These programmes provide a tailor made selection of specific types of support to individual employees. It is felt that a combination of specific programmes geared to the needs of the person in question (for instance based on their type of impairment), provides better opportunities towards the labour market. An example of such a tailor-made approach is the Austrian Job Assistance programme (Arbeitsassistenz). Arbeitsassistenz is often referred to as a best practice example. In 1998, 2.880 persons made use of the programme, with a total amount of € 4.2 million spend.

Not all combined measures, however, deliver tailor-made services by integrating instruments from various categories. For example, the Austrian programme on the quota surplus bonus and bonus for vocational training is, in fact, a combination of two separate programmes: the quota surplus programme, which is an example of subsidised employment, and the bonus for vocational training, which provides vocational rehabilitation. Statistics are, however, only available for the combination of these two programmes, and not for the separate items (total expenditure is € 9 million, and 7.462 persons have participated).

In the Netherlands, the REA combines a large number of different measures. For the purpose of this study, some of the measures within the scope of the larger REA regulation are categorized under subsidized or supported employment, since these sub-measures only have elements of these types of measures. In addition, six sub-measures have been classified as combined measures. They encompass: personal provisions, replacement budget, appointment budget, individual tailor made budget, training provisions and personal support. The total number of persons benefiting from these measures is relatively high (24.942). However, it should be noted that a serious risk of double counting exists, since people with disabilities are eligible for more than one measure. Most persons (8.632) received training provisions, followed by recipients of the appointment budget (8.049). In terms of expenditure € 26 million was used for the appointment budget and € 12 million for the training provisions. The person-related rehabilitation budget (PRB) is another pilot measure applied in the Netherlands. Although only a few grants were handed out in 1999, on average a budget of € 7.400 per person was available.

The Workstep programme in the UK, which contains elements of subsidised, supported and sheltered employment, encompasses around 23.000 persons. At least half of these persons are believed to be working in sheltered workshops or factories, run by Remploy (a national organisation) or by local authorities. With an expenditure of € 227 million in 1998/1999 and even € 268 million in 2000/2001, this programme is one of the largest of its kind in the European Union.

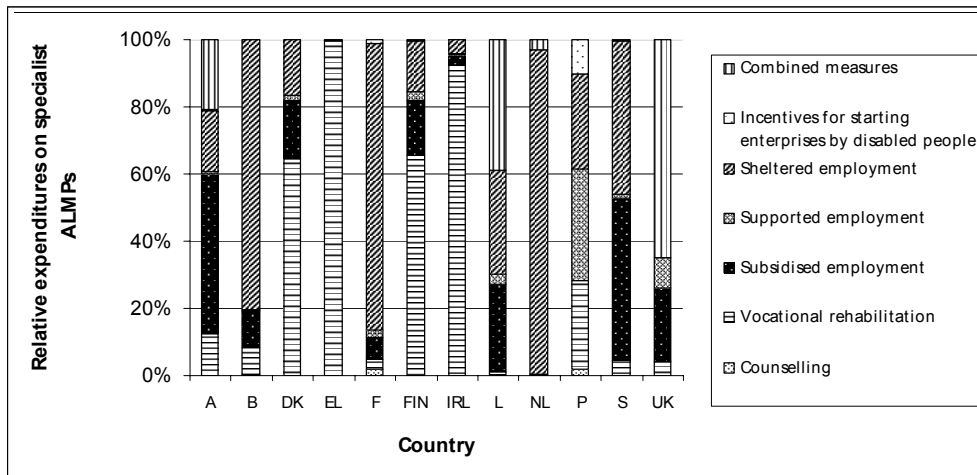
### **1.19 A country comparison**

Relative expenditure on specialist ALMPs is depicted in figure 4 for 12 Member States. We realize that for a number of countries data is not available for either participation rates or expenditure. Furthermore, the basis of measurement for the number of participants differs strongly within and between countries, making a comparison of participation rates impossible. What is more, in order to make valid comparisons between countries, only data on programmes for the reference year (see section 4.2) has been included. Therefore, programmes implemented after the reference year have not been included in the overview.

Despite all the obvious restrictions, limitations and dangers, we have included the relative expenditure on specialist ALMPs for those countries that were able to provide data for the majority of programmes. For Italy, Germany and Spain, insufficient information is available

to present an accurate picture of the relative expenditure on specialist ALMPs. For Italy, this is caused by the fact that quantitative information is generally not available for specialist ALMPs. For Germany and Spain, more information is available. However, for Spain information on expenditure is only available for half of the identified specialist ALMPs. For Germany, the available information does not include expenditure on the largest single programme (on sheltered employment). Presenting the existing figures for these countries would provide a misleading overview.

figure 4 relative expenditure on specialist ALMPs



Source: EIM (2002).

Based on figure 4, and the information provided in the previous sections, the following tentative conclusions can be drawn.

Vocational rehabilitation forms the majority of expenditure in Denmark, Finland, Greece and Ireland. Especially the expenditure pattern for Denmark and Finland is very similar. For Finland, the relative importance of vocational rehabilitation is strengthened by the relative importance of mainstream training programmes in which disabled people participate (figure 3). For Greece and Ireland, this is not the case. In Greece, most disabled people participating in mainstream ALMPs make use of employment incentives. In Ireland, direct job creation is predominant within the mainstream programmes. A recent Irish policy shift on specialist ALMPs will increase the relative importance of sheltered employment within the group of specialist ALMPs, which would bring the expenditure pattern of specialist ALMPs more in line with the expenditure pattern on (disabled people participating in) mainstream ALMPs.

Belgium, France and the Netherlands have a predominant role of sheltered employment in common, which accounts for 80% (Belgium) to more than 95% (the Netherlands) of all expenditure on specialist ALMPs. In Austria<sup>38</sup> and (especially) Sweden, the (large) majority of expenditure is made by a combination of sheltered employment and subsidised employment.

The combination of subsidised, supported and sheltered employment is found in Luxembourg and the UK. These two countries are characterised by a relatively high expenditure on combined measures, but for both countries, these combined measures refer to combinations of (mainly) subsidised, supported and sheltered employment. Portugal, finally, seems to have a unique combination of expenditure on vocational rehabilitation, supported employment and sheltered employment.

<sup>38</sup> Part of the combined measure, quota surplus bonus, also refers to subsidised employment.

# The impact of ALMPs: observations and experiences

## 1.20 Introduction

The previous chapter illustrated the restrictions found across Europe when comparing utilization rates of ALMPs. Similar problems related to data restrictions and lack of research have to be faced in assessing the impact of measures on (sustainable) employment for people with disabilities.

This chapter aims to provide an answer to that final question of the study. The national experts were asked to describe what is known about the implementation of programmes and their impact for the employment of disabled people. Also the question was asked what can be said about determinants of success, and what lessons could be learned for policy implementation, monitoring and evaluation.<sup>39</sup> The available information demonstrates once more, that data from which to determine answers to these questions are poorly developed in Europe. Consequently, some reservations have to be stated with regard to the empirical basis of our conclusions, as well as regarding the interpretation of the observations provided by the experts. In view of these serious limitations, it is important to stress that the observations should not be generalised haphazardly without additional supporting evidence.

The specific insights provided and weaknesses related to the data sources are further explored in section 5.2. Subsequently, we review the outcomes of our study as to impact and (side) effects of ALMPs (section 5.3). In paragraph 5.4 aspects of the administrative and organisational implementation and (dis-)incentives will be discussed. Section 5.5. gives a summary of main conclusions.

## 1.21 Impact of ALMPs: poor sources, restricted conclusions

Insight into the implementation, utilization and effects of ALMPs is shown to be very restricted across the Member States. Particularly considering the vast amounts of (public) money spent on (active) labour market programmes for people with disabilities, the insights from basic data concerning these measures is startling. In many countries statements on the utilization and effects of ALMPs are not always fully supported by empirical evidence and often reflect expectations or a fragmented insight. The observations and experiences reported by the national experts demonstrate a series of limitations in the monitoring and evaluation of ALMPs in their countries.

<sup>39</sup> Additional information on the studies discussed here, as well as, references to data sources can be found in the respective country profiles.

First, in most countries the tools and procedures are underdeveloped which aim at regular monitoring, reporting and analysis of simple statistical data on ALMPs and disabled clients. Regular provision of statistical information on persons with disabilities, as well as their training and employment measures do not (yet) seem to be core issues in the statistics provided in Member States. Almost all experts reported that descriptive statistics are limited, although there are considerable differences across Member States. In some countries detailed statistical information on measures and participants is not in the 'public domain' and is only accessible to persons working in (public) administration (e.g. Germany). Considered on a more technical level, some specific conditions may worsen the situation. For instance, people with disabilities often cannot be distinguished in mainstream programme statistics. These programmes mostly do not distinguish between categories of target groups, or they do not record the health status of enrolled persons. Further, also decentralisation may increase the weaknesses of statistical information: in several countries diverse regional programme administrations were reported that complicate the compilation of integrated national statistics (e.g. noted for Italy).

Secondly, in those countries where elementary statistics or annual reports are available, they contain data on programme take up, programme completion and expenditures. Information on characteristics and the needs of clients, however, is underrepresented, and assessments of underlying factors explaining the in-, through- and outflow in the employment programmes also need to be improved, according to many experts.

