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Introduction

A major theme in almost all European countries has been to promote employment participation, more specifically seeking to increase the employment of elder people, women or people with disabilities. The present study has focussed exclusively on efforts to increase the employment of PWD ('persons with disabilities'). Although many actions have been taken during the past few years to increase the relative participation of PWD, both actual practice and scientific studies have demonstrated that little is known about the specific measures, policy elements or actions that affect the relative employment participation of PWD or about the costs of implementing those policies. The objective of the present project has been to develop instruments that can be used to measure the effectiveness of measures that are designed to promote participation, which may ultimately result in developing more effective policies to promote the employment of PWD.

In order to study the actual effectiveness of those measures it is necessary to have an overview of all the resources that have been employed in various European countries to increase the relative employment of PWD, including the effectiveness of those resources. Thus, we have investigated the policies of 15 European countries to activate PWD. The study took place within the context of a large-scale European project, OptiWork, which was partly financed by EU funds (sixth framework). In the project, data were collected in 15 European countries about their activating policies and the associated costs, et cetera.

Data included the following elements:

- Investments in activating measures
- The various measures taken
- General assumptions and principles underlying activation policies
- The number of PWD
- The unemployment percentage
- The distribution of expenditure between activating measures and social benefits.

The resulting data were used to develop national profiles which can be applied as a starting-point for an econometric model – still to be developed – to measure the chances of success of specific activating measures.

Every report has two identical introductory chapters. Chapter one describes the methodology that was used to collect the data described, while chapter two presents a comparison of the investigated countries on several relevant parameters, both economic ones and parameters referring to measures taken to increase the relative employment of PWD. Chapter three presents a description by country, after analysing the collected data. The questionnaires have been included as an appendix and the same applies to the Glossary of Terms which presents the definitions that were used in the study to define the policy elements as measured internationally.

Chapter 1 Data collection

1.1 Introduction

The study is designed to give a most detailed overview of the effectiveness – including cost effectiveness – of the various measures aimed at increasing the employment participation of PWD. Two measuring instruments were developed to achieve this: the first one is a survey instrument (Framework Analysis Tool) to inventory the presence, the availability and the estimated effectiveness of national measures to promote employment participation while the second measuring instrument (National Profile) was designed to collect on a national level as many statistical data as possible that could be relevant for assessing the effectiveness of activation policies.

1.2 Framework Analysis Tool

In order to make data collection consistent, a measuring instrument was developed to chart the availability and effectiveness of participation promoting policy measures in a consistent manner: the Framework Analysis Tool (appendix 1). Apart from a questionnaire, it also included the development of a Glossary of Terms (appendix 2) which seeks to present operational definitions for all the relevant concepts in the questionnaire. The glossary is of crucial importance as similar activities may have different names in various countries. Consequently, in order to get data that could be compared internationally, respondents of different nationalities needed to have a consensus about the substance of the concepts applied when they completed the national surveys.

The initial version of the questionnaire was presented to a team of researchers/experts and was then adjusted in accordance with their observations. After finalising the questionnaire, the researchers organised a two-day workshop with the national contact persons who were given the task to complete the final questionnaire. All the questions were examined during those two days, thus making sure that the contact persons did not have different views or ideas about the meaning of the questions posed. The workshop then resulted in several more clarifications in both the Framework Analysis Tool and the Glossary of Terms. Moreover, it was shown that the questions needed to cover a great number of aspects in order to make adequate assessments of the specificity of national activation policies. As a result, some of the aspects covered by the questions were found in a limited number of countries only while it was impossible for the national contact persons to assess some other aspects.

The purpose of the project has not been to arrive at an accurate description of written legislation, but rather to gather specific information about how much of relevant rules and legislation has been implemented, how much of it is available to those PWDs who are in need of these services and how effective these services have been. Thus, the expert assessment we wish to achieve implies that we seek to make a description that matches the reality of rules and legislation as closely as possible rather than trying to make a precise representation of written legislation.

1.3 Respondents

In order to ensure maximum reliability of data on the practice of activation policies it was decided to recruit the national experts through the European Platform for Rehabilitation (EPR), an organisation of prominent service providers from a great number of European countries. EPR has established National Contact Centres (NCC) in 15 European countries, based on the criterion that the activities involved could be realized by working from the NCCs. All NCCs appointed contact persons who were responsible for the executive OptiWork tasks for their respective countries. They were also the persons who attended the two-day workshop mentioned above about the administration of the Framework Analysis Tool. Thus, the questions from the Framework Analysis Tool were answered by the national contact persons after they had conducted interviews with relevant experts, policy-makers and employers for that purpose. All the information obtained in this way was incorporated in the eventual answers to the Framework Analysis Tool. However, this does not rule out the possibility that answers are biased as a result of individual experience combined with information presented by the experts that were interviewed by that person. The aim of the project is to present statements about the practice resulting from legislation and regulations and to use those statements as a basis for constructing a model that can be applied to assess the effectiveness of – future - regulations.

1.4 National Profile

In order to develop an adequate national profile we also needed to have information on the amounts of resources that are spent on social security and activating policies as well as about the number of people that are receiving unemployment or disability benefits. This is why, in addition to the Framework Analysis Tool, an inventory questionnaire was developed to gather the main statistical data: the National Profile (appendix 3).

These statistical data are useful only if we can describe them in terms of indices or similar figures, for example by contrasting the costs of unemployment with the GDP or GNP or by expressing the number of employees with disabilities in proportion to the entire labour force or the national population.

Since these data were collected in different ways in different countries and they were not open to international comparisons, it was decided to base the figures on data which have been collected by the existing agencies. As a result, our chances to get data that can be compared internationally will be maximised.

An economic research assistant was employed to collect the statistical data as best as possible. However, although we tried our best to distil the data from pre-existing, officially acknowledged statistics, some figures are missing while still other findings cannot be compared without difficulty.

Chapter 2 International Comparison

2.1 Introduction

The objective of this international project has been to develop a set of instruments which can be used to assess the effectiveness of measures that promote the employment of people with disabilities (PWD).

However, before any statements can be made on this issue, a number of essential characteristics of the participating countries should be examined in more detail, including:

- The number of people with disabilities in relation to work
- The number of unemployed
- The national policy to activate people
- National expenditure on social security
- Investments in activating measures
- Developments in reintegration policies.

Thus, during the initial phase of the project, we have gathered as many data as possible that referred to the activation policies pursued by the participating countries, including the associated statistics.

The data on activation policies and on the availability and effectiveness of activation measures in specific countries were collected by the respective National Contact Centres while statistical data were derived mainly from existing international databases such as EUROSTAT, OECD studies or the U.S. Social Security Administration. These databases are used in order to get statistical information that allowed maximum comparison.

This chapter presents several relevant comparisons between the fifteen participating countries; in addition, the individual countries will be described in terms of activation policies pursued, including an assessment of their effectiveness.

2.2 International comparison based on statistics referring to scope and disability policy

This section starts with an overview of the numbers of people with disabilities in the various countries and the associated financial measures in terms of social security. First, an overview will be given of the disability profiles, working situation and pensions related to people with disabilities. It concerns the following statistics:

- Disability profiles
 - The percentage of persons with disabilities¹ as related to the national population;
 - The percentage of working persons with disabilities as related to the national working population;
- The percentage of PWD having disability pensions;

¹ When describing 'disabilities', long-standing health problems are also included

The percentage of those who have early retired for health reasons; this figure is related to the national working population;

The percentage of unemployed people; this figure is related to the national working population;

Second, an overview will be given of percentages and costs concerning national budgets. It concerns the following statistics:

- The percentage of social expenditure in relation to GDP;
- The percentage of social expenditure on disability pensions;
- The percentage of social expenditure on intermediate labour market issues;
- The financial costs of disability.

2.2.1 Disability profiles

In the Labour Force Survey (see references) people were asked to indicate whether they consider themselves as strongly, mildly or not disabled at all. Table 1 shows the disability profiles of a number of relevant countries.

Table 1 Disability profiles of a number of relevant countries, in %														
	At	Dk	Fi	Fr	De	Ie	It	Mt	Nl	No	Pt	Sk	SI	UK
No disability	87,2	80,1	67,8	75,4	88,7	89,0	93,4	91,5	74,6	83,6	80,1	91,8	80,5	72,8
Light	4,2	6,0	11,4	11,2	0,0	2,3	1,4	2,4	12,4	0,0	4,8	0,3	2,7	9,4
Some	1,4	3,2	5,4	4,0	1,1	0,8	0,9	0,9	6,6	0,0	1,5	0,4	2,0	3,9
Severe	3,5	6,4	7,1	5,1	7,9	5,9	1,6	2,3	3,1	0,3	5,9	1,9	7,0	4,5
Very severe	2,5	3,9	8,1	4,2	0,0	0,9	2,5	2,8	3,2	14,5	7,6	5,1	7,9	6,1
Not classified	1,2	0,4	0,1	0,1	2,3	1,1	0,3	0,0	0,2	1,7	0,2	0,4	0,0	3,4

The figures suggest that opinions in the EU differ quite strongly when people are asked to indicate whether they are strongly, mildly or not disabled at all. No more than 4% of the Italian population had severe or very severe disabilities whereas the figures in Finland, Norway and Slovenia were approximately 15%.

2.2.2 Working situation and pensions related to people with disabilities

Table 2 (see following page) presents an overview of the working situation and pensions of people with disabilities.

The relative number of people with disabilities

The national percentage of people with disabilities shows a very broad range, varying from 6.6% in Italy to 32% in Finland. Less than 15% of the population considered themselves disabled in Italy, Slovakia, Germany, Malta, Ireland and Austria. In Slovenia, Norway, Portugal and Denmark 15-20% of the population described themselves as having disabilities while more than 20% of the national populations of France, the Netherlands, Finland and the United Kingdom had disabilities.

The figures demonstrate that general international agreement about having disabilities is lacking. It is not possible to make a clear differentiation between the Nordic countries,

the East European countries, the South European or West European countries nor is there a rational explanation for the differences found.

Table 2 Overview of working situation and pensions of people with disabilities, in %														
	At	Dk	Fi	Fr	De	Ie	It	Mt	Nl	No	Pt	Sk	SI	UK
PWD	12,7	19,9	32,0	23,6	10,0	10,8	6,6	8,5	25,3	16,3	19,7	8,2	19,5	25,0
PWD in work	19,0	28,7	45,3	35,0	13,3	17,0	8,8	12,0	41,0	24,4	26,6	9,8	25,4	40,0
PWD disability pension	3,5	7,0	4,8	4,7	3,7	2,0	0,0	0,0	8,1	0,0	0,0	6,1	0,0	3,7
Early retired	0,9	2,9	2,1	0,6	0,1	0,7	0,5	0,0	0,0	0,0	1,2	0,0	0,0	0,0
Unemployed	4,5	5,4	8,8	9,7	9,5	5,0	8,0	7,3	4,6	4,4	6,7	18,0	6,0	4,7

The relative number of working people with disabilities

Variation in the percentage of people with disabilities is high. There is a logical relation between the percentage of working people with disabilities and the number of people describing themselves as having long-standing health problems or disabilities. Mostly, countries with a small number of persons with disabilities also have a relatively low percentage of PWD at work. Less than 15% of the employees are PWD in Italy, Slovakia, Germany and Malta.

In Ireland, Austria Slovenia, Norway, Portugal and Denmark 15-20% of the employees perceive themselves having disabilities or long-standing health problems.

More than 30% of the employees perceive themselves as suffering from disabilities or long-standing health problems in France, the Netherlands, Finland and the United Kingdom.

Relative number of PWD with disability pensions

In some countries (Slovenia, Norway, Portugal and Malta) no reliable statistical data were found on the number of persons with disability pensions.

There is hardly any convergence between the percentage of persons with disabilities or long-standing health problems and the number of people receiving disability pensions. This means that individual health perception is independent of the social security system. The highest percentages were found in The Netherlands and Denmark (7-14%). France, Germany, Ireland, Finland, the United Kingdom and Austria all had less than 5% PWD in the working population. Slovakia was in between with 6.1%.

Relative number of early retirements for health reasons

Countries may have different strategies. Some countries may opt for a disability pension; others may choose some kind of early retirement. Both measures may be complementary.

There is hardly any reliable statistical information about early retirement caused by health reasons. One explanation could be that most countries have early retirement schemes based on age and tenure so that there is no need to justify early retirement.

Only few countries have statistical information on this subject, showing only small percentages in each country. The highest percentages were found in Denmark (2.9%) and Finland (2.1%).

Relative number of unemployed

It is sometimes assumed that expulsion from the labour market in some countries is effected by means of a disability pension while in other countries it is realised through unemployment.

Thus, relatively high numbers on disability pensions will go together with lower unemployment. Based on the data, six countries had relatively low unemployment rates (less than 5,5%): Norway, Austria, The Netherlands, the United Kingdom, Ireland and Denmark. Intermediate rates (between 6% and 7,5%) were found in Slovenia, Portugal and Malta. Higher unemployment rates (higher than 8%) could be found in the following countries: Italy, Finland, Germany, France and Slovakia.

There is no relationship between the number of persons receiving a disability pension and the number of employees that are unemployed. Countries with high numbers of disability pensions may have either high or low unemployment rates at the same time.

In conclusion, working situation and pensions of people with disabilities:

Based on the figures on disability, disability pension, unemployment and early retirement, the data fail to suggest a simple and clear classification of subgroups. At least three different classifications are possible, each leading to a different division of countries.

The health criterion: large differences exist between countries both in individual health perception and in the number of people having disabilities or long-standing health problems. Another criterion is the effect of the social security system on the way health and disability are perceived, while the third criterion is the influence of the social security system on the behaviour of people (working or not working).

2.2.3 Overview of costs concerning some relevant national budgets

A second set of indicators refers to the amount of money spent on social security, disability benefits and pensions (see table 3).

Table 3 Overview of costs concerning some relevant national budgets, in %														
	At	Dk	Fi	Fr	De	Ie	It	Mt	Nl	No	Pt	Sk	SI	UK
Social spending	19,3	16,9	16,8	18,1	19,4	9,2	17,3	13,2	12,3	15,0	14,9	10,4	16,9	13,4
Social spending on disability pension	4,9	9,6	11,5	4,2	5,2	6,0	4,5	6,5	21,5	17,8	14,7	6,8	5,5	9,2
Social spending on intermediate issues	1,7	51,0	3,4	4,2	3,9	6,1	3,4	0,0	3,6	0,6	2,6	0,0	0,0	1,0
Financial cost of disability	1,5	1,4	1,3	1,5	1,6	0,7	1,3	1,1	1,0	1,2	1,2	0,8	1,2	1,1

Percentage of social expenditure in relation to GDP

Two countries had relatively low social expenditures (less than 11%) in relation to their GDP: Ireland and Slovakia. The Netherlands, Malta, the United Kingdom, Portugal and Norway take intermediate positions (between 12% and 15%) while Finland, Denmark, Slovenia, Italy, France, Austria and Germany show the highest percentages of social expenditure (between 16% and 20%).

There seems to be a tendency for countries enjoying long periods of economic prosperity to have relatively higher social expenditures.

Percentage of social expenditure on disability pensions

Money spent on disability pensions can be seen as an indication of a passive labour market policy, while high disability pension rates may function as a threshold that keeps PWD from (re)entering the labour market. The percentages of social expenditures on disability pensions show a broad variation. The Netherlands (21.5%) had the highest percentage, followed by Norway (17.8%) and Portugal (14.7%). Denmark (9.6%) and the United Kingdom (9.2%) also spent relatively high amounts on disability pensions. The other countries' expenditures on disability pensions were between 4.2% and 6.8%. The countries with the highest social expenditures on disability pensions also were the countries with intermediate positions in total amount of social expenditure relative to their GDP.

Percentage of social spending on intermediate labour market issues

Money spent on intermediate labour market policies can be seen as money that is invested in an activating labour market policy to help PWD to bridge the gap between unemployment status (economically dependent) and an employee position on the labour market (economically less dependent).

In some countries no information could be found on the amount of money spent on intermediate labour market policies. Almost all countries spend only a small percentage of social expenditure on intermediate labour market policies, Denmark being the only exception. This country spends 51% of social expenditure on intermediate labour market policies.

Financial costs of disability

Total financial costs of disability vary between 0.7 and 1.6% of the GDP, with Slovakia and Ireland at the bottom end and France, Germany and Austria at the top.

In conclusion

The statistics available appeared to be insufficient to make real comparisons between countries. Each country has its own profile and it was not possible to make a classification based on the statistical variables in this section.

2.3 Description and comparison of system elements

The first question to be asked when evaluating disability and reintegration activities is: What are the differences in policies between the different countries? Table 4 shows an overview of different system elements, it also gives an insight in the perceived effectiveness of each system element.

Table 4 Overview of implemented national policies, including its perceived effectiveness

	At	Dk	Fi	Fr	De	Ie	It	V	Mt	Nl	No	Pt	Sk	Sl	UK	At			
	i	e	i	e	i	e	i	e	i	e	i	e	i	e	i	e	i	e	
Non-discrimination	y	y	y	?	y	y	y	±	y	±	y	±	y	±	y	±	y	y	
Employment	y	y	y	y	y	y	y	y	?	y	±	y	y	y	±	y	y	y	
Social inclusion	y	y	y	±	y	±	y	y	y	±	y	?	y	±	y	±	y	y	
Vocational education/ training	y	y	y	y	y	y	y	y	y	±	y	y	y	±	y	y	y	y	
Social protection	y	y	y	y	y	±	y	y	y	±	y	y	y	y	y	±	y	y	
Rehabilitation	y	y	y	y	y	y	±	y	y	y	?	y	±	y	y	y	±	y	y
Health &Safety at work	y	y	y	y	y	y	y	±	y	±	y	y	y	±	y	±	y	y	
Disability	y	y	y	y	y	y	y	±	y	±	y	y	y	±	y	±	y	y	
General Health	y	y	y	y	y	y	y	y	y	±	y	y	y	±	y	±	y	y	

i = is the policy implemented?

y = yes

± = somewhat

? = not known

e = is the policy perceived as effective?

y = yes

± = somewhat

? = not known

When examining system elements in a number of relevant countries (see table 4), it became clear that all countries have policies and legislation on discrimination, employment, social inclusion, vocational education, social protection, rehabilitation, occupational health and safety, disability and general health to help PWD to participate in the labour market. These findings implicate that a distinction between countries can only be made when examining specific system elements in more detail. In more detail, two categories of system elements can be distinguished, PWD-oriented elements and employer-oriented elements. In the presentation of the figures of each country, both the presence of specific system elements in the countries will be described as well as their perceived effectiveness to help PWD to get a job. The system elements have been classified into five categories: work-related, individual-oriented, support and advice, subsidies and employment policies (see presentation 1).

Presentation 1	
System elements (individual focus)	System elements (employer focus)
Work-related <ul style="list-style-type: none"> - job matching - reasonable accommodation - workplace adaptation - supporting technology - job reorganisation 	Work-related <ul style="list-style-type: none"> - adjustment to work organisation/conditions - workplace monitoring - job/person matching
Individual <ul style="list-style-type: none"> - vocational assessment - case management - specialised vocational education/training - vocational rehabilitation - prevocational training - job coaching 	
Support and advice <ul style="list-style-type: none"> - guidance and counselling - assistance in accessing grants - advocacy - information and advice - disability awareness training - accessible transport - psychological help - personal assistant 	Support and advice <ul style="list-style-type: none"> - accessibility advisors/ergonomics - disability awareness training - interpreter service for the deaf - recruitment support/agencies
Subsidies <ul style="list-style-type: none"> - incentives - flexible benefits - aid/financial support - equipment grants 	Subsidies <ul style="list-style-type: none"> - productivity-related financial supports - reasonable accommodation allowance - financial incentives - subsidies
Policy <ul style="list-style-type: none"> - outreach system - positive action - supported employment - sheltered employment - intermediate labour market measures 	Policy <ul style="list-style-type: none"> - disability equality assessment - positive disability accreditation - employment quotas/targets - employment levies/sanctions

2.3.1 Availability and effectiveness of system elements: introduction

It is not easy to assess the effectiveness of specific system elements. In this study, **effectiveness** is defined in relation to the job entry/integration of PWD on the open labour market. A comparison can be made with an athlete running a 400 meter race: even if the first 390 meters go very fast, he will not be effective if he slows down too much on the final 10 meters. Similarly, many of the system elements can be considered to be effective or moderately effective, but if no suitable jobs are available or employers are unwilling to employ it is not easy to assess the effectiveness of a single measure. The availability of services for people with disabilities, e.g. workplace adaptation, is still rather minimal; the availability of these services among economically inactive people is more common.

System elements are effective if they support PWD to get a job on the open labour market; however, they have partial or limited effectiveness if the element improves the chances of placement although it does not result in successful placement proper.

2.3.2 Availability and effectiveness of system elements: individual focus

This section will focus on the effects of separate system elements on the behaviour of PWD to get a job on the open labour market. The PWD-oriented system elements have been classified into five categories: individual-work-oriented, work-related, support and advice, subsidies and employment policies.

Individual-work-oriented system elements

This category includes those system elements that increase the capacity of PWD to enter the labour market or to prevent them from leaving the labour market. Table 5 shows an overview of all individual work oriented system elements, their availability and their perceived effectiveness.

Table 5 Overview of individual work oriented system elements, their availability and perceived effectiveness																
	At	Dk	Fi	Fr	De	Ie	It V	Mt	Nl	No	Pt	Sk	SI	UK	At	
	a e	a e	a e	a e	a e	a e	a E	a e	a e	a e	a e	a e	a e	a e	a e	a e
Vocational assessment	y y	y y	y ?	y ±	y y	y ?	y ±	? ?	y ±	y y	y ±	? ?	y ±	y ±	y y	
Case management	y y	? ?	y ?		y y	? y	y ±	y ±	y ±	y y		? ?	y ±	y ±	y y	
Specialised vocational education/training	y y	y ±	y ?	y ±	y y	y y	y Y	y y	y ±	y ±	y y	y y	y ±	y ±	y y	
Vocational rehabilitation	y y	y y	y ?	y ±	y y	y y	y ±	? ?	y ±	y ±	y y	y ±	y ±	y ±	y y	
Pre vocational training	y y	y ±	y ?	y ±	y y	y y	y ±	? ?	y ±	y ±	y y	y y	y ±	y ±	y y	
Job coaching	y ±	y y	y ?	? ?	y y	y y	y ±	y y	y ±	y ±	y ±	y ?	y ±	y ±	y ±	

a = is the system element available?

y = yes

± = somewhat

? = not known

e = is the system element perceived as effective?

y = yes

± = somewhat

? = not known

The first element is *vocational assessment*, a systematic approach to judge the qualities of a person with disabilities in relation to work. Although vocational assessment is available in most countries, it has only limited effectiveness. It does not help directly to get fixed up with a job.

The second system element is *case management*, i.e. counselling as part of a reintegration process by a case manager. Case management is not available in Denmark, France, Ireland, Portugal or Slovakia. In most countries where it is available it is considered to be partly effective.

Specialised vocational education and training, which is available in all countries, is considered to be effective.

Although *vocational rehabilitation and prevocational training* are available in all countries except Malta, they are judged to be less effective than vocational education and training.

Job coaching, i.e. direct professional support at work, is available in all countries, with the exception of France. It is evaluated as partly effective.

In conclusion, individual-oriented activities to help PWD to improve work-related attitudes and skills are seen as partly effective, with the exception of specialised vocational education, which is regarded as effective in most countries.

Work-related system elements

This category includes those system elements related to the workplace that increase the possibilities of PWD to enter the labour market or to prevent them from leaving the labour market. Table 6 shows an overview of all work related system elements, their availability and their perceived effectiveness.

Table 6 Overview of work related system elements, their availability and perceived effectiveness																
	At	Dk	Fi	Fr	De	Ie	It	V	Mt	Nl	No	Pt	Sk	Sl	UK	At
	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e
Job matching	y ±	y y	y ?	? ?	y y	y ±	y Y	y ±	y ±	y y	y ±	y ±	y ±	y ±	y ±	y ±
Reasonable accommodation	y y	y y	y ?	? ?	? ±	y y	y ±	y ±	y ±	y y	? ?	y y	? ?	y ±	y y	y y
Workplace adaptation	y y	y y	y ?	y y	Y y	y y	y Y	y ±	y ±	y y	y ±	y ±	y y	y ±	y ±	y y
Assistive technology	y y	y y	y ?	y y	Y y	y y	y ±	y ±	y y	y y	y ±	y y	y y	y ±	y ±	y y
Job reorganisation	y y	y ±	y ?	? ?	Y y	? ?	y ±	? ?	y ±	y ±	y ±	y ±	y ±	y ±	y ±	y y

a = is the system element available? y = yes ± = somewhat ? = not known
 e = is the system element perceived as effective? y = yes ± = somewhat ? = not known

In most countries some kind of *job matching* system is available, although it is seen as overall effective in four countries only. In most countries job matching procedures were judged to be slightly effective.

Reasonable accommodation is available in all the countries except France, Germany, Portugal and Slovenia. When available, it is often considered to be effective.

Workplace adaptations are available in all countries and they are seen as effective.

Assistive technologies are also available in every participating country and they are seen as effective.

Job reorganisation to create jobs for PWD is widely used, although it is only partly effective.

In conclusion, work-related system elements are generally available and, with the exception of job reorganisation, they are evaluated as effective.

Support and advice

This category includes those system elements offered by different service providers aiming at increasing the possibilities of PWD to enter the labour market or to prevent them from leaving the labour market. Table 7 shows an overview of all support and advice system elements, their availability and their perceived effectiveness.

Table 7 Overview of support and advice system elements, their availability and perceived effectiveness																	
	At	Dk	Fi	Fr	De	Ie	It V	Mt	Nl	No	Pt	Sk	Sl	UK	At		
	a e	a e	a e	a e	a e	a e	a E	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e
Guidance & counselling	y ±	y ±	y ?	y y	y y	y ±	y Y	y ±	y ±	y ±	y ?	y ±	y y	y ±	y ±	y ±	y ±
Assistance in accessing grants	y ±	y y	y ?	y ?	y y	y ?	y ±	y ±	y ±	y y	? ?	y ±	y ±	y ±	y ±	y ±	y ±
Advocacy	? ?	y ±	y ?	? ±	y y	y ?	y ±	y ±	y ±	y ±	? Y	y ±	y y	y ±	? ?	? ?	? ?
Information & advice	y ±	y ±	y ?	Y ±	y y	y Y	y ±	y y	y ±	y y	y ?	y ±	y y	y ±	y ±	y ±	y ±
Disability awareness training	? ±	? ?	y ?	? ?	y y	y ±	y Y	y y	? ?	y y	? ?	y ±	y ±	y ±	y ±	? ±	? ±
Accessible transport	y y	y ±	y ?	Y ±	y y	y ?	y ±	y ±	y ±	y y	y ±	y ±	y ±	y ±	y ±	y y	y y
Psychological supports	y y	y ±	y ?	Y ±	y y	y Y	y ±	y ±	y ±	y ±	y y	y ±	? ?	y ±	y y	y y	y y
Personal assistants	y ±	y y	y ?	?	y y	y y	y ±	y y	y ±	y ±	y ±	y y	y ±	y ±	y ±	y ±	y ±

a = is the system element available?

y = yes

± = somewhat

? = not known

e = is the system element perceived as effective?

y = yes

± = somewhat

? = not known

Guidance and counselling are offered in all participating countries, but they are considered to be effective in four countries only. *Assistance in accessing grants* is not available in Portugal, although only Denmark, Norway and Germany consider this to be effective. While *advocacy* is available in most countries, it is thought to be effective in Germany and Slovenia only.

Information and advice are available in all participating countries; in one third of the countries it is seen as effective, in the other countries as partly effective.

Disability awareness training is not available in Austria, Denmark, France, The Netherlands or Portugal. In half of the countries where it is available it is judged effective, in the other countries partly effective.

Easy access to transport is seen as a precondition to go to work. Although it is available in all the participating countries, only three countries regard it as effective while the other countries consider it to have limited effectiveness.

Psychological support for PWD (re)entering the labour market is available in all countries, with the exception of Slovenia. However, it has only limited effectiveness, according to the respondents.

Personal assistants are also available for PWD in all the participating countries, except for France. Respondents from Denmark, Ireland, Germany, Malta and Slovakia evaluate the role of personal assistants as effective; respondents from other countries saw their role as partly effective.

Subsidies

This category includes positive financial incentives that increase the possibilities of PWD to enter the labour market or to prevent them from leaving the labour market. Table 8 shows all subsidies, their availability and their perceived effectiveness.

Table 8 Overview of subsidies, their availability and perceived effectiveness																	
	At	Dk	Fi	Fr	De	Ie	It V	Mt	Nl	No	Pt	Sk	Sl	UK	At		
	a e	a e	a e	a e	a e	a e	a E	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e
Incentives	y ±	y ±	y ?	y ±	y y	y ±	y ±	y y	y ±	y ±	y ±	y ±	y ±	y ±	y ±	y ±	y ±
Flexible benefits	? ?	? ?	y ?	? ?	y y	y y	y Y	y ±	y ±	y ±	y y	? ?	? ?	y ±	? ?	? ?	? ?
Aid/financial support	y ±	y y	y ?	y y	y y	y ±	y ±	y ±	y ±	y y	y y	y y	y ±	y ±	y ±	y ±	y ±
Equipment grants	y y	y y	y ?	y y	y y	y y	y Y	y ±	y ±	y ±	y	y y	y ±	y ±	y y	y y	y y

a = is the system element available?

y = yes

± = somewhat ? = not known

e = is the system element perceived as effective?

y = yes

± = somewhat ? = not known

Incentives to activate PWD to (re)enter the labour market are available in all participating countries. However, their effectiveness is evaluated as limited, with the exception of Germany and Malta. In those countries, incentives are seen as an effective system element.

Only nine countries have *flexible types of benefits* available. In almost half of them, the respondents saw flexible benefits as an effective tool to activate PWD.

Aid and financial support are available in all the participating countries and they are one of the system elements that are considered effective by almost half of all respondents. More important still are *equipment grants*: more than half of the respondents evaluate this tool as effective. Its availability is 100%.

Policies

This category includes legislative and regulative system elements that increase the possibilities of PWD to enter the labour market or to prevent them from leaving the labour market.

Table 9 shows an overview of all subsidies, their availability and their perceived effectiveness.

Table 9 Overview of policies, their availability and perceived effectiveness																			
	At	Dk	Fi	Fr	De	Ie	It V	Mt	Nl	No	Pt	Sk	Sl	UK	At				
	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e				
Outreach system	y y	y ±	y ?	? ?	y y	y y	? ?	y ±	y ±	y ±	? ?	? ?	? ?	y ±	y y				
Positive action	y y	? ?	y ?	y ±	y y	y ±	y y	y y	y ±	y ±	y ±	? ±	y ±	y ±	y y				
Supported employment	y y	y y	y ?	? ?	y y	y y	y y	y y	y ±	y ±	y y	y ±	? ?	y ±	y y				
Sheltered employment	y y	y ±	y ?	y y	y y	y y	y y	y y	y ±	y ±	y y	y y	y ±	y ±	y y				
Intermediate labour market measures	y ±	y y	y ?	y ?	y ±	y y	y y	? ?	y ?	y ±	y y	y ±	y ±	y ±	y ±				

a = is the system element available? y = yes ± = somewhat ? = not known
 e = is the system element perceived as effective? y = yes ± = somewhat ? = not known

Several policies are used to improve the labour market position of PWD. Some countries have an outspoken *outreach system*. In one third of these cases, i.e. Austria, Germany and Ireland, it is evaluated as positive, in the other countries as limited effective.

Positive action policies exist in almost all the countries studied, although they are seldom thought to be effective. In Austria, Germany, Italy and Malta, they were perceived to be effective.

Types of *sheltered or supported employment* exist in all the participating countries. In half of the countries, supported and/or sheltered employment is seen as effective in helping PWD to return to the open labour market.

In every participating country, except Malta, *intermediate labour market measures* have been taken. The effectiveness of those measures is seen as limited.

2.3.3 Availability and effectiveness of system elements: employer focus

This section will focus on the effects of separate system elements on the willingness of employers to employ more PWD on the open labour market. The employer-oriented system elements have been classified into four categories: work-related system elements, support and advice, subsidies and employment policies.

Work-related system elements

The first employer-focussed system elements are work-related. Table 10 shows an overview of those system elements that are work related.

Table 10 Overview of work related system elements, their availability and perceived effectiveness																			
	At	Dk	Fi	Fr	De	Ie	It V	Mt	Nl	No	Pt	Sk	Sl	UK	At				
	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e	a e				
adjustment to work organisation/ conditions	y y	y y	y ±	y ±	y y	y y	y ±	y ±	y ±	y ±	y ±	y ±	y ±	y y	y y				
workplace monitoring	? ?	? ?	y ±	? ?	y y	? ?	y y	y y	y ±	y ±	y ±	y ±	y ±	y ±	? ?				

job-person matching	y	±	y	y	y	±	?	?	y	y	y	±	y	y	y	±	y	±	y	±	y	±	y	y	y	±
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a = is the system element available?

y = yes

± = somewhat

? = not known

e = is the system element perceived as effective?

y = yes

± = somewhat

? = not known

Adjustments to the work organisation or the working conditions are a commonly used system element. In Austria, Denmark, Germany, Ireland and the United Kingdom, this is judged to be an effective instrument. In the other countries it was seen as partly effective.

Although *workplace monitoring* is less common than workplace adaptation, it was considered effective in three of the countries where it was available. In countries as Germany, Italy and Malta, workplace monitoring was evaluated as effective.

Systems to *match personal characteristics to job requirements* or job demands were available in all the participating countries and they are seen as relatively effective. In six countries (Denmark, France, Germany, Italy, Malta and the United Kingdom) they were considered to be effective, in other countries they were evaluated as partly effective.

Support and advice

In table 11, an overview of system elements being part of support and advice are presented; their availability and their effectiveness in each country.

