

Inside-out



Creating conditions and instruments for lower educated workers and handicapped people with a distance to labour market with the aim of a regular position on the labour market

Working guidelines for **WP 2: Inventory & Analysis**

July 2012

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Creating conditions and instruments for lower educated workers and handicapped people with a distance to labour market with the aim of a regular position on the labour market

WP 2 Inventory & Analyses – Best practice report

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Executive summary

The overall objective of Work package 2 Inventory & Analyses is to examine and analyse the situation in each partner country regarding national employment legislations, policies, practices and strategies targeting people with a large distance to the labour market. The intention is to generate relevant information and data on the partners' national legislative frameworks, institutional structures and already existing programmes and initiatives that will feed into the elaboration and implementation of a shared model for training the companies' mentors.

The present result 2.5 "Best practices report" constitutes one of the outputs of Inside-out Work Package 2 under the coordination of Fondazione Giacomo Rumor Centro Produttività Veneto in cooperation with the Project Coordinator (KCH - NL). The other partners involved are:

- ISQ (PT);
- ENAIP (IT);
- EVTA (BE);
- VSH (CH).

This comparative report presents the main findings of the research undertaken in WP2 concerning four different areas of investigation:

1. Partners' national background and institutional contexts on systems and policies tackling the unemployment of the aim group and overview of the current trends and recent developments.
2. Analysis of the aim group in each country jointly defined by all partner as "*People with a large distance to the labour market*".
3. SWOT analysis
4. A collection of good examples and practices to learn from.

The report starts with a detailed overview of the research methodology applied during the production of the national background reports. The main purpose of the methodological framework is to combine the review of the state-of-the-art and current trends regarding the employment of people with a distance from the labour market at national level with a practice-oriented research design mainly focusing on a certain number of national/regional cases.

General guidelines for the collection of national data and information as well as common templates for cross-case comparison have been developed to ensure a common research approach in all partners' countries.

A review outlining the current issues, debates, good practices and state-of-the-art in the field of employment of people at a distance to the labour market is also provided. This review, mainly drawn on two sources of information (secondary analysis of existing information and primary research through the selection of some good practices) provided a vital underpinning both for collecting data and interpreting patterns found at partners' country level and for capturing different dimensions of the national practices/experiences/existing models. Since much is already known from past researches, Inside-out partners do not intend to replicate existing work but to focus their work on the most recent developments.

Some sections of the report presents an abridged version of the country reports' main contents, structured along the thematic areas outlined in the common research methodology. The country-specific reports are available separately, including more detailed information on each of the issues described in this report.

From a detailed analysis of the national reports, some common trends and activation measures can be highlighted. New trends and shifts in active labour market policies can be observed in all Inside-out partners' countries mainly in terms of stronger linking of passive and active benefits, through activation or workfare strategies which make benefit receipt conditional upon job search and/or participation in active labour market policies.

Furthermore, strengthening of public employment services and, in many cases, financial incentives to work (e.g. in-work benefits) as well as the adoption of early interventions with the

aim of rapid re-integration of the unemployed into the labour market and individually tailored actions are undertaken in almost all partners' national systems.

Shifting of responsibility from public to private providers, including greater self-responsibility on the part of the unemployed (e.g. use of training vouchers) as well as devolution of active labour market policies' design and implementation to lower levels with better knowledge of local and regional demands can generally be observed in all partners' countries.

A number of public and private actors are involved in the design and delivery of labour market policy and employment services and this reflect the strong decentralisation of the partners' national political systems.

As to the employment support measures, all Inside-out partners focused on disabled people as selected aim group. Two different types of support measure are present in the partners' national contexts i.e. passive measure as contributory benefits transfer programme and active measure in terms of employability programmes aimed at integrating people with disabilities into the labour market.

In all Inside-out partners countries the definition of a disabled person is related to work and income. Rights-based measures and anti-discriminatory legislation are in place in all partners' systems, including obligations on employers to make reasonable adjustment to workplaces. Specialist provisions are strong mainly in *Belgium, Italy and the Netherlands* i.e. countries with traditions of assessment of disability for the purposes of social security benefits or social welfare services.

A large number of institutions and services are involved in the employment and rehabilitation of disabled people.