Technical factors may blur conclusions. In Austria, for instance, effects ascribed to training measures partly stemmed from statistics, since persons on training were not included in unemployment figures. Moreover, a basic problem associated with 'measure based statistics' is that they do not give an adequate picture of the total take up, as persons may participate in several programmes ('double counting'). Consequently, the success or failure of an individual on the labour market cannot necessarily be solely attributed to that specific programme (cross-linked effects). Furthermore, due to this scattered information, the total number of disabled persons targeted through some form of active labour market programme can be grossly overestimated.

Thirdly, in most countries opinions can be found on employment effects of ALMPs. Several experts indicated, however, that such conclusions still often are unspecific and based on programmes and sources, which did not focus on people with disabilities specifically (but on e.g. long term unemployed). This does not mean that these conclusions do not hold for people with disabilities, but that particularities and potential additional difficulties faced by this group are not taken into account. Nonetheless, many of the more general conclusions on the effects and impacts of mainstream ALMPs may prove to provide an important input in improving programmes specifically designed for people with disabilities. As an example, several experts reported that opinions and viewpoints on the role of vocational training mostly originated from studies on (young) unemployed persons (without impairments). Further some experts noted that studies concentrating on the employers' side of ALMPs, for instance their views and experiences on subsidies for work place adaptations, are underrepresented in many countries.

Finally, a common problem reported by many experts is the weak methodology of the evaluative studies carried out. This restriction generally holds for the evaluation of employment policies for all categories of unemployed, as the study designs applied often do not incorporate features to account for biases and misinterpretations. When evaluations are restricted to a basic overview of take up and completion of measures, an insight into employment effects still is missing. Only for very few countries sometimes a study has been reported, which included some elementary cost-benefit analysis. For instance, the evaluations carried out by Borgaza c.s. on sheltered employment in Italy ('social coopera-

tives') showed high replacement rates and positive net benefits (Borgaza & Santuari, 2000). Studies with a research design taking account of major confounding factors such as 'dead weight loss' or 'selection effects' also are quite rare in the area of ALMPs for people with disabilities. This is mainly caused by the lack of relevant comparisons or control groups of disabled people who do not participate in any programme, but still are likely to access the labour market. When a comparison between users and non-users of a specific programme is lacking, the conclusions on the impact of the measure have a weak basis. Notwithstanding, for some Member States insights in 'replacement effects' were reported. In Denmark, Høgelund and Kruhøffer (2000) quantitatively analysed that wage subsidized jobs replace ordinary jobs. In Sweden, Skogman Thoursie (1999) reported about tendencies to give priority to the less severely disabled (and most employable). And for the UK an ongoing research programme was mentioned which will try to take these complications into account (namely the extended New Deal for Disabled People).

### **1.22 Impact and side effects of ALMPs: observations and opinions**

When we combine the observations reported and further disregard the weaknesses of underlying sources and methodology applied, a few general findings and observations can be summarized.

Disabled persons in Austria, who received support from a '*job assistant*' (Arbeitsassistentenz) were shown to have comparatively high employment rates. It was shown that the tailor made and individual approach - although time consuming and costly - paid off. For other countries evidence on the effects of comparable measures is lacking. A survey-based evaluation by Arthur et al. (1999) of the 'Personal Advisor Pilot Projects' in the United Kingdom (an intensive counselling programme) did not, however, indicate that the service had significantly increased the movement into employment.

Experts from several countries (e.g. Belgium, the Netherlands and Spain) reported that *sheltered workshops* show (very) small rates of transfer to the open labour market<sup>40</sup>. The explanation for this low transfer rate cannot only be ascribed to developments in the general labour market and business cycles. Experts indicate that disincentives, both for management and people with disabilities, limit the motivation for transfer to a job in regular gainful employment. Often no targets for transfer to the open labour market have been formulated; moreover, these programmes may have some intrinsic barriers, which prevent such transfers. Firstly, in order to reach the production targets, sheltered workshops 'need' the most productive workers, and therefore the workers most likely to find regular employment. Secondly, employment and working conditions in sheltered employment often are better than in comparable jobs in the open labour market, which reduces the employee's motivation to leave.

For the Danish '*flex job scheme*', which also includes employment under special conditions (reduced working hours or tasks) and wage subsidy, another unintended side effect was noted (Hohnen, 2000). Persons in flex jobs experienced stigmatisation (being situated between ordinary labour market and social system) and contradictions (unrealistically high expectations of persons with considerable health reductions), which hampered reintegration. Further, the marginal character of the jobs was mentioned, as well as less social rights (namely not being covered under the ordinary unemployment assurance).

<sup>40</sup> Please refer also to the discussion on the objective of sheltered workshops in section 4.4.5.

Finally, replacement effects of this programme were noted (as flex jobs partly replaced ordinary jobs).

The limited success of *start up programmes* in Greece was reported to be due to the low subsidy rate and lack of training of participants.

*Subsidized employment programmes* were shown to have a small or moderate effect in Greece. In Germany, where mainly in the early 1990's some impact studies have been done on wage subsidy programmes, it was found that the subsidy only covered additional labour costs, and did not create a (substantial) 'competitive advantage' for the unemployed. Moreover, when the criteria for eligibility were tightened in this country the attractiveness to employers further diminished.

Observations and opinions on the impact of vocational training programmes vary across Member States. In Greece, the overall effectiveness of *vocational training programmes* for people with disabilities is considered as restricted. This is attributed to a lack of labour demand, and higher participation rates in general courses instead of vocational education. Furthermore, a lack of coverage of certain categories of disabled (in particular the mentally ill) was reported (KEPE, 1995). For Ireland, however, for all categories of clients (including people with disabilities) training resulted in higher employment rates. In Germany, reintegration after vocational training was moderate and predominantly determined by the overall labour market situation, and further by 'base line characteristics' like the type of health limitation and gender of the participant.

### **1.23 Implementation and incentives**

For several countries it was reported that even when evaluative studies are done, they merely are process oriented or implementation studies, thus focussing on (problems in) the *administration or delivery of services*. As an example both in Greece and Sweden evaluative studies showed that (new) administrative units suffered from personnel shortages and lack of expertise on disability issues, which affected the outcomes of the programmes. Moreover, in Greece regional inequalities in the provision of services, autonomy of bodies and poor planning affected the provision of ALMPs. Further, competition between institutions with similar responsibilities may affect the measures provided to a person with disabilities (Italy). This overlap in responsibilities and lack of clarity hinders the functioning and service delivery by these institutions. For the Netherlands, high staff turnover, bureaucratic procedures and lack of information focussing on the employer, were reported to induce a lack of take up and under utilization of funds. Only for Italy a lack of financial resources has been reported to affect the take up of training and employment measures.

In addition, Finnish experiences (with mainstream policies) suggest that cross-organisational partnership (also including employer's representatives) was more effective than single organisation administrations. German studies on hiring behaviour of employers indicate that the number and perceived quality of contacts between counselling services and employers are crucial for placements. Finally, evaluative studies conducted in Ireland showed that project evaluations may stimulate other measures, like the introduction of a 'Disability Ombudsman' and inclusion of 'training needs analyses' in the programme delivery.

Another subject reported for some countries regards the identification and abolition of '*in built disincentives*' for take up of training or employment services. From Greece and the United Kingdom it was reported that some elements of legislation discourage participation

in employment. For instance, take up of work may be refused by the disabled person out of fear of permanently losing pension rights and other social benefits (health insurance). Additionally, in Greece person receiving disability benefits are not eligible to vocational training.

*Individualized approaches* in the provision of employment and training services still seem to be in a developmental stage across Europe. Whereas in some countries like Denmark an individual approach has been part of the system since the mid 1970s, including assessment of individual needs for cash benefits and services, for several other countries this approach is still in development. Consequently, research based experiences so far could only be reported from the United Kingdom and Denmark. A structured individualized package of measures or sequence of support is part of innovative schemes in the latter country, which is still subject to evaluative studies. Furthermore, for Greece initial evaluations of a pilot with a new network of counsellors providing an individualized approach are considered as 'promising'.

Finally, in only a few countries have their evaluative studies covered issues like employer awareness, opinions and experiences as to ALMPs. Sources from Austria, Finland, the Netherlands and United Kingdom indicate that employers' attitudes play an important role in the application and impact of ALMPs. In the end, employers should hire people with disabilities enrolled in active labour market programmes. Moreover employer participation in evaluative studies is crucial for estimating dead weight loss (United Kingdom).

#### **1.24 Outlook**

When training and employment activities for disabled people are subject to evaluation, this still is merely based on scattered and poor descriptive statistics in many countries. Where more information on take up and impact is available this may be based on parallel studies performed in other categories of unemployed people. Further it was noted that - with a few exceptions - evaluative studies are mostly carried out without comparison groups. Our overview of outcomes from evaluative studies showed that, considered across EU Member States, ALMPs are rarely subject to descriptive studies, and still lack sound coverage that takes into account intervening processes (e.g. selection) and side effects (e.g. dead weight loss). Information merely concerns the take up and completion of employment and training measures, without further insight into employment effects. Consequently, from a comparative perspective, an insight into the effectiveness of ALMPs for the employment of persons with disabilities is still fragmented.