Table 11 Overview of support and advice elements, their availability and perceived effectiveness																
	At	Dk	Fi	Fr	De	Ie	It V	Mt	Nl	No	Pt	Sk	Sl	UK	At	
	a e	a e	a e	a e	a e	a e	a E	a e	a e	a e	a e	a e	a e	a e	a e	a e
accessibility advisor/ergonomics	y ±	y y	y y	y ±	y y	y y	y ±	y ±	y y	y y	y ±	? ?	y ±	y y	y ±	
disability awareness training	y ±	? ±	? ?	? ?	y ±	y ±	y ±	y y	? ?	y ±	y ±	? ?	y ±	y y	y ±	
interpreter service for the deaf	y ±	y ±	y ±	y ±	y ±	y y	? ±	y y	y y	y y	y ?	y y	y y	y ±	y ±	
recruitment support/agencies	y y	y y	y ±	y ±	y y	y y	y ±	y y	y ±	? ?	? ?	? ?	y ±	y ±	y y	

a = is the system element available?

y = yes

± = somewhat

? = not known

e = is the system element perceived as effective?

y = yes

± = somewhat

? = not known

Employers often need support and advice when employing PWD; employers in the different countries can get specialised support and advice in employing PWD. Thus, efforts were made to establish the availability and *accessibility of advisors and ergonomists*. With the exception of Slovakia, in all other countries this service was available and it was one of the system elements that were perceived as being effective with the highest frequency.

Disability awareness training may also help to understand the problems and possibilities involved in employing PWD. Disability awareness training was not available in Denmark, Finland, France, The Netherlands or Slovakia. Overall, it was evaluated as having limited effectiveness in the countries where it was available. The United Kingdom and Malta judged disability awareness training as effective.

Specific services for deaf employees, i.e. interpreters using sign language, are available for interviews in all the countries taking part in the study. Interpreter services for the deaf are seen as effective in half of the countries.

Specialised recruitment support/agencies to support employers in hiring PWD are not available in Norway, Portugal or Slovakia. In Austria, Denmark, Germany, Ireland and Malta the existence of these agencies is judged as effective.

Subsidies

PWD are not always as productive as workers who do not suffer from disabilities and this is why employers may sometimes get subsidies or grants to bridge the productivity gap. See table 12 on the following page for an overview of these subsidies.

	At	Dk	Fi	Fr	De	Ie	It	V	Mt	Nl	No	Pt	Sk	Sl	UK	At
	a	e	a	e	a	e	a	e	a	e	a	e	a	e	a	e
Productivity related financial supports	?	±	y	y	y	±	y	y	y	y	y	?	?	y	y	±
Reasonable accommodation grants	y	y	y	y	y	±	y	±	y	y	y	±	y	y	y	y
Financial incentives	y	±	y	±	y	?	y	±	y	y	?	?	y	y	y	y
Subsidies	y	±	y	y	y	?	y	y	y	y	y	±	y	y	y	y

a = is the system element available? y = yes ± = somewhat ? = not known
 e = is the system element perceived as effective? y = yes ± = somewhat ? = not known

Productivity-related financial support is available in Denmark, Finland, France, Germany, Ireland, the Netherlands, Norway, Portugal, Slovenia and the United Kingdom. This support is evaluated as effective in almost all the countries where it is available.

Reasonable accommodation grants are available in each participating country, except for Malta. In most countries, these grants are seen as effective means to encourage employers to hire PWD.

A similar picture emerged for the availability and effectiveness of measures in relation to *financial incentives* and for employer *subsidies* to hire PWD.

Overall, it can be concluded that financial support for employers to hire PWD improves the labour market position of PWD.

Policies

Policies may also affect the behaviour of employers in hiring PWD. Table 13 on the next page shows an overview of policies, their availability and their perceived effectiveness. The effectiveness of policy measures is as limited. Regulations aimed at *disability equality assessment* are available in six countries and only in one country, i.e. the United Kingdom, disability equality assessment were judged as effective.

Only few countries have *disability positive accreditation* for companies. Still, even if it is available, its effectiveness is limited.

Table 13 Overview of policies, their availability and perceived effectiveness																														
	At		Dk		Fi		Fr		De		Ie		It V		Mt		NI		No		Pt		Sk		SI		UK		At	
	a	e	a	e	a	e	a	e	a	e	a	e	a	E	a	e	a	e	a	e	a	e	a	e	a	e	a	e	a	e
Disability equality assessment	?	?	y	±	?	?	?	?	?	±	?	?	?	?	?	?	y	±	y	±	y	±	?	?	y	±	y	y	?	?
Disability positive accreditation	?	?	?	?	?	?	?	?	?	±	y	±	?	?	?	±	?	?	y	±	y	±	?	?	y	±	y	±	?	?
Employment Quota's/ Targets	y	y	?	?	?	?	y	?	y	y	y	?	y	±	y	?	?	?	y	y	?	?	y	?	?	?	?	?	y	y
Employment Levies/ Sanctions	y	y	?	?	?	?	y	?	?	?	?	?	y	±	y	?	y	?	?	?	?	?	y	?	?	?	?	?	y	y

a = is the system element available?

y = yes

± = somewhat

? = not known

e = is the system element perceived as effective?

y = yes

± = somewhat

? = not known

Employment quotas/targets have been implemented in only eight countries. In three of them, i.e. Norway, Germany and Austria, the quotas are evaluated as effective (see tables 14a and 14b for an overview).

Employment levies/sanctions are unknown in most of the participating countries or if they exist they are only partially effective.

Table 14a Effectiveness of Quota systems: countries with effective policies							
Country	Quota ¹	Content of quota	Mandatory	Effective	Sector	Sanction	Effective
Austria	Yes	1 disabled person must be hired for every 25 employees	Yes	Yes	Private & Public	Yes, compensation payment	Yes
Denmark	No	-	-	-	-	-	-
Finland	No	-	-	-	-	-	-
France	Yes	6% employment of disabled employees for companies with > 20 employees	Yes	No	Private Public in 2006	Yes, fund contribution	No
Malta	Yes	2% employment of disabled employees for companies with > 25 employees	Yes	No	Private & Public	Yes, fine ≤ LM 100 or imprisonment ≤ 3 months or both (although actually not enforced)	No
Norway	Yes	5% of new staff should be persons with disabilities	No	Yes	Public	No	-

Table 14b Effectiveness of Quota systems: countries with slightly effective or ineffective policies							
Country	Quota ¹	Content of quota	Mandatory	Effective	Sector	Sanction	Effective
Germany	Yes	5% employment of disabled people	Yes	Yes	Private & Public	Yes, payment depending on size of company and deviation from quota	No ²
Ireland	Yes	3% employees with disabilities	No	No	Public	No	-
Italy (VR)	Yes	15-35 employees: 1 disabled person; 35-50 employees: 2 disabled persons; > 50 employees: 7% disabled persons	Yes	Somewhat	Private & Public	Yes, pay a contribution or sanction	Somewhat
Netherlands	Yes	3% of salary must be paid to disabled employees (quota is dormant and will be removed)	No	No	Private & Public	No (intention was to reach quota by positive action and subsidies)	Yes/No ²
Portugal	Yes	-	Yes	No/No ²	Public	No	-
Slovakia	Yes	3.2% disabled employees for companies with > 20 employees	Yes	No	Private & Public	Yes, pay a levy for each disabled employee missing in the sum equivalent to three times the monthly minimum wage	No
Slovenia	No	-	-	-	-	-	-
United Kingdom	No	-	-	-	-	-	-

¹ Quota for employing people with disabilities

² (question 40 says there is no sanction)

2.3.4 Provision, Funding and Delivery

The different European countries are highly different in the way the rehabilitation services are funded and by whom they are delivered. In table 15 an overview is given of provisions of services predominantly delivered through the labour office or a local government (or a community) or a mix of both administrations². Also the predominantly responsible administrations for the funding of these services are shown in table 14 as well as the predominantly administrations responsible for the delivery of the services.

Table 15 Overview of provisions, funding and delivery of services, either predominantly through the labour office, local government or a mix of both administrations				
	Labour office	Local government	Mix	None
Provision	Finland Germany Ireland Malta Norway Portugal Slovenia	The Netherlands	Denmark Italy United Kingdom Austria	France Slovakia
Funding	Finland France Germany Ireland Malta Norway Portugal Slovenia United Kingdom	The Netherlands	Denmark Italy Austria	Slovakia
Delivery	Finland Ireland Malta Norway Portugal Slovakia Slovenia	The Netherlands United Kingdom	Denmark Italy Austria	France Germany

There are only two countries with a predominantly mixed provision, funding and delivery of social services: Denmark and Italy. In other countries the provision, funding and delivery is a task of the labour office: Malta, Portugal, Germany, Slovenia and Ireland. Only in The Netherlands the provision, funding and delivery is organised on the community level.

In table 16 an overview is given of provisions of services predominantly delivered through a social fund, a social insurance provider or a specific disability office. Also the predominantly responsible administrations for the funding of these services are shown in table 15 as well as the predominantly administrations responsible for the delivery of the services.

² Mix is scored when a country says that the labour office as well as the local government are responsible for the provision/ funding/ delivery of the system elements.

Table 16 Overview of provisions, funding and delivery of services, either predominantly through social insurance, specific disability office or a mix of both administrations				
	Social insurance	Specific disability office	Mix/both	None
Provision	Finland The Netherlands Norway	Germany Malta Slovenia United Kingdom	Austria Portugal	Denmark France Ireland Italy Slovakia
Funding	Finland The Netherlands Norway Portugal	Malta Slovenia United Kingdom	Austria Germany France	Denmark Ireland Italy Slovakia
Delivery	The Netherlands Norway	Denmark France Italy Malta Slovenia United Kingdom	Austria Portugal Finland	Germany Ireland Slovakia

Looking at a differentiation between the position of a social insurance provider and of a specific disability office we see that there is a high diversity in the role of these two offices.

Especially in Finland, Norway and The Netherlands the social insurance provider has a very strong position, a specialised disability office is an important factor in Germany, Slovenia and Austria.

Concluding remarks

The way the social rehabilitation services are executed in the different countries is quite different. Nevertheless there is a tendency that the different national systems resemble each other more and more.

The *first* tendency is to bring the services closer to the client and with an increasing responsibility of the client.

The *second* tendency is to organise the financing of the services more output related: no cure no pay or no cure less pay.

The *third* tendency is to decrease the influences of governmental or national state owned organisations; service delivery will be, under certain conditions, a task of private market-oriented organisations.

2.4 Differentiation based on eligibility criteria

This section presents an overview of the disability pension criteria. It describes the system in each separate country on the basis of three questions:

What are the national eligibility criteria?

Which characteristics affect the type of individual support received?

Does a system of partial benefits exist in case of incapacity for work?

Now follows an overview of all participating countries.

Austria
<ul style="list-style-type: none"> • <u>Eligibility criteria</u> <ul style="list-style-type: none"> ○ Invalidity pension, in case of: ○ protected vocation ○ disability reducing work ability in that vocation to less than 50%. ○ Accident annuity, in case of: <ul style="list-style-type: none"> ▪ reduced capacity for work (general) according to a list of percentages defining functional injured body parts (to be multiplied by the annuity factor, i.e. 2/3 of the average income in the year preceding the accident).
<ul style="list-style-type: none"> • <u>Characteristics affecting the type of individual support received</u> <ul style="list-style-type: none"> ○ type of disability ○ severity of disability ○ acquired or developmental ○ insured or not insured
<ul style="list-style-type: none"> • <u>Does a system of partial benefits exist in case of incapacity for work?</u> <ul style="list-style-type: none"> ○ Yes ○ Compensation by means of salary subsidies in case of reduced productivity
Denmark
<ul style="list-style-type: none"> • <u>Eligibility criteria</u> <ul style="list-style-type: none"> ○ age between 18 and ○ capacity for work permanently reduced ○ no possibility of being economically self-supporting through work
<ul style="list-style-type: none"> • <u>Characteristics affecting the type of individual support received</u> <ul style="list-style-type: none"> ○ type of disability ○ severity of disability ○ insured or not insured ○ age
<ul style="list-style-type: none"> • <u>Does a system of partial benefits exist in case of incapacity for work?</u> <ul style="list-style-type: none"> ○ No ○ Flexible jobs are an alternative if people do not have a full capacity for work. These flexible jobs are permanently supported jobs where one earns a full minimum salary (for the specific type of job) paid by the employer while the employer gets money refunded from the municipal authority. The refund may vary between one half or two thirds of the salary, depending on the individual worker's capacity for work. by means of salary subsidies in case of reduced productivity

Finland
<ul style="list-style-type: none"> • <u>Eligibility criteria</u> <ul style="list-style-type: none"> ○ degree/severity of disability ○ duration of disability (> 6 months) ○ financial strain imposed by disability (e.g. medicines, clothing, transportation)
<ul style="list-style-type: none"> • <u>Characteristics affecting the type of individual support received</u> <ul style="list-style-type: none"> ○ type of disability ○ severity of disability ○ acquired or developmental ○ insured or not insured ○ age
<ul style="list-style-type: none"> • <u>Does a system of partial benefits exist in case of incapacity for work?</u> <ul style="list-style-type: none"> ○ Yes ○ Possibilities include part-time work, coordination of pension and salary or coordination of unemployment subsidy and salary.

France
<ul style="list-style-type: none"> • <u>Eligibility criteria</u> <ul style="list-style-type: none"> ○ AAH (Allocation Adulte Handicapé – Disabled Adult Benefit): <ul style="list-style-type: none"> ▪ between 20 and 60 years old ▪ incapacity > 80% ▪ living in France ▪ income threshold: <p>If resources are slightly above maximum, the benefit is reduced.</p> <p>If resources are above the maximum amount, the benefit is cancelled.</p> <p>In practice, once a person begins to work, the benefit is cancelled.</p> ○ Invalidity benefit: <ul style="list-style-type: none"> ▪ 3 categories, depending on level of incapacity ▪ amount of benefit is based on previous salaries ▪ maximised amount of benefit (about 5,000 Euro a year) ▪ if, after 6 months of work, the sum of benefit and salary is more than the salary before work was interrupted, the benefit can be ended
<ul style="list-style-type: none"> • <u>Characteristics affecting the type of individual support received</u> <ul style="list-style-type: none"> ○ age
<ul style="list-style-type: none"> • <u>Does a system of partial benefits exist in case of incapacity for work?</u> <ul style="list-style-type: none"> ○ No ○ Because of the difficulty of cumulating benefits with 'normal' salary

Germany
<ul style="list-style-type: none"> • <u>Eligibility criteria</u> <ul style="list-style-type: none"> ○ identification of rehabilitation needs ○ assessment establishing that the person is unable to do his former job or that the person cannot do any other work without support or help in view of his health status.
<ul style="list-style-type: none"> • <u>Characteristics affecting the type of individual support received</u> <ul style="list-style-type: none"> ○ type of disability ○ severity of disability ○ acquired or developmental ○ insured or not insured ○ age
<ul style="list-style-type: none"> • <u>Does a system of partial benefits exist in case of incapacity for work?</u> <ul style="list-style-type: none"> ○ Yes. ○ It is possible to combine wages and social benefits.

Ireland
<ul style="list-style-type: none"> • <u>Eligibility criteria</u> <ul style="list-style-type: none"> ○ age between 16 and 66 ○ satisfy a means and residency test ○ have a specified disability for at least one year
<ul style="list-style-type: none"> • <u>Characteristics affecting the type of individual support received</u> <ul style="list-style-type: none"> ○ type of disability ○ severity of disability ○ acquired or developmental ○ insured or not insured ○ age
<ul style="list-style-type: none"> • <u>Does a system of partial benefits exist in case of incapacity for work?</u> <ul style="list-style-type: none"> ○ Yes. ○ Persons with disabilities are allowed to earn up to 120 Euro a week while retaining their full DA payment. The same applies to other payments, including Blind Persons Allowance

Italy (Veneto region)

- Eligibility criteria
 - non-occupational disabilities (covered by the Health System):
 - > 45% disability to enter employment list for disabled people
 - 3 categories:
 - 74 – 99% disability
 - 100% disability
 - 100% disability + assistance benefit (need for continued assistance)
 - occupational disabilities:
 - disability starting from 11%, benefit calculated on previous year's income and disability percentage. It is permitted to have work
 - non-occupational disabilities (covered by the National Institute for Social Insurance), linked to working-life contributions:
 - minimum 5 years of work contributions
 - depends on disability level:
 - work capacity less than one third: monthly benefit linked to years of contribution, work permitted
 - permanently reduced work capacity = permanent total inability: a permanent pension linked to years of contributions. Must be unemployed and have no other income.
- Characteristics affecting the type of individual support received
 - type of disability
 - severity of disability
 - acquired or developmental
 - age
- Does a system of partial benefits exist in case of incapacity for work?
 - Yes.
 - Special housing, personal care assistance, rehabilitation, family support, legal protection

Malta
<ul style="list-style-type: none"> • <u>Eligibility criteria</u> <ul style="list-style-type: none"> ○ Non-contributory pension: <ul style="list-style-type: none"> ▪ marital status ▪ assessed to be severely disabled or to suffer from one of the disabilities mentioned in the Social Security Act ▪ combined income should not exceed national minimum wage. ○ Invalidity pension: <ul style="list-style-type: none"> ▪ if the person satisfies the relevant contribution test ▪ person is unable to sustain full-time employment for a period of at least 3 years
<ul style="list-style-type: none"> • <u>Characteristics affecting the type of individual support received</u> <ul style="list-style-type: none"> ○ insured or not insured
<ul style="list-style-type: none"> • <u>Does a system of partial benefits exist in case of incapacity for work?</u> <ul style="list-style-type: none"> ○ Yes. ○ If a person receives a Disability Pension (not including Invalidity), he is allowed to work and no deduction is made if the income from work added to the pension does not exceed the national minimum wage. If the income exceeds the pension, it will be reduced so that both incomes will not exceed minimum wage.

Netherlands
<ul style="list-style-type: none"> • <u>Eligibility criteria</u> <ul style="list-style-type: none"> ○ unable to perform labour as defined in Article 18
<ul style="list-style-type: none"> • <u>Characteristics affecting the type of individual support received</u> <ul style="list-style-type: none"> ○ type of disability ○ severity of disability ○ insured or not insured ○ age
<ul style="list-style-type: none"> • <u>Does a system of partial benefits exist in case of incapacity for work?</u> <ul style="list-style-type: none"> ○ Yes. ○ In the near future, those having an incapability of < 35% will stop getting benefits

Norway
<ul style="list-style-type: none"> • <u>Eligibility criteria</u> <ul style="list-style-type: none"> ○ age 18-67 ○ working capacity (after medical rehabilitation) must be permanently reduced by at least 50% due to illness, injury or defect ○ all possibilities for vocational training/rehabilitation must have been considered and accomplished ○ (amount is 66% either of the gross income in the year before the capacity was reduced or of the average income of the last three years before capacity was reduced)
<ul style="list-style-type: none"> • <u>Characteristics affecting the type of individual support received</u> <ul style="list-style-type: none"> ○ type of disability ○ severity of disability ○ acquired or developmental ○ insured or not insured ○ age
<ul style="list-style-type: none"> • <u>Does a system of partial benefits exist in case of incapacity for work?</u> <ul style="list-style-type: none"> ○ Yes. ○ Sickness benefit: may be granted if working capacity is reduced by 20% or more ○ Rehabilitation allowance: working capacity must be reduced by 50% or more when the allowance is granted. At the end of the rehabilitation period, working capacity may be reduced by 20% or more ○ Disability pension or time-limited benefit: <ul style="list-style-type: none"> ▪ working capacity must be permanently reduced by at least 50% ▪ a person receiving a disability pension can go back to work and get a reduced pension in proportion to his working capacity, even if reduction is less than 50% ▪ different experimental arrangements for a time-limited disability pension exist in a few countries; in some places a limited benefit can be granted down to 30%, in other places down to 40%, allocated to specific diagnoses.

Portugal
<ul style="list-style-type: none"> • <u>Eligibility criteria</u> <ul style="list-style-type: none"> ◦ medical examination and certification
<ul style="list-style-type: none"> • <u>Characteristics affecting the type of individual support received</u> <ul style="list-style-type: none"> ◦ severity of disability ◦ acquired or developmental
<ul style="list-style-type: none"> • <u>Does a system of partial benefits exist in case of incapacity for work?</u> <ul style="list-style-type: none"> ◦ Yes ◦ Disability pension can be partially accumulated with salary

Slovakia
<ul style="list-style-type: none"> • <u>Eligibility criteria</u> <ul style="list-style-type: none"> ◦ Disability pension: <ul style="list-style-type: none"> ▪ if a person has become disabled ▪ having achieved the number of years of pension insurance stated in Section 72 ▪ the person does not meet the conditions to claim old-age pension at the day of occurrence of disability and the person has not been awarded an early old-age pension ▪ reduced ability to perform gainful activities by more than 40% due to long-term health condition in comparison with a person in good natural health ▪ a condition causing a decreased ability to perform gainful activities and lasting more than a year (according to the science of medicine). ◦ Disability benefit: <ul style="list-style-type: none"> ▪ reduced functional impairment by at least 50%
<ul style="list-style-type: none"> • <u>Characteristics affecting the type of individual support received</u> <ul style="list-style-type: none"> ◦ type of disability ◦ severity of disability ◦ insured or not insured (in case of disability pension) ◦ age
<ul style="list-style-type: none"> • <u>Does a system of partial benefits exist in case of incapacity for work?</u> <ul style="list-style-type: none"> ◦ Yes ◦ It is possible to have a combination of disability pension, disability benefit, partial income, etc.

Slovenia
<ul style="list-style-type: none"> • <u>Eligibility criteria</u> <ul style="list-style-type: none"> ○ assessed by the social security office as unemployable after concluding education and prior to first employment ○ assessed by the disability commission at the Pension and Disability Office as being partially or fully work-disabled (incapacitated) ○ regularly pensioned (reaching required years of work and age)
<ul style="list-style-type: none"> • <u>Characteristics affecting the type of individual support received</u> <ul style="list-style-type: none"> ○ type of disability ○ severity of disability ○ acquired or developmental ○ insured or not insured ○ age
<ul style="list-style-type: none"> • <u>Does a system of partial benefits exist in case of incapacity for work?</u> <ul style="list-style-type: none"> ○ Yes ○ Employed or unemployed persons who become disabled may get temporary or permanent partial benefits if they are no longer able to work fulltime or if they have limited possibilities to perform certain types of work efficiently, healthily and/or safely. These rights and benefits emanate from previous employment, i.e. payments into pension and disability insurance funds.

United Kingdom

- Eligibility criteria
 - Disability Living Allowance:
 - age < 65
 - persons needing supervision and/or help with personal care and/or having mobility needs
 - Attendance Allowance:
 - age > 65
 - persons needing supervision and/or help with personal care
 - Carer's Allowance:
 - age > 16
 - persons who are required to care for a severely disabled person
 - there is an earnings limit for those people who do work
 - carer must look after a disabled person for at least 35 hours a week
 - Vaccine Damage Payment Scheme:
 - persons who were vaccinated against a specified disease which is thought to have caused a severe level of disablement
 - Severe Disablement Allowance:
 - unable to work for at least 28 subsequent weeks due to illness or disability
 - may also be obtained if one has never been able to work
- Characteristics affecting the type of individual support received
 - type of disability
 - severity of disability
 - acquired or developmental
 - insured or not insured
 - age
- Does a system of partial benefits exist in case of incapacity for work?
 - Yes
 - Disabled Person's Tax Credit: at the date of application one must have one of the following:
 - Disability Living Allowance
 - Attendance Allowance
 - War Disablement Pension
 - Industrial Injury Disablement Benefit
 - An invalid carriage or other vehicle provided under the vehicle scheme
 - Incapacity Benefit at any time during the 182 days before application
 - People can apply if they:
 - received statutory pay for 20 weeks
 - have passed a 'disability test'
 - provide medical evidence that the illness or disability will last for at least another 6 months
 - on returning to work, PWD will earn at least 20% less than they would if they did not have their illness or disability

Concluding remarks on pensions

Regulations defining who will qualify for disability pensions or what the pensions imply in terms of money or other advantages (e.g. free medical care) differ substantially between the participating countries. These differences have grown historically.

Most pensions still are designed to take care of PWD rather than to help PWD to enter the labour market, even if they may have lost some of their productivity or may need some workplace adaptation or an adjustment in the tasks that can be performed.

Annex 1 Fifteen national system profiles

1 Austria

1.1 General Remarks

According to the national experts on the views of whom our findings are based, Austrian policies in the field of disability are rather differentiated and shattered in responsibilities and objectives. For the greater part, the policies existing in Austria target on enhancing job opportunities for people with disabilities through regulation, incentives and environmental support. In most cases the policies focus on both the individual and the employer. In general, the policies have been developed in a structured way and are regarded as effective in bringing people with disabilities back to working life, except for the Austrian general health policy which is considered to be somewhat effective in this respect.

In Austria people with disabilities are entitled to long-term disability benefits under the condition that the person in question is insured and is incapacitated to work for at least 50%. There is a quota system in place which requires 4% of the people employed in the company to be an employee with a disability. This requirement applies to companies with at least twenty fifth employees. If this percentage is not met, companies have to pay a contribution to a fund.

The national experts reported that the existing system elements that focus on the individual are, in general, regarded as neutral to difficult to access, neutral to sometimes available and neutral to effective in moving people with disabilities to open employment or from one system to another system. The Austrian report points out that several system elements are of particular importance when it comes to helping people with disabilities to get back to work, notably: vocational assessment, aid and financial support, case management, reasonable accommodation, workplace adaptation, assistive technology, job reorganisation, accessible transport, pre vocational training, psychological supports and personal assistants. Vocational rehabilitation and specialised vocational education and training are even considered to be very effective in this respect, whereas guidance and counselling and supported employment, on the other hand, have been reported as being particularly ineffective in assisting people with disabilities in their return to the labour market.

As for system elements which focus on the employer, the majority of system elements that exist in Austria are embedded in a disability specific system and considered to be neutral to difficult to access, sometimes available and somewhat effective. Characteristic for the Austrian national profile is that none of the system elements under research in the employer focus have been reported as being particularly effective in assisting people with disabilities in finding a job.

Funding of the system elements is arranged by the Labour Office, the Social Insurance Provider, the Specific Disability Office and the Local Government.

The Austrian report indicates that the main threshold to a successful functioning of the Austrian system is the diversity and miscellany of the system. Responsibilities are divided over many different actors and institutions and the aims and objectives of the system are

widespread. On the one hand, this gives the impression of completeness, but on the other hand there is a real danger of not reaching people with disabilities and therefore of overshooting the policies' mark.

1.2 Policies

1.2.1 Implemented policies and their effectiveness

According to the key informants, on the views of whom our findings are based, all the policies listed in table 1 are implemented in Austria, except for the procurement policy. In general, all of the existing policies are considered to be effective in terms of bringing people with disabilities back to working life. The only exception to this rule is the Austrian general health policy, which has been reported as being somewhat effective in this respect.

Table 1

Policies	Austria	
	Implemented	Effective
Equality/ non-discrimination	X	X
Employment/ labour	X	X
Social inclusion	X	X
Vocational education/ training	X	X
Social protection	X	X
Rehabilitation	X	X
Health & safety at work	X	X
Procurement policy		
Disability	X	X
General Health	X	*
* = somewhat effective		
X = effective		

1.2.2 Main characteristics of the Austrian policies

Approach

All of the policies that exist in Austria have been characterised as both generic and disability specific. The national experts indicated that all the policies have been developed in a structured way. Characteristic for the Austrian national profile is that a small majority of the policies would seem to be based on active measures, notably employment and labour, social inclusion, vocational education and training, health and safety at work and general health policies. The Austrian disability policy is considered to be based on passive measures and the remaining policies have been classified as being based on both active and passive measures, which particularly counts for the Austrian equality and non discrimination, social protection and rehabilitation policies.

Aims and objectives

According to the Austrian national experts, Austrian policies focus on several aims and objectives. For example, equality and non discrimination policies aim at enhancing equal opportunities and positive action, whereas other policies rather focus on increased employability, either in combination with job-person matching (employment and labour policies) or partial or total income support (social inclusion respectively vocational education and training policies). The Austrian general health policy, on the other hand, primarily aims at health and social maintenance. This is also the main objective of the Austrian disability policy, albeit in combination with equal opportunities. Other policies combine these objectives with total income support (for example the rehabilitation policy) or positive action (health and safety at work policies) or partial income support (social protection).

Main instruments

The Austrian report reveals that regulation is the main instrument to fulfil the objectives of the Austrian policies, sometimes clubbed together with incentives (for example equality and non discrimination, employment and labour and social protection) sometimes with interventions (the Austrian health and safety at work policy) and sometimes with environmental support (vocational education and training and rehabilitation). However, other combinations are used as well. The aims and objectives of the Austrian social inclusion, disability and general health policies, for example are to be attained by a combination of incentives and environmental support.

Target of the policies

All of the Austrian policies under research target on both the employer and the individual either in work or without work. However, the Austrian social inclusion policy focuses only the individual without work and the Austrian health and safety at work policy only on the individual in work.

Administration and Enforcement of the policies

The Austrian Ministry of Social Affairs and Generations plays an important part in the administration and enforcement of the Austrian policies. Entrusted to this Ministry are, for example, the Austrian social inclusion, social protection and disability policies and also the Austrian equality and non discrimination and health and safety at work policies (albeit in co-operation with the Ministry of Health and Women) and the Austrian employment and labour and rehabilitation policies (albeit in co-operation with the Ministry of Economic Affairs). The Austrian report shows that other ministries can be responsible as well. The Austrian general health policy, for example, has been entrusted to the Ministry of Health and Women, whereas the Austrian vocational education and training policies are placed in the care of the Ministry of Education, Science and Art.

Sometimes other actors play a role as well, for example the provincial governments (in the case of employment and labour, social inclusion and rehabilitation policies) or social insurance agencies (for example in the case of employment and labour, rehabilitation and health and safety at work policies) or the Labour Market Service (for example in the case of the Austrian employment and labour and rehabilitation policies) or the Federal Office for Social and Disability Affairs (which is the case with regard to the Austrian disability policy).

1.3 Main characteristics of the Austrian benefit system

In Austria, people with a disability are entitled to receive income support on the basis of a long-term disability benefit which will be granted to insured person whose ability to perform gainful employment is reduced with at least 50% due to a certain health condition. The level of this benefit depends on the type of disability, its severity and also on the question of whether the disability is hereditary or developmental.

People with disabilities are to apply for a disability benefit by filling out an application form and submitting this form to the institute in charge of assessing the entitlement to this benefit.

1.4 Quota

In Austria, a quota system exists for employing people with disabilities. The requirement for fulfilling the quota is that 4% of the total staff is an employee with a disability. This percentage applies to companies in the private and the public sector with more than 25 employees. If the quota is not fulfilled, the employer has to pay a contribution to a fund which helps to finance the cost of vocational and social rehabilitation of people with a disability.

1.5 Thresholds regarding disability policies

The Austrian national experts indicated that the Austrian system is complex due to the Federal structure of the country. As a result of this the responsibilities are divided over a large number of federal, local and secondary-governmental institutions. Moreover, responsibilities have become redundant or non holistic overtime due to the fact that governments tend to change responsibilities of ministry when a new legislation period starts. In order to solve this problem, the Federal Disability Act was launched in 1990. The main aim of this Act was to co-ordinate the responsibilities of the actors involved and also to accelerate procedures so as to enhance a more holistic approach. However, according to the national experts, this act has not proved to be very effective so far.

1.6 System elements that focus on the individual

1.6.1 Overview

According to the Austrian national experts, the Austrian system comprises a variety of different elements which all aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more specifically aim at increasing their chances by offering financial support. The elements ranked under the third category focus on facilitating the conditions for accessing the labour market by lowering the threshold for either the individual or the employer,

whereas the elements grouped under the fourth category have in common that they all aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their chances to find or to keep a job.

The national experts indicated that most of the elements listed in table 2 are part of a disability specific or a generic system, except for reasonable accommodation and accessible transport which are considered to be part of a linked system. This paragraph intends to give an impression of the extent to which national experts believed that these elements are effective in terms of availability, accessibility and the ability to move people with disabilities into open employment.

Table 2

Austria	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Outreach system			X			X							X		
Job matching		X					X						X		
Guidance & counselling					X		X					X			
Information & advice					X				X				X		
Advocacy	X														
Intermediate labour market measures			X					X					X		
Assistance in accessing grants				X				X					X		
Aid/financial support					X			X						X	
Incentives			X				X						X		
Flexible benefits	X														
Sheltered employment				X			X						X		
Accessible transport				X				X						X	
Positive action			X				X						X		
Equipment grants				X				X					X		
Reasonable accommodation			X				X						X		
Workplace adaptation				X				X						X	
Job reorganisation				X				X						X	
Assistive technology				X				X						X	
Case management		X					X							X	
Supported employment			X				X					X			
Job coaching		X					X						X		
Personal assistants		X					X							X	

Austria	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Vocational assessment			X						X					X	
Specialised vocational education/training			X				X								X
Vocational rehabilitation				X				X							X
Pre vocational training				X				X						X	
Disability awareness training		X					X						X		
Psychological supports				X				X						X	

1.6.2 Main characteristics of the system elements that focus on the individual

Availability

The Austrian report reveals that two of the system elements listed in table 2 are considered to be not available in Austria, notably flexible benefits and advocacy. Characteristic is furthermore that only two of the system elements under research are believed to be commonly available, notably information and advice and guidance and counselling. Six of the listed system elements are regarded as rarely available, notably job matching, case management, disability awareness training, supported employment, personal assistants and job coaching. The remaining elements are regarded as sometimes available, except for outreach systems, incentives, positive action, vocational assessment, reasonable accommodation, intermediate labour market measures and specialised vocational education and training, the availability of which is considered to be 'neutral'.

Accessibility

The national experts indicated that only two of the system elements listed in table 2 are easy to access, notably vocational assessment and information and advice. Characteristic of the Austrian national profile is in addition that twelve of the system elements under research are regarded as difficult to access. This counts in particular for incentives, positive action, job matching, guidance and counselling, case management, disability awareness training, reasonable accommodation, supported employment, sheltered employment, specialised vocational training, personal assistants and job coaching. The Austrian outreach system is even believed to be very difficult to access. The accessibility of the remaining elements was considered to be 'neutral', which counts for assistance in accessing grants, aid and financial support, equipment grants, workplace adaptation, assistive technology, job reorganisation, accessible transport, intermediate labour market measures, vocational rehabilitation, pre vocational education/training and psychological supports.

Mobility between system elements and to open employment

As for the extent to which system elements contribute to moving people into open employment the national experts labelled the system elements under research as 'neutral' to effective. Elements which are considered to effective in this respect are, for example, vocational assessment, aid and financial support, case management, reasonable accommodation, workplace adaptation, assistive technology, job reorganisation, accessible transport, pre vocational training, psychological support and personal assistants. Two elements are even seen as very effective in this respect, notably vocational rehabilitation and specialised vocational education and training. The effectiveness of remaining system elements have been reported as 'neutral. Two elements are considered to be ineffective when it comes to their ability to moving people into the open labour market, notably guidance and counselling and supported employment.