Broadly similar employment support measures are in evidence in the partners' countries and quota-obligations represent an important aspect of how some partners' countries try to integrate disabled people into the labour market. The legal existence of quota-systems is no guarantee of full implementation as intended and there are national differences with regards to the definition of disabled workers counting for quota places. This depends on mechanisms of implementation and enforcement of the legal decision.

Some protective measures are present in some Inside-out countries mainly in Italy, the Netherlands, Belgium and Portugal.

Sheltered employment providers have recently adopted more explicit goals of enabling transition to employment.

More recently, social enterprises have begun to spring up which attempt to blur the boundaries between the open labour market and a sheltered environment.

It is to point out that the purpose of this report, rather than a comparison of legislative and institutional frameworks is to enable learning from each other, exchange good practice and build common ground for subsequent research tasks. All countries covered by this report have developed their own institutions, practices and standards of active labour market policies for disadvantaged people, relative to their history and culture but also in respect of the functional problems arising from geographical, demographic and political factors as well as the respective economic model.

Moreover the intention of this report is to reveal the major factors of the employment of people with a large distance form the labour market in a structured way and thus allow for an overview of employment practice in the participating countries at a glance.

1. INTRODUCTION AND BACKGROUND CONTEXT

The European Social Policy Agenda describes unemployment as the single most important reason for poverty. A job is also seen as the best safeguard against social exclusion by most Member States in their National Action Plans against Poverty and Social Exclusion (NAPs/incl, incl stands for inclusion).

There are a large number of groups who are marginalised from the labour market and from society in general. The reasons for their marginalisation are complex and multi-faceted.

People who are marginalised face a range of social and economic disadvantages related to discrimination and lack of access to education and training. Women experience additional disadvantages and risks associated with discrimination and inequalities in the labour market. Employment opportunities are also affected by different life course events including access to education in early years, family support in middle years and services to support older people and their employment in later years.

Unique experiences of marginalisation are also faced by people with physical or sensory disabilities, people with learning disabilities, people with mental health difficulties, people living in extreme isolation, and minority ethnic including Roma people.

There are now new approaches emerging to tackling marginalization from employment, with a greater emphasis on rights-based approaches, social inclusion and quality services. These new approaches include joined up and multidimensional policies to tackle complex needs, more “targeting” of services, attention to removing societal barriers and policies to tackle discrimination, particularly in access to rights and services. The European model of social rights stresses the principles of social cohesion and social inclusion and includes measures to improve the lives and rights of people who are disadvantaged.

1.1. Obstacles, barriers and risk factors leading to marginalisation from the labour market

In order to develop effective solutions, a crucial factor is to preliminary understand the barriers, obstacles and risks faced by people who are marginalised from the labour market. The barriers and obstacles faced by marginalised groups can be explained by four sets of factors:

- Social
- Personal
- Institutional
- Market factors.

These all impact on access to employment, equality of opportunity, participation in society and equality of outcomes for people who are marginalised from the labour market.

Social factors

Societal factors and attitudes to particular social groups can result in prejudice and discrimination against people who are excluded from the labour market, for example, ex-prisoners, drug users, people with disabilities and mental health difficulties and older people. Societal factors can impact on the perceptions and attitudes of policy makers and employers, resulting in barriers to participation and inclusion. This contributes to the exclusion of certain groups from mainstream programmes. For example, this is challenged by the social model of disability, which stresses that it is society that creates disabling barriers rather than the disability itself. However, the shift to a social and rights based model of disability has been hindered by a historical and institutional reliance on a welfare model of disability. The social model of disability

seeks to remove barriers to participation in society and in work so that people with disabilities can live with independence, autonomy and dignity.

Personal factors

Many personal factors are related with social influences and inequalities. Personal attributes, skills and motivation that affect an individual access to employment include a lack of education, qualifications, vocational training and resources, as well as limited working experience. A major factor is early school leaving and low participation and access to vocational training amongst some minority ethnic and social groups. These can lead to marginalisation in the labour market and can result in exposure to a range of other social problems. Crucially the obstacles faced by marginalised people are not just employment specific but include indebtedness, mental health problems, homelessness, long-term unemployment, lack of personal stability owing to drug misuse, criminal record and ex-offender status. Often these factors may lead to and are related to low self-esteem, lack of social skills, health problems, and a lack of social-family-community support.