Implementation studies which include not only the administrative process, but also the client, service delivery and employer opinions, are still in development in most countries. Other elements that now and then are being included concern the role of financial and personnel resources as well as the need for disability expertise in staff providing services for disabled people. Furthermore, attention has been paid to barriers for take up of activities (disincentives and, employer's attitudes and awareness. Most experts consider these conditions as very relevant to include in evaluations (also see Corden and Thornton, 2002) but promising research approaches which account for these aspects (so far) still seem to be quite rare. In chapter 6 we will further discuss these findings to improve monitoring and evaluation of employment measures for people with disabilities

# Conclusions and discussion

## 1.25 Introduction

This chapter is devoted to a discussion of the outcomes of our study. To that end we will answer the three basic questions on the type, scope, and impact of ALMPs in the EU Member States. We also will compare our findings with conclusions from recent studies on policies to increase the employment of people with disabilities (in particular Bergeskog 2002, Corden and Thornton, 2002 and OECD, ongoing). These studies partly have a different scope (as to the number of countries or programmes included) but they also cover effect and implementation issues. We will try to assess whether their outcomes substantiate the outcomes of our study on the state of affairs in employment and training policies for people with disabilities.

We start our conclusions by focussing on the provision of better information for monitoring and evaluation purposes (section 6.2), for example, what elementary information is needed for monitoring the utilization of ALMPs and employment for disabled people? Also we will set out the essential elements of qualitative and quantitative studies, based on the experiences of the (few) countries with a research tradition in this area (e.g. United Kingdom, Finland). In section 6.3., we discuss the main findings as to the position of ALMPs in the context of labour market policies for people with disabilities in Member States. Section 6.4 is devoted to the specialist ALMPs that were the core of our study. Possible employment effects are addressed in section 6.5. Finally, section 6.6 discusses what improvements have been suggested for successful implementation of programmes for employment of people with disabilities.

## 1.26 Towards an improvement of monitoring and evaluation

The experiences reported from EU Member States and recent studies (e.g. Burkhauser c.s., 2002; Corden & Thornton, 2002) provide several suggestions to improve monitoring and evaluation of measures aimed at the employment and training of people with disabilities. In Chapter 5 we already noted that randomised field experiments to test ALMPs are very rare. Corden and Thornton (2002) report that such strong evaluation strategies only seem to be applied in the United States. Also quasi-experimental methods to assess the impact of measures (e.g. by using comparison groups) are little applied. This is not only due to the lack of comparison groups, but also to the fact that there is not always a policy interest in a sound 'before-after comparison'. In their recommendations, based on an analysis of programmes evaluated using satisfactory methods, in and outside the EU, Corden and Thornton recommend the collection of data from administrators, clients, employers, staff, service providers and other stakeholders. Evaluation strategies should further be made at an early stage (in programme design), and client follow up studies are crucial to the understanding of the long-term effects of programme participation and job sustainability. Evaluation studies should both report on processes (including case management and service delivery) and outcomes. It is finally noted that people with disabilities in general show high response rates in surveys, illustrating their interest in providing information on their experiences and opinions. Most of these subjects reflect the experiences and recommendations presented by the experts in this study.

The experiences in the countries included in this study also lead to recommendations on the less developed type of studies that merely aim to monitor the performances of ALMPs.

### *Recommendations*

A. In order to identify a proper insight into the utilization and impact of ALMPs, statistical data should not be restricted to take up, drop out rates, and completion and expenditure of programmes alone. Ideally, persons with disabilities and the measures they make use of should be the focal or starting point for analysis, because clients often - concurrently or at different times - make use of more than one programme.

B. Lack of insight into the effectiveness of ALMPs is often replaced by client and provider opinions. This can be improved by measuring the employment status of clients after completion of measures. Moreover, follow up studies would allow an insight into the long-term employment effects of programme participation and completion.

C. More attention could usefully be paid in Member States to the evaluation of measures focusing on employers (e.g. financing work place adaptations). Several experts indicate that activities often are started without sufficient screening of the needs of clients or of the attitudes and cooperation of employers.

D. An elaborated research programme for evaluation of new employment strategies has only been reported for the United Kingdom. However, from the experiences in several countries (e.g. Finland, Ireland) a basic set of statistical indicators to monitor the use and outcomes of ALMPs can be derived. This set of indicators should not only include programme take up and completion rates, but also employment rates, i.e. to actually measure the objective of programmes. Also other sources (e.g. Burkhauser c.s., 2002) favour the use of employment rates as the better success indicator (than the level of unemployment in people with disabilities, as this indicator excludes individuals who are not looking for work). In addition, participant perceptions and employers perceptions of usefulness could be included in order to gain an insight into the operation and outcomes of the programme.

E. Monitoring and evaluation do not have to be restricted to the programme and employment issues. Some experts favour a focus also on broader aspects of quality of life, e.g. satisfaction from life, independence, community integration, satisfaction with work environment or future aspirations (e.g. Ireland).

## **1.27 Labour market programmes in EU Member States**

### *Labour market policies*

Although the robustness of the data collected has several restrictions, the figures presented in Chapter 3 show that EU Member States differ considerably as to the number, expenditure and types of labour market programmes applied.

Member States spend between 0.8% and 4.6% of GDP on labour market policies (PES not included). Whether their expenditure on LMPs is high or low, for most countries a similar pattern is obvious: passive policies comprise from 2/3 to 3/4 of all expenditure. Our sources illustrate the continuing major role of benefit payments in LMPs in EU countries.

Belgium, Denmark, France, Finland, the Netherlands and Sweden are shown to be the countries spending a relatively large share on active measures. It may be concluded that almost all Member States spend most on mainstream measures. This is easily explained since specialist ALMPs target a much smaller group. In addition, in some countries discus-

sions take place about even greater emphasis on mainstreaming of measures. This may mean that in future the share of expenditure on specialist ALMPs may decline further.

It may be concluded that national policies in Member States regarding active and passive labour market programmes differ considerably. This may not only be due to different policy priorities, but may also depend on differences in unemployment levels (which is especially relevant for passive LMPs) and variations in eligibility criteria for benefit schemes (passive policies).

#### *Alternative approaches*

Considered across the EU, the 'alternative' non-ALMP approaches show a very diverse picture. Quota schemes have a restricted scope of implementation, whereas the introduction of anti-discrimination legislation that started in the early 90s is becoming more widespread now in several countries. Persuasion policies do not seem to have a major role (yet) in employment policies for disabled in most EU countries. Further it can be noted that most countries combine ALMPs with some of the legislative policies discussed, as they may facilitate the use of and support the effects of ALMPs. However, no conclusive evidence to this effect was found.

#### *Developments in policies*

There is (still) limited convergence in the employment policies and policy developments for people with disabilities in the EU Member States. On the basis of the information obtained from the experts, the historically developed administrative structures and policy preferences still seem to play a major role in the mix of measures and organisation of services provided in each country. Issues that play a role in respect of policies are: active approach and case management, mainstreaming, decentralisation, (dis-) incentives, improving institutions and harmonization of policies (see section 6.6).

### **1.28 Features and scope of ALMPs**

Chapter 4 presented a closer look at the ALMPs implemented in the EU Member States and their degree of utilization. Although previously highlighted, we stress once more that the quality and comparability of data is severely limited. Therefore, no sound conclusions can (or should be) drawn based solely on the quantitative information presented here.

The participation of disabled people in mainstream ALMPs showed major differences between Member States. In some countries participation is highly unlikely. In contrast, in others a large proportion of people with disabilities who participate in labour market programmes actually do so in mainstream programmes, rather than programmes specifically designed for them.

For several categories of specialist programmes the main features have been highlighted. *Intensive counselling and job-search assistance* have been identified in about half of the Member States as a separate programme. However, counselling also forms an integral part of other programmes (such as combined measures).

*Vocational rehabilitation* is implemented in almost all Member States. The number of participants and budget spent varies considerably. Vocational rehabilitation is especially important in Denmark, Finland, Greece and Ireland. For some countries very low take up rates were noted, which may indicate either poor performance, lack of resources or low priority. Also, some countries have no specialist ALMP on vocational rehabilitation: in Germany, disabled people participate in various mainstream ALMPs on vocational

rehabilitation, and in the Netherlands vocational rehabilitation is part of various combined measures, combining vocational rehabilitation with either supported employment or intensive counselling.

*Subsidised employment* is intended to mitigate (financial) barriers to the hiring of people with disabilities. Subsidies are most often provided to employers. Denmark, Finland, the Netherlands and the United Kingdom also have programmes that provide subsidies to employees. Our figures indicate that subsidized employment is substantially applied in the Nordic countries, as well as in Austria and Germany. The average amounts spent on wage subsidies are relatively low, but in some countries (e.g. Spain and Germany) in specific programmes substantial amounts are provided per person with a disability in employment.

*Supported employment* includes personal support and workplace adaptations for people with disabilities. Despite the importance of overcoming external barriers to employment, the number of persons benefiting from these types of programmes seems to be rather low for all Member States.