Funding

Most of the system elements listed in table 2 are financed by the Labour Office or by the Labour Office and other institutions, such as the social insurance provider and the Specific Disability Office (for example the Austrian outreach system and specialised vocational training) of these institutions and the local government (for example workplace adaptation, assistive technology, vocational rehabilitation, pre vocational training and psychological supports). Sometimes, only some of these actors are involved in the funding process. Reasonable accommodation, for example, is financed by the social insurance provider and the local government, whereas job reorganisation and accessible transport are funded by the social insurance provider, the local government and the Specific Disability Office. The financing of sheltered employment, on the other hand, is entrusted to the Specific Disability Office and the local government and personal assistants solely to the social insurance provider. The Specific Disability Office is also responsible for the funding of incentives, assistance in accessing grants and job coaching.

1.7 System elements that focus on the employer

Next to system elements that aim at assisting people with disabilities in their return to the labour market, the Austrian system also comprises system elements that primarily focus on the employer. Their objective is to facilitate the employer's decision to employ people with disabilities. Within this context, it is possible to distinguish four categories which are not exclusive but meant to give an indication of different aspects that can be addressed so as to lower the threshold for employers with regard to employing people with disabilities. Under the first category elements are grouped that represent certain services that can be used in the process of redeploying people with disabilities. Elements ranked under the second category have in common that they specifically address disability related aspects so as to achieve successful return to work outcomes. Under the third category, elements are gathered that operate at workplace level and all aim at job retention. The elements grouped under the last category, on the other hand, operate at policy level and merely aim at creating positive or negative incentives for employers so as to influence their decision to redeploy people with disabilities. The national experts indicated that the majority of the elements listed in table 3 are part of a disability specific system. However, five of the system elements under research are considered to be part

of a generic system, notably recruitment supports/agencies, job-person matching, reasonable accommodation grants, financial incentives and subsidies. In the next paragraph an impression will be given of the extent to which national experts believed that these elements are effective in terms of availability and accessibility.

1.7.1 Overview

Table 3

Austria	Availability					Accessibility				
	Not available	Rarely Available	Neutral	Sometimes Available	Commonly Available	Very difficult	Difficult	Neutral	Easy	Very easy
Recruitment supports/ agencies				X					X	
Job-person matching		X					X			
Accessibility advisors/ ergonomics				X			X			
Deaf interpreter service for interviewers				X			X			
Disability awareness training				X			X			
Disability equality proofing	X									
Disability positive accreditation	X									
Adjustment to work organisation/conditions				X			X			
Workplace monitoring	X									
Reasonable accommodation grants			X					X		
Productivity related financial supports	X									
Financial incentives			X					X		
Subsidies			X					X		
Employment Quota's/ Targets				X				X		
Employment Levies/ Sanctions				X				X		

1.7.2 Main characteristics of the system elements that focus on the employer

Availability

The national experts reported that some of the system elements listed in table 3 are not available in Austria, notably workplace monitoring, disability equality proofing, disability positive accreditation and productivity related financial supports. One system element was regarded as rarely available, notably job-person matching. Characteristic for the Austrian national profile is furthermore that none of the system elements listed in table 3 is considered to commonly available. The majority of the system element is believed to be sometimes available. This counts more in particular for adjustment to work organisation/conditions, deaf interpreter services for interviewers, accessibility advisors/ergonomics, disability awareness training, recruitment supports/agencies, employment quota and targets and employment levies and sanctions.

Accessibility

Characteristic for the Austrian national profile is also that only one of the system elements under research is regarded as easy accessible, notably recruitment supports/agencies, whereas five elements are considered to be difficult to access, notably adjustment to work organisation/conditions, accessibility advisors/ergonomics, disability awareness training, deaf interpreter services for interviewers and job-person matching. The accessibility of the remaining three elements have been reported as 'neutral'.

Funding

The national experts reported that several institutions are involved in the funding of the system elements listed in table 3. Some of the elements are financed by the social insurance provider, either in co-operation with the Specific Disability Office (adjustment to work organisation/conditions and disability awareness training) or with the local government (reasonable accommodation grants). Other element are financed by the Special Disability Office (employment quota, levies and sanctions) or by this Office and the social insurance provider and the occupational health Office (accessibility advisors/ergonomics) or the Labour Office (job-person matching, financial incentives and subsidies or by the Specific Disability Office and the local government (deaf interpreter services for interviewers). Sometimes, the Labour Office is solely responsible for the funding, which counts for recruitment supports/agencies.

1.7.3 Thresholds with regard to the system elements

According to the national experts an important barrier to a successful functioning of the Austrian system is the inequality in the accessibility of the available system elements in Austria. For this reasons, persons in need of help do not always get the support they need on their way back to the labour market.

2. Denmark

2.1 General Remarks

In general, the Danish system can be characterised as a well-structured, holistic system. The Danish Ministry of Employment plays an important role in the implementation process. For the greater part, Danish disability policies target on enhancing equal opportunities and positive action through subsidies, interventions or regulation, which in most cases primarily focus on the individual and not on the employer. Policies are in most cases disability specific. All the implemented policies are judged as effective in terms of helping people with a disability to find employment, except for the Danish social inclusion and procurement policies which are regarded as being somewhat effective in this respect.

There are two types of disability benefits in Denmark. The first type is a disability benefit of the Danish Employment Service. This benefit is only available for insured individuals. Those who are not insured, or do not meet the criteria for the Danish disability benefit, may be entitled to a social pension granted by the Municipalities, provided that certain conditions are fulfilled.

In Denmark, there is no quota system for employing people with disabilities. This is to be done voluntarily by the employers. However, the Danish model is based on the principle that everything is made as easy as possible for the employer. Because of this principle there are, for example, in principle no extra cost involved by employing an individual with a disability.

The system elements of the Danish are generally regarded as very easy accessible, commonly available and effective in assisting people with disabilities in finding a job. The easy accessibility to the system elements can be ascribed to the fact that the Danish government is responsible for the provision of the majority of the system elements. Because system elements are all governed by one system, the question whether moving between the system elements is easy or not, is regarded as not relevant. Funding of the system elements is almost always arranged by the Danish Employment Service, through the Labour office, and the Local Government.

In the individual focus, thirteen out of twenty-four of the existing system elements are reported as effective in helping people with disabilities to return to the labour market. The others were judged as somewhat effective in this respect. From the effective system elements job matching, supported employment, intermediate labour market measures and workplace adaptation are believed to be the most important elements in assisting disabled individuals to get back to work. The majority of the system elements in the individual focus exists both within generic and disability specific systems. Most of the system elements are judged as neutral to effective when it comes to moving an individual into open employment. However, job matching, intermediate labour market measures, workplace adaptation and supported employment have been classified as being very effective in this respect. In the employer focus, the system elements under review all exist within a generic system. Seven out of eleven of these system elements have been reported as effective. Only four system elements are considered to be

somewhat effective, notably disability awareness training, disability equality proofing, deaf interpreter services for interviewers and financial incentives.

Although the Danish system seems to be well organised, thresholds are reported in the area of a lack of case management and personal assistance. As a result of this, system elements are sometimes left unused by the individual, even though they are in theory easy accessible. In other cases, problems are reported too late to be solved well. Absence of procedures which encourage employers to check or evaluate work experiences on a regular basis would seem to be the main cause of this problem. Consequently, the initiative to report work related problems or to ask for help is left to the individual, but often this happens too late.

2.2 Policies

2.2.1 Implemented policies and their effectiveness

According to some key informants, on the views of whom our findings are based, all the policies listed in table 1 are implemented in Denmark. For the greater part, these policies are considered to be effective in terms of bringing people with disabilities back to working life, except for policies on social inclusion and procurement which are considered to be somewhat effective.

Table 1

Policies	Austria	
	Implemented	Effective
Equality/ non-discrimination	X	
Employment/ labour	X	X
Social inclusion	X	*
Vocational education/ training	X	X
Social protection	X	X
Rehabilitation	X	X
Health & safety at work	X	X
Procurement policy	X	*
Disability	X	X
General Health	X	X
* = somewhat effective		
X = effective		

2.2.2 Main characteristics of the Danish policies

Approach

The majority of the policies existing in Denmark have been characterised by the Danish national experts as both generic and disability specific. Policies pursuing equality and non discrimination and disability policies are the only exception to this rule: their focus is primarily disability specific. The national experts indicated that all policies have been

developed in a structured way. Characteristic for the Danish national profile is furthermore that most of the policies are based on active measures. Only four policies are considered to be based on passive measures, notably the Danish equality and non discrimination, employment and labour, social inclusion and procurement policies.

Aims and objectives

According to the Danish national experts, Danish policies mainly focus on equal opportunities, sometimes in combination with positive action and sometimes in combination with community integration. Examples of the first category are the Danish equality and non discrimination, employment and labour, rehabilitation and disability policies. Examples of the second category are the Danish social inclusion, health and safety at work and general health policies. There are also policies which primarily aim at positive action, such as the Danish procurement policy. Sometimes the objective to promote positive action is combined with total or partial income support, which counts for the Danish social protection and vocational, education and training policies.

Main instruments

Often subsidies and interventions are used to fulfil the aims and objectives of the Danish policies. However, other instruments are used as well. The main instrument of the Danish social inclusion policy, for example, is regulation, whereas the Danish social protection policy mainly focuses on subsidies. Other combinations are possible as well. The aims and objectives of the Danish equality and non discrimination policy, for example, is to be achieved by a combination of regulation and subsidies, whereas the Danish health and safety policy combine regulation with interventions. The Danish procurement policy, on the other hand, is based on a combination of interventions and incentives.

Target of the policies

Characteristic for the Danish policies is that they strongly focus on the individual, either in work (which counts for equality and non discrimination policies, social inclusion policies, health and safety policies and procurement policies) or without work (which counts for employment and labour policies, vocational, education and training policies and rehabilitation policies) or both (which counts for social protection and general health policies). However, some policies primarily target on the employer, such as the Danish procurement, health and safety and equality and non discrimination policies when interventions or subsidies are used to achieve their aims and objectives.

Administration and Enforcement of the policies

The administration and enforcement of the Danish policies is, for the greater part, entrusted to the ministry of Employment, except for the Danish social protection and general health policies which are entrusted to the ministry of Social Affairs respectively the ministry of Interior Affairs and Health. Sometimes there is shared responsibility. Employment and labour policies, for example, are entrusted to both the ministry of Employment and the ministry of Social Affairs and vocational, education and trainings policies to both the ministry of Employment and the ministry of Education. In the administration and enforcement of the Danish disability policy three ministries are involved, notably the ministry of Employment, the ministry of Social Affairs and the ministry of Interior Affairs and Health.

2.3 Main characteristics of the Danish benefit system

In Denmark people with a disability are entitled to receive income support from the Danish Employment Service, albeit via the different Labour offices. The type of support that is to be granted depends on the type of disability, the severity of the disability, whether the individual is insured or not, and the age of the individual. Those who are not insured are entitled to a social pension under the condition that the applicant is between 18 and 65 and the ability to work is deemed to be permanently reduced in such a way that, despite of all the possibilities given by social laws and other legislation, no economic self support is possible through work. The ability to be economically active, for example through education, training for a new job, working under adjusted circumstances or in a flexible job, can be tested out in the open labour market where the individual is to perform work under regular market conditions, or in a revalidation institute. If no job opportunities arise from this investigation, a social worker from the municipality will request for a social pension.

Denmark has no system of partial benefits in case of work incapacity, but a person who receives a social pension is allowed to work. During that period, the social pension can be put on hold.

2.4 Quota

In Denmark, there is no quota system for employing people with disabilities.

2.5 Thresholds regarding disability policies

A problem that has been reported by the national experts is that in Denmark, in principle, everything that is needed for a good disability policy is provided for by law. The legal framework is complete, but the administration of the different laws is a problem. Often, responsibilities are divided over different legal areas which makes financial responsibilities unclear. A lot of time is spent on discussion between the different administrations of the laws, in getting responsibilities clear.

2.6 System elements that focus on the individual

2.6.1 Overview

The Danish system comprises a variety of different elements which aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more specifically aim at increasing their chances by offering financial support. The elements ranked under the third category focus on facilitating the conditions for entering the labour market by lowering the threshold for either the individual or the employer, whereas the elements grouped under the fourth

category have in common that they all aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their abilities to find or to keep a job. The national experts indicated that most of the system elements listed in table 2 are part of a disability specific system, except for incentives, financial aid and support, assistance in obtaining (equipment) grants and reasonable accommodation which are considered to be part of a generic system. This paragraph intends to give an impression of the extent to which national experts believed that these elements are effective in terms of availability, accessibility and the ability to move people with disabilities into open employment.

Table 2

Denmark	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Outreach system				X				X						X	
Job matching					X					X					X
Guidance & counselling					X					X			X		
Information & advice					X				X				X		
Advocacy			X					X					X		
Intermediate labour market measures					X					X					X
Assistance in accessing grants					X				X				X		
Aid/financial support					X				X				X		
Incentives					X				X				X		
Flexible benefits															
Sheltered employment			X					X					X		
Accessible transport			X					X					X		
Positive action															
Equipment grants					X				X				X		
Reasonable accommodation					X				X					X	
Workplace adaptation					X				X						X
Job reorganisation				X				X						X	
Assistive technology					X			X						X	
Case management	X														
Supported employment					X					X					X
Job coaching					X				X					X	
Personal assistants*					X			X						X	

Denmark	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Vocational assessment					X				X					X	
Specialised vocational education/training					X				X					X	
Vocational rehabilitation					X				X				X		
Pre vocational training					X				X				X		
Disability awareness training			X					X							
Psychological supports			X					X					X		

2.6.2 Main characteristics of the system elements that focus on the individual

Availability

Characteristic for the Danish national profile is that most of the system elements listed in table 2 are considered to be commonly available. However, the availability of some elements is regarded as neutral. This counts in particular for advocacy, accessible transport, sheltered employment, disability awareness training and psychological supports. The national experts also indicated that the Danish outreach systems and job reorganisation are only sometimes available, whereas case management is considered to be not available in Denmark.

Accessibility

The national experts reported that most of the system elements listed in table 2 are easy to access. Job matching, guidance and counselling, supported employment and intermediate labour market measures are even considered to be very easy to access. The accessibility of the remaining elements has been reported as 'neutral', which counts for the Danish outreach system, advocacy, disability awareness training, assistive technology, job reorganisation, personal assistants, accessible transport, sheltered employment and psychological supports.

Mobility between system elements and to open employment

The extent to which people can move between system elements is considered to be not relevant due to the fact that the Danish system is a holistic system. As for the extent to which system elements contribute to moving people into open employment the national experts labelled the system elements under research, for the greater part, as 'neutral'. However, some elements are believed to be effective in this respect, notably the Danish outreach system, vocational assessments, reasonable accommodation, assistive technology, job reorganisation, specialised vocational education and training, personal assistance and job coaching. Job matching, workplace adaptation, supported employment and intermediate labour market measures are even considered to be very effective elements when it comes to their ability to moving people into the open labour market.

Funding

The majority of the system elements listed in table 2 is financed by the Labour Office and the Local Government. However, six elements are financed by the Local Government only. This counts more in particular for outreach systems, job reorganisation, sheltered employment, specialised vocational education and training, vocational rehabilitation, pre vocational training and psychological supports.

2.7 System elements that focus on the employer

Next to system elements that aim at assisting people with disabilities in their return to the labour market, the Danish system also comprises system elements that primarily focus on the employer. Their objective is to facilitate the employer's decision to employ people with disabilities. Within this context, it is possible to distinguish four categories which are not exclusive but meant to give an indication of different aspects that can be addressed so as to lower the threshold for employers with regard to employing people with disabilities. Under the first category elements are grouped that represent certain services that can be used in the process of redeploying people with disabilities. Elements ranked under the second category have in common that they specifically address disability related aspects so as to achieve successful return to work outcomes. Under the third category, elements are gathered that operate at the workplace level and all aim at job retention. The elements grouped under the last category, on the other hand, operate at policy level and merely aim at creating positive or negative incentives for employers so as to influence their decision to redeploy people with disabilities. The national experts indicated that all the system elements listed in table 3 are part of a generic system. In the next paragraph an impression will be given of the extent to which national experts believed that these elements are effective in terms of availability and accessibility.

2.7.1 Overview

Table 3

Denmark	Availability					Accessibility				
	Not available	Rarely Available	Neutral	Sometimes Available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy
Recruitment supports/ agencies					X					X
Job-person matching					X					X
Accessibility advisors/ ergonomics					X					X
Deaf interpreter service for interviewers					X				X	
Disability awareness training				X				X		
Disability equality proofing					X			X		
Disability positive accreditation										
Adjustment to work organisation/conditions					X					X
Workplace monitoring										
Reasonable accommodation grants					X					X
Productivity related financial supports					X					X
Financial incentives					X					X
Subsidies					X					X
Employment Quota's/ Targets										
Employment Levies/ Sanctions										

2.7.2 Main characteristics of the system elements that focus on the employer

Availability

Characteristic for the Danish national profile is that the majority of the system elements listed in table 3 are regarded as commonly available. Only disability awareness training is considered to be sometimes available.

Accessibility

Characteristic of the Danish national profile is furthermore that most of the system element listed in table 3 are considered to be very easy accessible. Exceptions to this rule are deaf interpreter services, which are believed to be easy to obtain, and disability awareness training respectively disability equality proofing, the accessibility of which has been reported as 'neutral'.

Funding

The national experts reported that all the system elements listed in table 3 are financed by the Labour Office and the Local Government, except for disability equality proofing which is also funded by the Equality department.

2.7.3 Thresholds with regard to the system elements

Denmark reports possible failure of the system in not anticipating in time on the development of employed people with disabilities. There is no procedure for an annual evaluation of the job and/or possible job reorganisation. It is the individual that needs to take the initiative and contact the municipality to ask for a job evaluation, but this often happens too late. Consequently, adjustments are not possible anymore or only through (too) much effort. Furthermore, Denmark reports a lack of case management, which makes it hard for the individual to know where to go for the different forms of assistance that are provided. So, although the elements are judged as easily accessible, it is very well possible that some elements are not used as frequently as possible by the individual, because the elements are not known. Normally, the individual gets informed by the Danish government about the different types of assistance he or she can get. But, the individual does not always get the right information.

3 Finland

3.1 General Remarks

According to the national experts on the views of whom our findings are based, Finnish disability policies tend to be developed in a structured way. Several Departments play a role in the implementation process, often in co-operation with specific agencies. Job opportunities for people with disabilities are mainly enhanced through regulation, often in combination with interventions or subsidies. Fostering equal opportunities and increasing the employability of people with disabilities are the main objectives of the existing policies which are often linked with another objective, such as community integration, job creation and health and social maintenance. Most of the policies target both on the employer and the individual, except for the Finnish social protection, social inclusion and vocational education and training policies which primarily target on the individual. Characteristic for the Finnish national profile is that most of the policies that exist in Finland are regarded as effective in bringing people with disabilities back to working life, except for the Finnish social protection and social inclusion policies which are regarded as being somewhat effective in this respect.

In Finland people with disabilities are entitled to receive either a Care Allowance or a Disability Allowance or a Rehabilitation Allowance in the case of long-term disability. Entitlement to these benefits depends on the type and the severity of the disability and cannot be made effective during the first six months of work incapacity due to illness or disability. There is no quota system in place in Finland which requires a certain percentage of the people employed in the company to be people with a disability.

The national experts reported that most of the system elements under review have been embedded in a generic or a disability specific system. The existing system elements that focus on the individual are partly regarded as difficult to access and partly as easy to access. The majority of the system elements is considered to be sometimes available and effective in moving people with disabilities to open employment or from one system to another system. The Finish report points out that only one system element can be regarded as particularly ineffective when it comes to helping people with disabilities to get back to work, notably sheltered employment.

As for system elements which focus on the employer, the majority of system elements that exist in the Finland has been embedded in a linked system, except for reasonable accommodation grants and deaf interpreter services for interviewers which have been embedded in a disability specific system. In general, the system elements under review are considered to be difficult to access, sometimes available and somewhat effective in enhancing job opportunities for people with disabilities. The system elements that have been reported as being effective in assisting people with disabilities in finding a job, include accessibility advisors/ergonomics, subsidies and financial incentives.

Several actors are involved in the funding of the system elements under review, ranging from the Labour Office, the social insurance provider and the Specific Disability Office to the local government and the employer or a combination of these actors. Sometimes, the General Health Department, the Ministry of Social Affairs and the Ministry of Education

are involved in the funding process as well (for example with regard to psychological supports and guidance and counselling).

The Finish report indicates that the main threshold to a successful functioning of the Finish system is the complexity of its procedures, combined with a lack of adequate information and a lack of personal assistance to help people with disabilities to find their way within the system and to take advantage of the existing possibilities. As a result of this, the Finish system elements are often left unused. In addition, the national experts have pointed out that employers tend to have a negative attitude towards employing people with disabilities which can at least partly be ascribed to the fact that employers are often not well informed on, nor aware of the remaining capabilities of people with disabilities.

3.2 Policies

3.2.1 Implemented policies and their effectiveness

According to the key informants on the views of whom our findings are based, all the policies listed in table 1 are implemented in Finland, except for the procurement policy. Most of the existing policies are considered to be effective in bringing people with disabilities back to working life, except for the Finish social protection and social inclusion policies which are to be regarded as somewhat effective in this respect.

Table 1

Policies	Finland	
	Implemented	Effective
Equality/ non-discrimination	X	X
Employment/ labour	X	X
Social inclusion	X	*
Vocational education/ training	X	X
Social protection	X	*
Rehabilitation	X	X
Health & safety at work	X	X
Procurement policy		
Disability	X	X
General Health	X	X
* = somewhat effective		
X = effective		

3.2.2 Main characteristics of the Finish policies

Approach

Most of the policies under review have been characterised as generic, except for the Finish disability policy which has been indicated as both generic and disability specific. The national experts reported that all the policies have been developed in a structured way. Characteristic for the Finish national profile is furthermore that most of the policies under review are considered to be based on a combination of active and passive measures. However, the Finish equality/non discrimination, social inclusion and health and safety at work policies are considered to be primarily based on active measures.

Aims and objectives

According to the Finish national experts, fostering equal opportunities for people with disabilities is an important objective of the Finish policies, often in combination with another objective, such as health and safety maintenance (general health) or partial income support (social protection) or community integration (social inclusion and disability). The latter is also the main objective of the Finish vocation training/education policy, albeit in combination with the objective to increase the employability of people with disabilities. The Finish report shows that other combinations are possible as well. The Finish employment and labour policy, for example, links the objective to increase the employability of people with disabilities with the objective to create more jobs, whereas the Finish rehabilitation policy primarily aims at increased employability and health and social maintenance. The latter is also the main objective of the Finish health and safety at work policy.

Main instruments

The Finish report reveals that regulation is an important instrument to fulfil the objectives of the existing policies, often clubbed together with interventions. Examples of this can be found in the Finish social inclusion, disability, health and safety at work, vocational education and training and general health policies. However, subsidies play a role as well. The aims and objectives of the Finish social protection policy, for example, are to be achieved by a combination of subsidies and regulation and the aims and objectives of the Finish employment and labour and rehabilitation policies by a combination of subsidies regulation and interventions.

Target of the policies

Most of the policies under review target on both the employer and the individual (either in work or without work). Exceptions to this rule are the Finish social inclusion, social protection and vocational education and training policies which primarily aim at the individual (either in work or without work).

Administration and Enforcement of the policies

The administration and enforcement of the Finish policies is entrusted to several Departments. The Finish equality and non discrimination and employment and labour policies, for example, have been entrusted to the Ministry of Labour and the Finish vocational education and training policy to the Ministry of Education and the local government. The Finish rehabilitation and disability policies, on the other hand, have

been placed in the care of both the Ministry of Labour, the Ministry of Social Affairs and Health and the local government. The same institutions are also responsible for the administration and enforcement of the Finish social inclusion policies, albeit that in that case the Ministry of Education is involved as well. The Ministry of Social Affairs and Health and the local government are primarily responsible for the administration and enforcement of the Finish social protection policy, whereas the Finish health and safety at work policy is primarily managed by the Ministry of Social Affairs and Health. Specific agencies can play a role as well. In the administration and enforcement of the Finish social protection, rehabilitation and disabilities policies, for example, local offices of the Social Insurance Institute are involved, whereas private associations and state owned funds are involved in the administration and enforcement of the Finish vocational education and training and rehabilitation policies. Employment offices, Employment Services centres and joint service points can play a role as well, for example, in the administration and enforcement of the Finish employment/labour and social inclusion policies. As far as the Finish equality/non discrimination policies are concerned, the Ombudsman for Minorities, the National Discrimination Board and the Occupational Health and Safety Inspectorate are involved in the administration and enforcement process. The latter also plays an important role in the administration and enforcement of the Finish health and safety at work policy.

3.3 Main characteristics of the Finish benefit system

In Finland, people with a disability are entitled to receive either a Care Allowance, or a Disability Allowance or a Rehabilitation Allowance under the condition that they are insured and have suffered from a disability for at least six months. The level of the compensation that will be granted depends on the type of the disability, its severity and on the question of whether the disability is hereditary or developmental. It is possible to receive partial benefits and to combine the benefit with additional income.

People with disabilities are to apply for a disability benefit by filling out an application form and submitting this form to the Social Insurance Institute (KELA). There will be a medical examination before the benefit is granted.

3.4. Quota

In Finland, there is no requirement to employ people with disabilities on the basis of a quota system.

3.5 Thresholds regarding disability policies

The national experts did not mention specific thresholds for people with disabilities at policy level.

3.6 System elements that focus on the individual

3.6.1 Overview

According to the national experts, the Finish system comprises a variety of different elements which aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more specifically aim at increasing their chances by offering financial support. The elements ranked under the third category focus on facilitating the conditions for entering the labour market by lowering the threshold for either the individual or the employer, whereas the elements grouped under the fourth category have in common that they all aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their abilities to find or to keep a job. The national experts indicated that most of the system elements listed in table 2 are part of a generic or a disability specific system. This paragraph intends to give an impression of the extent to which national experts believed that these elements are effective in terms of availability, accessibility and the ability to move people with disabilities to open employment.

Table 2

Finland	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Outreach system				X			X						X		
Job matching				X				X						X	
Guidance & counselling					X				X					X	
Information & advice					X				X					X	
Advocacy				X					X					X	
Intermediate labour market measures					X				X					X	
Assistance in accessing grants					X				X					X	
Aid/financial support					X				X					X	
Incentives				X				X						X	
Flexible benefits				X			X							X	
Sheltered employment				X			X					X			
Accessible transport				X			X							X	
Positive action		X						X						X	
Equipment grants				X					X					X	
Reasonable accommodation				X			X							X	
Workplace adaptation				X			X							X	
Job reorganisation				X			X							X	
Assistive technology				X					X					X	
Case management				X			X							X	
Supported employment				X			X							X	
Job coaching				X			X							X	
Personal assistants		X					X							X	

Finland	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Vocational assessment					X			X						X	
Specialised vocational education/training					X				X					X	
Vocational rehabilitation					X				X					X	
Pre vocational training					X				X				X		
Disability awareness training				X			X							X	
Psychological supports					X				X					X	

3.6.2 Main characteristics of the system elements that focus on the individual

Availability

The Finish report reveals that all the system elements listed in table 2 are considered to be available in Finland. Ten of the system elements are believed to be commonly available, notably vocational assessment, guidance and counselling, assistance in accessing grants, aid and financial support, information and advice, intermediate labour market measures, vocational rehabilitation, specialised vocational training, pre vocational training and psychological supports. The remaining elements are considered to be sometimes available. Only two elements are regarded as rarely available, notably positive action and personal assistants.

Accessibility

The national experts indicated that twelve of the system elements listed in table 2 are difficult to access, and also twelve of these elements are easy to access, which counts for example, for guidance and counselling, assistance in accessing grants, advocacy, information and advice, aid and financial support, equipment grants, assistive technology, intermediate labour market measures, specialised vocational training, vocational rehabilitation, pre vocational training and psychological supports. The accessibility of the four remaining elements is considered to be neutral.

Mobility between system elements and to open employment

As for the extent to which system elements contribute to moving people with disabilities into open employment the national experts labelled most of the system elements listed in table 2 as being effective in this respect, except for sheltered employment, which is regarded as being particularly ineffective when it comes to their ability to move people with disabilities to open employment.

Funding

The funding of the system elements under review, is arranged by several institutions, ranging from the social insurance provider (for example in the case of flexible benefits, case management and assistive technology), the Labour Office (for example in the case

of equipment grants, reasonable accommodation and workplace adaptation), the Specific Disability Office (for example with regard to assistance in accessing grants and advocacy) to the local government (for example in the case of accessible transport, personal assistants and sheltered employment). Sometimes, funding of the system elements is a shared responsibility of the social insurance provider and the Specific Disability Office (which counts for example for disability awareness training) or the social insurance provider and the Labour Office (for example in the case of aid and financial support, information and advice, intermediate labour market measures, vocational rehabilitation and personal assistants) or the local government and the Ministry of Education (for example with regard to specialised vocational training and pre vocational training). However, other combinations are possible as well. Incentives, job matching and supported employment, for example, are financed by both the social insurance provider, the Labour Office and the general health department, whereas vocational assessment is funded by the Labour Office, the social insurance provider, the general health department and the Ministry of Social Affairs. The same institutions are also responsible for the financing of job reorganisation, albeit that in this case the employer and the local government are also involved in the funding process. The same is true with regard to the financing of psychological support, however, in that case the Ministry of Education is involved instead of the employer. The funding of guidance and counselling, on the other hand, is a shared responsibility of the Labour Office, the social insurance provider, the general health department, the Ministry of Social Affairs, the Ministry of Education and the Specific Disability Office.

3.7 System elements that focus on the employer

Next to system elements that aim at assisting people with disabilities in their return to the labour market, the Finish system comprises system elements that primarily focus on the employer. Their objective is to facilitate the employer's decision to employ people with disabilities. Within this context, it is possible to distinguish four categories which are not exclusive but meant to give an indication of different aspects that can be addressed so as to lower the threshold for employers with regard to employing people with disabilities. Under the first category elements are grouped that represent certain services that can be used in the process of redeploying people with disabilities. Elements ranked under the second category have in common that they specifically address disability related aspects so as to achieve successful return to work outcomes. Under the third category, elements are gathered that operate at workplace level and all aim at job retention. The elements grouped under the last category, on the other hand, operate at policy level and merely aim at creating positive or negative incentives for employers so as to influence their decision to redeploy people with disabilities. The national experts indicated that the majority of the system elements listed in table 3 are part of a linked system, except for reasonable accommodation grants and deaf interpreter services for interviewers which are considered to be part of a disability specific system. In the next paragraph an impression will be given of the extent to which national experts believed that these elements are effective in terms of availability and accessibility.

3.7.1 Overview

Table 3

Finland	Availability					Accessibility				
	Not available	Rarely Available	Neutral	Sometimes Available	Commonly Available	Very difficult	Difficult	Neutral	Easy	Very easy
Recruitment supports/ agencies					X			X		
Job-person matching		X					X			
Accessibility advisors/ ergonomics				X			X			
Deaf interpreter service for interviewers				X			X			
Disability awareness training				X			X			
Disability equality proofing				X			X			
Disability positive accreditation	X									
Adjustment to work organisation/conditions				X			X			
Workplace monitoring				X			X			
Reasonable accommodation grants				X			X			
Productivity related financial supports				X			X			
Financial incentives				X			X			
Subsidies				X			X			
Employment Quota's/ Targets	X									
Employment Levies/ Sanctions	X									

3.7.2 Main characteristics of the system elements that focus on the employer

Availability

The national experts reported that three of the system elements listed in table 3 are considered to be not available in Finland, notably disability positive accreditation, employment quota/targets and employment levies/sanctions. Only one of the system elements is regarded as commonly available, notably recruitment supports/agencies and one of the elements is considered to be rarely available, notably job-person matching. The remaining system elements are regarded as sometimes available.

Accessibility

Characteristic for the Finnish national profile is that the majority the system elements listed in table 3 is regarded as difficult accessible. There is only one exception to this rule, notably recruitment supports/agencies. The accessibility of this system element is regarded as neutral.

Funding

The national experts reported that the Labour Office plays an important part in the financing of the system elements listed in table 3. The majority of these system elements is funded by this Office. However, sometimes this responsibility is shared with either the social insurance provider (for example in the case of subsidies) and sometimes with the occupational health department (for example in the case of workplace monitoring) or with this institution and the general health department (for example with regard to accessibility advisors). However, the funding of some of the system elements under research is entrusted to the local government solely, which counts for example for deaf interpreter services for interviewers.

3.7.3 Thresholds with regard to the system elements

According to the national experts the main barrier to a successful functioning of the Finish system is the complexity of its procedures, combined with a lack of adequate information a lack of personal assistance to help people with disabilities to find their way within the system and to take advantage of the existing possibilities. As a result of this, the Finish system elements are often left unused. In addition, the national experts have pointed out that employers tend to have a negative attitude towards employing people with disabilities which can at least partly be ascribed to the fact that employers are often not well informed on, nor aware of, the remaining capabilities of people with disabilities.

4 France

4.1 General Remarks

In general, French policies in the field of disability are developed in a structured way. Different Ministries of the French government play a role in the implementation process. For the greater part, French policies target on enhancing job opportunities for people with disabilities through regulation and subsidies. In most cases the focus of regulation is on both the individual and the employer, whereas subsidies primarily focus on the individual. In general, the policies that exist in France are regarded as effective in bringing people with disabilities back to working life. However, policies on equality and non discrimination, social protection, health and safety at work and disability are classified as being somewhat effective in this respect.

There are two types of disability benefits in France, notably the Allocation Adulte Handicapé (AAH) and the Invalidity Benefit. Entitlement to these benefits mainly depends on age and the level of incapacity to work. There is a quota system in place which requires 6% of employees employed in the company to be employees with a disability. If this percentage is not met, companies have to pay a contribution to a fund.

The national experts reported that not all of the system elements under research exist in France. The elements that do exist are embedded in either a linked or a disability specific system. For the greater part, the existing system elements that focus on the individual are regarded as neutral to difficult to access, somewhat available and somewhat effective in moving people with disabilities to open employment or from one system to another system. The comment has been made that once a person receives aid in a disability specific system, the question of whether it is easy to move to a generic system is irrelevant because disability specific aid is, in general, not available within a generic system, except for psychological support. The French report points out that several system elements are of particular importance when it comes to helping people with disabilities to get back to work, notably vocational assessment, guidance and counselling, financial support and equipment grants, workplace adaptation, assistive technology, specialised vocational training, vocational rehabilitation and pre vocational training.