Institutional factors

Labour market institutions and social policies can have a significant effect on opening up or closing down access to employment. There are a large number of institutional barriers resulting in prejudice and discrimination, lack of resources and gaps in programmes that perpetuate marginalisation. A major problem in some countries is the lack of legislation, policy guidance and administrative definitions, which can render marginalised groups invisible.

Nevertheless, social and labour market policies are becoming increasingly sensitive to the needs of vulnerable people. However, many countries lack the resources for programmes and financial incentives for employers to employ marginalised people and social rights are poorly implemented in practice.

Market factors

The supply and availability of jobs in a particular area, along with the strength of local and regional labour markets can result in further barriers and obstacles. This includes a lack of jobs, for example, in rural areas or areas hit by industrial decline, as well as poor transport, high costs of transport to work, and housing costs. Similarly, the market may be influenced by a range of societal factors that can result in low levels of social solidarity amongst employers and governments to the specific needs of marginalised groups.

2. RESEARCH AND METHODOLOGICAL FRAMEWORK

This paragraph outlines the research methodological framework and design which combines the review of the state-of-the-art and current trends regarding the employment of people with a distance from the labour market nationally, with a practice-oriented research design concentrating on a certain number of national/regional cases.

The methodology framework is intended to present a collection of methods and instruments, implemented in order to:

- a) gather and systematize national contexts information concerning the employment of people with a large distance from the labour market (with a special focus on disabled people from all the partners' countries)
- b) make visible and document good practices and
- c) build a common ground for the development of a training programme for mentors.

The purpose of the methodology framework is therefore to build common ground for the use of methodologies and instruments towards the elaboration of national context reports, which shall provide partners and other stakeholders with up to date information on the issue of employment of people with a large distance from the labour market in their country, including a range of sources they could use for further elaborations.

Secondly, the set of methodologies shall allow for the identification of good practice as well as it will support the development of related information updated information on key actors, legal issues, bibliographies, web links, etc.. In order to assure a common research approach in all partners' countries, general guidelines for the collection of data and information have been developed and agreed upon. Common templates for the collection of data and information have also been provided in order to promote standardisation and support cross-case comparison.

A draft version of the framework and a breakdown of the work package into roles, tasks and time schedule, were presented to the during the kick-off meeting held in Ede (NL) on November 14-15, 2011. Also during the II° Project Meeting held in Bern (CH) on March, 01-02, 2012, elements of the framework were discussed and agreed, as outlined in the meeting minutes. The framework was reviewed by Fondazione Giacomo Rumor Centro Produttività Veneto asWP2 leader in cooperation with KCH and the partners after the meeting in Berne.

Accordingly, the research direction (CPV) lends special attention to methodological issues and the development of comparative methods in order to exploit the advantages of comparison and achieve cross-fertilisation among partners' contributions. The development and discovering of a common terminology has also been considered crucial in the process towards transnational cooperation and joint comparative research activity.

The research design strives to compare national experiences from five countries. Furthermore, the consortium is of a very composite nature; re-uniting experts from various backgrounds (not necessarily sharing the same concepts, terms of reference or research methods) and having diverging degrees of experience in pilot projects relating to the employment of disadvantaged people. The research has been conducted in accordance to the research plan as follows:

	Work Package 2 leader	Partners	Project Coordinator
Roles	Coordination	Execution	Monitoring
Tasks	Selecting methodology and research instruments	Feedback	Monitoring progress and day-today management
	Elaboration of methodology framework	Feedback	
	Conducting and delivering national report	Conducting and delivering national report	
	<i>Facilitating process</i> <i>Final analysis of national data collections</i> <i>Mapping results of research onto common report format</i> <i>Delivery of final report</i>	<i>Feedback</i>	

Table 1: Research plan

As for the analysis of the national contexts the research methodology included Internet secondary analysis of official statistics and documents, analysis of research findings and, whether necessary, third party expertise.