*Sheltered employment* occurs in different forms (for instance different mandatory percentages of people with disabilities participating compared to other participants) and objectives (integration into the regular labour force or not) across the European Union. It seems to be wide spread in Belgium, Denmark, Germany, France, the Netherlands and Sweden.

*Incentives for starting enterprises by disabled people* only exist in a limited number of countries, with very low numbers of participants.

*Combined measures* include elements from vocational rehabilitation, subsidised employment, supported employment and - in most cases - intensive counselling. A tailor made selection of specific types of support is applied as part of a development towards a more case-by-case approach. Major programmes have been identified in Austria, Denmark, Germany, the Netherlands and the United Kingdom.

As described in section 4.5, we have made a very preliminary overview of repertoires applied in Member States based on expenditure in the reference year. We do realize that many methodological restrictions apply, but felt it important to present the (albeit limited) picture that arises from the data collected.

Belgium, France and the Netherlands have a predominant role of sheltered employment in common. In Austria and Sweden, the (large) majority of expenditure is made by a combination of sheltered employment and subsidised employment. The combination of subsidised, supported and sheltered employment is found in Luxembourg and the UK. These two countries are characterised by a relatively high expenditure on combined measures, but for both countries, these combined measures refer to combinations of (mainly) subsidised, supported and sheltered employment. Portugal, finally, seems to have a unique combination of expenditure on vocational rehabilitation, supported employment and sheltered employment.

### **1.29 Employment effects?**

The major finding of this study is that in most countries little or nothing is known about the employment effects of the application of the measures reported. Chapter 5 showed that evidence based conclusions on employment effects are mostly lacking, due to poor pro-

gramme participation statistics, lack of monitoring and follow up studies, as well as general weaknesses in evaluation methods.

If conclusions are reported from Member States, they mostly seem to be based upon participant and provider surveys or conclusions drawn from evaluations in other target groups (e.g. long term unemployed).

This conclusion is not unique. Corden and Thornton (2002) in their study on government led employment services with a case management approach, report similar observations: relevant evaluations are very rare. In their study on EU countries the only exception is yielded by the 'Arbeitsassistentz' (Job Assistants) in Austria: the evaluation of two local pilots showed substantial employment effects, which led to the stimulation of nation wide implementation.

Opinions and observations, with a weaker empirical background, can be summarized in respect of some of the ALMPs.

As to 'sheltered employment', experiences in Belgium, Spain and the Netherlands show that outflow into the open labour market is very low. Furthermore, subsidized employment or wage subsidies seem to enhance employment of people with disabilities in Denmark and Greece. However, from Germany it is reported that the 'financial strategy' towards employers is less successful than a counselling strategy (see next section). Vocational training seems to have employment effects in Ireland; the same is mentioned for Finland (albeit that this conclusion is based on a study on effects of training of long-term unemployed). Danish studies show only a limited effect of vocational rehabilitation for sick-listed people (but larger effects for social assistance beneficiaries). Social cooperatives showed high placement rates and a positive cost benefit balance in Italy.

### **1.30 Lessons for better effectiveness of ALMPs**

#### *Organisational aspects*

In some countries evaluations mainly concentrated on process (including case management and service delivery). For Germany take up of specific measures and - subsequently - impact of ALMPs was shown to be related to organisational issues: investments in better and closer working relationships with local employers enhance the success of employment measures. For the United Kingdom the importance of pro-active relations with employers, as well as partnership and coordination between agencies were identified as conditions for successful models to help people with disabilities to move into or stay in employment. Also in Denmark and Ireland local coordination committees or networks have been introduced to improve the provision of labour market measures. Finnish experiences showed that employment and training actions from cross-organisational partnerships (including employers) seem to be more successful than those from single operators. This might also apply to measures for people with disabilities. A final aspect of service delivery in some countries (e.g. Austria, Denmark, the Netherlands, United Kingdom) relates to the 'individual case management approach'. It is considered to give better results, as more emphasis is laid on the individual's needs and on assistance in job finding.

#### *Personnel resources*

Effective training and employment measures also require sufficient personnel resources, a factor which was also reported for Italy: one source of poor results in the take up of measures and employment in this country is the lack of staff with sufficient training on disability issues. Similarly, in the United Kingdom it has also been concluded that training and accreditation of personal advisors needs more attention.

### *Retaining current employment*

A few national experts, as well as Corden and Thornton (2002), indicated that ALMPs may not only be relevant for people with disabilities to help them move into employment, but also to retain employment. Disability policies should also include measures that provide support to workers with long-term illness to stay employed. In particular in the United Kingdom and the Netherlands ALMPs were mentioned as improving 'return to work measures', focussing on those in employment who are listed as being long term sick.

### *Demand-driven approach*

Furthermore, in some countries attempts to improve the outcomes of ALMPs aim not only to stick to a supply oriented provision of services but also to shift to demand driven services. For the United Kingdom, Germany and the Netherlands experiences and insights were reported which aim to better incorporate the needs of clients and employers. In their study on good practices in employment policies Mannila c.s. (2001) report that regional networking and participation of the demand side of the labour market may help close the gaps between the needs of enterprises and capacities of persons in search of employment.

### *(Dis-) incentives*

Finally, two other developments may be noted which affect the take up and outcomes of employment measures. First, in some countries financial disincentives which discourage people with disabilities, have been removed so as to stimulate take up of measures (e.g. Ireland, United Kingdom). Secondly, incentives to service providers and administrators are considered. In the United Kingdom the payment model for those who provide services to people with disabilities is under discussion. In this country job brokers are being contracted now (under the extended New Deal for Disabled People), who will be paid according to agreed outcomes. And in Denmark financial incentives are applied to municipalities: they receive a higher reimbursement of costs where a person with disabilities receives vocational rehabilitation than when a disability benefit is paid. Such payment-related measures, including 'mile stone payment' (step by step payment of service providers, related to the stage of training or placement the client is in) may be one of the challenges for future disability policies.

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# Annex II Country profile format

## 1. Employment policies for disabled people

This chapter contains a brief description of all employment policies *presently* applied in your country. The main purpose of this overview is to indicate the *current* importance of ALMPs in national policy, compared to alternative strategies as PES, legislative policies (e.g. quota schemes, anti-discrimination legislation, protection against dismissal of disabled people) and persuasion policies (e.g. information campaigns).

## 2. An overview of selected ALMPs

This chapter gives an overview of all the ALMPs covered in the study. These include all specialist programmes and the major mainstream programmes<sup>1</sup>. All programmes will be numbered consecutively. For each programme, present the number, name (in English), and the classification code (every policy must be classified, using the classification scheme that has been mailed to you). Detailed information for each programme (following the programme description format agreed upon) is presented in the appendix to this country profile.

To ensure that all ALMPs are accounted for, we recommend not only to check the programmes reported in the Eurostat and OECD publications, but also to consider the programmes reported in Thornton and Lunt (some of which still may be in force) or the Ecotec study.

The collected information should be presented in two separate sections, one covering mainstream policies, and one covering specialist policies. Within these sections, no further structuring of the policies is required; a simple listing of all policies will suffice.

## 3. Policy developments

Chapter three briefly sketches whether recently policy *changes* have taken place or are envisaged regarding employment policies for disabled people:

- employment policies (relative importance of privately funded measures, relative importance of regional and local policies, etc)
- legislation (the use of quota schemes, anti-discrimination laws, etc)
- the development in the emphasis on active measures (related to passive measures)
- institutional context (task and responsibilities of various actors/stakeholders).

<sup>1</sup> As stated in the research plan (page 4/5), it is left to the national expert to decide what the major mainstream ALMPs are. As a rule of thumb, the major mainstream programmes should include 80% of all expenditure for disabled persons that participate in mainstream ALMPs.

#### 4. Statistics on ALMPs for disabled people

Experts will provide a table with information on expenditure and participation for the specialist ALMPs and, if available, for the major mainstream ALMPs (this should be identical to the statistics given in the tables in the annex).

The following table format should be used:

| <i>policy:</i> | <i>classi-<br/>fica-<br/>tion:</i> | <i>expendi-<br/>ture<br/>total</i> | <i>expendi-<br/>ture<br/>on dis-<br/>abled</i> | <i>partici-<br/>pants<br/>total</i> | <i>partici-<br/>pants<br/>dis-<br/>abled.</i> | <i>year</i> |
|----------------|------------------------------------|------------------------------------|--|-------------------------------------|---|-------------|
| 1: ....        |                                    |                                    |  |                                     |   |             |
| 2: .....       |                                    |                                    |  |                                     |   |             |
| 3: etc         |                                    |                                    |  |                                     |   |             |

- Expenditure should be provided in Euros per year;
- Data on participants should preferably refer to a specific date (e.g. Dec. 31). When such information is not available, but when data on annual stock or inflow/outflow is available, this information should be presented
- Preferably, information should be collected for 1998. If programmes have been started in or after 1998, please provide information for the most recent period or year.
- the information presented in this table should be based on the information presented in the tables per ALMP (these tables are included in the appendix).

These tables should be accompanied by expert comments / opinions on problems with Eurostat / OECD data and classification of the programmes.

If the data deviate from the Eurostat data, please check whether all policies have been included in the Eurostat database, whether they have been correctly classified, and with correct expenditure and participation rates (the expert is not assumed to take the Eurostat (and/or OECD) data for granted).