As for system elements which focus on the employer, the majority of system elements that exist in France are embedded in a disability specific system and considered to be neutral to difficult to access, sometimes available and somewhat effective. Only three of the system elements under research have been reported as being particularly effective in assisting people with disabilities is finding a job, notably job-person matching, productivity related financial support and subsidies which are granted for workplace adaptation or the purchase of specific equipment.

Funding of the system elements is almost always arranged by a specific disability office and, to a lesser extent, through a social insurance provider and the Labour office.

The French report indicates that the main threshold to a successful functioning of the French system is its accessibility. Lack of accessible transport and adequate information on the different system elements are seen as the most important barriers in this respect.

In addition, the transition between the system elements is considered to be a problem, in particular for children and teenagers with disabilities. This problem is mainly caused by the fact that there are no disability specific policies for these groups. For this reason it is difficult to develop a life-cycle approach.

4.2 Policies

4.2.1 Implemented policies and their effectiveness

According to the key informants on the views of whom our findings are based, all the policies listed in table 1 are implemented in France. For the greater part, these policies are considered to be effective in terms of bringing people with disabilities back to working life, except for policies on equality and non discrimination, rehabilitation, health and safety at work and disability which are considered to be somewhat effective in this respect.

Table 1

Policies	France	
	Implemented	Effective
Equality/ non-discrimination	X	*
Employment/ labour	X	X
Social inclusion	X	X
Vocational education/ training	X	X
Social protection	X	X
Rehabilitation	X	*
Health & safety at work	X	*
Procurement policy	X	
Disability	X	*
General Health	X	X
* = somewhat effective		
X = effective		

4.2.2 Main characteristics of the French policies

Approach

The majority of the policies existing in France have been characterised as both generic and disability specific, except for policies on equality and non discrimination and general health, which are considered to be generic, and rehabilitation and disability policies, which are regarded as disability specific. The national experts indicated that most of the policies have been developed in a structured way, except for rehabilitation and vocational education and training policies which are reported as having been developed in both a reactive and a structured way. Characteristic for the French national profile is furthermore that some of the policies are based on a combination of active and passive measures (such as employment and labour, social inclusion and disability policies), whereas other policies are based on either passive measures (for example social protection and rehabilitation policies) or active measures (for example vocational education and training policies). An interesting aspect of the French system is in addition

that three of the policies under research have been reported as being based on *neither* active nor passive measures. This counts in particular for policies pursuing equality and non discrimination, health and safety at work and general health.

Aims and objectives

According to the French national experts, French policies focus on several aims and objectives. For example, equality and non discrimination, vocational education and training, disability and general health policies aim at achieving equal opportunities, sometimes in combination with community integration (equality and non discrimination policies), sometimes in combination with increased employability (vocational education and training policies), sometimes in combination with job creation (disability policies) and sometimes in combination with partial income support and health and social maintenance (general health policies). Other policies primarily aim at health and social maintenance (rehabilitation policies) or combine this objective with either increased employability (employment and labour policies) or total income provision (social protection) or positive action (health and safety at work policies) or with equal opportunities and partial income support (general health policies). Sometimes total income support is linked with community integration which counts for example for social inclusion policies.

Main instruments

The French report reveals that regulation is the main instrument to fulfil the objectives of the French policies, sometimes clubbed together with subsidies. Examples of the latter can be found in the French vocational education and training, social protection and rehabilitation policies. However, other combinations are used as well. Health and safety at work policies, for example, combine regulation with environmental support, whereas in employment and labour policies regulation is linked with incentives. The French social inclusion policy, on the other hand, primarily focuses on subsidies, while the aims and objectives of the French disability policy are primarily to be achieved by incentives and interventions.

Target of the policies

Most of the French policies under review target on both the employer and the individual (either in work or without work), except for the French social inclusion and rehabilitation policies which focus on the individual (in or without work) and the French health and safety at work policy which primarily targets on the employer.

Administration and Enforcement of the policies

The administration and enforcement of the French policies is, for the greater part, entrusted to a ministry of the French government. Exceptions to this rule are employment and labour, social protection and vocational education and training policies which are placed in the care of an agency. The national experts did not provide specific information on this aspect.

4.3 Main characteristics of the French benefit system

In France, people with a disability are entitled to receive income support on the basis of either the Disabled Adult Benefit (Allocation Adulte Handicapé (AAH)) or the Invalidity Benefit, provided that certain criteria are met. In order to qualify for income support on

the basis of the Disabled Adult Benefit, one has to be between 20 and 60 years old, one has to live in France, there has to be an incapacity to work of more than 80% and one's income has to be below a certain maximum. In order to qualify for the Invalidity Benefit, there has to be an incapacity to work of less than 80% and one's income has to be below a certain maximum. The French Invalidity Benefit depends on the previous salary. If the sum of the benefit and the salary from work exceeds the salary before invalidity, the benefit can be cancelled. In France, there is no explicit system of partial benefits in case of work incapacity.

People with disabilities are to apply for a benefit by filling out an application form. In both cases, there will be a medical examination before the benefit is granted.

4.4 Quota

In France, a quota system exists for employing people with disabilities. The requirement for fulfilling the quota is that 6% of the employees employed in the company is to be an employee with a disability. This system applies to companies in the private sector with more than 20 employees. In the near future, the quota system will also be made applicable to the public sector. If the quota is not fulfilled, the employer has to pay a contribution to the development Fund for Vocational Inclusion of Disabled people in Open Network (Agefiph). In practice, employers tend to prefer to pay this contribution to employing people with a disability.

4.5 Thresholds regarding disability policies

A problem that has been reported by the national experts is that in France there is no disability specific policy for children and teenagers. Such a policy should ideally exist, since it is not possible to separate the system elements for initial education from the system elements designed for disabled adults.

4.6 System elements that focus on the individual

4.6.1 Overview

According to the French national experts, the French system comprises a variety of different elements which aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more specifically aim at increasing their chances by offering financial support. The elements ranked under the third category focus on facilitating the conditions for entering the labour market by lowering the threshold for either the individual or the employer, whereas the elements grouped under the fourth category have in common that they all aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their abilities to find or to keep a job.

The national experts indicated that most of the system elements listed in table 2 are part of a disability specific or a linked system, except for psychological support which is considered to be part of a generic system. This paragraph intends to give an impression of the extent to which national experts believed that these elements are effective in terms of availability, accessibility and the ability to move people with disabilities into open employment.

Table 2

[illegible]

France	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Vocational assessment				X				X						X	
Specialised vocational education/training				X				X						X	
Vocational rehabilitation				X				X						X	
Pre vocational training				X				X						X	
Disability awareness training	X														
Psychological supports			X					X					X		

4.6.2 Main characteristics of the system elements that focus on the individual

Availability

The French report reveals that not all the system elements listed in table 2 are considered to be available in France. For example outreach systems, job matching, case management, flexible benefits, disability awareness training, reasonable accommodation, supported employment, personal assistants and job coaching have been reported as not available in France. Accessible transport and sheltered employment are believed to be only rarely available, whereas the availability of positive action, guidance and counselling, assistance in accessing grants, information and advice, intermediate labour market measures and psychological supports is judged as neutral. The national experts also indicated that only two of the listed system elements are commonly available, notably incentives and advocacy. The remaining elements are considered to be sometimes available.

Accessibility

The national experts indicated that only four of the system elements listed in table 2 are easy to access, notably incentives, aid and financial support, equipment grants and advocacy. Guidance and counselling, information and advice, sheltered employment, accessible transport and job reorganisation are believed to be difficult to access. The accessibility of the remaining elements was considered to be 'neutral', which counts for positive action, vocational assessment, assistance in accessing grants, workplace adaptation, assistive technology, intermediate labour market measures, specialised vocational education/training, vocational rehabilitation, prevocational training and psychological supports.

Mobility between system elements and to open employment

As for the extent to which system elements contribute to moving people into open employment the national experts labelled the system elements under research as 'neutral' to effective. Elements which are judged to be effective in this respect are, for example, vocational assessments, guidance and counselling, aid and financial support, equipment grants, workplace adaptation, assistive technology, specialised vocational

education and training, vocational rehabilitation and pre vocational training. Three elements are considered to be ineffective when it comes to their ability to moving people into the open labour market, notably information and advice, accessible transport and intermediate labour market measures.

Funding

The system elements listed in table 2 are financed in various ways. Whereas some elements are financed by the Specific Labour Office (for example assistance in accessing grants, aid and financial support, equipment grants, workplace adaptation and information and advice), other elements are financed by the social insurance provider (such as guidance and counselling, sheltered employment, specialised vocational education and training and psychological supports) or by the Labour Office (such as incentives and positive action). Sometimes the Labour Office and the social insurance provider are both involved in the funding process, for example, in the case of vocational assessment, and sometimes the general health provider is also involved which counts, for example, for vocational rehabilitation and pre vocational training. Accessible transport, on the other hand, is to be financed by the national and the local government.

4.7 System elements that focus on the employer

Next to system elements that aim at assisting people with disabilities in their return to the labour market, the French system also comprises system elements that primarily focus on the employer. Their objective is to facilitate the employer's decision to employ people with disabilities. Within this context, it is possible to distinguish four categories which are not exclusive but meant to give an indication of different aspects that can be addressed so as to lower the threshold for employers with regard to employing people with disabilities. Under the first category elements are grouped that represent certain services that can be used in the process of redeploying people with disabilities. Elements ranked under the second category have in common that they specifically address disability related aspects so as to achieve successful return to work outcomes. Under the third category, elements are gathered that operate at the workplace level and all aim at job retention. The elements grouped under the last category, on the other hand, operate at policy level and merely aim at creating positive or negative incentives for employers so as to influence their decision to redeploy people with disabilities. The national experts indicated that the majority of the system elements listed in table 3 are part of a disability specific system. However two of the system elements are considered to be part of a generic system (notably adjustment to work organisation or conditions and accessible advisors or ergonomics) and two of a linked system (notably recruitment supports/agencies and financial incentives). In the next paragraph an impression will be given of the extent to which national experts believed that these elements are effective in terms of availability and accessibility.

4.7.1 Overview

Table 3

France	Availability					Accessibility				
	Not available	Rarely Available	Neutral	Sometimes Available	Commonly Available	Very difficult	Difficult	Neutral	Easy	Very easy
Recruitment supports/ agencies				X			X			
Job-person matching	X									
Accessibility advisors/ ergonomics			X				X			
Deaf interpreter service for interviewers		X				X				
Disability awareness training	X									
Disability equality proofing	X									
Disability positive accreditation	X									
Adjustment to work organisation/conditions			X				X			
Workplace monitoring	X									
Reasonable accommodation grants				X				X		
Productivity related financial supports				X				X		
Financial incentives				X				X		
Subsidies				X				X		
Employment Quota's/ Targets					X	X				
Employment Levies/ Sanctions					X					X

4.7.2 Main characteristics of the system elements that focus on the employer

Availability

The national experts reported that five of the system elements listed in table 3 are not available in France, notably workplace monitoring, disability awareness training, disability equality proofing, disability positive accreditation and job-person matching. Deaf interpreter services for interviewers are indicated as only rarely available. Only two of the system elements listed in table 3 are classified as commonly available, notably employment quota and targets and employment levies and sanctions. Most of the remaining system elements are considered to be sometimes available.

Accessibility

Characteristic for the French national profile is also that only one of the system elements listed in table 3 is regarded as very easily accessible, notably employment levies and sanctions. Five of the listed elements are believed to be difficult to very difficult to access, which counts, for example, for adjustment to work organisation/conditions, the accessibility of advisors/ergonomics, recruitment supports and agencies respectively for

deaf interpreter services for interviewers and employment quota and targets. The accessibility of the remaining elements have been reported as 'neutral', which includes, for example, productivity related financial supports, reasonable accommodation grants, financial incentives and subsidies.

Funding

The national experts reported that the system elements listed in table 3 are financed in different ways. Some elements are financed by the social insurance provider (for example adjustment to work organisation/conditions and accessible advisors/ergonomics) and some by the Specific Disability Office (notably deaf interpreter services for interviewers, recruitment supports/agencies, reasonable accommodation grants and subsidies). Sometimes the Labour Office and the Specific Disability Office are both in charge, which is, for example, the case when productivity related financial supports or financial incentives are involved.

4.7.3 Thresholds with regard to the system elements

The French report reveals that the accessibility of the French system needs to be improved. People with disabilities experience in particular difficulties in reaching a workplace due to a lack of accessible transport. On top of that, the accessibility of the French system is hampered by the fact that employers have difficulty in obtaining adequate information on the system elements or are not very well informed on their possibilities. For this reason, the French system is, in general, not used to the maximum.

5 Germany

5.1 General Remarks

According to the national experts on the views of whom our findings are based, German disability policies tend to be developed in a structured way. Several Departments play a role in the implementation process, often in co-operation with specific agencies. Job opportunities for people with disabilities are mainly enhanced through regulation, often in combination with incentives or subsidies. Fostering equal opportunities for people with disabilities is the main objective of the existing policies which is often linked with another objective, such as increasing the employability of people with disabilities or community integration. Most of the policies target both on the employer and the individual, except for the German social inclusion and general health policies which primarily target on the individual. Characteristic for the German national profile is that most of the policies that exist in Germany are regarded as somewhat effective in bringing people with disabilities back to working life, except for the German employment and labour, vocational education and training and rehabilitation policies which are regarded as being effective in this respect.

In Germany, people with disabilities are entitled to a long-term disability benefit under the condition that the applicant is bound to change jobs due to his/her state of health, that he/she cannot perform another job without support and aid and that the needs for rehabilitation has been specified. Entitlement to these benefits depends also on the question of whether the applicant is insured, on the type and the severity of the disability and on the question of whether the disability is hereditary or developmental. There is a quota system in place in Germany which requires a 5% of the people employed in the company to be people with a disability. If this percentage is not met, the employer has to pay a contribution to a fund.

The national experts reported that all the system elements under review have been embedded in linked system. The majority of the system elements that focus on the individual are regarded as neutral to difficult to access, neutral to sometimes available and neutral to effective in moving people with disabilities to open employment or from one system to another system. The German report points out that two elements are believed to be very effective in this respect, notably job matching and reasonable accommodation. Information and advice, on the other hand, has been indicated as being particularly ineffective when it comes to helping people with disabilities to get back to work.

As for system elements focusing on the employer, the national experts reported that all the system elements that exist within the German system have been embedded in a generic system. In general, the system elements under review are considered to be neutral to difficult to access, neutral to sometimes available and effective in enhancing job opportunities for people with disabilities. The system elements that have been reported as being of particular importance in assisting people with disabilities in finding a job, include recruitment supports, job-person matching, accessibility advisors, deaf interpreter services for interviewers, disability awareness training, adjustment to work

organisation/conditions, workplace monitoring, productivity related financial supports, reasonable accommodation grants, subsidies and financial incentives.

Several actors are involved in the funding of the system elements under review, ranging from the Labour Office and the Social Security Office to the Public Health department and the responsible ministries related to these Offices.

The German report indicates that the special dismissal protection for disabled people can be regarded as a threshold to a successful functioning of the German system, since it tends to induce employers to feel unresponsive towards employing people with disabilities.

5.2 Policies

5.2.1 Implemented policies and their effectiveness

According to the key informants on the views of whom our findings are based, all the policies listed in table 1 are implemented in Germany. Most of the existing policies are considered to be somewhat effective in bringing people with disabilities back to working life, except for the German employment and labour, vocational education and training and rehabilitation policies which are regarded as being effective in this respect.

Table 1

Policies	Germany	
	Implemented	Effective
Equality/ non-discrimination	X	*
Employment/ labour	X	X
Social inclusion	X	*
Vocational education/ training	X	X
Social protection	X	*
Rehabilitation	X	X
Health & safety at work	X	*
Procurement policy	X	*
Disability	X	*
General Health	X	*
* = somewhat effective		
X = effective		

5.2.2 Main characteristics of the German policies

Approach

Characteristic for the German national profile is that all the policies under review have been characterised as both generic and disability specific. The national experts reported that all the policies have been developed in a structured way. Characteristic for the German national profile is furthermore that most of the policies under review are considered to be based on active measures, except for the German equality and non discrimination policy which is considered to be based on both active and passive measures.

Aims and objectives

According to the national experts, fostering equal opportunities for people with disabilities is an important objective of the German policies, often in combination with another objective, such as partial income support (disability) or community integration (equality and non discrimination) or increasing the employability of people with disabilities (rehabilitation). The latter is also the main objective of the German vocational education and training policy, albeit in combination with community integration, whereas the German employment and labour policies links this objective with the objective to create more jobs. Job creation also an important objective of the German procurement policy, next to positive action. The German report shows that other combinations are possible as well. The German social protection, social inclusion and general health policies, for example, target on community integration and health and social maintenance and the German health and safety at work policy aims at health and social maintenance and job-person matching.

Main instruments

The German report indicates that regulation is an important instrument to fulfil the objectives of the existing policies, often clubbed together with subsidies (vocational education and training, rehabilitation and disability) or incentives (employment and labour and procurement) or interventions (health and safety at work). The aims and objectives of the German social inclusion and general health policies, on the other hand, are to be primarily attained by offering people with disabilities environmental support.

Target of the policies

Most of the policies under review target on both the employer and the individual (either in work or without work). Exceptions to this rule are the German social inclusion and general health policies which focus on the individual (either in work or without work).

Administration and Enforcement of the policies

The administration and enforcement of the German policies is entrusted to several Departments. The German social inclusion and social protection, for example has been placed in the care of the Ministry of Social Affairs and the German employment and labour and procurement policy is managed by the Ministry of Labour. The administration and enforcement of the German equality and non discrimination, vocational training and education, rehabilitation and disabilities policies, on the other hand, is a shared responsibility between the Ministry of Social Affairs, the Ministry of Labour and the

Ministry of Health. The German health and safety at work policy has been placed in the care of the Ministry of Labour and the Ministry of Health, whereas the German general health policy, is managed by the Ministry of Health solely.

In general, other actors play a role as well, such as the German labour offices (in the case of the German vocational education and training and employment and labour policies) or the German public health department (for example with regard to the German general health policies) or the German Labour offices and the public health department (for example in the case for the German disability policy) or the public health department and the Trade Supervisory Centre (for example with regard to the German health and safety policy) or the Integration Office (for example in the case of social inclusion) or the Social Security offices (for example in the case of the social protection).

5.3 Main characteristics of the German benefit system

In Germany, people with a disability are entitled to receive a long-term disability benefit under the condition that the applicant is insured, has lost the capacity to perform his or her former job as a result of a certain health condition or needs (specified) help and support to perform another job. The level of compensation that is to be granted depends on the type of the disability, its severity and on the question of whether the disability is hereditary or developmental. It is possible to receive partial benefits in Germany which can be supplemented by a certain income.

People with disabilities are to apply for a disability benefit by filling out an application form in which they ask for support on the basis of rehabilitation. After submitting this form the particular needs will be examined. Subsequently the type of support that is needed will be specified and, based on this information, a decision will be made on the type of income support that is to be granted.

5.4 Quota

In Germany, there is a quota system in place which is mandatory for the public and the private sector. The German quota system requires 5% of the people employed in the company to be persons with a disability. If the relevant percentage is not fulfilled, the employer has to pay a fixed contribution to a fund.

5.5 Thresholds regarding disability policies

The national experts did not reported specific thresholds to a successful functioning of the German system at policy level.

5.6 System elements that focus on the individual

5.6.1 Overview

According to the national experts, the German system comprises a variety of different elements which aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by

dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more specifically aim at increasing their chances by offering financial support. The elements ranked under the third category focus on facilitating the conditions for entering the labour market by lowering the threshold for either the individual or the employer, whereas the elements grouped under the fourth category have in common that they all aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their abilities to find or to keep a job. The national experts indicated that all the system elements listed in table 2 are part of a linked system. This paragraph intends to give an impression of the extent to which national experts believed that these elements are effective in terms of availability, accessibility and the ability to move people with disabilities to open employment.

Table 2

Germany	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Outreach system					X				X					X	
Job matching			X				X								X
Guidance & counselling			X				X						X		
Information & advice				X				X				X			
Advocacy		X					X						X		
Intermediate labour market measures			X					X						X	
Assistance in accessing grants				X			X							X	
Aid/financial support				X			X							X	
Incentives				X			X						X		
Flexible benefits				X			X						X		
Sheltered employment				X				X					X		
Accessible transport			X					X					X		
Positive action				X				X						X	
Equipment grants				X			X							X	
Reasonable accommodation			X					X					X		
Workplace adaptation				X					X						X
Job reorganisation			X					X					X		
Assistive technology				X					X					X	
Case management					X			X					X		
Supported employment				X				X						X	
Job coaching			X					X					X		
Personal assistants			X					X						X	

Germany	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Vocational assessment				X			X							X	
Specialised vocational education/training				X				X						X	
Vocational rehabilitation				X				X						X	
Pre vocational training				X				X						X	
Disability awareness training			X				X							X	
Psychological supports			X						X				X		

5.6.2 Main characteristics of the system elements that focus on the individual

Availability

The German report reveals that all the system elements listed in table 2 are considered to be available in Germany. However, only two of these system elements are believed to be commonly available, notably the German outreach system and case management. One element has been indicated as rarely available, notably advocacy. The remaining system elements listed in table 2 have been reported as neutral to sometimes available, which counts more in particular for information and advice, assistance in accessing grants, aid and financial support, incentives, flexible benefits, sheltered employment, positive action, equipment grants, workplace adaptation, assistive technology, supported employment, vocational assessment, vocational rehabilitation, specialised vocational training and pre vocational training.

Accessibility

The national experts indicated that the majority of the system elements listed in table 2 is neutral to difficult to assess. Only four of the listed system elements are regarded as easy to access, including the German outreach system, workplace adaptation, assistive technology and psychological supports.

Mobility between system elements and to open employment

As for the extent to which system elements contribute to moving people with disabilities to open employment the national experts labelled most of the system elements listed in table 2 as being neutral to effective in this respect. Job matching and workplace adaptation are even regarded as being very effective in attaining this goal. Information and advice, on the other hand, has been reported as being particularly ineffective when it comes to their ability to move people with disabilities to open employment.

Funding

The funding of the system elements under review, is, for the greater part, arranged by the Labour Office, the social insurance provider and the Specific Disability Office or by the Labour Office only. Exceptions to this rule are disability awareness training, psychological

5.7.2 Main characteristics of the system elements that focus on the employer

Availability

The national experts reported that all the system elements listed in table 3 are considered to be available in Germany. However only one of the listed elements is considered to be commonly available, notably recruitment supports/agencies and three of the listed system elements have been reported as rarely available, notably deaf interpreter services for interviewers, disability equality proofing and disability positive accreditation. The remaining system elements are regarded as neutral to sometimes available, which includes in particular accessibility advisors/ergonomics, disability awareness training, adjustment to work organisation/conditions, workplace monitoring and subsidies. It should be noted that the national experts did not express their opinion on the availability of employment targets/quota and employment levies and sanctions.

Accessibility

Characteristic for the German national profile is in addition, that the majority the system elements listed in table 3 is regarded as neutral to difficult to access, including deaf interpreter services for interviewers, disability equality proofing, disability positive accreditation and financial incentives. Only three of the listed elements are believed to be easy to access, notably workplace monitoring, productivity related financial supports and subsidies. Again the national experts did not express their opinion on the accessibility of employment quota/targets and employment levies/sanctions.

Funding

The national experts reported that the Labour Office plays an important part in the financing of the system elements listed in table 3, either in co-operation with the social insurance provider (which counts for example for adjustment to work organisation/conditions) or with the Specific Disability Office (for example with regard to workplace monitoring) or in co-operation with both (for example with regard to disability awareness training). However, sometimes the local government is primarily responsible, for example in the case of disability equality proofing and disability positive accreditation.

5.7.3 Thresholds with regard to the system elements

According to the national experts the main barrier to a successful functioning of the German system is the administrative burden which the system creates for all the parties involved in the system. This goes with high expenses and long waiting periods for the systems' procedures to be fulfilled. On top of that, the national experts draw attention to the fact that competences are very fragmented which makes responsibilities unclear and the co-ordination of the system elements difficult. In addition, there is a lack of disability specific system elements which also would seem to complicate a successful functioning of the German system.

6 Ireland

6.1 General Remarks

According to the national experts on the views of whom our findings are based, Irish policies in the field of disability tend to be developed in either a structured or a reactive way. Several Departments play a role in the implementation process, often in co-operation with specific agencies. Job opportunities for people with disabilities are mainly enhanced through regulation, sometimes in combination with either interventions or incentives or environmental support. Fostering equal opportunities for people with disabilities is the main objective of the existing policies which target both on the employer and the individual. Characteristic for the Irish national profile is that only three of the policies that exist in Ireland are regarded as effective in bringing people with disabilities back to working life, notably the Irish vocational education and training, social protection and health and safety at work policy. The Irish employment and labour, social inclusion, rehabilitation and disability policies are explicitly labelled as being ineffective in this respect and the Irish equality and non discrimination and general health policy as being somewhat effective.

In Ireland people with disabilities are entitled to a long-term disability allowance under the condition that the person in question is insured and passes a certain means and residency test. Entitlement to these benefits depends on the type and the severity of the disability as well as on the age of the person in question. There is quota system in place which requires 3% of the people employed in the company to be people with a disability. There is no sanction if this requirement is not fulfilled. This makes the system in actual fact null and void.

The national experts reported that the system elements under review are, for the greater part, embedded in a generic system. Exceptions to this rule are, for example, the Irish disability and rehabilitation policies which are embedded in a disability specific system. The existing system elements that focus on the individual are, in general, regarded as neutral to difficult to access, sometimes available and neutral to effective in moving people with disabilities to open employment or from one system to another system. The Irish report points out that job coaching and supported employment can be seen as very effective system elements when it comes to helping people with disabilities to get back to work. Assistance in accessing grants and accessible transport, on the other hand, are regarded as ineffective and vocational assessment and advocacy as very ineffective in attaining this goal.

As for system elements which focus on the employer, the majority of system elements that exist in Ireland has been embedded in a disability specific system. In general, these system elements are considered to be neutral to easy to access, sometimes available and effective to somewhat effective in enhancing job opportunities for people with disabilities. The system elements that have been reported as being effective in assisting people with disabilities in finding a job, include adjustment to work organisations/conditions, accessibility advisors/ergonomics, deaf interpreter services for interviewers, recruitment supports/agencies, job-person matching, productivity related financial support, reasonable accommodation grants, subsidies and employment quota/targets.

Funding of the system elements is almost always arranged by the Labour Office. However sometimes the General Health Department is involved in the funding process (for example with regard to accessible transport, psychological supports and personal assistants) and sometimes the social insurance provider (for example with regard to flexibility benefits) or the Equality department (with regard to positive action).

The Irish report indicates that the main threshold to a successful functioning of the Irish system is the lack of coherence between the many organisations that are involved in the process of implementing the Irish policies. In addition, the Irish national experts draw attention to the fact that the aims and objectives of the existing policies are often not clearly defined. The fact that policies increasingly tend to be developed in a reactive way is also seen as an obstacle in the process of bringing people with disabilities back to working life.

6.2 Policies

6.2.1 Implemented policies and their effectiveness

According to the key informants on the views of whom our findings are based, all the policies listed in table 1 are implemented in Ireland, except for the procurement policy. Only three of the existing policies are considered to be effective in bringing people with disabilities back to working life, notably the Irish vocational education and training, social protection and health and safety at work policies. The Irish employment and labour, social inclusion, rehabilitation and disability policies are regarded as being ineffective in this respect, and the Irish equality and non discrimination respectively general health policies as being somewhat effective.

Table 1

Policies	Ireland	
	Implemented	Effective
Equality/ non-discrimination	X	*
Employment/ labour	X	
Social inclusion	X	
Vocational education/ training	X	X
Social protection	X	X
Rehabilitation	X	
Health & safety at work	X	X
Procurement policy		
Disability	X	
General Health	X	*
* = somewhat effective		
"blanco" = ineffective		

6.2.2 Main characteristics of the Irish policies

Approach

Most of the policies under review have been characterised as generic. Exceptions to this rule are the Irish rehabilitation and disability policies which are regarded as disability

specific, and the Irish equality and non discrimination and vocational education and training policies which are considered to be both generic and disability specific. The national experts indicated that some of the policies have been developed in a structured way. This category includes the Irish equality/non discrimination, vocational education/training, social protection and health and safety at work policies. The Irish policies with regard to employment/labour, social inclusion, rehabilitation, disability and general health, on the other hand, are reported as having been developed in a reactive way. Characteristic for the Irish national profile is furthermore that all the policies under review are considered to be based on a combination of active and passive measures.

Aims and objectives

According to the Irish national experts, fostering equal opportunities for people with disabilities is an important objective of the Irish policies, generally in combination with another objective, such as positive action (equality and non discrimination) or increased employability (employment and labour policies) or community integration (social inclusion, rehabilitation and disability policies) or health and social maintenance (health and safety at work and general health). However, other combinations are possible as well. The Irish vocational education and training policy, for example, primarily aims at increased employability and community integration and the main objective of the Irish social protection policy is total or partial income support and health and social maintenance.

Main instruments

The Irish report indicates that regulation is an important instrument to fulfil the objectives of the existing policies, often clubbed together with interventions. Examples of this can be found in the Irish equality/non discrimination, social inclusion, social protection, disability and general health policies. However, other combinations exist as well. The Irish employment/labour, vocational training/education and rehabilitation policies, for example, rely on a combination of regulation and incentives, whereas aims and objectives of the Irish health and safety at work policy are to be achieved by a combination of regulation and environmental support.

Target of the policies

All the policies under review target on both the employer and the individual (either in work or without work).

Administration and Enforcement of the policies

The administration and enforcement of the Irish policies is entrusted to several Departments. The Irish employment/labour, vocational education/training and health and safety policy, for example, have been entrusted to the Department of Enterprises, Trade and Employment, whereas the Irish rehabilitation and general health policies have been placed in the care of the Department of Health and Children. The Irish equality/non discrimination and disability policies is managed by the Department of Justice, Equality and Law Reform and the Irish social protection by the Department of Social and Family Affairs. In most cases, specific agencies play a role as well. The Irish Training and Employment Authority (FAS), for example, is involved in the administration and enforcement of the Irish employment/labour and vocational education/training policies. The Health Services Executive presides over the Irish rehabilitation and general health

policies and the Health and Safety Authority over the Irish policies directed at health and safety at work. The Irish Social Welfare Offices play an important role in the administration and enforcement of the Irish social protection policy. As for rehabilitation this role is fulfilled by the Irish National Disability Authority and in the field of social inclusion by the local authorities, together with the National Economic and Social Forum.

6.3 Main characteristics of the Irish benefit system

In Ireland, people with a disability are entitled to receive a long-term disability allowance. In order to qualify for income support on the basis of this allowance, one has to be insured and also has to pass the means and residency test. In addition, the person in question has to suffer from a specified disability for at least one year. The level of the compensation that will be granted depends on the type of the disability, its severity, the persons' age and on the question of whether the disability is hereditary or developmental. It is possible to receive partial benefits and to combine the benefit with additional income as long as this income does not exceed 120 euro per week.

People with disabilities are to apply for a disability allowance by filling out an application form and submitting this form to the Social Welfare Service Office together with a medical practitioner's report on his or her health condition which will be reviewed by a Medical Assessor.

6.4 Quota

In Ireland, there is a requirement to employ people with disabilities on the basis of a quota system. This system requires 3% of the persons employed in the company to be a person with a disability. This percentage applies to the public sector but is not mandatory, nor is there a sanction involved if the percentage is not fulfilled. The national experts have pointed out that this makes the system, in actual fact, null and void.

6.5 Thresholds regarding disability policies

The Irish national experts did not mention specific thresholds for people with disabilities in their return to open employment at policy level.

6.6 System elements that focus on the individual

6.6.1 Overview

According to the national experts, the Irish system comprises a variety of different elements which aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more specifically aim at increasing their chances by offering financial support. The elements

ranked under the third category focus on facilitating the conditions for entering the labour market by lowering the threshold for either the individual or the employer, whereas the elements grouped under the fourth category have in common that they all aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their abilities to find or to keep a job. The national experts indicated that most of the system elements listed in table 2 are part of generic or a linked system. Exceptions to this rule are equipment grants, advocacy, reasonable accommodation, workplace adaptation, accessible transport, supported and sheltered employment, specialised vocational education and training, vocational rehabilitation, personal assistants and job coaching which are considered to be part of a disability specific system. This paragraph intends to give an impression of the extent to which national experts believed that these elements are effective in terms of availability, accessibility and the ability to move people with disabilities to open employment.

Table 2

Ireland	Availability					Accessibility					Effectiveness* ¹				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Outreach system				X				X						X	
Job matching				X				X					X		
Guidance & counselling				X			X							X	
Information & advice					X			X						X	
Advocacy		X				X					X				
Intermediate labour market measures				X			X							X	
Assistance in accessing grants				X				X				X			
Aid/financial support				X				X					X		
Incentives				X			X						X		
Flexible benefits					X				X					X	
Sheltered employment		X				X								X	
Accessible transport		X					X					X			
Positive action		X				X							X		
Equipment grants				X			X							X	
Reasonable accommodation				X				X						X	
Workplace adaptation				X			X							X	
Job reorganisation	X														
Assistive technology				X			X							X	
Case management	X														
Supported employment				X			X								X
Job coaching				X			X								X
Personal assistants				X			X							X	

Ireland	Availability					Accessibility					Effectiveness* ¹				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Vocational assessment		X				X					X				
Specialised vocational education/training					X				X					X	
Vocational rehabilitation					X				X					X	
Pre vocational training				X			X							X	
Disability awareness training				X			X						X		
Psychological supports				X			X							X	

6.6.2 Main characteristics of the system elements that focus on the individual

Availability

The Irish report reveals that not all the system elements listed in table 2 are considered to be available in Ireland. For example, case management and job reorganisation have been indicated as not available, whereas positive action, vocational assessment, advocacy, accessible transport and sheltered employment are regarded as rarely available. Only four system elements are believed to be commonly available, notably flexible benefits, information and advice, specialised vocational education/training and vocational rehabilitation. The remaining elements are considered to be sometimes available which counts in fact for the majority of the system elements under review.