#### 5. Impact of ALMPs for people with disabilities

Experts will summarize (including full bibliographic details) what is known from evaluative studies and other sources on the implementation and impact of the ALMPs described. Experts may also present their expert opinion. Both sources should - as far as possible - inform on aspects as:

- What is the impact of the programme for disabled in general or for specific subcategories of disabled people (success rates, failures)?
- What indicators of impact have been used? Has attention been paid to selectivity effects, deadweight loss, or other intervening processes?
- What are considered to be the main determinants of the success or failure of the programmes?
- What lessons can be learned regarding target group, implementation, public support, side effects etc.?

## Bibliography

### Appendix: information on selected ALMPs

For each selected ALMP, the following table must be completed (one programme per page).

|  |  |
|--|--|
| <b>Programme Description</b>             |  |
| country                                  |  |
| programme number                         |  |
| name (original)                          |  |
| name (English)                           |  |
| implementation date                      |  |
| national/regional                        |  |
| regular/pilot                            |  |
| funds: public/private                    |  |
| tools / instruments                      |  |
| if specialist: specific target group?    |  |
| category in classification               |  |
|  |  |
| <b>Statistics</b>                        |  |
| expenditure for disabled                 |  |
| total expenditure                        |  |
| number of participants with disabilities |  |
| total number of participants             |  |

Some of the categories in this table are briefly explained below.

#### *Programme number*

Please number all programmes in the appendix consecutively.

#### *Tools/instruments*

The description of the tools or instruments that are used within the policy should provide the reader with a basic understanding of the nature of the policy. For example, is the policy mainly based on training, advice, adaptation of the workplace, etc? From the description of the tools it should become clear in what category (or categories!) the measure should be classified.

#### *If specialist: specific target group?*

This category only requires an answer, if the policy is categorised as a specialist programme. For specialist programmes, please indicate the target group.

- If the target group includes all disabled, then this should be reported. If specific information is available regarding eligibility criteria, then please report so.
- If a specific category of disabled people is targeted, e.g. mentally disabled, physically disabled, blind, deaf-mute, then mention this category.

### *Category in classification*

Every policy must be classified, using the classification scheme as presented in chapter 3 of the research plan. After useful remarks from some experts, we have decided to add an additional category to this classification: intensive counselling and job-search assistance, specially targeted at disabled people (3a).

This category is identical to category 3 (intensive counselling and job-search assistance), with the exception that category 3 is a mainstream programme, whereas 3a is a specialist programme.

### *Statistics*

- If statistics are available, they should be reported;
- If they are not available, this should explicitly be stated by reporting 'not available' in the table;
- If the policy is privately funded, please report 'private programme' in the table. No statistics have to be collected.

*Classification scheme* as presented in the research plan.

#### *1.30.1.1 Employment policies, other than LMPs:*

1. General Public Employment Services and administration (PES):
2. legal obligations and rights for disabled people

#### *1.30.1.2 Mainstream LMPs:*

3. intensive counselling and job-search assistance:
4. training
5. employment incentives (job subsidies, tax credit and similar schemes)
6. direct job creation
7. incentives for starting enterprises

#### *1.30.1.3 Specialist programmes (targeted at disabled only):*

8. vocational rehabilitation
9. subsidised employment
10. supported employment
11. sheltered employment
12. incentives for starting enterprises by disabled people
13. intensive counselling and job-search assistance, specifically targeted at disabled people
14. Combined measures

## Annex III      Statistics on individual ALMPs

The following tables present for each specialist ALMP-category the individual programmes provided by the country experts. For most countries, 1998 is chosen as reference year. For Denmark, Germany, Italy and the Netherlands, 1999 is chosen as reference year, due to important changes in legislation of programmes in 1998 or 1999. For some programmes, it has not been possible to obtain reliable statistics for the reference year. If statistics were available for other years, these have been used instead. If additional data for years after the reference year are available, these are presented in this annex as well. These programmes are displayed in *italics*.

For each individual programme, a number of statistics is presented. The policy number refers to the number assigned by the country expert in the corresponding country report. The total number of participants is given, as well as the total number relative to the total labour force (in ‰). The way of measurement of participants is also included, following the definitions listed below. The total amount of expenditure on disabled people is presented in millions of Euros. The total amount is also given relative to GDP (in ‰). Unavailable data are marked with "N.A.". For more detailed information on individual programmes, the reader should consult the individual country reports.

The various measurements on participation numbers are defined as follows:

|                      |   |
|----------------------|---|
| stock                | number of participants at a certain point in time (e.g. December 31)  |
| average annual stock | average of stock data on each month or week, over a period of one year  |
| gross annual stock   | total (unweighted) number of participants during a year, determined by the stock at the beginning of the period (year) plus inflow during the period (year) |
| inflow               | number of participants entering the programme during the year   |
| outflow              | number of participants leaving the programme during the year  |
| grants               | number of grants (or subsidies, or bonuses) approved  |

Please note that individuals may be counted several times, if they participate in more than one programme, or more than once in a particular programme (e.g. training programmes)

Table A. 1 Statistics on intensive counselling and job search assistance programmes

| Country | Nr. Policy | Name   | Original name country report                                      | Participants      |             |                | Expenditures<br>(mil. €) |       | Year of observation |
|---------|------------|--|---|-------------------|-------------|----------------|--------------------------|-------|---------------------|
|         |            |  |   | Total             | Measurement | % Labour force | Total                    | % GDP |                     |
|         | 13         | Special assessment   | Gespecialiseerde beroepsoriëntering - Orientation professionnelle | N.A.              | N.A.        | N.A.           | 0,62                     | 0,00  | 1998                |
| B       | 14         | Pathways to Work   | Arbeidstrajectbegeleiding   | N.A.              | N.A.        | N.A.           | 0,82                     | 0,00  | 1998                |
| DK      | 16         | Disability consultants   | Handicap konsulenter  | N.A.              | N.A.        | N.A.           | N.A.                     | N.A.  | -                   |
| D       | 18         | Assistance to Disabled People                                  | Leistungen an Schwerbehinderte und Gleichgestellte                | 7.200             | N.A.        | 0,18           | 26.64                    | 0.01  | 1998                |
| D       | 20         | Intensive Counselling for Individuals as well as for Employers | Begleitende Hilfe im Arbeits- und Berufsleben                     | 3.100             | N.A.        | 0,08           | N.A.                     | N.A.  | 1998                |
| E       | 1          | Private employment services                                    | Servicios privados de intermediación laboral                      | N.A.              | N.A.        | N.A.           | N.A.                     | N.A.  | -                   |
| E       | 8          | Supported employment   | Empleo con apoyo  | 116               | inflow      | 0,01           | N.A.                     | N.A.  | 1984-1996*          |
| F       | 7          | Network CAP Emploi   | Réseau CAP Emploi   | 71.679            | N.A.        | 2,77           | 43,44                    | 0,03  | 2000                |
| IRL     | S2         | Job Interview Interpreter Grant                                | Job Interview Interpreter Grant                                   | 70                | grants      | 0,04           | N.A.                     | N.A.  | 1998                |
| IRL     | S11        | Personal reader Grant  | Personal reader Grant   | N.A.              | N.A.        | N.A.           | N.A.                     | N.A.  | -                   |
| P       | 43         | OED Lisboa   |   | N.A.              | N.A.        | N.A.           | 0,13                     | 0,00  | 1998                |
| P       | 44         | Vocational guidance and evaluation                             |   | 386               | N.A.        | 0,08           | 0,04                     | 0,00  | 1998                |
| UK      | 19         | New Deal for Disabled People - pilots                          | New Deal for Disabled People - pilots                             | N.A.              | inflow      | N.A.           | 0,05                     | 0,00  | 98-99               |
|         |            |  |   | N.A.              | N.A.        | N.A.           | 2,71                     | 0,00  | 00-01               |
| UK      | 20         | New Deal for Disabled People, National Extension               | New Deal for Disabled People, National Extension                  | N.A.              | N.A.        | N.A.           | N.A.                     | N.A.  | -                   |
|         |            |  |   | Not yet available | N.A.        | N.A.           | Not yet available        | N.A.  | -                   |

\* To obtain an estimate for 1998, the total inflow is divided by the length of the period.

Table A. 2 Statistics on vocational rehabilitation programmes

| Country | Nr. Policy | Name  | Original name country report  | Participants |                      |                | Expenditures (mil. €) |       | Year of observation |
|---------|------------|---|---|--------------|----------------------|----------------|-----------------------|-------|---------------------|
|         |            |   |   | Total        | Measurement          | % Labour force | Total                 | % GDP |                     |
| A       | 13         | Bonus for vocational training   | Aus- und Weiterbildungsbeihilfen  | 1.226        | gross annual stock   | 0,32           | 7,41                  | 0,04  | 1998                |
| A       | 15         | Study and apprenticeship allowance  | Studien- und Lehrlingsbeihilfen   | 241          | gross annual stock   | 0,06           | 0,37                  | 0,00  | 1998                |
| B       | 1          | Vocational training   | Beroepsopleiding - Formation professionnelle -Ausbildung                                | 1.111        | stock                | 0,26           | 21,22                 | 0,09  | 1998                |
| DK      | 8          | Prevocational rehabilitation  | For-revalidering  | 3.235        | average annual stock | 1,14           | 40,05                 | 0,26  | 1998                |
| DK      | 9          | Vocational rehabilitation   | Revalidering  | 25.606       | average annual stock | 8,99           | 402,61                | 2,59  | 1998                |
| EL      | 2          | Vocational training for disabled people provided by OAED  | Πρόγραμμα Επαγγελματικής Κατάρτισης ΑΜΕΑ από τον ΟΑΕΔ                                   | 200          | inflow               | 0,04           | 2,05                  | 0,02  | 1998                |
| EL      | 3          | Vocational training provided within the frame of the Operational Programme "Combating Exclusion from the Labour Market" | Επιχειρησιακό Πρόγραμμα Καταπολέμησης του Αποκλεισμού από την Αγορά Εργασίας            | 2.433        | inflow               | 0,55           | 6,24                  | 0,06  | 1998                |
| E       | 7          | Vocational training courses   | Formación Profesional Ocupacional, Plan FIP. Formación dirigida a minusválidos          | 319          | inflow               | 0,02           | N.A.                  | N.A.  | 1998                |
| F       | 5          | Vocational rehabilitation of disabled   | Actions de préparation à l'emploi de la personne handicapée                             | 70.862       | N.A.                 | 2,73           | 63,7                  | 0,05  | 2000                |
| FIN     | 5          | Maintenance of work ability, levels 2-3   | ASLAK (MWA, level 2), TYK (MWA, level 3)  | 6.400        | gross annual stock   | 2,53           | 13,40                 | 0,12  | 1998                |
| FIN     | 10         | Special training, integrated or separate  | erityisopetus   | 8.000        | gross annual stock   | 3,16           | 60,20                 | 0,52  | 1998                |
| FIN     | 11         | Other training of disabled people   | vajaakuntoisten/ vammaisten ammatillinen koulutus                                       | 7.300        | gross annual stock   | 2,88           | 22,00                 | 0,19  | 1998                |
| FIN     | 12         | Other vocational rehabilitation & training  | muu ammatillinen kuntoutus ja valmennus (työkokeilu, työpaikkakokeilu, työhönvalmennus) | 18.700       | gross annual stock   | 7,39           | 13,00                 | 0,11  | 1998                |
| IRL     | S9         | Training for people with disabilities   | Training for people with disabilities   | 4.073        | gross annual stock   | 2,50           | 39,14                 | 0,51  | 1998                |
| IRL     | S10        | Training Opportunities Programme  | Training Opportunities Programme  | 1.060        | gross annual stock   | 0,65           | 6,86                  | 0,09  | 1998                |
| I       | 34         | Co financed programmes  | Riabilitazione Professionale - Programmi cofinanziati                                   | 6.744        | inflow               | 0,29           | 58,85                 | 0,06  | 1999                |

| Country | Nr. Policy | Name  | Original name country report  | Participants |                      |                | Expenditures<br>(mil. €) |       | Year of observation |
|---------|------------|---|---|--------------|----------------------|----------------|--------------------------|-------|---------------------|
|         |            |   |   | Total        | Measurement          | % Labour force | Total                    | % GDP |                     |
|         |            |   |   | 11.796       | inflow               | 0,50           | 71,44                    | 0,07  | 1998                |
| L       | 1          | Guidance, training, readaptation and vocational reeducation of workers in public and private institutions: transport costs, bonus, motivation and reeducation allowances (article B3 of the modified law of 12 November 1991) | Mesures d'orientation, de formation, de réadaptation et de rééducation professionnelle des travailleurs dans les institutions publiques ou privées: frais de transport, primes et indemnités d'encouragement et de rééducation (art. B3 de la loi modifiée du 12 novembre 1991) | 9            | stock                | 0,04           | 0,08                     | 0,01  | 1998                |
| P       | 36         | Actions in cooperation  |   | 13           | N.A.                 | 0,00           | 1,25                     | 0,01  | 1998                |
| P       | 37         | Partnership managed centres   |   | 106          | N.A.                 | 0,02           | 0,66                     | 0,01  | 1998                |
| P       | 38         | Direct Actions  |   | 223          | N.A.                 | 0,04           | 0,59                     | 0,01  | 1998                |
| S       | 5          | Employability institutes  | AMI (arbetsmarknadsinstitut)  | 6.524        | average annual stock | 1,53           | 59,00                    | 0,28  | 1998                |
| UK      | 14         | Employment rehabilitation (Work Preparation)  | Employment rehabilitation (Work Preparation)  | 13.900       | inflow               | 0,48           | 14,16                    | 0,01  | 98-99               |

Table A. 3 Statistics on subsidised employment programmes

| Country | Nr. Policy | Name   | Original name country report  | Participants |                    |                | Expenditures<br>(mil. €) |       | Year of observation |
|---------|------------|--|---|--------------|--------------------|----------------|--------------------------|-------|---------------------|
|         |            |  |   | Total        | Measurement        | % Labour force | Total                    | % GDP |                     |
| A       | 8          | Employment subsidy   | Beschäftigungsbeihilfe  | 2.023        | gross annual stock | 0,52           | 11,26                    | 0,06  | 1998                |
| A       | 9          | Wage cost subsidy  | Lohnkostenzuschuss  | 4.515        | gross annual stock | 1,16           | 11,26                    | 0,06  | 1998                |
| A       | 11         | Work bonus for goods   | Prämie für Werkaufträge   | 3.081        | Grants             | 0,79           | 7,73                     | 0,04  | 1998                |
| B       | 2-7        | Wage-cost-subsidies  | Diversen  | 4.168        | stock              | 0,96           | 28,73                    | 0,13  | 1998                |
| DK      | 5          | Flex-job scheme  | Fleksjobs   | 5.811        | stock              | 2,04           | 77,39                    | 0,50  | 1999                |
| DK      | 6          | Skaane jobs  | Skånejobs   | 5.475        | stock              | 1,92           | 23,21                    | 0,15  | 1999                |
| DK      | 10         | Disablement benefit  | Invaliditetsydelse  | 6.253        | stock              | 2,23           | 17,44                    | 0,10  | 1998                |
| DK      | 11         | Icebreaker scheme  | Isbryderordningen   | 25           | gross annual stock | 0,01           | 0,01                     | 0,00  | 1998/2000           |
| D       | 19         | Assistance to Employers (Wage Subsidies, Workplace Accommodation, Compensation in Case of "Severe Problems" Resulting from Employment of Disabled People | Leistungen an Arbeitgeber   | 19.900       | N.A.               | 0,50           | 178,07                   | 0,09  | 1998                |
| E       | 2          | Open ended contracts for disabled people   | Contratos indefinidos para minusválidos   | 6.546        | inflow             | 0,40           | 130,96                   | 0,25  | 1998                |
| E       | 3          | Short-term contracts for disabled people   | Contratos temporales para minusválidos  | 3.281        | inflow             | 0,20           | 11,31                    | 0,02  | 1998                |
| E       | 6          | Training contracts for disabled people   | Contratos de formación para minusválidos  | 1.200        | inflow             | 0,07           | N.A.                     | N.A.  | 1998                |
| F       | 9          | Instigation in the recruitment of disabled persons   | Incitation au recrutement de personnes handicapés                                   | 40.500       | unknown            | 1,56           | 135,30                   | 0,10  | N.A.                |
| FIN     | 13         | Employment-related disability allowance  | vammaistuki   | 11.600       | gross annual stock | 4,58           | 26,50                    | 0,23  | 1998                |
| IRL     | S3         | Employment Support Scheme  | Employment Support Scheme   | 419          | stock              | 0,26           | 1,60                     | 0,02  | 1998                |
| IRL     | S8         | Supported Employment   | Supported Employment  | 20           | stock              | 0,01           | N.A.                     | N.A.  | 1997                |
| I       | 36         | Total annual relief- for firms employing the disabled  | Assunzioni agevolate - sgravio contributivo totale della durata massima di 8 anni   | N.A.         | N.A.               | N.A.           | N.A.                     | N.A.  | - *                 |
| I       | 37         | Partial annual relief- for firms employing the disabled  | Assunzioni agevolate - sgravio contributivo parziale della durata massima di 5 anni | N.A.         | N.A.               | N.A.           | N.A.                     | N.A.  | - *                 |