Accessibility

The national experts indicated that only three of the system elements listed in table 2 are easy to access, notably flexible benefits, specialised vocational education/training and vocational rehabilitation. The accessibility of the remaining system elements is considered to be difficult to very difficult, which counts in particular for positive action, vocational assessment, advocacy and sheltered employment and, to a lesser extent, for incentives, guidance and counselling, equipment grants, disability awareness training, workplace adaptation and assistive technology, accessible transport, supported employment, intermediate labour market measures, pre vocational training, psychological supports, personal assistants and job coaching.

Mobility between system elements and to open employment

As for the extent to which system elements contribute to moving people with disabilities into open employment the national experts labelled some of the system elements listed in table 2 as being very effective in this respect, notably supported employment and job coaching. The majority of the remaining system elements has been classified as being effective in this respect, except for assistance in accessing grants and accessible transport, which are regarded as being ineffective and vocational assessment and advocacy as being very ineffective when it comes to their ability to move people with disabilities to open employment.

Funding

Most of the system elements listed in table 2 are financed by the Labour Office. However sometimes the General Health Department is involved in the funding process (for example with regard to accessible transport, psychological supports and personal assistants) and sometimes the social insurance provider (for example with regard to flexibility benefits) or the Equality department (for example with regard to positive action).

6.7 System elements that focus on the employer

Next to system elements that aim at assisting people with disabilities in their return to the labour market, the Irish system comprises system elements that primarily focus on the employer. Their objective is to facilitate the employer's decision to employ people with disabilities. Within this context, it is possible to distinguish four categories which are not exclusive but meant to give an indication of different aspects that can be addressed so as to lower the threshold for employers with regard to employing people with disabilities. Under the first category elements are grouped that represent certain services that can be used in the process of redeploying people with disabilities. Elements ranked under the second category have in common that they specifically address disability related aspects so as to achieve successful return to work outcomes. Under the third category, elements are gathered that operate at workplace level and all aim at job retention. The elements grouped under the last category, on the other hand, operate at policy level and merely aim at creating positive or negative incentives for employers so as to influence their decision to redeploy people with disabilities. The national experts indicated that the majority of the system elements listed in table 3 are part of a disability specific system, except for job-person matching which is considered to be part of a linked system. In the next paragraph an impression will be given of the extent to which national experts believed that these elements are effective in terms of availability and accessibility.

6.7.1 Overview

Table 3

Ireland	Availability					Accessibility				
	Not available	Rarely Available	Neutral	Sometimes Available	Commonly Available	Very difficult	Difficult	Neutral	Easy	Very easy
Recruitment supports/ agencies		X					X			
Job-person matching				X					X	
Accessibility advisors/ ergonomics		X					X			
Deaf interpreter service for interviewers				X					X	
Disability awareness training				X				X		
Disability equality proofing	X									
Disability positive accreditation				X					X	
Adjustment to work organisation/conditions		X					X			
Workplace monitoring		X				X				
Reasonable accommodation grants				X				X		
Productivity related financial supports				X					X	
Financial incentives	X									
Subsidies				X					X	
Employment Quota's/ Targets				X				X		
Employment Levies/ Sanctions	X									

6.7.2 Main characteristics of the system elements that focus on the employer

Availability

The national experts reported that none of the system elements listed in table 3 is considered to be commonly available. Four of the system elements are only rarely available, notably adjustment to work organisation/conditions, workplace monitoring, accessibility advisors/ergonomics and recruitment supports/agencies. Three elements are regarded as not available, notably disability equality proofing, financial incentives and employment levies and sanctions. The eight remaining system elements are regarded as sometimes available.

Accessibility

Characteristic for the Irish national profile is that the majority the system elements listed in table 3 is regarded as neutral to easily accessible. Exceptions to this rule are adjustment to work organisation/conditions, accessibility advisors/ergonomics and recruitment supports/agencies, which are regarded as difficult to access and workplace monitoring which have been indicated as very difficult to access.

Funding

The national experts reported that the Labour Office is primarily responsible for the financing of the system elements listed in table 3.

6.7.3 Thresholds with regard to the system elements

According to the national experts the main barrier to a successful functioning of the Irish system is that the system is fragmented with little coherence between the system elements which makes it difficult for the individual as well as for the responsible professionals to move people with disabilities from one system element to another. In general, a clear pathway to employment is lacking. On top of that, people with disabilities are at risk of being confronted with a 'benefit' trap which is considered to be another obstacle for moving people with disabilities to open employment. In addition, both the individual and the responsible professionals tend to run up against bureaucratic problems on their way to either employment or back into the benefit system, which is seen as an obstacle as well.

7 Italy

7.1 General Remarks

According to the national experts on the views of whom our findings are based, Italian disability policies tend to be developed in a structured way. Several Departments play a role in the implementation process, often in co-operation with specific agencies. Job opportunities for people with disabilities are mainly enhanced through interventions and regulation, often in combination with incentives or environmental support. Health and social maintenance is the main objective of the existing policies which are often linked with another objective, such as increasing the employability of people with disabilities or community integration. Most of the policies target both on the employer and the individual, except for the Italian social protection and rehabilitation policies which primarily target on the individual. Characteristic for the Italian national profile is that most of the policies that exist in the Veneto region are regarded as somewhat effective in bringing people with disabilities back to working life, except for the Italian social inclusion and general health policies which are regarded as being effective in this respect.

In Italy, people with disabilities are entitled to different types of long-term disability benefits. Entitlement to these benefits depends on the question of whether the disability is occupational or non occupational in nature, on the degree of reduced work capacity as a result of the impairment, on the type and the severity of the disability, on the applicant's age and on the question of whether the disability is hereditary or developmental. There is a quota system in place in the Veneto region which requires a 2% to 7% of the people employed in the company to be people with a disability, depending on the size of the company. If this percentage is not met, the employer has to pay a fine to the Regional Fund for Disabled Employment.

The national experts reported that most of the system elements under review have been embedded in a disability specific system. The majority of the system elements that focus on the individual are regarded as neutral to easy to access, neutral to sometimes available and effective in moving people with disabilities to open employment or from one system to another system. The Italian report points out that three elements are believed to be very effective in this respect, notably job matching, reasonable accommodation and work place adaptation. Incentives, aid and financial support and personal assistants, on the other hand, have been indicated as being particularly ineffective when it comes to helping people with disabilities to get back to work and sheltered employment as being very ineffective.

As for system elements which focus on the employer, the majority of system elements that exist in the Veneto region has been embedded in a disability specific system. In general, the system elements under review are considered to be neutral to easy to access, neutral to sometimes available and somewhat effective in enhancing job opportunities for people with disabilities. The system elements that have been reported as being effective in assisting people with disabilities in finding a job, include workplace monitoring, job-person matching and financial incentives.

Several actors are involved in the funding of the system elements under review, ranging from the Labour Office, the social insurance provider and the Specific Disability Office to the local government or a combination of these actors. However, sometimes, the General Health Department or the Equality Department are involved in the funding process as well.

The Italian report indicates that the main threshold to a successful functioning of the Italian system is the negative attitude towards employing people with disabilities which can at least partly be ascribed to the fact that employers are often not well informed on, nor aware of the remaining capabilities of people with disabilities. In addition, the experts draw attention to the fact that a lack of co-ordination between the existing policies can also be seen as an obstacle to a successful functioning of the Italian system.

7.2 Policies

7.2.1 Implemented policies and their effectiveness

According to the key informants on the views of whom our findings are based, all the policies listed in table 1 are implemented in the Veneto region, except for the procurement policy. Most of the existing policies are considered to be somewhat effective in bringing people with disabilities back to working life, except for the social inclusion and the general health policies which are to be regarded as being effective in this respect.

Table 1

Policies	Italy (Veneto)	
	Implemented	Effective
Equality/ non-discrimination	X	*
Employment/ labour	X	*
Social inclusion	X	X
Vocational education/ training	X	*
Social protection	X	*
Rehabilitation	X	*
Health & safety at work	X	*
Procurement policy		
Disability	X	*
General Health	X	X
* = somewhat effective		
X = effective		

7.2.2 Main characteristics of the Italian policies

Approach

Most of the policies under review have been characterised as both generic and disability specific, except for the employment and labour and disability policy which has been indicated as disability specific. The national experts reported that all the policies have been developed in a structured way. Characteristic for the Italian national profile is

furthermore that most of the policies under review are considered to be based on active measures, except for the social protection policy which is considered to be based on passive measures and the health and safety at work and disability policies which are considered to be based on both active and passive measures.

Aims and objectives

According to the Italian national experts, ensuring health and social maintenance is an important objective of the Italian policies, often in combination with another objective, such as total income support (social protection) or community integration (rehabilitation) or positive action (health and safety at work) or fostering equal opportunities for people with disabilities (general health). The latter is also the main objective of the Italian social inclusion policy, albeit in combination with community integration. Community integration is also an important objective of the Italian disability policy, however this time in combination with positive action. The Italian report shows that other combinations are possible as well. The Italian employment and labour policy, for example, links the objective to increase the employability of people with disabilities with job-person matching and the objective to create more jobs, whereas the Italian vocational education and training policy combines the objective to increase the employability of people with disabilities with positive action.

Main instruments

The Italian report reveals that regulation is an important instrument to fulfil the objectives of the existing policies, often clubbed together with interventions (general health and vocational education/training) or environmental support (disability). Interventions play an important part in the Italian employment and labour and rehabilitation policies, sometimes in combination with incentives which counts in particular for the Italian employment and labour policies. However, subsidies play a role as well. The aims and objectives of the Italian social protection policy, for example, are to be achieved by subsidies. The aims and objectives of the Italian social inclusion policy, on the other hand, are primarily to be attained by offering people with disabilities environmental support.

Target of the policies

Most of the policies under review target on both the employer and the individual (either in work or without work). Exceptions to this rule are the Italian social protection and rehabilitation policies which primarily aim at the individual (either in work or without work).

Administration and Enforcement of the policies

The administration and enforcement of the Italian policies is, for the greater part, entrusted to the Ministry of Welfare and the regional council office. Exceptions to this rule are the Italian employment and labour policies, which have been entrusted to the Ministry of Welfare and the local government, the Italian vocational education and training policies, which have been placed in the care of the Ministry of Education and the regional council offices and the Italian general health policy, which is managed by the Ministry of Health and the regional council offices.

7.3 Main characteristics of the Italian benefit system

In Italy, people with a disability are entitled to different types of disability benefits, depending on the question of whether the disability is occupational or non-occupational in nature and on the degree of work incapacity. If the disability is occupational in nature and the ability to perform gainful employment has been reduced by more than 11%, it is possible to receive the occupational disability benefit. If the disability is non occupational in nature and the ability to perform gainful employment has been reduced by at least 45%, it is possible to receive a non-occupational disability benefit provided by the general health system. If the ability to perform gainful employment is reduced to 100% and the applicant is also in need for continuous assistance, this benefit can be supplemented by an assistance benefit. If the disability is non-occupational in nature and the ability to perform gainful employment has been reduced by at least one third, it is possible to receive a non-occupational benefit provided by the national Institute for Social Insurance. In this case it is also required that the applicant has paid social insurance contributions for at least five years. In addition, the benefit level will depend on the number of years that social insurance contributions have been paid. People with disabilities who are faced with a permanent work incapacity and who have no other income are entitled to receive this type of disability benefit on a permanent basis. In either case the level of the compensation that will be granted depends on the type of the disability, its severity and on the question of whether the disability is hereditary or developmental. It is possible to receive partial benefits which are meant to cover the cost of, for example, special housing, personal care assistance, rehabilitation, family support and various types of legal protection.

People with disabilities are to apply for a disability benefit by filling out an application form and submitting this form to the Health Department which will subsequently assess the level of disability. There will be a medical examination before the benefit is granted.

7.4 Quota

In Italy, there is a quota system in place which is mandatory for the public and the private sector. The percentage that has to be fulfilled depends on the size of the company. If the company employs 15 to 35 employees, the system requires to employ one person with a disability. If the company employs 35-50 employees, the company should employ two persons with a disability. If the company employs more than 50 employees, 7% of the total staff should be represented by persons with a disability. If the relevant percentage is not fulfilled, the employer has to pay a fixed contribution to the Regional Fund for Disabled Employment for every non employed person with a disability for every working day. This contribution can be increased if the contribution is not paid. The Italian experts indicated that, in spite of this system, the number of employers that does not meet the required percentages is high.

7.5 Thresholds regarding disability policies

The national experts reported that a lack of co-ordination between the existing policy can be seen as a threshold to a successful functioning of the Italian system.

7.6 System elements that focus on the individual

7.6.1 Overview

According to the national experts, the Italian system comprises a variety of different elements which aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more specifically aim at increasing their chances by offering financial support. The elements ranked under the third category focus on facilitating the conditions for entering the labour market by lowering the threshold for either the individual or the employer, whereas the elements grouped under the fourth category have in common that they all aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their abilities to find or to keep a job. The national experts indicated that most of the system elements listed in table 2 are part of a disability specific system, except for reasonable accommodation and workplace adaptation, which are considered to be part of a linked system and job reorganisation which has been reported as being part of both a generic and a disability specific system. This paragraph intends to give an impression of the extent to which national experts believed that these elements are effective in terms of availability, accessibility and the ability to move people with disabilities to open employment.

Table 2

Italy (Veneto region)	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Outreach system	X														
Job matching					X				X						X
Guidance & counselling					X				X					X	
Information & advice				X					X					X	
Advocacy				X					X					X	
Intermediate labour market measures				X					X					X	
Assistance in accessing grants			X				X						X		
Aid/financial support			X					X				X			
Incentives					X				X			X			
Flexible benefits				X				X						X	
Sheltered employment				X					X		X				
Accessible transport		X					X							X	
Positive action				X					X					X	

Italy (Veneto region)	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Equipment grants			X					X						X	
Reasonable accommodation			X					X							X
Workplace adaptation			X				X								X
Job reorganisation		X					X						X		
Assistive technology			X					X						X	
Case management			X				X							X	
Supported employment					X				X					X	
Job coaching				X					X					X	
Personal assistants				X				X				X			

Vocational assessment				X				X						X	
Specialised vocational education/training		X					X						X		
Vocational rehabilitation		X						X					X		
Pre vocational training		X						X					X		
Disability awareness training			X					X						X	
Psychological supports			X					X					X		

7.6.2 Main characteristics of the system elements that focus on the individual

Availability

The Italian report reveals that all the system elements listed in table 2 are considered to be available in Veneto region, except for the outreach system. However, only four of the system elements are believed to be commonly available, notably job matching, guidance and counselling, incentives and supported employment and five of the system element listed in table 2 are believed to be only rarely available, including accessible transport, job reorganisation, vocational rehabilitation, specialised vocational training and pre vocational training. The remaining elements are considered to be neutral to sometimes available.

Accessibility

The national experts indicated that the majority of the system elements listed in table 2 is neutral to easy to assess. Only six of the listed system elements are regarded as difficult to access, including assistance in accessing grants, accessible transport, case management, workplace adaptation, job reorganisation and specialised vocational training.

Mobility between system elements and to open employment

As for the extent to which system elements contribute to moving people with disabilities to open employment the national experts labelled most of the system elements listed in table 2 as being effective in this respect. Job matching, reasonable accommodation and workplace adaptation are even regarded as being very effective in attaining this goal. Aid and financial support, incentives and personal assistance, on the other hand, have been reported as being particularly ineffective when it comes to their ability to move people with disabilities to open employment and sheltered employment even as being very ineffective in achieving this.

Funding

The funding of the system elements under review, is, for the greater part, arranged by the Labour Office and the local government or the Labour Office and the general health department. Sometimes these three institutions are involved in the funding process (for example in the case of equipment grants, information and advice, assistive technology and job reorganisation). Job matching, on the other hand, is financed by the Labour Office and the Specific Disability Office and workplace adaptation and disability awareness training by the Labour Office, the Specific Disability Office and the general health department. Sometimes the social insurance provider is involved in the funding process (for example with regard to flexible benefits) or the social insurance provider and the local government (for example in the case of aid and financial support. The local government is also responsible for the funding of accessible transport and personal assistants, albeit that in the latter case the equality department is involved in the funding process as well. The equality department is also primarily responsible for the financing of advocacy.

7.7 System elements that focus on the employer

Next to system elements that aim at assisting people with disabilities in their return to the labour market, the Italian system comprises system elements that primarily focus on the employer. Their objective is to facilitate the employer's decision to employ people with disabilities. Within this context, it is possible to distinguish four categories which are not exclusive but meant to give an indication of different aspects that can be addressed so as to lower the threshold for employers with regard to employing people with disabilities. Under the first category elements are grouped that represent certain services that can be used in the process of redeploying people with disabilities. Elements ranked under the second category have in common that they specifically address disability related aspects so as to achieve successful return to work outcomes. Under the third category, elements are gathered that operate at workplace level and all aim at job retention. The elements grouped under the last category, on the other hand, operate at policy level and merely aim at creating positive or negative incentives for employers so as to influence their decision to redeploy people with disabilities. The national experts indicated that the majority of the system elements listed in table 3 are part of a disability specific system, except for recruitment supports which are considered to be part of a linked system. In the next paragraph an impression will be given of the extent to which

national experts believed that these elements are effective in terms of availability and accessibility.

7.7.1 Overview

Table 3

Italy (Veneto region)	Availability					Accessibility				
	Not available	Rarely Available	Neutral	Sometimes Available	Commonly Available	Very difficult	Difficult	Neutral	Easy	Very easy
Recruitment supports/ agencies			X					X		
Job-person matching				X					X	
Accessibility advisors/ ergonomics				X					X	
Deaf interpreter service for interviewers			X					X		
Disability awareness training		X						X		
Disability equality proofing	X									
Disability positive accreditation	X									
Adjustment to work organisation/conditions				X					X	
Workplace monitoring				X					X	
Reasonable accommodation grants			X					X		
Productivity related financial supports	X									
Financial incentives				X				X		
Subsidies				X				X		
Employment Quota's/ Targets					X					X
Employment Levies/ Sanctions					X			X		

7.7.2 Main characteristics of the system elements that focus on the employer

Availability

The national experts reported that three of the system elements listed in table 3 are considered to be not available in the Veneto region, notably disability equality proofing, disability positive accreditation and productivity related financial supports. Only two of the listed elements have been reported as commonly available, notably employment quota/targets and employment levies/sanctions. Characteristic for the Veneto region is also that only one of the system elements is regarded as rarely available, notably disability awareness training. The remaining system elements are regarded as neutral to sometimes available, which includes in particular job matching, accessibility advisors/ergonomics, adjustment to work organisation/conditions, workplace monitoring, financial incentives and subsidies.

Accessibility

Characteristic for the Veneto region is in addition, that the majority the system elements listed in table 3 is regarded as neutral to easy to access. Employment quota/targets are even regarded as very easy to access. On top of that, none of the listed system elements has been reported as being difficult to access.

Funding

The national experts reported that the Labour Office plays an important part in the financing of the system elements listed in table 3. The majority of these system elements is funded by this Office. However, sometimes this responsibility is shared with the local government (for example in the case of workplace monitoring). Exceptions to this rule are deaf interpreter services for interviewers, the funding of which is entrusted to the local government solely, and recruitment supports/agencies, the funding of which is a shared responsibility of the local government and the Specific Disability Office.

7.7.3 Thresholds with regard to the system elements

According to the national experts the main barrier to a successful functioning of the Italian system is the negative attitude towards employing people with disabilities, in particular of company managers and job mediators. The national experts are of the opinion that this can be at least partly ascribed to the fact that employers are often not well informed on, nor aware of, the remaining capabilities of people with disabilities. The national experts indicated that cultural, administrative and financial barriers can also be seen as obstacles to a successful functioning of the Italian system.

8 Malta

8.1 General Remarks

According to the national experts on the views of whom our findings are based, Maltese disability policies tend to be developed in a structured way. Several Departments play a role in the implementation process, often in co-operation with specific agencies. Job opportunities for people with disabilities are, in general, enhanced through a combination of regulation, incentives, interventions and/or environmental support. Fostering equal opportunities and increasing the employability of people with disabilities are the main objectives of the existing policies which are often linked with another objective, such as job creation, job-person matching, community integration and health and social maintenance. Most of the policies target both on the employer and the individual, except for the Maltese social protection, vocational education and training, rehabilitation and general health policies which primarily target on the individual. Characteristic for the Maltese national profile is that the majority of the policies that exist in Malta is regarded as effective in bringing people with disabilities back to working life, except for the Maltese social inclusion, social protection and health and safety at work policies, which are regarded as being somewhat effective in this respect.

In Malta, people with disabilities can be entitled to receive either a Disability Benefit or an Invalidity Pension. Entitlement to the disability benefit depends on the type and the severity of the disability as well as on the marital status. People with disabilities can qualify for an Invalidity Pension when they pass a contribution test and are considered to be unable to perform full-time employment for a period of three years. In Malta, there is a quota system in place which requires two percent of the people employed in the company to be people with a disability. The system applies to companies in the public and the private sector and is mandatory for companies with more the 25 employees. If the required percentage is not fulfilled, the employer has to pay a fine and can even be imprisoned. However, these sanctions are not enforced in practice.

The national experts reported that most of the system elements under review have been embedded in a disability specific system, except for the Maltese outreach system and incentives, flexible benefits and assistance in accessing grants which are reported as being part of a linked system. The existing system elements that focus on the individual are in general regarded as neutral to easy to access, neutral to rarely available and effective in moving people with disabilities to open employment or from one system to another system. The Maltese report points out that only two of the system elements under review can be regarded as particularly ineffective when it comes to helping people with disabilities to get back to work, notably flexible benefits and equipment grants. The Maltese outreach system and job matching, information and advice and case management, on the other hand, are considered to be very effective in attaining this goal.

As for system elements which focus on the employer, the majority of system elements that exist in Malta has been embedded in a disability specific system, except for adjustment to work organisation/conditions and job-person matching which have been embedded in a generic system and recruitment supports/agencies, financial incentives

and subsidies which have been reported as being part of a linked system. In general, the system elements under review are considered to be neutral to difficult to access, neutral to rarely available and effective to somewhat effective in enhancing job opportunities for people with disabilities. The system elements that have been reported as being particularly effective in assisting people with disabilities in finding a job, include disability awareness training, workplace monitoring, deaf interpreter services for interviewers, recruitment supports/agencies, job-person matching and financial incentives.

Several actors are involved in the funding of the system elements under review, ranging from the Labour Office and the social insurance provider to the Specific Disability Office. Sometimes, the Health Department is involved in the funding process as well (for example with regard to psychological supports).

The national expert indicated that the main threshold to a successful functioning of the Maltese system is the negative attitude towards employing people with disabilities in combination with the, in general, rather low educational level of these people. In addition, the national experts draw attention to the fact that the process of moving people with disabilities to open employment is hampered by a lack of coherence within the system and a lack of co-ordination between the different actors which play a role in the implementation of the system elements. On top that, Malta suffers from a lack of financial resources which has been indicated as another obstacle to the successful functioning of the Maltese system.

8.2 Policies

8.2.1 Implemented policies and their effectiveness

According to the key informants on the views of whom our findings are based, all the policies listed in table 1 are implemented in Malta, except for the procurement policy. Characteristic for the Maltese national profile is that the majority of the existing policies is considered to be effective in bringing people with disabilities back to working life, except for the Maltese social inclusion, social protection and health and safety at work policies which are regarded as being somewhat effective in this respect.

Table 1

Policies	Malta	
	Implemented	Effective
Equality/ non-discrimination	X	X
Employment/ labour	X	X
Social inclusion	X	*
Vocational education/ training	X	X
Social protection	X	*
Rehabilitation	X	
Health & safety at work	X	*
Procurement policy		
Disability	X	X
General Health	X	X
* = somewhat effective		
X = effective		

8.2.2 Main characteristics of the Maltese policies

Approach

The national experts reported that the majority of the policies under review is part of a generic system. However, the Maltese equality/non discrimination, social inclusion and disability policies have been characterised as a disability specific system and the Maltese rehabilitation policy as both generic and disability specific. The national experts indicated that all the policies have been developed in a structured way. Characteristic for the Maltese national profile is furthermore that the majority of the policies under review are considered to be based on a combination of active and passive measures. Exceptions to this rule are the Maltese social inclusion, rehabilitation and health and safety at work policies, which are considered to be primarily based on passive measures.

Aims and objectives

According to the national experts, Maltese policies have various aims and objectives. Maltese equality and non discrimination policies, for example aim at fostering equal opportunities for people with disabilities and community integration, whereas the Maltese disability policy combines the first objective with increasing the employability of people with disabilities. The Maltese vocational and training policy combines this last objective with job-person matching, whereas the employment and labour policy primarily targets on job-person matching and job creation. Increasing the employability of people with disabilities is also an important objective of the Maltese rehabilitation policy, albeit in combination with community integration. The latter is also main of objective of the Maltese social inclusion policy which also targets on positive action. The Maltese general health policy, on the other hand, combines positive action with health and social maintenance, which is also an important objective of the Maltese health and safety at work policy, next to partial income support. The Maltese social protection policy, on the other hand, primarily targets on offering people with disabilities total op partial income support.

Main instruments

The Maltese report reveals that regulation is an important instrument to fulfil the objectives of the existing policies, sometimes clubbed together with interventions (social protection) and sometimes with environmental support (health and safety at work and disability) or with incentives (equality and non discrimination). Other combinations are possible as well. The Maltese vocational education and training policy, for example, relies on a combination of incentives and environmental support, whereas the aims and objectives of the Maltese rehabilitation policy are to be achieved by a combination of interventions and environmental support. Other combinations exist as well. The employment/labour policies, for example, are based on a combination of interventions and incentives, whereas the Maltese social inclusion and general health policies primarily build on subsidies and environmental support.

Target of the policies

Most of the policies under review target on both the employer and the individual (either in work or without work). Exceptions to this rule are the Maltese social protection, rehabilitation, general health and vocational education and training policies, which primarily aim at the individual (either in work or without work).

Administration and Enforcement of the policies

The administration and enforcement of the Maltese policies is entrusted to several Departments. The employment and labour, health and safety at work and vocational education and training policies, for example, have been entrusted to the Ministry of Education, Youth and Employment and the general health and rehabilitation policies to the Health Department. The Maltese social protection policy has been placed in the care of the Department of Social Security, whereas the Ministry of Family and Social Affairs is the main actor in the administration and enforcement of the Maltese social inclusion, disability and equality and non discrimination policies. The Maltese report shows that specific agencies can play a role as well. The National Commission for persons with Disabilities, for example, is involved in the administration and enforcement of the Maltese equality and non discrimination and disability policies. The Employment and Training Corporation plays an important part in the implementation of the Maltese employment/labour policy and the Appogg in the administration and enforcement of the Maltese social protection policy. The Boffa hospital is one of the actors in the Maltese rehabilitation policy and the Health and Safety agency plays a role in the administration and enforcement of the Maltese health and safety at work policy.

8.3 Main characteristics of the Maltese benefit system

In Malta, people with a disability can be entitled to different types of benefits. First of all, it is possible to receive a long-term disability benefit which will be granted under the condition that the applicant is insured and suffers from a specific disability specified in the Social Security Act. The disability benefit can be combined with additional income as long as this income does not exceed the minimum wage level. It is also possible to receive an invalidity pension which will be granted if a contribution test is passed and the applicant is considered to be unable to perform full-time employment for a period of three years. The Invalidity pension can be received for life and can also be supplemented with additional income as long as the minimum wage level is not exceeded.

People with disabilities are to apply for a disability benefit by filling out an application form which is to be accompanied by an assessment of a medical practitioner which specifies either the disability or the inability to perform full-time employment on a permanent basis. There will be a medical examination by a Medical Panel before the disability benefit or the invalidity pension will be granted.

8.4 Quota

In Malta, there is a quota system in force which requires 2% of the people employed in the company to be people with disabilities. This percentage is mandatory for companies with more than 25 employees and applies to both the public and the private sector. If the required percentage is not fulfilled the employer is at risk of being fined and even imprisoned. However, the national experts indicated that these sanctions are not enforced in practice.

8.5 Thresholds regarding disability policies

According to the national experts, there are no specific thresholds to be reported at the policy level.

8.6 System elements that focus on the individual

8.6.1 Overview

According to the national experts, the Maltese system comprises a variety of different elements which aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more specifically aim at increasing their chances by offering financial support. The elements ranked under the third category focus on facilitating the conditions for entering the labour market by lowering the threshold for either the individual or the employer, whereas the elements grouped under the fourth category have in common that they all

aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their abilities to find or to keep a job.

The national experts have indicated that most of the system elements listed in table 2 are part of a disability specific system, except for the Maltese outreach system, and incentives, flexible benefits and assistance in accessing grants which are considered to be part of a linked system. This paragraph intends to give an impression of the extent to which national experts believed that these elements are effective in terms of availability, accessibility and the ability to move people with disabilities to open employment.

Table 2

Malta	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Outreach system		X													X
Job matching			X						X						X
Guidance & counselling			X						X					X	
Information & advice			X						X						X
Advocacy			X						X				X		
Intermediate labour market measures		X						X					X		
Assistance in accessing grants		X						X					X		
Aid/financial support		X							X					X	
Incentives			X						X					X	
Flexible benefits		X						X				X			
Sheltered employment		X					X							X	
Accessible transport			X					X						X	
Positive action		X						X						X	

Malta	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Equipment grants		X						X				X			
Reasonable accommodation			X					X						X	
Workplace adaptation		X						X						X	
Job reorganisation		X					X							X	
Assistive technology			X					X						X	
Case management		X							X						X
Supported employment				X				X						X	
Job coaching			X					X						X	
Personal assistants			X					X						X	

Vocational assessment	X														
Specialised vocational education/training		X					X							X	
Vocational rehabilitation	X														
Pre vocational training	X														
Disability awareness training		X							X					X	
Psychological supports		X						X						X	

8.6.2 Main characteristics of the system elements that focus on the individual

Availability

The Maltese report reveals that three of the system elements listed in table 2 are considered to be not available in Malta, notably vocational assessment, vocational rehabilitation and prevocational training. Characteristic of the Maltese national profile is that none of the system elements under research is regarded as commonly available and only one of the listed elements is believed to be sometimes available, notably supported employment. Most of the system elements are considered to be only rarely available, including the outreach system, positive action, flexible benefits, assistance in accessing grants, aid and financial support, equipment grants, case management, workplace adaptation, job reorganisation, sheltered employment, intermediate labour market measures, specialised vocational training, disability awareness training and psychological supports. The availability of the remaining elements is considered to be 'neutral'.

Accessibility

The national experts indicated that their opinion on the accessibility of a majority of the system elements listed in table 2 is neutral. Eight elements are regarded as easy to access, including incentives, job matching, guidance and counselling, aid and financial support, advocacy, information and advice, case management and disability awareness training. Three of the system elements under review are considered to be difficult to

access, notably job reorganisation, sheltered employment and specialised vocational education and training.

Mobility between system elements and to open employment

As for the extent to which system elements contribute to moving people with disabilities into open employment the national experts labelled the majority of the system elements listed in table 2 as being effective in this respect, and the Maltese outreach system, job matching, information and advice and case management as being very effective. There are two exceptions to this rule, notably flexible benefits and equipment grants which have explicitly been labelled as ineffective when it comes to their ability to move people with disabilities to open employment. The effectiveness of remaining elements have been reported as 'neutral', which counts more in particular for assistance in accessing grants, advocacy and intermediate labour market measures.

Funding

The funding of the majority of the system elements under review, is arranged by the Labour Office and the Specific Disability Office. Exceptions to this rule are flexible benefits which are financed by the social insurance provider and psychological supports, which are financed by the general health department.

8.7 System elements that focus on the employer

Next to system elements that aim at assisting people with disabilities in their return to the labour market, the Maltese system comprises system elements that primarily focus on the employer. Their objective is to facilitate the employer's decision to employ people with disabilities. Within this context, it is possible to distinguish four categories which are not exclusive but meant to give an indication of different aspects that can be addressed so as to lower the threshold for employers with regard to employing people with disabilities. Under the first category elements are grouped that represent certain services that can be used in the process of redeploying people with disabilities. Elements ranked under the second category have in common that they specifically address disability related aspects so as to achieve successful return to work outcomes. Under the third category, elements are gathered that operate at workplace level and all aim at job retention. The elements grouped under the last category, on the other hand, operate at policy level and merely aim at creating positive or negative incentives for employers so as to influence their decision to redeploy people with disabilities. The national experts indicated that the majority of the system elements is part of a disability specific system, except for recruitment support/agencies, financial incentives and subsidies which are considered to be part of a linked system. In the next paragraph an impression will be given of the extent to which national experts believed that these elements are effective in terms of availability and accessibility.

8.7.1 Overview

Table 3

Malta	Availability					Accessibility				
	Not available	Rarely Available	Neutral	Sometimes Available	Commonly Available	Very difficult	Difficult	Neutral	Easy	Very easy
Recruitment supports/ agencies				X					X	
Job-person matching			X				X			
Accessibility advisors/ ergonomics		X						X		
Deaf interpreter service for interviewers		X				X				
Disability awareness training			X					X		
Disability equality proofing		X				X				
Disability positive accreditation		X					X			
Adjustment to work organisation/conditions			X					X		
Workplace monitoring		X						X		
Reasonable accommodation grants		X				X				
Productivity related financial supports		X					X			
Financial incentives		X					X			
Subsidies		X					X			
Employment Quota's/ Targets			X				X			
Employment Levies/ Sanctions		X					X			

8.7.2 Main characteristics of the system elements that focus on the employer

Availability

The national experts reported that all the system elements listed in table 3 are considered to be available in Malta. However, none of the listed elements is regarded as commonly available, and only one is believed to be sometimes available notably recruitment supports/agencies. Most of the remaining system elements are regarded as rarely available, which is more in particular the case for workplace monitoring, deaf interpreter services for interviewers, accessibility advisors/ergonomics, disability equality proofing, disability positive accreditation, productivity related financial supports, reasonable accommodation grants, financial incentives, subsidies and employment levies/sanctions.

Accessibility

Characteristic for the Maltese national profile is that only one of the system elements listed in table 3 is regarded as easy accessible, notably recruitment supports/agencies. Most of the system elements under research are considered to be difficult to access and disability equality proofing, reasonable accommodation grants and deaf interpreter services for interviewers are even considered to be very difficult to access. The accessibility of the remaining system elements is regarded as neutral, which counts in particular for adjustment to work organisation/conditions, accessibility advisors/ergonomics, disability awareness training and workplace monitoring.

Funding

The national experts reported that the majority of the system elements listed in table 3 is financed by the Labour Office. There are only three exceptions to this rule, notably accessibility advisors/ergonomics, disability awareness training and disability positive accreditation which are financed by the Specific Disability Office.