Table A. 3 Statistics on subsidised employment programmes (continued)

|    |    |   |   |        |                      |       |        |      |       |
|----|----|---|---|--------|----------------------|-------|--------|------|-------|
| I  | 38 | Nominal hiring for the psychic disabled   | Avviamento nominativo in convenzione disabili psichici  | N.A.   | N.A.                 | N.A.  | N.A.   | N.A. | - *   |
| L  | 2  | Job subsidies for disabled workers in accordance with article B3 of the modified law of 12 November 1991 and article 2 of the grand-ducal regulation of 14 April 1992 defining the procedures of the measures | Participations au salaire des travailleurs handicapés alloués en application de l'article B3 de la loi modifiée du 12 novembre 1991 sur les travailleurs handicapés ainsi que de l'article 2 du règlement grand-ducal du 14 avril 1992 déterminant la forme et le contenu des mesures | 305    | stock                | 1,26  | 1,87   | 0,11 | 1998  |
| NL | 14 | REA - wage dispensation   | REA - loondispensatie   | 714    | grants               | 0,09  | 0,68   | 0,00 | 1999  |
| NL | 16 | REA - trial appointment   | REA - proefplaatsing  | 1.557  | grants               | 0,20  | 2,14   | 0,01 | 1999  |
| NL | 20 | REA - supplement to salary  | REA - loonsuppletie   | 493    | grants               | 0,06  | 0,47   | 0,00 | 1999  |
| NL | 21 | REA - supplement to income  | REA - inkomenssuppletie   | 10     | grants               | 0,00  | 0,02   | 0,00 | 1999  |
| S  | 1  | Work with wage subsidy  | lönebidrag  | 49.031 | average annual stock | 11,52 | 606,00 | 2,86 | 1998  |
| UK | 15 | Job Introduction Scheme   | Job Introduction Scheme   | 2.900  | inflow               | 0,10  | 1,20   | 0,00 | 98-99 |
|    |    |   |   | 2.500  | N.A.                 | 0,09  | 1,40   | 0,00 | 00-01 |
| UK | 16 | Disabled People' Tax Credit   | Disabled People' Tax Credit   | 16.904 | stock                | 0,58  | 76,00  | 0,06 | 98-99 |
|    |    |   |   | 27.296 | N.A.                 | 0,94  | 160,28 | 0,13 | 00-01 |

\* *These programmes are operational since 2000.*

Table A. 4 Statistics on supported employment programmes

| Country | Nr. Policy | Name   | Original name country report  | Participants |                      |                | Expenditures<br>(mil. €) |       | Year of observation |
|---------|------------|--|---|--------------|----------------------|----------------|--------------------------|-------|---------------------|
|         |            |  |   | Total        | Measurement          | % Labour force | Total                    | % GDP |                     |
| A       | 12         | Subsidy for workplace adaptation   | Zuschüsse zur Arbeitsplatzadaptierung   | 258          | gross annual stock   | 0,07           | 0,39                     | 0,00  | 1998                |
| B       | 10         | grants for modification workplace  | Tegemoetkoming in de kosten van aankoop van arbeidsgereedschap en - kleding alsmede in de kosten van aanpassing van een arbeidspost - Amenagement du poste de travail - Begeleid werk | 141          | grants               | 0,03           | 0,65                     | 0,00  | 1998                |
| B       | 8          | Supported employment   | Begeleid werk   | 90           | gross annual stock   | 0,02           | 0,75                     | 0,00  | 2000                |
| B       | 9          | grant for tutor in working environment   | Prime au tutoriat en entreprise   | 43           | grants               | 0,01           | 0,06                     | 0,00  | 1999                |
| DK      | 13         | Personal assistance  | Personlig assistance  | 1.853        | gross annual stock   | 0,65           | 7,54                     | 0,05  | 1998/2000           |
| DK      | 14         | Workplace adaptations (The Public Employment Office)   | Puljen til særlig fastholdelses- og indslusningsindsats over for personer med handicap  | 193          | gross annual stock   | 0,07           | 0,24                     | 0,00  | 2000                |
| DK      | 15         | Workplace adaptations (Municipalities)   | Loven om aktiv socialpolitik, kapitel 8: Værktøj og arbejdsredskaber.   | 117          | average annual stock | 0,04           | 1,75                     | 0,01  | 1998                |
| EL      | 8          | Subsidy Programme for Employers and Young Professionals for the Ergonomic Adaptation of Workplaces for People with Special needs | Πρόγραμμα Επιχορήγησης Εργοδοτών και Νέων Ελευθέρων Επαγγελματιών για Εργονομική Διευθέτηση του χώρου εργασίας Ατόμων με Ειδικές Ανάγκες  | 16           | inflow               | 0,00           | 0,02                     | 0,00  | 1998                |
| F       | 6          | Maintenance in employment  | Actions de maintien dans l'emploi   | 15.155       | N.A.                 | 0,58           | 43,14                    | 0,03  | 2000                |
| FIN     | 14         | Supported employment   | tuettu työllistyminen   | 700          | gross annual stock   | 0,28           | 3,00                     | 0,03  | 1999                |
| FIN     | 15         | Adaptation of the workplace  | työpaikan muutostyöt, työolosuhteiden järjestytyki  | 600          | inflow               | 0,24           | 1,70                     | 0,01  | 1998                |
| IRL     | S1         | Workplace Equipment Adaptation Grant   | Workplace Equipment Adaptation Grant  | 100          | grants               | 0,06           | 0,23                     | 0,00  | 1998                |
| I       | 31         | Contribution for the workplace adaptation  | Rimborso parziale adattamento al posto di lavoro  | N.A.         | N.A.                 | N.A.           | N.A.                     | N.A.  | - *                 |

Table A. 4 Statistics on supported employment programmes (continued)

| Country | Nr. Policy | Name   | Original name country report   | Participants |             |                | Expenditures<br>(mil. €) |       | Year of observation |
|---------|------------|--|--|--------------|-------------|----------------|--------------------------|-------|---------------------|
|         |            |  |  | Total        | Measurement | % Labour force | Total                    | % GDP |                     |
| I       | 32         | Contribution to remove the architectural barriers for labour market integration  | Rimborso parziale abbattimento barriere architettoniche (L. 68/99)   | N.A.         | N.A.        | N.A.           | N.A.                     | N.A.  | - *                 |
| I       | 33         | Contribution to set up the teleworking technology  | Rimborso parziale apprestamento tecnologie telelavoro(L. 68/99)  | N.A.         | N.A.        | N.A.           | N.A.                     | N.A.  | - *                 |
| L       | 3          | Reimbursement of a supplementary leave of 6 working days (to the employer) for disabled workers according to article 4 of the modified law of 22 April 1966 on harmonizing the annual holiday leave of workers in the private sector | Prise en charge du congé supplémentaire de six jours ouvrables accordé aux travailleurs handicapés au titre de l'article 4 de la loi modifiée du 22 avril 1966 portant réglementation uniforme du congé annuel des salariés du secteur privé | 389          | stock       | 1,61           | 0,21                     | 0,01  | 1998                |
| L       | 4          | Workplace subsidies  | Participation aux frais d'aménagement de postes de travail   | 4            | stock       | 0,02           | 0,02                     | 0,00  | 1998                |
| NL      | 17         | REA - transportation provisions  | REA - vervoersvoorziening  | 3.306        | grants      | 0,42           | 4,54                     | 0,01  | 1999                |
| NL      | 19         | REA - communication provisions   | REA - communicatievoorziening voor doven   | 135          | grants      | 0,02           | 0,19                     | 0,00  | 1999                |
| P       | 39         | Incentives to employ people with disabilities  |  | 562          | N.A.        | 0,11           | 2,19                     | 0,02  | 1998                |
| P       | 40         | Physical support devices   |  | 138          | N.A.        | 0,03           | 0,90                     | 0,01  | 1998                |
| S       | 4          | Supported employment   | SIUS (Särskilt introduktions- och uppföljningsstöd)  | 458          | N.A.        | 0,11           | 5,00                     | 0,02  | 1999                |
| S       | 16         | Support to personal assistance   | stöd till personligt biträde   | 790          | N.A.        | 0,19           | 4,50                     | 0,02  | 1998                |
| S       | 17         | Grants for workplace adjustment  | stöd till hjälpmedel på arbetsplatsen  | 1.163        | grants      | 0,27           | 6,50                     | 0,03  | 1998                |
| UK      | 18         | Access to Work   | Access to Work   | 16.100       | inflow      | 0,56           | 30,73                    | 0,02  | 98-99               |
|         |            |  |  | 25.000       | N.A.        | 0,86           | 52,98                    | 0,04  | 00-01               |

\* These programmes are operational since 2000.