8.7.3 Thresholds with regard to the system elements

According to the national experts the main barrier to a successful functioning of the Maltese system is the negative attitude towards employing people with disabilities in combination with the, in general, rather low education level of this group. In addition, the national experts draw attention to the fact that the process of moving people with disabilities to open employment is hampered by a lack of coherence within the system and a lack of co-ordination between the different actors which play a role in the implementation of the system elements. On top that, Malta suffers from a lack of financial resources which has also been indicated as an obstacle to the successful functioning of the Maltese system

9 The Netherlands

9.1 General Remarks

According to the national experts on the views of whom our findings are based, Dutch disability policies tend to be developed in either a structured or a reactive way. Several Departments play a role in the implementation process, often in co-operation with specific agencies. Job opportunities for people with disabilities are mainly enhanced through regulation, sometimes in combination with interventions or incentives and sometimes in combination with environmental support. Increasing the employability of people with disabilities is the main objective of the existing policies which is often linked with another objective, such as job creation, job-person matching or health and social maintenance. Most of the policies target both on the employer and the individual, except for the Dutch employment and labour policies which primarily target on the employer and the Dutch social protection and general health policies which primarily target on the individual. Characteristic for the Dutch national profile is that all the policies that exist in the Netherlands are regarded as being somewhat effective in bringing people with disabilities back to working life.

In the Netherlands people with disabilities are entitled to receive a long-term disability benefit under the condition that the person in question is insured and has not yet reached the age of 65. In addition, his or her work capacity must have been reduced to at least 35% as a direct result of a certain health condition and interventions to bring the person in question back to work during a period of two years must not have been successful or only to a certain extent. Entitlement to this benefit does not depend on the type and the severity of the disability and cannot be made effective during the first two years of work incapacity due to illness or disability. There used to be a non mandatory quota system in place which required a certain percentage of the people employed in the company to be people with a disability. As this system was, in actual fact, null and void, it has been abolished since 1st January 2006.

The national experts reported that most of the system elements under review are embedded in a generic and disability specific system. Exceptions to this rule are the Dutch disability and rehabilitation policies which are embedded in a disability specific system. The existing system elements that focus on the individual are, in general, regarded as neutral to difficult to access, sometimes to commonly available and neutral to effective in moving people with disabilities to open employment or from one system to another system. The Dutch report points out that only one system element can be regarded as particularly ineffective when it comes to helping people with disabilities to get back to work, notably sheltered employment.

As for system elements which focus on the employer, the majority of system elements that exist in the Netherlands has been embedded in a disability specific system. In general, the system elements under review are considered to be neutral to difficult to access, sometimes to commonly available and somewhat effective in enhancing job opportunities for people with disabilities. The system elements that have been reported as being effective in assisting people with disabilities in finding a job, include accessibility

advisors/ergonomics and deaf interpreter services for interviewers. Employment quota/targets and employment levies/sanctions, on the other hand, are regarded as being particularly ineffective in this respect.

Several actors are involved in the funding of the system elements under review, ranging from the Labour Office, the social insurance provider and the local government to the employer or a combination of these actors. Sometimes, the General Health Department is involved in the funding process as well (for example with regard to prevocational training, vocational rehabilitation, psychological supports and personal assistants) and sometimes a specific disability office (for example with regard to advocacy and information and advice).

The Dutch report indicates that the main threshold to a successful functioning of the Dutch system is the extensive amount of (legislative) measures and regulations which tend to change frequently. As a result of this, the Dutch system is not transparent and coherent and tends to be complex and bureaucratic. In addition, the national experts draw attention to the fact that the Dutch system often does not meet personal or practical needs. In order to improve the system, a fundamental reform has been undertaken. The new system, which is in force since 1 January 2006, focuses strongly on the individuals' capabilities instead of on his or her impairments with the aim to improve the chances of obtaining and/or keeping a job.

9.2 Policies

9.2.1 Implemented policies and their effectiveness

According to the key informants, on the views of whom our findings are based, all the policies listed in table 1 are implemented in the Netherlands. All the existing policies are considered to be somewhat effective in bringing people with disabilities back to working life.

Table 1

Policies	Netherlands	
	Implemented	Effective
Equality/ non-discrimination	X	*
Employment/ labour	X	*
Social inclusion	X	*
Vocational education/ training	X	*
Social protection	X	*
Rehabilitation	X	*
Health & safety at work	X	*
Procurement policy	X	*
Disability	X	*
General Health	X	*
* = somewhat effective		
X = effective		

9.2.2 Main characteristics of the Dutch policies

Approach

Most of the policies under review have been characterised as both generic and disability specific. Exceptions to this rule are the Dutch rehabilitation and disability policies which are regarded as disability specific. The national experts indicated that most of the policies have been developed in a structured way, except for the Dutch employment and labour and social inclusion policies, which are reported as having been developed in a reactive way. Characteristic for the Dutch national profile is furthermore that some of the policies under review are considered to be based on a combination of active and passive measures (for example the Dutch employment/labour, social inclusion, health and safety at work and disabilities policies), whereas other policies are considered to be primarily based on either active measures (notably the Dutch equality/non discrimination, vocational education/training and rehabilitation policies) or passive measures (for example the Dutch social protection, procurement and general health policies).

Aims and objectives

According to the Dutch national experts, increasing the employability of people with disabilities is an important objective of the Dutch policies, generally in combination with another objective, such as job creation (employment and labour policies) or job-person matching (vocation training/education and procurement policies) or health and social maintenance (health and safety at work and rehabilitation policies). However, other combinations are possible as well. The Dutch equality/non discrimination policy, for example, primarily aims at fostering equal opportunities and positive action for people with disabilities and the Dutch social inclusion policy on community integration and health and social maintenance. The latter is also an important objective of the Dutch general health policy, albeit in combination with partial income support. The main objective of the Dutch social protection and disability policy, on the other hand, is total or partial income support.

Main instruments

The Dutch report reveals that regulation is an important instrument to fulfil the objectives of the existing policies, often clubbed together with incentives. Examples of this can be found in the Dutch equality/non discrimination, social protection, disability, health and safety at work and vocational education and training policies. However, other combinations exist as well. The Dutch rehabilitation policy, for example, relies on a combination of regulation and environmental support and the Dutch general health policy on a combination of regulation and interventions. Subsidies play a role as well. The aims and objectives of the Dutch employment and labour policy, for example, are to be achieved by a combination of subsidies and incentives and the aims and objectives of the Dutch social inclusion policy by a combination of subsidies and interventions.

Target of the policies

Most of the policies under review target on both the employer and the individual (either in work or without work). Exceptions to this rule are the Dutch employment and labour policy which primarily targets on the employer and the Dutch social protection and general health policy which primarily aim at the individual.

Administration and Enforcement of the policies

The administration and enforcement of the Dutch policies is entrusted to several Departments. The Dutch equality and non discrimination and health and safety at work policies, for example, have been placed in the care of the Ministry of Social Affairs and Employment, whereas the Dutch employment/labour, social inclusion, social protection and disability policies, for example, have been entrusted to both the Ministry of Social Affairs and Employment and the local government. The Dutch vocational education and training policy, on the other hand, is managed by both the Ministry of Social Affairs and Employment and the Ministry of Education, Culture and Science. The Ministry of Public Health, Welfare and Sport is primarily responsible for the administration and enforcement of the Dutch general health policy. Sometimes this responsibility is shared with the local government (for example in the case of the Dutch rehabilitation policy) and sometimes with the Ministry of Social Affairs (which counts for the Dutch procurement policy). Sometimes specific agencies play a role as well. The Dutch Commission of Equal Treatment, for example, can be involved in the enforcement of the Dutch employment/labour and equality/non discrimination policies, whereas the Dutch Centre of Work and Income plays a role in the monitoring and reviewing process of, for example, the Dutch employment and labour, social protection, disability and rehabilitation policies.

9.3 Main characteristics of the Dutch benefit system

In the Netherlands, people with a disability are entitled to receive a long-term disability benefit. In order to qualify for income support on the basis of this benefit, one has to be insured and not have reached the age of 65. In addition, the capacity to perform gainful employment has to be reduced by at least 35% as an objective and direct result of illness or disability and interventions to bring the person in question back to work must have failed either completely or to such an extent that there is still a reduced capacity to perform gainful employment in spite of intensive measures to increase this capacity during the first two years of work incapacity due to illness or disability. The level of the compensation that will be granted does not depend on the type of the disability, nor on its severity or on the question of whether the disability is hereditary or developmental. It is possible to receive partial benefits and to combine the benefit with additional income as long as this income does not exceed the remaining earning capacity.

People with disabilities are to apply for a disability benefit by filling out an application form and submitting this form to the Insurance providers' office together with a report on the steps that have been taken during the first two years of work incapacity to get back to work either in the employers' company or in another company.

9.4. Quota

In Netherlands, the requirement to employ people with disabilities on the basis of a quota system has been abolished since 1 January 2006.

9.5 Thresholds regarding disability policies

The national experts draw attention to the fact that policies to enhance job opportunities for people with disability tend to be developed more and more in a reactive way. In their view, this can be seen as a barrier to the successful functioning of the Dutch system, since it makes the system less transparent and fruitful.

9.6 System elements that focus on the individual

9.6.1 Overview

According to the national experts, the Dutch system comprises a variety of different elements which aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more specifically aim at increasing their chances by offering financial support. The elements ranked under the third category focus on facilitating the conditions for entering the labour market by lowering the threshold for either the individual or the employer, whereas the elements grouped under the fourth category have in common that they all

aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their abilities to find or to keep a job. The national experts indicated that most of the system elements listed in table 2 are part of a disability specific system. Exceptions to this rule are the Dutch outreach system and job matching which are considered to be part of a generic system, whereas other elements are considered to be part of both a disability specific and a linked system. Examples of this last category include accessible transport, sheltered and supported employment, intermediate labour market measures, specific vocational training, vocational rehabilitation, prevocational training, psychological supports and personal assistants. This paragraph intends to give an impression of the extent to which national experts believed that these elements are effective in terms of availability, accessibility and the ability to move people with disabilities to open employment.

Table 2

Netherlands	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Outreach system					X			X					X		
Job matching					X				X					X	
Guidance & counselling					X				X					X	
Information & advice					X				X					X	
Advocacy				X				X						X	
Intermediate labour market measures			X				X						X		
Assistance in accessing grants					X			X					X		
Aid/financial support					X		X						X		
Incentives					X				X				X		
Flexible benefits				X		X								X	
Sheltered employment					X		X					X			
Accessible transport					X		X							X	
Positive action				X				X						X	

Netherlands	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Equipment grants					X		X						X		
Reasonable accommodation					X			X					X		
Workplace adaptation					X			X					X		
Job reorganisation					X			X					X		
Assistive technology					X			X					X		
Case management					X			X					X		
Supported employment				X			X							X	
Job coaching					X			X						X	
Personal assistants				X			X							X	

Vocational assessment				X			X							X	
Specialised vocational education/training					X			X						X	
Vocational rehabilitation					X			X						X	
Disability awareness training	X														
Psychological supports					X		X							X	

9.6.2 Main characteristics of the system elements that focus on the individual

Availability

The Dutch report reveals that not all the system elements listed in table 2 are considered to be available in the Netherlands. For example, disability awareness training has been indicated as not available. Six system elements are believed to be sometimes available, notably positive action, vocational assessment, flexible benefits, advocacy, supported employment and personal assistants. The remaining elements are considered to be commonly available which counts in fact for the majority of the system elements under review.

Accessibility

The national experts indicated that only one of the system elements listed in table 2 is very difficult to access, notably flexible benefits. Only four of the listed system elements have been indicated as easy to access, which counts, for example, for incentives, job matching, guidance and counselling and information and advice. The accessibility of the remaining system element is considered to be neutral to difficult, which counts in particular for vocational assessment, aid and financial support, equipment grants, accessible transport, supported and sheltered employment, intermediate labour market measures, psychological supports and personal assistants.

Mobility between system elements and to open employment

As for the extent to which system elements contribute to moving people with disabilities to open employment the national experts labelled most of the system elements listed in table 2 as being neutral to effective in this respect, except for sheltered employment, which is regarded as being particularly ineffective when it comes to their ability to move people with disabilities to open employment.

Funding

The funding of the system elements under review, is arranged by several institutions, ranging from the social insurance provider (for example in the case of incentives, vocational assessment, flexible benefits, case management and specialised vocational education and training) to the local government (for example in the case of the outreach system, reasonable accommodation, accessible transport and sheltered employment) and the employer (workplace adaptation and intermediate labour market measures). Sometimes, funding of the system elements is a shared responsibility of the social insurance provider and the local government (which counts for example for equipment grants) or the social insurance provider and the employer (for example in the case of assistive technology and job coaching). However, other combinations are possible as well. Vocational rehabilitation, psychological supports and personal assistants, for example, are financed by both the social insurance provider and the general health department, whereas positive action and supported employment are funded by both the local government and the employer. The funding of information and advice, on the other hand, is a shared responsibility of the Labour Office, a specific disability office and the local government and job matching, guidance and counselling, assistance in accessing grants and aid an financial support is the responsibility of the Labour Office, the social insurance provider and the local government. Sometimes, the General Health Department is involved in the funding process as well (for example with regard to prevocational training) and sometimes the funding is entrusted to a specific disability office (for example with regard to advocacy).

9.7 System elements that focus on the employer

Next to system elements that aim at assisting people with disabilities in their return to the labour market, the Dutch system comprises system elements that primarily focus on the employer. Their objective is to facilitate the employer's decision to employ people with disabilities. Within this context, it is possible to distinguish four categories which are not exclusive but meant to give an indication of different aspects that can be addressed so as to lower the threshold for employers with regard to employing people with disabilities. Under the first category elements are grouped that represent certain services that can be used in the process of redeploying people with disabilities. Elements ranked under the second category have in common that they specifically address disability related aspects so as to achieve successful return to work outcomes. Under the third category, elements are gathered that operate at workplace level and all aim at job retention. The elements grouped under the last category, on the other hand, operate at policy level and merely aim at creating positive or negative incentives for employers so as to influence their decision to redeploy people with disabilities. The national experts indicated that the majority of the system elements listed in table 3 are part of a disability specific system, except for employment quota/targets which are considered to be part of

a generic system and subsidies, which are considered to be part of both a disability specific, a linked and a generic system. In the next paragraph an impression will be given of the extent to which national experts believed that these elements are effective in terms of availability and accessibility.

9.7.1 Overview

Table 3

Netherlands	Availability					Accessibility				
	Not available	Rarely Available	Neutral	Sometimes Available	Commonly Available	Very difficult	Difficult	Neutral	Easy	Very easy
Recruitment supports/ agencies					X				X	
Job-person matching					X				X	
Accessibility advisors/ ergonomics					X			X		
Deaf interpreter service for interviewers				X			X			
Disability awareness training	X									
Disability equality proofing				X			X			
Disability positive accreditation				X			X			
Adjustment to work organisation/conditions					X			X		
Workplace monitoring					X				X	
Reasonable accommodation grants				X			X			
Productivity related financial supports				X			X			
Netherlands	Availability					Accessibility				
	Not available	Rarely Available	Neutral	Sometimes Available	Commonly Available	Very difficult	Difficult	Neutral	Easy	Very easy
Financial incentives				X				X		
Subsidies				X				X		
Employment Quota's/ Targets	X									
Employment Levies/ Sanctions					X			X		

9.7.2 Main characteristics of the system elements that focus on the employer

Availability

The national experts reported that only two of the system elements listed in table 3 are considered to be not available in the Netherlands, notably disability awareness training and employment quota/targets. Six of the system elements are regarded as commonly available, notably adjustment to work organisation/conditions, workplace monitoring,

accessibility advisors/ergonomics, recruitment supports/agencies, job-person matching and employment levies/sanctions. The remaining system elements are regarded as sometimes available.

Accessibility

Characteristic for the Dutch national profile is that the majority the system elements listed in table 3 is regarded as neutral to difficult to access, which counts in particular for disability equality proofing, disability positive accreditation, deaf interpreter services for interviewers, productivity related financial supports and reasonable accommodation grants.

Funding

The national experts reported that the social insurance provider plays an important part in the financing of the system element listed in table 3. For the greater part, this responsibility is shared with either the local government (for example in the case of adjustment to work organisation/conditions, financial incentives, subsidies and employment levies/sanctions) or a specific disability office (for example in the case of job-person matching). However, the funding of some of the system elements under research is entrusted to the local government solely, which counts for example for recruitment supports/agencies, or to the local government and the employer, which includes for example reasonable accommodation grants. Sometimes, the funding is entrusted to the general health department, for example in the case of deaf interpreter services for interviewers.

9.7.3 Thresholds with regard to the system elements

According to the national experts the main barrier to a successful functioning of the Dutch system is that the system is very rigid and bureaucratic; it is difficult to make exceptions to the prescribed rules and procedures. This complicates the possibility to move from one system element to another and frustrates the coherence between the system elements. The frequent reforms of the Dutch system make this even worse. On top of that, the national experts indicated that the Dutch system does not sufficiently reckon with the actual needs of people with disabilities and employers. For this reason, the system is at risk of not addressing the factors that really matter in the process of moving people with disabilities to open employment.

10 Norway

10.1 General Remarks

According to the national experts on the views of whom our findings are based, Norwegian disability policies have been developed in a structured way. Several Departments play a role in the implementation process, often in co-operation with specific agencies. Job opportunities for people with disabilities are mainly enhanced through incentives, often in combination with interventions, subsidies, incentives or environmental support. The main objective of the Norwegian policies is community integration clubbed together with, for example, equal opportunities or increased employability or health and social maintenance. Norwegian policies tend to target both on the employer and the individual, except for the Norwegian social protection and general health policies which primarily target on the individual. Characteristic for the Norwegian national profile is that the majority of the existing policies are regarded as being effective in bringing people with disabilities back to working life, except for the Norwegian equality and non discrimination and social inclusion policies which are considered to be somewhat effective in this respect.

In Norway, people with disabilities are either entitled to a long-term disability pension or a disability benefit which is limited in time. The Disability Pension is granted to people who are permanently disabled without any prospect on improvement. If improvement of the work incapacity is considered to be likely, it is possible to claim the disability benefit. In both cases it is required that the person in question has been insured for at least three years and also that the work capacity has been reduced by at least 50% due to a certain health condition and that the possibilities for vocational training and rehabilitation have been exhausted. Entitlement to these benefits furthermore depends on the type and the severity of the disability as well as on the age of the person in question. There is quota system in place in the public sector which requires 5% of the people employed to be people with a disability. The system is not mandatory and there is no sanction if this requirement is not fulfilled.

The national experts reported that the majority of the system elements under review is embedded in either a disability specific or in a disability specific and linked system. The existing system elements that focus on the individual are, in general, regarded as neutral to easy to access, sometimes available and neutral to effective in moving people with disabilities to open employment or from one system to another system. The Norwegian report points out that aid and financial support, workplace adaptation, assistive technology and job reorganisation can be seen as very effective when it comes to helping people with disabilities to get back to work. The Norwegian outreach system, positive action and advocacy, on the other hand, are regarded as ineffective in attaining this goal.

As for system elements which focus on the employer, the majority of system elements that exist in Norway are embedded in a disability specific system and in general considered to be neutral to easy to access, sometimes to commonly available and effective to somewhat effective in enhancing job opportunities for people with disabilities. The system elements that have been reported as being effective in assisting people with

disabilities in finding a job, include adjustment to work organisation/conditions, accessibility advisors/ergonomics, deaf interpreter services for interviewers, reasonable accommodation grants, subsidies and employment quota/targets.

Funding of the system elements is almost always arranged by the social insurance provider. However sometimes the Occupational Health Department is involved in the funding process (for example with regard to workplace monitoring) and sometimes the local government (for example with regard to reasonable accommodation grants).

The Norwegian report indicates that the main threshold to a successful functioning of the Norwegian system is the negative attitude towards people with disabilities and their remaining work capacity. The process of moving people with disabilities to open employment could be improved if this would change. In addition, a lack of available professionals, sheltered workplaces and psychological support is also seen as an obstacle in the process of bringing people with disabilities back to working life.

10.2 Policies

10.2.1 Implemented policies and their effectiveness

According to the key informants, on the views of whom our findings are based, all the policies listed in table 1 are implemented in Ireland, except for the procurement policy. The majority of the existing policies is considered to be effective in bringing people with disabilities back to working life, except for the Norwegian equality and non discrimination and social inclusion policies which have been reported as being somewhat effective in this respect.

Table 1

Policies	Norway	
	Implemented	Effective
Equality/ non-discrimination	X	*
Employment/ labour	X	X
Social inclusion	X	*
Vocational education/ training	X	X
Social protection	X	X
Rehabilitation	X	X
Health & safety at work	X	X
Procurement policy		
Disability	X	X
General Health	X	X
* = somewhat effective		
X = effective		

10.2.2 Main characteristics of the Norwegian policies

Approach

The majority of the policies under review have been characterised as disability specific. Exceptions to this rule are the Norwegian employment and labour, vocational education

and training and social protection policies which are regarded as generic, and the Norwegian health and safety at work and general health policies which are considered to be both generic and disability specific. The national experts indicated that all of the policies have been developed in a structured way. Characteristic for the Norwegian national profile is furthermore that most the policies under review are considered to be based on active measures, except for the Norwegian equality and non discrimination and the health and safety at work policies which are believed to be based on a combination of active and passive measures.

Aims and objectives

According to the Norwegian national experts, community integration is an important objective of the Norwegian policies, generally in combination with another objective, such as fostering equal opportunities for people with disabilities (equality and non discrimination) or increased employability (rehabilitation) or health and social maintenance (social inclusion and general health). However, other combinations are possible as well. The Norwegian disability policy, for example, primarily aims at enhancing equal opportunities for people with disabilities, whereas the Norwegian employment and labour and vocational education and training policy focus on increased employability and job-person matching. Job-person matching is also an important objective of the Norwegian health and safety at work policy, albeit in combination with health and social maintenance. The main objective of the Norwegian social protection policy, on the other hand, is total or partial income support.

Main instruments

The Norwegian report reveals that the objectives of the existing policies are mainly to be fulfilled by incentives, often clubbed together with either regulation (equality/non discrimination, social protection and health and safety at work policies) or interventions (employment and labour) or subsidies (disability) or environmental support (vocational training/education, rehabilitation policies and general health policies). The only exception to this rule is the Norwegian social inclusion policy which primarily relies on incentives.

Target of the policies

Most of the policies under review target on both the employer and the individual (either in work or without work), except for the Norwegian social protection and general health policies which primarily target on the individual.

Administration and Enforcement of the policies

The administration and enforcement of the Norwegian policies is, for the greater part, entrusted to the Ministry of Social Affairs. Exceptions to this rule are the Norwegian equality and non discrimination policy, which has been placed in the care of the Ministry of Justice, and the Norwegian general health policy, which has been entrusted to the Ministry of Health and Care. In most cases, specific agencies play a role as well. The Norwegian Directorate of Labour, for example, is involved in the administration and enforcement of the Norwegian employment/labour, vocational education/training and health and safety at work policies, whereas the National Insurance Administration is responsible for the administration and enforcement of the Norwegian social inclusion and disability policies. The Directorate of Social and Health Affairs is involved in the implementation process of the Norwegian rehabilitation and general health policies.

10.3 Main characteristics of the Norwegian benefit system

In Norway, people with a disability are entitled to receive a long-term disability pension under the condition that they suffer from a disability which is permanent without any prospect on improvement. If improvement of the work incapacity is considered to be likely, it is possible to claim a disability benefit which is limited in time. In both cases it is required that the person in question has been insured for at least three years and also that the work capacity has been reduced by at least 50% due to a certain health condition and that the possibilities for vocational training and rehabilitation have been exhausted. The level of the compensation that will be granted depends on the type of the disability, its severity, the persons' age and on the question of whether the disability is hereditary or developmental. It is possible to receive partial benefits in Norway, depending on the degree of work incapacity and the additional income that can be obtained by making one's remaining work capacity productive. The disability benefit will only be granted after two years. During the first year of sickness or disability a cash benefit of 100% of the previous salary will be provided in case of sickness or disability. After this period, it is possible to receive a rehabilitation benefit for a year. When this period has expired, people with disability are entitled to the disability benefit under the conditions mentioned earlier for a period of four years. The disability pension can be claimed after this period provided that the person in question can be considered as permanently disabled and there are no expectations that his or her condition will improve.

10.4 Quota

In Norway, there is a requirement to employ people with disabilities on the basis of a quota system. This system requires 5% of the persons employed in the company to be a person with a disability. This percentage applies to the public sector but is not mandatory, nor is there a sanction involved if the percentage is not fulfilled.

10.5 Thresholds regarding disability policies

The national experts did not mention specific thresholds for people with disabilities in their return to open employment at policy level.

10.6 System elements that focus on the individual

10.6.1 Overview

According to the national experts, the Norwegian system comprises a variety of different elements which aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more

specifically aim at increasing their chances by offering financial support. The elements ranked under the third category focus on facilitating the conditions for entering the labour market by lowering the threshold for either the individual or the employer, whereas the elements grouped under the fourth category have in common that they all aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their abilities to find or to keep a job.

The national experts indicated that most of the system elements listed in table 3 are part of either a disability specific or a disability specific and a linked system. This paragraph intends to give an impression of the extent to which national experts believed that these elements are effective in terms of availability, accessibility and the ability to move people with disabilities to open employment.

Table 2

Norway	Availability					Accessibility					Effectiveness* ¹				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Outreach system				X				X				X			
Job matching				X					X				X		
Guidance & counselling				X				X						X	
Information & advice				X					X					X	
Advocacy		X					X					X			
Intermediate labour market measures				X				X					X		
Assistance in accessing grants		X						X					X		
Aid/financial support				X			X								X
Incentives					X			X						X	
Flexible benefits					X					X				X	
Sheltered employment				X				X					X		
Accessible transport					X				X					X	
Positive action		X					X					X			
Equipment grants					X				X				X		
Reasonable accommodation					X				X				X		
Workplace adaptation				X					X						X
Job reorganisation				X				X							X
Assistive technology				X				X							X
Case management				X						X				X	
Supported employment				X				X						X	
Job coaching		X	X						X						
Personal assistants				X					X					X	
Vocational assessment					X				X					X	
Specialised vocational education/training				X					X				X		
Vocational rehabilitation				X					X				X		
Pre vocational training				X					X					X	
Disability awareness training				X						X				X	
Psychological supports				X					X					X	

10.6.2 Main characteristics of the system elements that focus on the individual

Availability

The Norwegian report reveals that all the system elements listed in table 2 are considered to be available in Norway. Four of the system elements under review are believed to be rarely available, including job coaching, positive action, assistance in accessing grants and advocacy. Characteristic for the Norwegian national profile is that five system elements are regarded as commonly available, which includes, for example, incentives, vocational assessment, flexible benefits, equipment grants, reasonable accommodation and accessible transport. The remaining element have been indicated as sometimes available which counts in fact for the majority of the system elements under research.

Accessibility

The national experts reported that only three of the system elements listed in table 2 are difficult to access, notably positive action, aid and financial support and advocacy. The remaining system elements are regarded as neutral to easy to access. Three of the elements under review are even considered to be very easy to access, notably flexible benefits, case management and disability awareness training.

Mobility between system elements and to open employment

As for the extent to which system elements contribute to moving people with disabilities to open employment, the national experts labelled some of the system elements listed in table 2 as being very effective in this respect, notably aid and financial support, workplace adaptation, assistive technology, and job reorganisation. The majority of the remaining system elements has been classified as being effective in this respect, except for the Norwegian outreach system, positive action and advocacy, which are regarded as being ineffective when it comes to their ability to move people with disabilities to open employment.

Funding

Most of the system elements listed in table 2 are financed by the Labour Office or the social insurance provider or the Specific Disability Office. However sometimes there is a shared responsibility. For example, equipment grants, information and advice, case management and vocational rehabilitation is financed by both the Labour Office and the social insurance provider. Sheltered employment, on the other hand, is financed by the local government and the Labour Office, whereas advocacy is financed by the local government and the Specific Disability Office and psychological support by the local government and the social insurance provider. Sometimes three parties are involved in the funding process. Guidance and counselling, for example, is financed by the Labour Office, the social insurance provider and the Specific Disability Office and reasonable accommodation, supported employment and vocational rehabilitation by the Labour Office, the social insurance provider and the local government.

10.7.2 Main characteristics of the system elements that focus on the employer

Availability

The national experts reported that most of the system elements listed in table 3 are considered to be commonly available. Three of the system elements are believed to be sometimes available, notably deaf interpreter services for interviewers, disability positive accreditation and job-person matching. Only recruitment supports/agencies are regarded as rarely available and employment levies and sanctions as not available at all.

Accessibility

Characteristic for the Norwegian national profile is that the majority the system elements listed in table 3 is regarded as easily accessible. Accessibility advisors/ergonomics and reasonable accommodation grants are even considered to be very easy to obtain. The only exception to the rule are employment quota/targets which are seen as difficult to access.

Funding

The national experts reported that the social insurance provider is primarily responsible for the financing of the system element listed in table 3. However, there are two exceptions to this rule. Work place monitoring, for example, is financed by the Occupational Health Department and reasonable accommodation grants by the local government.

10.7.3 Thresholds with regard to the system elements

According to the national experts the main barrier to a successful functioning of the Norwegian system is the negative attitude towards people with disabilities who are in general regarded as no longer being able to be engaged in gainful employment.

According to the national experts there is a lack of knowledge on the functional capacities of people with disabilities and also a lack of professionals who can provide this knowledge and of personal assistants who can offer people with disabilities the support they need in the process of moving to open employment. On top of that, sheltered employment is only scarcely available, which is seen as a major obstacle as well.

11 Portugal

11.1 General Remarks

In general, Portuguese policies in the field of disability are developed in a structured way. The Ministry of Labour and Social Affairs plays an important role in the implementation process. For the greater part, Portuguese policies target on enhancing job opportunities for people with disabilities through regulation, subsidies and incentives. In most cases the focus is on both the individual and the employer, except for social inclusion and health and safety at work policies which primarily focus on the individual respectively the employer. In general, the policies that exist in Portugal are regarded as somewhat effective in bringing people with disabilities back to working life. However, policies on social protection, rehabilitation and disability are reported as being effective in this respect.

In Portugal people with disabilities are entitled to a long-term disability benefit, provided certain conditions are fulfilled. The national experts did not specify these conditions. There is a quota system in place which obliges companies in the public sector to employ a certain percentage of employees with a disability out of the total staff. However, the national experts reported that this system is 'dormant' since it has not been put into practice.

According to the national experts, the system elements under research are, for the greater part, embedded in both a generic and disability specific system. The existing system elements that focus on the individual are regarded as neutral to easy when it comes to their accessibility. They are considered to be neutral to sometimes available and somewhat effective in moving people with disabilities to open employment or from one system to another system. The Portuguese report points out that several system elements are of particular importance when it comes to helping people with disabilities to get back to work, notably: flexible benefits, aid and financial support, equipment grants, case management, disability awareness training and reasonable accommodation. However, intermediate labour market measures, sheltered employment, accessible transport, supported employment, job reorganisation and vocational assessment are considered to be ineffective in this respect.

As for system elements which focus on the employer, the majority of system elements that exist in Portugal are embedded in a disability specific system. The majority of these system elements is considered to be difficult to access, sometimes available and somewhat effective. Only three of the system elements under research have been reported as being particularly effective in assisting people with disabilities in finding a job, notably productivity related financial support, financial incentives and subsidies which are granted for workplace adaptation or the purchase of specific equipment.

Funding of the system elements is almost always arranged by a Labour Office and the social insurance provider.

The Portuguese report indicates that the main threshold to a successful functioning of the Portuguese system is its lack of adequate follow-up programmes, which makes it difficult for professionals to determine the specific needs of people with a disability. According to the national experts, rehabilitation institutes also focus too much on disability specific factors and therefore easily lose sight of the complete picture. Often, this complicates a successful return to work.

11.2 Policies

11.2.1 Implemented policies and their effectiveness

According to the key informants, on the views of whom our findings are based, all the policies listed in table 1 are implemented in Portugal except for the procurement policy. Only three of these policies are considered to be effective in terms of bringing people with disabilities back to working life, notably social protection, rehabilitation and disability policy. The other policies are considered to be somewhat effective in this respect.

Table 1

Policies	Portugal	
	Implemented	Effective
Equality/ non-discrimination	X	*
Employment/ labour	X	*
Social inclusion	X	*
Vocational education/ training	X	*
Social protection	X	X
Rehabilitation	X	X
Health & safety at work	X	*
Procurement policy		
Disability	X	X
General Health	X	*
* = somewhat effective		
X = effective		

11.2.2 Main characteristics of the Portuguese policies

Approach

The majority of the policies existing in Portugal have been characterised as both generic and disability specific, except for policies on rehabilitation and disability, which are regarded disability specific. The national experts indicated that all the policies have been developed in a structured way. Characteristic for the Portuguese national profile is that a small majority of the policies is based on passive measures, notably social protection, health and safety at work, disability and general health policies. Four policies are reported as being based on a combination of active and passive measures, notably equality and non discrimination, employment and labour, social inclusion and rehabilitation policies, and two policies are believed to be based on active measures, notably policies pursuing equality and non discrimination and vocational education and training.

Aims and objectives

According to the Portuguese national experts, Portuguese policies focus on several aims and objectives. Some policies primarily aim at enhancing equal opportunities and/or positive action in combination with increased employability, job creation and job-person matching and/or community integration. Examples of this can be found in the Portuguese employment and labour, social inclusion and rehabilitation policies. The Portuguese equality and non discrimination policy combines these objectives with partial income support, health and social maintenance and community integration. Other policies primarily aim at health and social maintenance (such as the Portuguese health and safety at work policy) or combine this objective with either partial or total income provision (such as social protection respectively general health) or with partial income support and community integration (the Portuguese disability policy).

Main instruments

The Portuguese report indicates that the objectives of the Portuguese policies are primarily to be achieved by regulation and incentives combined with subsidies. Examples of this can be found in the Portuguese social protection, health and safety at work and disability policies. However, other combinations are used as well. The Portuguese general health policy, for example, combines regulation with environmental support, whereas in the Portuguese equality and non discrimination, employment and labour, vocational education and training and rehabilitation policies regulation is linked with incentives. The Portuguese social inclusion policy, on the other hand, primarily focuses on environmental support and interventions.

Target of the policies

Most of the Portuguese policies under review target on both the employer and the individual (either in work or without work). Exceptions to this rule are the Portuguese social inclusion policy, which focuses on the individual (without work) and the Portuguese health and safety at work policy which primarily targets on the employer.