Table A. 5 Statistics on sheltered employment programmes

| Country | Nr. Policy | Name  | Original name country report  | Participants |                      |                | Expenditure (mil. €) |       | Year of observation |
|---------|------------|---|---|--------------|----------------------|----------------|----------------------|-------|---------------------|
|         |            |   |   | Total        | Measurement          | % Labour force | Total                | % GDP |                     |
| A       | 17         | Integration enterprises   | Integrative Betriebe (früher: geschützte Werkstätten)   | N.A.         | gross annual stock   | N.A.           | 11,60                | 0,06  | 1998                |
| B       | 11         | Sheltered employment  | Beschützte tewerkstelling - Travail adapté - Beschützte Arbeit  | 17.978       | stock                | 4,13           | 215,31               | 0,96  | 1998                |
| DK      | 7          | Sheltered employment scheme   | Beskyttet beskæftigelse   | 2.218        | stock                | 0,78           | 115,05               | 0,74  | 1999                |
| D       | 21         | Recognized Sheltered Workshops and Sheltered Workplaces   | Anerkante Werkstätten für Behinderte und Belegte Plätze in Mitgliedswerkstätten der "Bundesarbeitsgemeinschaft Werkstätten für Behinderte e.V." | 185.000      | N.A.                 | 4,65           | N.A.                 | N.A.  | 1999                |
| E       | 5          | Employment in Special Employment Centres  | Ayudas para los Centros Especiales de Empleo (CEE)  | 37.529       | inflow               | 2,28           | 220,56               | 0,42  | 1998                |
| F       | 8          | Sheltered employment  | Milieu protégé  | 104.012      | N.A.                 | 4,01           | 1810,12              | 1,40  | 2000                |
| FIN     | 16         | Sheltered work or employment  | (palkkasuhteinen) suojatyö; sosiaaliset yritykset   | 2.600        | gross annual stock   | 1,03           | 24,80                | 0,21  | 1999                |
| IRL     | S4         | Pilot programme for the Employment of people with Disabilities  | Pilot programme for the Employment of people with Disabilities  | 178          | stock                | 0,11           | 1,95                 | 0,03  | 1998                |
| IRL     | S5         | Sheltered Employment Programme  | Sheltered Employment Programme  | 42           | stock                | 0,03           | N.A.                 | N.A.  | 1997                |
| I       | 25         | Total contribution relief for disadvantaged workers in social cooperatives                              | Sgravio contributivo totale per lavoratori svantaggiati nelle cooperative sociali   | 10.535       | average annual stock | 0,45           | 33,46                | 0,03  | 1999                |
|         |            |   |   | 9.183        | average annual stock | 0,39           | 26,33                | 0,02  | 1998                |
|         |            |   |   | 11.996       | average annual stock | 0,51           | 38,67                | 0,04  | 2000                |
| I       | 24         | Conventions with social cooperatives-type B   | Convenzioni con cooperative sociali di servizi - tipo B   | N.A.         | N.A.                 | N.A.           | N.A.                 | N.A.  | 2000                |
| L       | 5          | Operational costs subsidy for sheltered workshops (article D of the - modified law of 12 November 1991) | Participation aux frais de fonctionnement d'ateliers protégés (article D de la loi modifiée du 12 novembre 1991)                                | 267          | stock                | 1,10           | 1,50                 | 0,09  | 1998                |

Table A. 5 Statistics on sheltered employment programmes (continued)

| Country | Nr. Policy | Name   | Original name country report  | Participants |                      |                | Expenditures<br>(mil. €) |       | Year of observation |
|---------|------------|--|---|--------------|----------------------|----------------|--------------------------|-------|---------------------|
|         |            |  |   | Total        | Measurement          | % Labour force | Total                    | % GDP |                     |
| L       | 6          | Motivation bonus subsidy for acknowledged disabled workers occupied in the sheltered workshops of the institutions APEMH, Ligue HMC and Cooperations (art. B3 and D of the modified law of 12 November 1991) | Participation aux primes d'encouragement versées aux personnes reconnues comme travailleurs handicapés et occupés dans les ateliers protégés de l'APEMH, de la ligue HMC et de Coopérations (Art. B3 et D de la loi modifiée du 12 novembre 1991) | 273          | stock                | 1,13           | 0,74                     | 0,05  | 1998                |
| NL      | 9          | WSW  | Wet Sociale Werkvoorziening (WSW)   | 90.000       | stock                | 11,54          | 1752,52                  | 4,98  | 1998                |
| P       | 41         | Sheltered employment   |   | 707          | N.A.                 | 0,14           | 2,68                     | 0,03  | 1998                |
| S       | 2          | Samhall (sheltered work-shops)   | Samhall   | 26.878       | average annual stock | 6,32           | 500,00                   | 2,36  | 1998                |
| S       | 3          | Public sheltered work  | OSA (offentligt skyddat arbete)   | 5.888        | average annual stock | 1,38           | 75,00                    | 0,35  | 1998                |

Table A. 6 Statistics on programmes on incentives for starting enterprises by disabled people

| Country | Nr. Policy | Name                                     | Original name country report   | Participants |                           |                | Expenditures<br>(mil. €) |       | Year of observation |
|---------|------------|--|--|--------------|---------------------------|----------------|--------------------------|-------|---------------------|
|         |            |  |  | Total        | Measurement               | % Labour force | Total                    | % GDP |                     |
| A       | 14         | Assistance for business start-up         | Zuschüsse zur Existenzgründung   | 24           | gross annual stock grants | 0,01           | 0,14                     | 0,00  | 1998                |
| B       | 12         | Grants for self-employed                 | La prime aux travailleurs independents (Walloon region) / La prime d'installation (Brussels) | 5            |                           | 0,00           | 0,03                     | 0,00  | 1998                |
| E       | 4          | Self-employment                          | Integración laboral de minusválidos mediante el autoempleo                                   | 222          | inflow                    | 0,01           | 0,55                     | 0,00  | 1998                |
| F       | 9          | assistance for starting enterprises      | Aide à la création d'activité  | 2.058        | N.A.                      | 0,08           | 21,95                    | 0,02  | 2000                |
| FIN     | 17         | Investment allowance for disabled people | elinkeinotuki  | 200          | gross annual stock        | 0,08           | 0,50                     | 0,00  | 1998                |
| I       | 26         | Conventions with disabled free-lance     | Convenzioni con professionisti disabili  | N.A.         | N.A.                      | N.A.           | N.A.                     | N.A.  | - *                 |
| NL      | 22         | REA - starters' credit                   | REA - starterskrediet  | 32           | grants                    | 0,00           | 0,29                     | 0,00  | 1999                |
| P       | 42         | Support disable to set up own business   |  | 87           | N.A.                      | 0,02           | 0,94                     | 0,01  | 1998                |
| S       | 15         | Special support for disabled starting    | särskilt stöd vid start av näringsverksamhet (earlier name näringshjälp)                     | 676          | inflow                    | 0,16           | 4,60                     | 0,02  | 1998                |

\* This programme is operational since 2000.

Table A. 7 Statistics on combined measures programmes

| Country | Nr. Policy | Name  | Original name country report  | Participants |                      |                | Expenditures<br>(mil. €) |       | Year of observation |
|---------|------------|---|---|--------------|----------------------|----------------|--------------------------|-------|---------------------|
|         |            |   |   | Total        | Measurement          | % Labour force | Total                    | % GDP |                     |
| A       | 10         | Quota surplus bonus and bonus for vocational training [10]  | Übererfüllungsprämie und Ausbildungsprämie                                      | 7.462        | gross annual stock   | 1,92           | 8,94                     | 0,05  | 1998                |
| A       | 16         | Job assistance  | Arbeitsassistenz  | 2.880        | gross annual stock   | 0,74           | 4,22                     | 0,02  | 1998                |
| D       | 14         | Measures to Foster the Initial Placement of Disabled People | Sonstige Leistungen zur beruflichen Ersteingliederung Behinderter               | 916          | inflow               | 0,02           | 29.05                    | 0,02  | 2000                |
| F       | 4          | Departmental programmes for integration of disabled workers | PDI-TH : Programmes Départemental d'Insertion des Travailleurs Handicapés       | N.A.         | N.A.                 | N.A.           | N.A.                     | N.A.  | -                   |
| IRL     | S12        | Job Net   | Job Net   | 6            | gross annual stock   | 0,00           | 0,03                     | 0,00  | 1998                |
| I       | 28         | Targeted placement-act 68/1999                              | Collocamento mirato (L. 68/99)  | N.A.         | N.A.                 | N.A.           | 5,37                     | 0,01  | 2000                |
| L       | 7          | Training and vocational integration of disabled people      | Mesures de formation et d'intégration professionnelle de la personne handicapée | N.A.         | N.A.                 | N.A.           | 4,70                     | 0,00  | 2001                |
|         |            |   |   | 95           | stock                | 0,39           | 2,80                     | 0,17  | 1998                |
| NL      | 10         | REA - personal provisions                                   | REA - voorziening eigen werk  | 4.733        | grants               | 0,61           | 10,74                    | 0,03  | 1999                |
| NL      | 11         | REA - replacement budget                                    | REA - herplaatsingsbudget   | 1.343        | grants               | 0,17           | 3,29                     | 0,01  | 1999                |
| NL      | 12         | REA - appointment budget                                    | REA - plaatsingsbudget  | 8.049        | grants               | 1,03           | 25,57                    | 0,07  | 1999                |
| NL      | 13         | REA - individual tailor made budget                         | REA - packet op maat  | 406          | grants               | 0,05           | 2,94                     | 0,01  | 1999                |
| NL      | 15         | REA - training provisions                                   | REA - voorziening schooling   | 8.632        | grants               | 1,11           | 11,85                    | 0,03  | 1999                |
| NL      | 18         | REA - personal support                                      | REA - persoonlijke ondersteuning  | 1.779        | grants               | 0,23           | N.A.                     | N.A.  | 1999                |
| NL      | 23         | person-related rehabilitation budget                        | Persoonsgebonden reïntegratie-budget (PRB)                                      | 184          | grants               | 0,04           | 1,36                     | 0,00  | 1999                |
| UK      | 17         | WorkStep  | WorkStep  | 22.900       | average annual stock | 0,79           | 227,46                   | 0,18  | 98-99               |
|         |            |   |   | 22.844       | N.A.                 | 0,79           | 268,22                   | 0,21  | 00-01               |

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