Administration and Enforcement of the policies

The administration and enforcement of the Portuguese policies is, for the greater part, entrusted to the Ministry of Labour and Social Affairs. Exceptions to this rule are vocational education and training policies which are placed in the care of both the Ministry of Labour and Social Affairs and the Ministry of Education and the Portuguese health and safety at work and general health policies, which are entrusted to the Ministry of Health.

11.3 Main characteristics of the Portuguese benefit system

In Portugal, people with a disability are entitled to receive income support on the basis of a long-term disability benefit. The national experts did not specify the conditions which have to be fulfilled in order to qualify for income support on the basis of this benefit. However, the report indicates that some factors play a role in this respect, notably the severity of the disability and the question of whether the medical condition is hereditary or developmental.

People with disabilities are to apply for a benefit by filling out an application form and submitting the form to the Social Security Centre. There will be a medical examination before the benefit is granted.

11.4 Quota

In Portugal, a quota system exists for employing people with disabilities. However, the national experts indicated that this system is 'dormant' and not put into practice.

11.5 Thresholds regarding disability policies

The Portuguese report, the comment has been made that there is a gap between the normative framework of the disability policies and the way in which they are actually effectuated in practice.

11.6 System elements that focus on the individual

11.6.1 Overview

According to the Portuguese national experts, the Portuguese system comprises a variety of different elements which aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more specifically aim at increasing their chances by offering financial support. The elements ranked under the third category focus on facilitating the conditions for entering the labour market by lowering the threshold for either the individual or the employer, whereas the elements grouped under the fourth category have in common that they all aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their abilities to find or to keep a job.

The national experts indicated that most of the system elements listed in table 2 are part of a disability specific system, except for supported employment, intermediated labour market measures, specialised vocational education and training and vocational rehabilitation which are considered to be part of a generic system. This paragraph intends to give an impression of the extent to which national experts believed that these

elements are effective in terms of availability, accessibility and the ability to move people with disabilities into open employment.

Table 2

Portugal	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Outreach system		X					X						X		
Job matching			X					X					X		
Guidance & counselling		X					X						X		
Information & advice			X					X					X		
Advocacy	X														
Intermediate labour market measures				X					X			X			
Assistance in accessing grants			X				X					X			
Aid/financial support		X					X							X	
Incentives			X					X					X		
Flexible benefits			X					X						X	
Sheltered employment				X					X			X			
Accessible transport		X					X					X			
Positive action			X					X					X		
Equipment grants			X					X						X	
Reasonable accommodation				X					X					X	
Workplace adaptation			X					X					X		
Job reorganisation			X					X				X			
Assistive technology			X					X					X		
Case management		X					X							X	
Supported employment				X					X			X			
Job coaching			X					X					X		
Personal assistants				X					X				X		
Vocational assessment				X					X			X			
Specialised vocational education/training				X					X				X		
Vocational rehabilitation				X					X				X		
Pre vocational training				X					X				X		
Disability awareness training				X					X					X	
Psychological supports				X					X				X		

11.6.2 Main characteristics of the system elements that focus on the individual

Availability

The Portuguese report reveals that all the system elements listed in table 2 are considered to be available in Portugal, except for advocacy. However, none of the system elements is regarded as commonly available and six of the elements are only rarely available, which counts in particular for the Portuguese outreach system, guidance and counselling, assistance in accessing grants, aid and financial support, case management and accessible transport. The availability of eleven elements is judged as sometimes available, for example vocational assessment, disability awareness training, reasonable accommodation, supported and sheltered employment, intermediate labour market measures, specialised vocational training, vocational rehabilitation, pre vocational training, psychological supports and personal assistants. The availability of the remaining elements is regarded as 'neutral'.

Accessibility

The national experts indicated that the majority of the system elements listed in table 2 is neutral to easy to access. The accessibility of the remaining elements is believed to be difficult, including the Portuguese outreach system, guidance and counselling, assistance in accessing grants, aid and financial support, case management and accessible transport.

Mobility between system elements and to open employment

As for the extent to which system elements contribute to moving people into open employment the national experts labelled the system elements under research as 'neutral' to effective. Elements which are considered to be effective in this respect are, for example, flexible benefits, aid and financial support, equipment grants, case management, disability awareness training and reasonable accommodation. A remarkable aspect of the Portuguese profile is that seven of the listed system elements are considered to be ineffective when it comes to their ability to moving people into the open labour market, notably vocational assessment, assistance in accessing grants, job reorganisation, accessible transport, supported and sheltered employment and intermediate labour market measures.

Funding

The majority of the system elements listed in table 2 are financed by the Labour Office. However, sometimes the social insurance provider is also involved in the funding process, (for example in the case of incentives, positive action, assistance in accessing grants, aid and financial support, supported and sheltered employment and personal assistants), and sometimes the local government is involved which happens in the case of accessible transport. Other combinations are possible as well. For example, equipment grants are financed by the Labour Office, the social insurance provider and the Specific Disability Office.

11.7 System elements that focus on the employer

Next to system elements that aim at assisting people with disabilities in their return to the labour market, the Portuguese system also comprises system elements that primarily focus on the employer.

Their objective is to facilitate the employer's decision to employ people with disabilities. Within this context, it is possible to distinguish four categories which are not exclusive but meant to give an indication of different aspects that can be addressed so as to lower the threshold for employers with regard to employing people with disabilities. Under the first category elements are grouped that represent certain services that can be used in the process of redeploying people with disabilities. Elements ranked under the second category have in common that they specifically address disability related aspects so as to achieve successful return to work outcomes. Under the third category, elements are gathered that operate at workplace level and all aim at job retention. The elements grouped under the last category, on the other hand, operate at policy level and merely aim at creating positive or negative incentives for employers so as to influence their decision to redeploy people with disabilities. The national experts indicated that the majority of the system elements listed in table 3 are part of a disability specific system. However three of the system elements under research are considered to be part of a generic system (notably workplace monitoring, job-person matching and productivity related supports. In the next paragraph an impression will be given of the extent to which national experts believed that these elements are effective in terms of availability and accessibility.

11.7.1 Overview

Table 3

Portugal	Availability					Accessibility				
	Not available	Rarely Available	Neutral	Sometimes Available	Commonly Available	Very difficult	Difficult	Neutral	Easy	Very easy
Recruitment supports/ agencies	X									
Job-person matching				X					X	
Accessibility advisors/ ergonomics			X					X		
Deaf interpreter service for interviewers			X				X			
Disability awareness training				X					X	
Disability equality proofing		X					X			
Disability positive accreditation				X			X			
Adjustment to work organisation/conditions			X				X			
Workplace monitoring				X				X		
Reasonable accommodation grants			X				X			
Productivity related financial supports			X				X			
Financial incentives				X				X		
Subsidies				X					X	
Employment Quota's/ Targets		X				X				
Employment Levies/ Sanctions		X					X			

11.7.2 Main characteristics of the system elements that focus on the employer

Availability

The national experts reported that one system element listed in table 3 is not available in Portugal, notably recruitment supports/agencies. Three elements are regarded as rarely available, notably disability equality proofing and employment quota/targets respectively levies/sanctions. A remarkable aspect of the Portuguese national profile is that none of the system elements listed in table 3 are classified as commonly available. Most of the system elements are considered to be 'neutral' to sometimes available, for example, disability awareness training, disability positive accreditation, workplace monitoring, job-person matching, financial incentives and subsidies.

Accessibility

Characteristic for the Portuguese national profile is that only three of the system elements listed in table 3 are considered to be easy to access, notably job-person matching, disability awareness training and subsidies. The majority of the system elements listed in table 3 is regarded as difficult to access, including adjustment to work organisation/condition, disability equality proofing, disability positive accreditation,

productivity related financial supports, reasonable accommodation grants and employment levies and sanctions. Employment quota and targets are even regarded as very difficult to access.

Funding

The national experts reported that the system elements listed in table 3 generally are financed by the Labour Office and the Specific Disability Office or by the Labour Office and the social insurance provider or another institution not further specified. Examples of the first category are adjustment to work organisation/conditions, accessibility advisors/ergonomics, disability awareness training, disability equality proofing and disability positive accreditation. Examples of the second category are deaf interpreter services for interviewers, productivity related financial supports, reasonable accommodation grants, financial incentives and subsidies.

11.7.3 Thresholds with regard to the system elements

The Portuguese report reveals some barriers to a successful functioning of the Portuguese system. Firstly, the transition within the system and the transition to open employment is believed to be hampered by a lack of personal employment and rehabilitation plans. Secondly, the national experts indicated that professionals in the rehabilitation institutions tend to have a rather narrow, disability specific view, which keeps people with disabilities in protected employment arrangements.

12 Rumania

12.1 General Remarks

According to the national experts on the views of whom our findings are based, Rumanian disability policies tend to be developed in a reactive way. Several Departments play a role in the implementation process, often in co-operation with specific agencies. Job opportunities for people with disabilities are mainly enhanced through regulation, often in combination with subsidies and sometimes with interventions or environmental support. Fostering positive action for people with disabilities is the main objective of the existing policies which is often linked with another objective, such as increasing the employability of people with disabilities and offering them partial income support. Most of the policies target both on the employer and the individual, except for the Rumanian equality and non discrimination policy which primarily target on the employer. Characteristic for the Rumanian national profile is that only one policy is considered to be effective in helping people with disabilities to return to the labour market, notably the Rumanian social protection policy. The majority of the policies that exist in Rumania is regarded as somewhat effective in bringing people with disabilities back to working life. However it should be noted that the Rumanian social inclusion, health and safety at work and general health policies are regarded as being ineffective in this respect.

In Rumania, people with disabilities are entitled to receive a long-term disability benefit under the condition that the applicant is unable to perform gainful employment due to a permanent and severe disability or on the basis of a medical assessment of the Disability Medical Commission. Pensioners with a disability who receive a pension below a certain limit set by the State can also be entitled to a disability benefit. The type of support that the applicant will receive depends on the question of whether the applicant is insured, on the type and the severity of the disability, on his/her age and on the question of whether the disability is hereditary or developmental. There is a quota system in place in Rumania which requires a 4% of the people employed in the company to be people with a disability. If this percentage is not met, the employer has to pay a contribution to a fund.

The national experts reported that most of the system elements under review have been embedded in generic system. Characteristic for the Rumanian national profile is that fifties of the system elements that focus on the individual are considered to be not available in Rumanian. The system elements that do exist are regarded as neutral to difficult to access, neutral to sometimes available and neutral to ineffective in moving people with disabilities to open employment or from one system to another system. The Rumanian report points out that two elements are believed to be very effective in this respect, notably pre vocational training and psychological supports. Three elements are reported as being particularly ineffective when it comes to helping people with disabilities to get back to work, notably flexible benefits, aid and financial support and sheltered employment.

As for system elements focusing on the employer, the national experts reported that only five of the elements under review exist in Rumania. The majority the system elements that exist within the Rumanian system have been embedded in a generic system. The national experts indicated that their opinion is 'neutral' with regard to availability and

accessibility of the existing system elements. As to the effectiveness of the existing system elements in enhancing job opportunities for people with disabilities, the national experts labelled two elements as not effective, notably employment quota/targets and employment levies/sanctions and two elements as being somewhat effective in assisting people with disabilities in finding a job, notably recruitment supports/agencies and financial incentives.

Several actors are involved in the funding of the system elements under review, ranging from the Labour Office, the social insurance provider and the Specific Disability Office to the local government.

The Rumanian report indicates that the fact that Rumanian system is still in a developmental stage is an important barrier to a successful functioning of the Rumanian system. As a result of this, many system elements which are subject of this study are not available (yet) in Rumania. In addition, the national experts draw attention to the fact that there is a lack of clarity of the procedures which are to be followed and a lack of professional support and adequate information on the existing system elements and on how to benefit from them. On top of that, the quality of the support that is being delivered is not always up to standard.

12.2 Policies

12.2.1 Implemented policies and their effectiveness

According to the key informants on the views of whom our findings are based, all the policies listed in table 1 are implemented in Rumania, except for the equality and non discrimination and rehabilitation policies which has been indicated as not being implemented. Characteristic for the Rumanian national profile is that only one of the existing policies has been reported as being effective in bringing people with disabilities back to working life, notably the Rumanian social protection policy. Three of the policies listed in table 1 are considered to be ineffective in this respect, notably the Rumanian social inclusion, health and safety at work and general health policies, and four policies have been reported as being somewhat effective in returning people with disabilities to the labour market, notably the Rumanian employment and labour, vocational education and training, procurement and disability policies.

Table 1

Policies	Rumania	
	Implemented	Effective
Equality/ non-discrimination		
Employment/ labour	X	*
Social inclusion	X	
Vocational education/ training	X	*
Social protection	X	X
Rehabilitation		
Health & safety at work	X	
Procurement policy	X	*
Disability	X	*
General Health	X	
* = somewhat effective		
X = effective		
'blanco' = not effective		

12.2.2 Main characteristics of the Rumanian policies

Approach

Characteristic for the Rumanian national profile is that a small majority of the policies under review has been characterised as generic. Exceptions to this rule are the Rumanian social inclusion, vocational education and training, social protection, disability and general health policies which have been reported as being both generic and disability specific. The national experts reported that the majority the policies listed in table 1 has been developed in a reactive way, except for the Rumanian employment and labour, social protection and disability policies which have been indicated as having been developed in a structured way. Characteristic for the Rumanian national profile is furthermore that most of the policies under review are considered to be based on passive measures, except for the Rumanian employment and labour, vocational education and training and disability policies which are considered to be based on both active and passive measures.

Aims and objectives

According to the national experts, positive action is an important objective of the Rumanian policies, sometimes in combination with the objective to increase the employability of people with disabilities (the Rumanian disability policy) and sometimes with partial income support (the Rumanian rehabilitation policy). Ensuring partial income support is also an important objective the Rumanian employment and labour policy, albeit in combination with the objective to increase the employability of people with disabilities. The Rumanian report shows that other combinations are possible as well. The Rumanian general health policy, for example, targets on fostering equal opportunities for people with disabilities, and the Rumanian vocational education and training policy primarily aims at job-person matching. The Rumanian social protection policy, on the other hand, focuses on offering people with disabilities total income support.

Main instruments

The Rumanian report indicates that regulation is an important instrument to fulfil the objectives of the existing policies, sometimes clubbed together with subsidies (for example the Rumanian social protection, disability and employment and labour policies) or interventions (which counts for example for the Rumanian general health and social inclusion policies). The aims and objectives of the Rumanian rehabilitation policy, on the other hand, are to be primarily attained by interventions.

Target of the policies

Most of the policies under review target on both the employer and the individual (either in work or without work). The only exception to this rule is the Rumanian equality and non discrimination policy which primarily focuses on the employer.

Administration and Enforcement of the policies

The administration and enforcement of the Rumanian policies is, for the greater part, entrusted to the Ministry of Labour. However, sometimes other Departments are involved in the implementation process as well. The Rumanian vocational education and training policy, for example has been placed in the care of both the Ministry of Labour and the Ministry of Education. The Rumanian general health policy, on the other hand, is managed by the Ministry of Health and the Rumanian procurement policy by the Ministry of Finance. The administration and enforcement of the Rumanian rehabilitation and disabilities policies is a shared responsibility between the Ministry of Health and the National Authority for people with a handicap.

In general, other actors play a role as well, such as the department for social assistance (in the case of the Rumanian social inclusion and social protection policies), the national agency for employment (for example with regard to the Rumanian employment and labour policies; as far as the Rumanian vocational education and training policy is concerned this agency plays an important part as well, albeit together with the directorate for Lifelong Education) or the Directorate for Health and Safety (in the case of the Rumanian health and safety policy) or the public procurement directorate (for example in the case of procurement) or the general directorate for health of the population (for example in the case of the Rumanian general health policy).

12.3 Main characteristics of the Rumanian benefit system

In Rumania, people with a disability are entitled to receive a long-term disability benefit under the condition that the applicant is insured and has lost the capacity to perform gainful employment either due to a permanent and severe disability or on the basis of an assessment of the Disability Medical Commission. Regular pensioners can also qualify for a disability benefit if their pension is lower than a certain limit set by the State. The level of compensation that is to be granted depends on the type of the disability, its severity, the applicant's age and on the question of whether the disability is hereditary or developmental. It is possible to receive partial benefits in Rumania up to a certain maximum. The level of this benefit can vary from person to person according to his or her age, the number of family members and his or her work experience.

People with disabilities are to apply for a disability benefit by filling out an application form and submitting this form to the department of social assistance of the national agency for pensioners. There will be a medical examination, performed by the Disability Medical Commission, before the benefit is granted.

12.4 Quota

In Rumania, there is a quota system in place which is not mandatory and applies to the public and the private sector. The Rumanian quota system requires 4% of the people employed in the company to be persons with a disability and is applicable to companies with at least 75 employees. If this percentage is not fulfilled, the employer has to pay a contribution to a fund, the level of which depends on the size of the company.

12.5 Thresholds regarding disability policies

The national experts indicated that the fact that the Rumanian system is still in a developmental stage can be seen as a threshold to a successful functioning of the Rumanian system at policy level.

12.6 System elements that focus on the individual

12.6.1 Overview

According to the national experts, the Rumanian system comprises a variety of different elements which aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more specifically aim at increasing their chances by offering financial support. The elements ranked under the third category focus on facilitating the conditions for entering the labour market by lowering the threshold for either the individual or the employer, whereas the elements grouped under the fourth category have in common that they all aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their abilities to find or to keep a job. The national experts indicated that most of the system elements listed in table 2 are part of a generic system. Exceptions to this rule are disability awareness training, sheltered employment and personal assistants, which are considered to be part of a disability specific system and information and advice which is regarded as being part of a linked system. This paragraph intends to give an impression of the extent to which national experts believed that these elements are effective in terms of availability, accessibility and the ability to move people with disabilities to open employment.

Table 2

Romania	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Outreach system	X?														
Job matching	X														
Guidance & counselling	X														
Information & advice			X				X								
Advocacy	X														
Intermediate labour market measures			X				X						X		

Assistance in accessing grants				X				X					X		
Aid/financial support				X				X				X			

Romania	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Incentives					X		X						X		
Flexible benefits			X				X					X			
Sheltered employment			X					X				X			
Accessible transport	X														
Positive action			X				X						X		

Equipment grants	X														
Reasonable accommodation	X														
Workplace adaptation	X														
Job reorganisation	X														
Assistive technology	X														
Case management	X														
Supported employment	X														
Job coaching	X														
Personal assistants			X					X					X		

Vocational assessment	X														
Specialised vocational education/training	X														
Vocational rehabilitation	X														
Pre vocational training		X						X						X	
Disability awareness training			X					X					X		
Psychological supports		X					X							X	

12.6.2 Main characteristics of the system elements that focus on the individual

Availability

Characteristic for the Rumanian national profile is that fifteen of the system elements listed in table 2 are considered to be not available in Rumania; (the availability of one element has been reported as unsure, notably the outreach system). Two of the listed system elements are believed to be only rarely available, notably prevocational training and psychological supports, and only one of the listed elements is believed to be commonly available, notably incentives. Assistance in accessing grants and aid and financial support, on the other hand, have been indicated as sometimes available. The availability of the remaining system elements listed in table 2 have been reported as neutral, which includes information and advice, flexible benefits, sheltered employment, positive action, personal assistants and disability awareness training.

Accessibility

Characteristic for the Rumanian national profile is also that none of the system elements listed in table 2 is regarded as easy to access. The national experts indicated that the majority of the listed system elements is too difficult to access, including information and advice, intermediate labour market measures, incentives, positive action, flexible benefits and psychological supports. The accessibility of the remaining system elements has been indicated as 'neutral'.

Mobility between system elements and to open employment

As for the extent to which system elements contribute to moving people with disabilities to open employment the national experts labelled only two of the system elements listed in table 2 as being effective in this respect, notably pre vocational training and psychological supports. Three elements have been reported as being particularly ineffective when it comes to their ability to move people with disabilities to open employment, notably flexible benefits, aid and financial support and sheltered employment. The remaining system elements that exist in Rumania have been indicated as 'neutral' when it comes to their ability to move people with disabilities to open employment.

Funding

The funding of the system elements under review, is, for the greater part, arranged by the Specific Disability Office. Exceptions to this rule are incentives and intermediate labour market measures, which are financed by the Labour Office, aid and financial support, the funding of which is a shared responsibility of the Labour Office and the local government, flexible benefits which are funded by the Labour Office and the social insurance provider and positive action, which is financed by the Labour Office and the Specific Disability Office.

12.7 System elements that focus on the employer

Next to system elements that aim at assisting people with disabilities in their return to the labour market, the Italian system comprises system elements that primarily focus on the employer.

Their objective is to facilitate the employer's decision to employ people with disabilities. Within this context, it is possible to distinguish four categories which are not exclusive but meant to give an indication of different aspects that can be addressed so as to lower the threshold for employers with regard to employing people with disabilities. Under the first category elements are grouped that represent certain services that can be used in the process of redeploying people with disabilities. Elements ranked under the second category have in common that they specifically address disability related aspects so as to achieve successful return to work outcomes. Under the third category, elements are gathered that operate at workplace level and all aim at job retention. The elements grouped under the last category, on the other hand, operate at policy level and merely aim at creating positive or negative incentives for employers so as to influence their decision to redeploy people with disabilities. The national experts indicated that the majority of the system elements that exist in Rumania are part of a generic system, except for employment quota/targets and employment levies/sanctions which are considered to be part of a disability specific system. In the next paragraph an impression will be given of the extent to which national experts believed that these elements are effective in terms of availability and accessibility.

12.7.1 Overview

Table 3

Rumania	Availability					Accessibility				
	Not available	Rarely Available	Neutral	Sometimes Available	Commonly Available	Very difficult	Difficult	Neutral	Easy	Very easy
Recruitment supports/ agencies			X						X	
Job-person matching	X									
Accessibility advisors/ ergonomics	X									
Deaf interpreter service for interviewers	X									
Disability awareness training				X				X		
Disability equality proofing	X									
Disability positive accreditation	X									
Adjustment to work organisation/conditions	X?									
Workplace monitoring	X									
Reasonable accommodation grants	X									
Productivity related financial supports	X									
Financial incentives			X				X			
Subsidies	X									
Employment Quota's/ Targets			X					X		
Employment Levies/ Sanctions			X					X		

12.7.2 Main characteristics of the system elements that focus on the employer

Availability

Characteristic of the Rumanian national profile is that the majority of the system elements listed in table 3 are considered to be not available in Rumania (the availability of adjustment to work organisation/conditions has been reported as unsure).

Characteristic is furthermore, that from the listed system elements that do exist in Rumania, none of the elements has been indicated as commonly available and only one element has been reported as sometimes available, notably disability awareness training. The availability of the remaining system elements is regarded as 'neutral', which includes in particular recruitment supports/ agencies, financial incentives, employment targets/quota and employment levies and sanctions.

Accessibility

Characteristic for the Rumanian national profile is in addition, that from the system elements that do exist in Rumania, only one element has been reported as easy to access, notably recruitment supports/agencies. One of the listed elements that exists in Rumania is regarded as difficult to access, notably financial incentives. The accessibility of the remaining elements has been indicated as 'neutral', which counts more in particular for disability awareness training, employment quota/targets and employment levies/sanctions.

Funding

The national experts reported that the Labour Office plays an important part in the financing of the system elements listed in table 3. The majority of the system elements that exist in Rumania is financed by this office. Exceptions to this rule are financial incentives, which are funded by the social insurance provider and disability awareness training and employment quota/targets for the funding of which the Specific Disability Office is primarily responsible.

12.7.3 Thresholds with regard to the system elements

According to the national experts an important barrier to a successful functioning of the Rumanian system stems from the fact that Rumanian system is still in a developmental stage. Consequently, many of the system elements under research do not exist (yet) in Rumania. In addition, the national experts draw attention to the fact that there is a lack of clarity of the procedures which are to be followed as well as a lack of professional support and adequate information on the existing system elements and on how to benefit from them. On top of that, the quality of the support that is being delivered is not always up to standard.

13 Slovakia

13.1 General Remarks

According to the national experts on the views of whom our findings are based, Slovakian disability policies are, in general, developed in a structured way. However, in view of the drastic changes that have been put into force recently, the development of some policies could also be seen as reactive. Different Ministries of the Slovakian government play a role in the implementation process, often in co-operation with national or regional agencies. For the greater part, Slovakian policies target on enhancing job opportunities for people with disabilities through regulation, sometimes combined with subsidies or interventions. In most cases the focus is on both the individual and the employer. Characteristic for the Slovakian national profile is that all the policies that exist in Slovakia are regarded as somewhat effective in bringing people with disabilities back to working life.

There are two types of disability benefits in Slovakia, notably the disability pension and the disability benefit. Entitlement to these benefits mainly depends on the level of incapacity to work. There is a quota system in place which requires 3,2% of the people employed in the company to be employees with a disability. If this percentage is not met, companies have to pay a contribution to a fund.

The national experts reported that the majority of the system elements under research has recently been introduced and many of them are still in a developing phase. The elements that do exist are, for the greater part, embedded in a linked system. The existing system elements that focus on the individual are, in general, regarded as neutral to difficult to access, sometimes available and somewhat effective in moving people with disabilities to open employment or from one system to another system. The Slovakian report points out that several system elements are of particular importance when it comes to helping people with disabilities to get back to work, notably: advocacy, disability awareness training, workplace adaptation, assistive technology, job reorganisation, accessible transport, supported employment, intermediate labour market measures, specialised vocational training and personal assistants. Two elements have been classified as being particularly ineffective in attaining this goal, notably incentives and aid and financial supports.

As for system elements which focus on the employer, the majority of system elements that exist in Slovakia are embedded in a disability specific system and considered to be neutral to easy to access, commonly available and somewhat effective. Only two of the system elements under research have been reported as being particularly effective in assisting people with disabilities in finding a job, notably deaf interpreter services for interviewers and reasonable accommodation grants.

Funding of the system elements is almost always arranged by the Ministry of Labour, Social Affairs and Family matters (MOLSAF).

The Slovakian report indicates that the main threshold to a successful functioning of the Slovakian system is the lack of adequate information and disability awareness of employers and other actors involved in the process of bringing people with disabilities back to working life. In addition, the Slovakian national experts draw attention to the fact that high unemployment rates, combined with regional disparities and an insufficient creation of new, sustainable jobs, can also hinder people with disabilities in successfully moving to open employment. On top of that, a general lack of public funds is seen as an obstacle in attaining this goal.

13.2 Policies

13.2.1 Implemented policies and their effectiveness

According to the key informants, on the views of whom our findings are based, all the policies listed in table 1 are implemented in Slovakia, except for the procurement policy. Characteristic for the Slovakian national profile is that all the existing policies are considered to be somewhat effective in terms of bringing people with disabilities back to working life.

Table 1

Policies	Slovakia	
	Implemented	Effective
Equality/ non-discrimination	X	*
Employment/ labour	X	*
Social inclusion	X	*
Vocational education/ training	X	*
Social protection	X	*
Rehabilitation	X	*
Health & safety at work	X	*
Procurement policy		
Disability	X	*
General Health	X	*
* = somewhat effective		

13.2.2 Main characteristics of the Slovakian policies

Approach

All of the policies under research in Slovakia have been characterised as both generic and disability specific. The national experts indicated that most of the policies have been developed in a structured way, albeit that some policies could also be regarded as having been developed in a reactive way due to the drastic legislative changes that have been brought into force in recent years. Characteristic for the Slovakian national profile is furthermore that the majority of the policies is based on a combination of active and passive measures, except for some policies which are primarily based on active measures. The latter counts in particular for the Slovakian rehabilitation, health and safety at work and general health policies.

Aims and objectives

According to the Slovakian national experts, Slovakian policies focus on several aims and objectives. For example, equality and non discrimination policies aim at enhancing equal opportunities and the Slovakian disability policies on equal opportunities and community integration. Community integration is also a main objective of the Slovakian social protection and social inclusion policies, albeit in combination with partial respectively total income support. Other combinations are possible as well. The Slovakian rehabilitation policy, for example, combines community integration with increased employability. Increased employability is also the main target of the Slovakian vocational education and training policy. Labour and employment policies in Slovakia focus on increased employability as well, in combination with positive action. Other policies primarily aim at health and social maintenance (such as general health policy) or combine this objective with positive action (for example the Slovakian health and safety at work policy).

Main instruments

The Slovakian report reveals that regulation is the main instrument to fulfil the objectives of the existing policies, sometimes clubbed together with subsidies. Examples of the latter can be found in employment and labour policies and vocational education and training policies. However, other combinations are used as well. Health and safety at work policies, for example, combine regulation with environmental support, whereas in the Slovakian disability, policy regulation is linked with interventions. The Slovakian social inclusion policy, on the other hand, primarily focuses on interventions which shows that this is possible too.

Target of the policies

Most of the Slovakian policies under research target on both the employer and the individual (either in work or without work), except for the Slovakian rehabilitation policy which focuses on the individual (in or without work).

Administration and Enforcement of the policies

The administration and enforcement of the Slovakian policies is, for the greater part, entrusted to the Ministry of Labour, Social Affairs and Family (MOLSAF). An exception to this rule is, for example, the general health policy which is entrusted to the Ministry of

Health Service. Sometimes there is a shared responsibility. Vocational education and training, for example, are placed in the care of both the Ministry of Labour, Social Affairs and Family and the Ministry of Education, whereas three ministries are involved in the administration and enforcement of the Slovakian rehabilitation policies, notably the Ministry of Labour, Social Affairs and Family, the Ministry of Education and the Ministry of Health Service. The social inclusion policy beats the lot by entrusting its administration and enforcement to six ministries. Next to the three ministries already mentioned, this counts for the ministry of Environment, the Ministry of Transport, Post and Telecommunications and the Ministry of Construction and Regional Development.

Sometimes agencies play a role as well, for example the Slovakian National Centre of Human Rights (with regard to equality and non discrimination policies), the Centre of Labour, Social Affairs and Family and the regional Office of Labour, Social Affairs and Family (with regard to employment and labour, social protection and disability policies) and the National Labour Inspectorate, which plays an important part in the enforcement of the Slovakian health and safety at work policy.

13.3 Main characteristics of the Slovakian benefit system

In Slovakia, people with a disability are entitled to receive income support on the basis of either the disability pension or the disability benefit. In order to qualify for income support on the basis of the disability pension, one has to be insured for a certain period of time, the ability to perform gainful employment has to be reduced by more than 40% due to a health condition which will last longer than a year and one must not be entitled to claim an (early) old-age pension. The Disability Pension can be supplemented by a Disability Benefit. Only persons with a severe disability can claim this benefit which is meant as a compensation for the social consequences of the disability in question. A severe disability is in place when the person involved suffers from a functional impairment which reduces the ability to perform gainful employment by at least 50%. The level of the compensation that will be granted in those cases depends on the type of the disability, its severity, the persons' age and the question whether he or she is insured or not. It is possible in Slovakia to receive partial benefits and combine the benefit or the pension with additional income.

People with disabilities are to apply for a disability pension by filling out an application form and submitting this form to the Regional Insurance Agency. Applications for a Disability Benefit are to be submitted to the regional Office of Labour, Social Affairs and Family. In both cases, there will be a medical examination before the benefit is granted. If the application concerns a Disability Benefit, also the social consequences and the economic situation of the applicant will be evaluated.

13.4 Quota

In Slovakia, a quota system exists for employing people with disabilities. The requirement for fulfilling the quota is that 3,2% of the people employed in the company are employees with a disability. This percentage is only mandatory when a certain amount of people with a disability is registered as a job seeker with the local Office of Labour, Social Affairs and Family. This system applies to companies in the private and

the public sector with more than 20 employees. If the quota is not fulfilled, the employer has to pay a contribution to the local Office of Labour, Social Affairs and Family for each person with a disability missing. In practice, employers tend to prefer to pay this contribution to employing people with a disability.

13.5 Thresholds regarding disability policies

The Slovakian national experts did not mention specific thresholds for people with disabilities in their return to open employment at policy level.

13.6 System elements that focus on the individual

13.6.1 Overview

According to the Slovakian national experts, the Slovakian system comprises a variety of different elements which aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more specifically aim at increasing their chances by offering financial support. The elements ranked under the third category focus on facilitating the conditions for entering the labour market by lowering the threshold for either the individual or the employer, whereas the elements grouped under the fourth category have in common that they all aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their abilities to find or to keep a job.

The national experts indicated that most of the system elements listed in table 2 are part of a disability specific or a linked system, except for assistance in accessing grants and psychological support which are considered to be part of a generic system. This paragraph intends to give an impression of the extent to which national experts believed that these elements are effective in terms of availability, accessibility and the ability to move people with disabilities to open employment.

Table 2

Slovakia	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Outreach system	X														
Job matching				X			X						X		
Guidance & counselling				X				X					X		
Information & advice				X					X				X		
Advocacy				X				X						X	
Intermediate labour market measures				X			X							X	

Assistance in accessing grants				X				X					X		
Aid/financial support					X			X				X			

Incentives					X				X			X			
Flexible benefits	X?														
Sheltered employment				X			X						X		
Accessible transport				X				X						X	
Positive action	X?														

Slovakia	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Equipment grants					X			X					X		
Reasonable accommodation					X			X					X		
Workplace adaptation				X				X						X	
Job reorganisation				X			X							X	
Assistive technology					X			X						X	
Case management	X?														
Supported employment				X			X							X	
Job coaching	X														
Personal assistants	X														

Vocational assessment	X?														
Specialised vocational education/training				X				X						X	
Vocational rehabilitation				X			X						X		
Pre vocational training				X			X						X		
Disability awareness training				X			X							X	
Psychological supports				X				X					X		

13.6.2 Main characteristics of the system elements that focus on the individual

Availability

The Slovakian report reveals that not all the system elements listed in table 2 are considered to be available in Slovakia. Some of them are still in a developmental stage and therefore difficult to assess in terms of their accessibility or effectiveness in assisting people with disabilities in finding employment. The latter counts for example for positive action, flexible benefits, vocational assessment, case management and flexible benefits. Only five system elements are believed to be commonly available, notably incentives, aid and financial support, equipment grants, reasonable accommodation and assistive technology. The remaining elements are regarded as sometimes available. This counts for the majority of the available system elements in Slovakia.

Accessibility

The national experts indicated that only two of the system elements listed in table 2 are easy to access, notably incentives and information and advice. Job matching, disability awareness training, supported and sheltered employment, intermediate labour market measures, job reorganisation, vocational rehabilitation and pre vocational training are believed to be difficult to access. The accessibility of the remaining elements was considered to be 'neutral', which counts for guidance and counselling, aid and financial support, equipment grants, advocacy, reasonable accommodation, workplace adaptation, assistive technology, accessible transport, specialised vocational education/training and psychological supports.

Mobility between system elements and to open employment

As for the extent to which system elements contribute to moving people to open employment the national experts labelled the system elements under research as 'neutral' to effective. Elements which are judged to be particularly effective in this respect are, for example, advocacy, disability awareness training, workplace adaptation, assistive technology, job reorganisation, accessible transport, supported employment, intermediate labour market measures and specialised vocational education and training. Two elements are considered to be ineffective when it comes to their ability to moving people to the open labour market, notably incentives and aid and financial support.

Funding

Most of the system elements listed in table 2 are financed by the Ministry of Labour, Social Services and Family (MOLSAF). Sometimes other institutions are involved in the funding process as well. Assistance in accessing grants, for example, is funded by both the MOLSAF and the Ministry of Construction and Regional Development and specialised vocational education and training by MOLSAF and the Ministry of Education. Aid and financial support is financed by MOLSAF and the social insurance provider. Advocacy, on the other hand, is funded by the Ministry of Interior-Civil Section (MI-CS) and the Local Government, whereas disability awareness training is financed only by the Ministry of Interior-Civil Section (MI-CS) and sheltered employment only by the Local Government. The funding of pre vocational training is the responsibility of four institutions, notably, the MOLSAF, the Ministry of Education, the Ministry of Interior-Civil Section (MI-CS) and the Local Government.

13.7 System elements that focus on the employer

Next to system elements that aim at assisting people with disabilities in their return to the labour market, the Slovakian system comprises system elements that primarily focus on the employer.

Their objective is to facilitate the employer's decision to employ people with disabilities. Within this context, it is possible to distinguish four categories which are not exclusive but meant to give an indication of different aspects that can be addressed so as to lower the threshold for employers with regard to employing people with disabilities. Under the first category elements are grouped that represent certain services that can be used in the process of redeploying people with disabilities. Elements ranked under the second category have in common that they specifically address disability related aspects so as to achieve successful return to work outcomes. Under the third category, elements are gathered that operate at workplace level and all aim at job retention. The elements grouped under the last category, on the other hand, operate at policy level and merely aim at creating positive or negative incentives for employers so as to influence their decision to redeploy people with disabilities. The national experts indicated that the majority of the system elements listed in table 3 are part of a disability specific system. However two of the system elements under review are considered to be part of a linked system, notably workplace monitoring and job-person matching. In the next paragraph an impression will be given of the extent to which national experts believed that these elements are effective in terms of availability and accessibility.

13.7.1 Overview

Table 3

Slovakia	Availability					Accessibility				
	Not available	Rarely Available	Neutral	Sometimes Available	Commonly Available	Very difficult	Difficult	Neutral	Easy	Very easy
Recruitment supports/ agencies	X?									
Job-person matching				X					X	
Accessibility advisors/ ergonomics	X?									
Deaf interpreter service for interviewers					X				X	
Disability awareness training	X?									
Disability equality proofing	X?									
Disability positive accreditation	X?									
Adjustment to work organisation/conditions				X				X		
Workplace monitoring				X				X		
Reasonable accommodation grants					X			X		
Productivity related financial supports	X?									
Financial incentives	X?									
Subsidies					X				X	
Employment Quota's/ Targets					X				X	
Employment Levies/ Sanctions					X				X	

13.7.2 Main characteristics of the system elements that focus on the employer

Availability

The national experts reported that they are not sure whether some of the system elements listed in table 3 are actually available in Slovakia. This concerns in particular, the availability of accessibility advisors/ergonomics, disability awareness training, disability equality proofing, disability positive accreditation, recruitment supports/agencies, productivity related financial supports and financial supports. Five of the system elements listed in table 3 are considered to be commonly available, notably, deaf interpreter services for interviewers, reasonable accommodation grants, subsidies, employment quota and targets and employment levies and sanctions. The three remaining system elements are considered to be sometimes available.

Accessibility

Characteristic for the Slovakian national profile is that the majority of the system elements that exist in Slovakia are regarded as easy accessible. The accessibility of the remaining three elements are reported as 'neutral', which includes, for example, adjustment to work organisation/conditions, workplace monitoring and reasonable accommodation grants.

Funding

The national experts reported that all the system elements listed in table 3 are financed by the Ministry of Labour, Social Affairs and Family (MOLSAF).

13.7.3 Thresholds with regard to the system elements

According to the national experts the main barriers to a successful functioning of the Slovakian system are a lack of disability awareness of the parties involved in the process of bringing people with disabilities back to working life and a lack of adequate information on the system elements which can support this process, next to regional disparities, high unemployment rates and a lack of public funds. The Slovakian experts also report that, next to environmental, social and attitudinal barriers, there are other factors that may hamper the process of integrating people with disabilities in employment, such as a shortage of vacant job positions and an insufficient creation of new sustainable jobs.

14 Slovenia

14.1 General Remarks

According to the national experts on the views of whom our findings are based, Slovenian policies in the field of disability are, in general, developed in a structured way. The Ministry of Work, Family and Social Affairs plays a major role in the implementation process, often in co-operation with national or regional agencies. Job opportunities for people with disabilities are enhanced in various ways, for example by offering environmental support in combination with interventions or incentives or by supplying subsidies, sometimes combined with interventions or regulation. In most cases the focus of regulation is on both the individual and the employer. In general, the policies that exist in Slovenia are regarded as somewhat effective in bringing people with disabilities back to working life. However, vocational education and training, social protection and rehabilitation policies are considered to be effective in this respect.

In Slovenia people with disabilities are entitled to a long-term disability benefit under the condition that the person in question has been insured of a certain period of time. Entitlement to these benefits depends on the type and the severity of the disability as well as on the age of the person in question. There is no quota system in place which obliges companies to employ employees with a disability.

The national experts reported that the system elements under review are, for the greater part, embedded in a disability specific or a linked system. The existing system elements that focus on the individual are, in general, regarded as neutral to difficult to access, sometimes to rarely available and effective in moving people with disabilities to open employment or from one system to another system. The Slovenian report points out that several system elements are very effective when it comes to helping people with disabilities to get back to work, notably: vocational assessment, aid/financial support, advocacy, information and advice, case management and disability awareness training. Positive action and sheltered employment, on the other hand, were seen as very ineffective in this respect.

As for system elements which focus on the employer, the majority of system elements that exist in Slovenia are embedded in a disability specific system and considered to be neutral to difficult to access, rarely to commonly available and somewhat effective. Some of the system elements have been reported as being particularly effective in assisting people with disabilities in finding a job, notably deaf interpreter services for interviewers, productivity related financial support, financial incentives, subsidies and job protection for people with a disability.

Funding of the system elements is almost always arranged by the Labour Office or the Specific Disability Office.

The Slovenian report indicates that the main thresholds to a successful functioning of the Slovenian system are the complexity of the procedures within the system and a lack of adequate information on both the available system elements and the procedures that are

to be followed to benefit from them. As a result of this, resources are left unused by potential users. In addition, the Slovenian national experts draw attention to the fact that employers should be more involved in the process of bringing people with disabilities back to working life.

14.2 Policies

14.2.1 Implemented policies and their effectiveness

According to the key informants on the views of whom our findings are based, all the policies listed in table 1 are implemented in Slovenia. The majority of the existing policies is considered to be somewhat effective in terms of bringing people with disabilities back to working life, except for vocational education/training, social protection and rehabilitation policies which are regarded as being effective in this respect.

Table 1

Policies	Slovenia	
	Implemented	Effective
Equality/ non-discrimination	X	*
Employment/ labour	X	*
Social inclusion	X	*
Vocational education/ training	X	X
Social protection	X	X
Rehabilitation	X	X
Health & safety at work	X	*
Procurement policy	X	
Disability	X	*
General Health	X	*
* = somewhat effective		
X = effective		

14.2.2 Main characteristics of the Slovenian policies

Approach

Most of the policies under research in Slovenia have been characterised as both generic and disability specific, except for the Slovenian equality and non discrimination, social protection and procurement policies which are considered to be generic. The national experts indicated that all the policies have been developed in a structured way. Characteristic for the Slovenian national profile is furthermore that the majority of the policies is based on a combination of active and passive measures, except for some policies. The Slovenian equality and non discrimination, social protection, rehabilitation and general health policies, for example, are primarily based on passive measures, whereas the Slovenian procurement policy is seen as primarily active in nature.

Aims and objectives

According to the Slovenian national experts, community integration is an important objective of the Slovenian policies, generally in combination with another objective, such as equal opportunities (equality and non discrimination) or income provision (employment and labour policies) or job creation (social inclusion) or positive action (vocational education and training). Positive action and job creation is also the main aim of the Slovenian procurement policies. The Slovenian disability policies mainly aim at increased employability and job-person matching in order to enhance job opportunities for people with disabilities. Other combinations are possible as well. The Slovenian general health policy, for example, combines increased employability with health and social maintenance, whereas the Slovenian health and safety at work policies target on job-person matching and partial income support. The Slovenian social protection and disability policy primarily focus on total or partial income support.

Main instruments

The Slovenian report reveals that environmental support is valued highly as instrument to fulfil the objectives of the existing policies, sometimes clubbed together with interventions (rehabilitation) and sometimes with incentives (procurement) or with regulation (equality and non discrimination). However, other combinations are used as well. The Slovenian social inclusion policy, for example, relies on a combination of incentives and interventions, whereas the aims and objectives of the Slovenian vocational education/training and general health policies are to be attained by a combination of interventions and subsidies. Subsidies do also play an important part in the Slovenian social protection and disability policy, sometimes in combination with regulation which counts in particular for the Slovenian disability policy.

Target of the policies

Most of the Slovenian policies under review target on both the employer and the individual (either in work or without work), except for the Slovenian social protection, disability, rehabilitation and general health policies which focus on the individual (in or without work).

Administration and Enforcement of the policies

The administration and enforcement of the Slovenian policies is, for the greater part, entrusted to the Ministry of Work, Family and Social Affairs. Exceptions to this rule are the general health policy which is entrusted to the Ministry of Health, and the Slovenian procurement policy which is entrusted to the Ministry of Finance. In most cases, the Employment Offices play a role as well. Sometimes, other institutions are involved, for example, Social Work Centres (social protection) or Health Care Centres (general health), whereas the Health and Safety at work Sector respectively the Public Procurement play a role in the enforcement of the Slovenian health and safety at work respectively the procurement policy.

14.3 Main characteristics of the Slovenian benefit system

In Slovenia, people with a disability are entitled to receive a long-term disability benefit. In order to qualify for income support on the basis of this benefit, one has to be insured for a certain period of time and there has to be a total or reduced ability to perform

gainful employment due to a certain health condition. The level of the compensation that will be granted depends on the type of the disability, its severity, the persons' age and the question of whether the disability is hereditary or developmental.

It is possible in Slovenia to receive partial benefits and combine the benefit with additional income.

People with disabilities are to apply for a disability benefit by filling out an application form and submitting this form to the Social Work Centres. The Disability Commission at the Pension and Disability Office is entitled to assess whether a person can be qualified as being partially or fully work-disabled.

14.4 Quota

In Slovenia, there is no obligation to employ people with disabilities on the basis of a quota system.

14.5 Thresholds regarding disability policies

The Slovenian national experts did not mention specific thresholds for people with disabilities in their return to open employment at policy level.

14.6 System elements that focus on the individual

14.6.1 Overview

According to the Slovenian national experts, the Slovenian system comprises a variety of different elements which aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more specifically aim at increasing their chances by offering financial support. The elements ranked under the third category focus on facilitating the conditions for entering the labour market by lowering the threshold for either the individual or the employer, whereas the elements grouped under the fourth category have in common that they all aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their abilities to find or to keep a job.

The national experts indicated that most of the system elements listed in table 2 are part of a disability specific or a linked system, except incentives and positive action which are considered to be part of a generic system. This paragraph intends to give an impression of the extent to which national experts believed that these elements are effective in terms of availability, accessibility and the ability to move people with disabilities to open employment.

Table 2

[illegible]

14.6.2 Main characteristics of the system elements that focus on the individual

Availability

The Slovenian report reveals that not all the system elements listed in table 2 are considered to be available in Slovenia. Only three system elements are believed to be commonly available, notably job matching, advocacy and specialised vocational education/training. Five of the elements listed in table 2 have been indicated as not available, notably an outreach system, flexible benefits, reasonable accommodation, supported employment and psychological support, whereas eight elements are believed to be rarely available, including positive action, equipment grants, disability awareness training, workplace adaptation, assistive technology, job reorganisation, accessible transport and job coaching. The remaining elements are regarded as neutral to sometimes available.

Accessibility

The national experts indicated that none of the system elements listed in table 2 are easy to access. Five elements are regarded as difficult to access, notably equipment grants, workplace adaptation, assistive technology, job reorganisation and accessible transport. The accessibility of the remaining system element is considered to be 'neutral', which counts in fact for the majority of the system elements.

Mobility between system elements and to open employment

As for the extent to which system elements contribute to moving people into open employment the national experts labelled some of the system elements listed in table 2 as being very effective in this respect, notably vocational assessment, aid and financial support, advocacy, information and advice, case management and disability awareness training, whereas guidance and counselling, assistance in accessing grants, intermediate labour market measures, vocational rehabilitation, pre vocational training and job coaching were considered to be effective in moving people to open employment. Equipment grants, workplace adaptation, job reorganisation and accessible transport, on the other hand, were believed to be ineffective when it comes to their ability to moving people into the open labour market, and positive action and sheltered employment were even considered to be very ineffective in this respect.

Funding

Most of the system elements listed in table 2 are financed by the Labour Office and the Specific Disability Office. However, some elements are funded by the Labour Office only, notably incentives, guidance and counselling, intermediate labour market measures, prevocational education and training and job coaching, whereas the social insurance provider is primarily responsible for the funding of personal assistants. Job matching is financed by the Labour Office and the employer, advocacy by the Labour Office and the Equality Office, specialised vocational education/training by the Labour Office and the Ministry of Environment and sheltered employment by the Labour Office and the social insurance provider. Sometimes three institutions are involved in the funding process. The funding of aid and financial support, for example, is entrusted to both the Labour Office, the Specific Disability Office and the social insurance provider, whereas in the case of vocational assessment the General Health Office is involved, next to the Labour and the

Specific Disability Office. The funding of accessible transport, on the other hand, is a shared responsibility of these two offices and the ministry of environment.

14.7 System elements that focus on the employer

Next to system elements that aim at assisting people with disabilities in their return to the labour market, the Slovenian system comprises system elements that primarily focus on the employer.

Their objective is to facilitate the employer's decision to employ people with disabilities. Within this context, it is possible to distinguish four categories which are not exclusive but meant to give an indication of different aspects that can be addressed so as to lower the threshold for employers with regard to employing people with disabilities. Under the first category elements are grouped that represent certain services that can be used in the process of redeploying people with disabilities. Elements ranked under the second category have in common that they specifically address disability related aspects so as to achieve successful return to work outcomes. Under the third category, elements are gathered that operate at workplace level and all aim at job retention. The elements grouped under the last category, on the other hand, operate at policy level and merely aim at creating positive or negative incentives for employers so as to influence their decision to redeploy people with disabilities. The national experts indicated that the majority of the system elements listed in table 3 are part of a disability specific system. However four of the system elements are considered to be part of a linked system, notably accessibility advisors/ergonomics, disability awareness training, recruitment support/agencies and job-person matching. Adjustment to work organisations/conditions and workplace monitoring, on the other hand are regarded to belong to a generic system. In the next paragraph an impression will be given of the extent to which national experts believed that these elements are effective in terms of availability and accessibility.

14.7.1 Overview

Table 3

Slovenia	Availability					Accessibility				
	Not available	Rarely Available	Neutral	Sometimes Available	Commonly Available	Very difficult	Difficult	Neutral	Easy	Very easy
Recruitment supports/ agencies				X					X	
Job-person matching					X			X		
Accessibility advisors/ ergonomics			X					X		
Deaf interpreter service for interviewers			X						X	
Disability awareness training		X					X			
Disability equality proofing		X					X			
Disability positive accreditation		X					X			
Adjustment to work organisation/conditions			X					X		
Workplace monitoring		X						X		
Reasonable accommodation grants			X					X		
Productivity related financial supports					X			X		
Financial incentives					X			X		
Subsidies					X			X		
Employment Quota's/ Targets	X									
Employment Levies/ Sanctions	X									

14.7.2 Main characteristics of the system elements that focus on the employer

Availability

The national experts reported that four of the system elements listed in table 3 are considered to be commonly available, notably job-person matching, productivity related financial support, financial incentives and subsidies. Workplace monitoring, disability awareness training, disability equality proofing and disability positive accreditation, on the other hand, were considered to be only rarely available, whereas employment quota and targets and employment levies and sanctions have been reported as not existing. The availability of the three remaining system elements is regarded as 'neutral'.

Accessibility

Characteristic for the Slovenian national profile is that only two of the system elements listed in table 3 are regarded as easy accessible, notably deaf interpreter services for interviewers and recruitment supports/agencies. Disability awareness training, disability equality proofing and disability positive accreditation, on the other hand, have been indicated as difficult to access. The accessibility of the remaining elements has been

reported as 'neutral', which counts in fact for the majority of the system elements under review.

Funding

The national experts reported that six the system elements listed in table 3 are financed by the Labour Office only and six of these elements by the Labour Office and the Specific Disability Office. Examples of the first category are disability awareness training, disability equality proofing, disability positive accreditation, workplace monitoring, deaf interpreter services for interviewers and recruitment supports/agencies, whereas adjustment to work organisations/conditions, job-person matching, productivity related financial support, reasonable accommodation grants, incentives and subsidies belong to the second category. Accessibility advisors/ergonomics, on the other hand, are financed by the Labour Office and the Occupational Health Department.

14.7.3 Thresholds with regard to the system elements

According to the national experts the complexity of the system's procedures is the main barrier to a successful functioning of the Slovenian system. In general, the procedures are considered to be too difficult to understand and too bureaucratic. On top of that, professional assistance and adequate information on how to enter the system is often lacking. As a result of this, the existing system elements are at risk of being left unused, simply because they are not accessible for employers or individuals. The Slovenian experts reported furthermore that the employer should be more involved in the process of bringing people with disabilities back to working life.

15 United Kingdom

15.1 General Remarks

According to the national experts on the views of whom our findings are based, British disability policies tend to be developed in a structured way. Several Departments play a role in the implementation process, often in co-operation with specific agencies. Job opportunities for people with disabilities are mainly enhanced through regulation, often in combination with interventions and/or environmental support. Fostering equal opportunities and increasing the employability of people with disabilities are the main objectives of the existing policies which are often linked with another objective, such as job creation, job-person matching and health and social maintenance. Most of the policies target both on the employer and the individual, except for the British social inclusion policy which primarily targets on the individual and the British vocational education and training and procurement policies, which primarily aim at the employer. Characteristic for the British national profile is that all the policies that exist in the UK are regarded as somewhat effective in bringing people with disabilities back to working life.

In the UK, people with disabilities can be entitled to receive different types of allowances depending on their specific circumstances and under the condition that they are insured. Entitlement to a specific disability allowance depends on the type and the severity of the disability as well as on the age of the person in question and his or her individual circumstances. There is no quota system in place in the UK which requires a certain percentage of the people employed in the company to be people with a disability.

The national experts reported that most of the system elements under review have been embedded in either a linked or a disability specific system, except for incentives and information and advice which are reported as being part of a generic system. The existing system elements that focus on the individual are in general regarded as easy to access, commonly available and neutral to effective in moving people with disabilities to open employment or from one system to another system. The British report points out that only two of the system elements under review can be regarded as particularly ineffective when it comes to helping people with disabilities to get back to work, notably the British outreach system and incentives.

As for system elements which focus on the employer, the majority of system elements that exist in the UK has been embedded in a disability specific system, except for recruitment supports/agencies and job-person matching which have been embedded generic system. In general, the system elements under review are considered to be neutral to easy to access, neutral to sometimes available and effective to somewhat effective in enhancing job opportunities for people with disabilities. The system elements that have been reported as being effective in assisting people with disabilities in finding a job, include adjustment to work organisation/conditions, accessibility advisors/ergonomics, disability awareness training, disability equality proofing, job-person matching, reasonable accommodation grants, financial incentives and subsidies.

Several actors are involved in the funding of the system elements under review, ranging from the Department of Work and Pensions, the Labour Office to specific agencies, such

as Jobcentre Plus and Equality agencies or voluntary agencies, or a combination of these actors. Sometimes, the Health Department or local government and/or the employer are involved in the funding process as well (for example with regard to psychological supports and personal assistants respectively advocacy, information and advice, case management and accessible transport respectively workplace monitoring).

The national experts indicated that the main threshold to a successful functioning of the British system is a general lack of adequate disability policies respectively an adequate implementation of these policies. In general the existing policies do not meet the individuals' needs. In addition, there is a big difference in availability and accessibility of the existing system elements depending on where the individual lives. The national experts drew also attention to the fact that there is in general no quality control and no quality standard. In addition, the parties involved in the process of bringing people back to working life are often not very well informed on the possibilities that the British system offers. According to the national experts, more information on the system and its elements to all the parties involved would help to gain a better understanding of the system and its possibilities.

15.2 Policies

15.2.1 Implemented policies and their effectiveness

According to the key informants on the views of whom our findings are based, all the policies listed in table 1 are implemented in the UK. Characteristic for the British national profile is that all the existing policies are considered to be somewhat effective in bringing people with disabilities back to working life.

Table 1

Policies	United Kingdom	
	Implemented	Effective
Equality/ non-discrimination	X	*
Employment/ labour	X	*
Social inclusion	X	*
Vocational education/ training	X	*
Social protection	X	*
Rehabilitation	X	*
Health & safety at work	X	*
Procurement policy	X	*
Disability	X	*
General Health	X	*
* = somewhat effective		
X = implemented		

15.2.2 Main characteristics of the British policies

Approach

Most of the policies under review have been characterised as both generic and disability specific, except for the British disability policy which has been indicated as disability specific. The national experts reported that all the policies have been developed in a structured way. Characteristic for the British national profile is furthermore that all the policies under review are considered to be based on a combination of active and passive measures.

Aims and objectives

According to the national experts, fostering equal opportunities for people with disabilities is an important objective of the British policies, often in combination with another objective, such as health and safety maintenance (general health and health and safety at work policies) or positive action (equality and non discrimination and disability policies) or increased employability (the British procurement policy). The latter is also the main objective of the British vocation training/education and rehabilitation policies, albeit in combination with job-person matching. The British report shows that other combinations are possible as well. The British employment and labour policy, for example, links the objective to increase the employability of people with disabilities with the objective to create more jobs, whereas the British social inclusion policies primarily aims at health and social maintenance and community integration. The British social protection policy combines, on the other hand, the objective to ensure health and social maintenance with total income support.

Main instruments

The British report reveals that regulation is an important instrument to fulfil the objectives of the existing policies, sometimes clubbed together with interventions (general health) and sometimes with environmental support (equality/non discrimination, and social protection) or environmental support and incentives (health and safety at

work). Other combinations are possible as well. The British vocational education and training policy, for example, relies on a combination of subsidies and incentives, whereas the aims and objectives of the British rehabilitation policy are to be achieved by a combination of subsidies and environmental support.

Target of the policies

Most of the policies under review target on both the employer and the individual (either in work or without work). Exceptions to this rule are the British social inclusion policy, which primarily aims at the individual (either in work or without work) and the British vocational education/ training and procurement policies, which target primarily on the employer.

Administration and Enforcement of the policies

The administration and enforcement of the British policies is entrusted to several Departments. The employment and labour, health and safety at work and procurement policies, for example, have been entrusted to the Ministry of Work and Pensions and the British general health policy to the Ministry of Health. The British disability policy has been placed in the care of the Disability Rights Commission, which also is involved in the administration and enforcement of the British equality and non discrimination policy, together with the Commission for Racial Equality and Equal Opportunities. The British rehabilitation and social protection policies, on the other hand, have been placed in the care of both the Department of Work and Pensions and the Department of Health, whereas the British social inclusion and vocational education and training policies are managed by both the Department of Work and Pensions and the Department of Enterprises, Transport and Lifelong learning. The British report shows that specific agencies can play a role as well. Jobcentre Plus, for example, is involved in the administration and enforcement of the British employment/labour, rehabilitation and vocational education and training policies and the Health and Safety Executive in the administration and enforcement of the British health and safety at work policy.

15.3 Main characteristics of the British benefit system

In the UK, people with a disability can be entitled to different types of benefits depending on specific circumstances. If the person in question, for example, needs supervision and/or help with personal care and/or has mobility needs, it is possible to receive a disability living allowance, provided that he or she is insured and under 65 years of age. If the person in question is over 65 years of age and needs supervision and/or help with personal care, he or she can be entitled to receive an attendance allowance. People with disabilities who have never been able to work or have been unable to work for at least 28 weeks in a row due to illness of disability, can be entitled to receive a severe disability allowance and for people who have been vaccinated against a specific disease which has probably caused a severe level of disablement, it is possible to receive a benefit on the basis of the vaccine damage payment scheme. The British system also provides an allowance to carers, under the condition that the carer looks after a person with a disability for at least 35 hours a week, that he or she is over 16 years of age and that the earning limit for working people is not exceeded. The level of the compensation that will be granted depends on the type of the disability, its severity and on the question of whether the disability is hereditary or developmental. It is possible to receive partial

benefits on the basis of the disabled persons tax credit scheme. This scheme is only open to individuals who already receive a specific disability allowance and are facing an income loss of at least 20% and who are likely to suffer from their illness or disability for at least a further six months. This has to be proved on the basis of a doctor's attest.

People with disabilities are to apply for a disability benefit by filling out an application form that can be obtained via the local Jobcentre Plus or the local Citizens Advice Bureau. There will be a medical examination before the benefit is granted.

15.4 Quota

In the UK, there is no requirement to employ people with disabilities on the basis of a quota system.

15.5 Thresholds regarding disability policies

According to the national experts, a general lack of adequate disability policies respectively of the implementation of these policies can be regarded as threshold to the successful functioning of the British system. In general, the policies that do exist do not adequately respond to the needs of people with disabilities. As a result of this, they tend to move around within the system without a clear goal. For the individual this is very frustrating. Moreover, this tends to destroy his or her confidence in the system and his or her motivation to co-operate in the long run.

15.6 System elements that focus on the individual

15.6.1 Overview

According to the national experts, the British system comprises a variety of different elements which aim at increasing the chances of the individual to return to the labour market. This can be done in various ways. Table 2 intends to specify these ways, by dividing the system elements into five categories which are not exclusive but meant to give an indication of different aspects that can be addressed in the process of redeploying people with disabilities. The elements grouped under the first category have in common that they aim to offer assistance to people with disabilities in the process of entering the labour market. Under the second category elements are gathered that more specifically aim at increasing their chances by offering financial support. The elements ranked under the third category focus on facilitating the conditions for entering the labour market by lowering the threshold for either the individual or the employer, whereas the elements grouped under the fourth category have in common that they all aim at job retention. Under the last category, elements are gathered that offer personal assistance to people with disabilities so as to strengthen their abilities to find or to keep a job.

The national experts indicated that most of the system elements listed in table 3 are part of both a generic and a disability specific system, except for incentives and information and advice which are considered to be part of a generic system. This paragraph intends to give an impression of the extent to which national experts believed that these elements are effective in terms of availability, accessibility and the ability to move people with disabilities to open employment.

Table 2

United Kingdom	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Outreach system			X				X					X			
Job matching					X				X					X	
Guidance & counselling					X				X					X	
Information & advice					X					X					X
Advocacy				X				X					X		
Intermediate labour market measures					X				X				X		
Assistance in accessing grants					X				X					X	
Aid/financial support					X				X					X	

United Kingdom	Availability					Accessibility					Effectiveness*1				
	Not available	Rarely available	Neutral	Sometimes available	Commonly available	Very difficult	Difficult	Neutral	Easy	Very easy	Very ineffective	Ineffective	Neutral	Effective	Very effective
Incentives				X				X					X		
Flexible benefits					X				X					X	
Sheltered employment					X				X				X		
Accessible transport					X		X							X	
Positive action					X				X			X			

Equipment grants					X				X					X	
Reasonable accommodation					X				X					X	
Workplace adaptation					X			X						X	
Job reorganisation					X			X						X	
Assistive technology			X					X						X	
Case management			X				X						X		
Supported employment					X				X				X		
Job coaching					X				X					X	
Personal assistants					X					X				X	

Vocational assessment					X				X					X	
Specialised vocational education/training					X				X				X		
Vocational rehabilitation					X				X				X		
Pre vocational training					X				X				X		
Disability awareness training				X				X						X	
Psychological supports			X					X					X		

15.6.2 Main characteristics of the system elements that focus on the individual

Availability

The British report reveals that all the system elements listed in table 2 are considered to be available in the UK. Most of the system elements are believed to be commonly available, except for incentives, advocacy and disability awareness training, which have been reported as sometimes available. The availability of the four remaining elements is considered to be 'neutral' which counts more in particular for the British outreach system, assistive technology, case management and psychological supports.

Accessibility

The national experts indicated that most of the system elements listed in table 2 are neutral to easy to access. Information and advice and personal assistants are even regarded as very easy to obtain. Characteristic of the British national profile is also that only three of the system elements under review are believed to be difficult to access, notably the British outreach system, case management and accessible transport.

Mobility between system elements and to open employment

As for the extent to which system elements contribute to moving people with disabilities into open employment the national experts labelled the majority of the system elements listed in table 2 as being effective in this respect, and information and advice as being very effective. There are two obvious exceptions to this rule, notably the British outreach system and positive action which have explicitly been labelled as ineffective when it comes to their ability to move people with disabilities to open employment. The effectiveness of ten elements have been reported as 'neutral', which counts more in particular for incentives, advocacy, case management, supported and sheltered employment, intermediate labour market measures, specialised vocational training, vocational rehabilitation, prevocational training and psychological supports.

Funding

The funding of the majority of the system elements under review, is arranged by the Department of Work and Pensions, the Labour Office and Jobcentre Plus. Sometimes the local government is, next to these institutions, also involved in the funding process (for example in the case of advocacy, information and advice, case management and accessible transport) and sometimes the Department of Health plays a role (for example with regard to psychological supports and personal assistants). Disability awareness training, on the other hand, is financed by the Department of Work and Pensions, the Labour Office, Jobcentre Plus and the equality respectively voluntary agencies.

15.7 System elements that focus on the employer

Next to system elements that aim at assisting people with disabilities in their return to the labour market, the British system comprises system elements that primarily focus on the employer.

Their objective is to facilitate the employer's decision to employ people with disabilities. Within this context, it is possible to distinguish four categories which are not exclusive but meant to give an indication of different aspects that can be addressed so as to lower the threshold for employers with regard to employing people with disabilities. Under the first category elements are grouped that represent certain services that can be used in the process of redeploying people with disabilities. Elements ranked under the second category have in common that they specifically address disability related aspects so as to achieve successful return to work outcomes. Under the third category, elements are gathered that operate at workplace level and all aim at job retention. The elements grouped under the last category, on the other hand, operate at policy level and merely aim at creating positive or negative incentives for employers so as to influence their decision to redeploy people with disabilities. The national experts indicated that the majority of the system elements listed in table 3 is part of a disability specific system, except for recruitment support/agencies and job-person matching which are considered to be part of a linked system. In the next paragraph an impression will be given of the extent to which national experts believed that these elements are effective in terms of availability and accessibility.

15.7.1 Overview

Table 3

United Kingdom	Availability					Accessibility				
	Not available	Rarely Available	Neutral	Sometimes Available	Commonly Available	Very difficult	Difficult	Neutral	Easy	Very easy
Recruitment supports/ agencies					X				X	
Job-person matching				X					X	
Accessibility advisors/ ergonomics				X			X			
Deaf interpreter service for interviewers			X				X			
Disability awareness training				X				X		
Disability equality proofing			X				X			
Disability positive accreditation				X				X		
Adjustment to work organisation/conditions					X			X		
Workplace monitoring			X					X		
Reasonable accommodation grants				X					X	
Productivity related financial supports			X					X		
Financial incentives				X					X	
Subsidies				X					X	
Employment Quota's/ Targets	X									
Employment Levies/ Sanctions	X									

15.7.2 Main characteristics of the system elements that focus on the employer

Availability

The national experts reported that two of the system elements listed in table 3 are considered to be not available in the UK, notably employment quota/targets and employment levies/sanctions. Two of the system elements are regarded as commonly available, notably adjustment to work organisation/conditions and recruitment supports/agencies. The remaining system elements are regarded as neutral to sometimes available, which is more in particular the case for accessibility advisors/ergonomics, disability awareness training, disability positive accreditation, job-person matching, reasonable accommodation grants, financial incentives and subsidies.

Accessibility

Characteristic for the British national profile is that five of the system elements listed in table 3 are regarded as easily accessible, including recruitment supports/agencies, job-person matching, reasonable accommodation grants, financial incentives and subsidies. Three of the system elements under review are regarded as difficult to access, notably deaf interpreter services for interviewers, accessibility advisors/ergonomics and disability

equality proofing. The accessibility of the remaining system elements is regarded as 'neutral'.

Funding

The national experts reported that three institutions play an important part in the financing of the system element listed in table 3, notably the Labour Office, the Department of Work and Pensions and Jobcentre Plus. The majority of these system elements is funded by these institutions, either by these institutions alone (for example with regard to job-person matching, productivity related financial support, reasonable accommodation grants, financial incentives and subsidies) or in co-operation with other institutions, such as the Department of Health (accessibility advisors) or equality agencies (deaf interpreter services for interviewers) or the employer (adjustment to work organisation/conditions). However, sometimes the equality agencies are primarily responsible for the funding of the system elements, which counts for example for disability awareness training, disability equality proofing and disability positive accreditation. The financial responsibility for workplace monitoring rests primarily on the employer.

15.7.3 Thresholds with regard to the system elements

According to the national experts the main barrier to a successful functioning of the British system is that the actual accessibility and availability of the system elements depend to a large extent on the knowledge that individuals have of these elements and to the extent to which the individual understands the procedure. This differs not only from person to person but also from area to area. The national experts also report a lack of quality control to ensure standards as an obstacle to the successful functioning of the British system. In addition, all the parties involved should be better informed on the possibilities of the system which requires more and adequate information on the system elements and on the positive effect that they may have, not only on the opportunities for people with disabilities to return to the labour market, but also on society as a whole.