During the national analysis the partners collected bibliographical and legislation references addressing the following areas of investigation:

Background context and institutional framework

- National **institutional framework** regarding **unemployment policies**
- Characteristics of the **national employment services** (focusing on activities addressed to the **aim group**)
- Main **public and private actors of labour market policies** and their roles and functions
- Current **national trends and developments in unemployment policies** design and implementation
- General description of the aim group i.e. people with a large distance from the labour market
- Legislation
- Responsibility
- Collaboration
- Finance / Funding
- Existing instrument and tools

3. INSTITUTIONAL FRAMEWORK OF PARTNERS' NATIONAL SYSTEMS TO REDUCE UNEMPLOYMENT

3.1. Introduction

This section provides an overview of each partner's national and institutional frameworks regarding the design and implementation of policies reducing the unemployment of people with a large distance to the labour market.

Current national trends and recent developments (e.g. decentralization of policy implementation, on-going administrative and financing reform, major challenges and constraints in the enactment of policies to reduce unemployment, etc.) are briefly described and discussed in order to provide a rich sources of information on national employment policies orientation and distinctive approaches that may be of interest for all the partners.

3.2. Developments in employment and unemployment, impact of the economic crisis on labour markets and new modes of governance

The European Employment Strategy developed in the midst of persistent and mounting occupational difficulties which undermined European economic growth during the 90's, and was thus openly aimed at bolstering employment.

As part of the Lisbon Strategy, the European Employment Strategy (EES) defined an ambitious overall employment target of 70% for the EU as a whole, to be reached by 2010, and targets of 60% for women and 50% for older workers (55-64 years).

In terms of the overall employment targets, the employment rates in the EU27 increased from the start of the Lisbon Strategy up to 2008 with a mix of countries doing particularly well and especially some of the new member States improving their situation.

Employment growth was particularly strong among women (about 5 percentage points) and older workers (about 9 percentage points) and a considerable share of employment growth was due to increasing shares of part-time and temporary employment. Corresponding with the

growth of employment, from 2004 unemployment was falling. However, the economic crisis reversed these trends and led to a drop in employment rates of more than 1 percentage point and an increase in unemployment of almost 2 percentage points within one year. As far as the ambitious Lisbon 2010 targets are concerned, total employment remains far from the 70% target, while female employment is relatively close to the 60% target and employment among older workers falls significantly short, despite a substantial increase to 46%, of the 50% target.

The new or follow-up Europe 2020 strategy was conceived in the light of the severe (labour market) impacts of the economic crisis. Despite greater emphasis on education and sustainable growth, the key areas of action (knowledge and innovation, a more sustainable economy, high employment and social inclusion) are similar to those of the Lisbon Strategy, as are the methods.

The new overarching employment rate target is 75% for women and men aged 20 to 64 years and the need, if this target is to be reached, for greater participation of specific labour market groups (youth, older workers, low skilled workers and legal migrants) has been pointed out in the conclusions of the European Council (26 March 2010).

Guideline 7 of the Europe 2020 strategy calls upon the Member States to increase labour market participation and reduce structural unemployment. To this end, Member States are asked to “introduce a combination of flexible and reliable employment contracts, active labour market policies, effective lifelong learning, policies to promote labour mobility and adequate social security systems to secure professional transitions accompanied by clear rights and responsibilities for the unemployed to actively seek work” (European Commission 6.5.2010).

The last two decades have seen a number of new trends and shifts in terms of active labour market policies. A stronger linking of passive and active benefits, through activation or workfare strategies which make benefit receipt conditional upon job search and/or participation in active labour market policies, has been high on the agenda in various countries. The focus has thus shifted to strengthening public employment services and, in many cases, financial incentives to work (e.g. in-work benefits) have been strengthened at the same time. In addition, prevention (early intervention with the aim of rapid re-integration of the unemployed into the labour market) has been placed high on the agenda and individually tailored actions have been devised.

Further important trends have been the shifting of responsibility from public to private providers, including greater self-responsibility on the part of the unemployed (e.g. use of training vouchers) and the devolving of responsibilities for active labour market policies to lower levels with better knowledge of local and regional demands. Several countries, and particularly the UK, have opened or extended their active programmes to broader groups going beyond registered unemployed. Such efforts have also included strategies to tackle multiple barriers to employment.

The most recent analysis of labour markets outcomes, transitions and participation in active labour market policies shows very diverse outcomes for different labour market groups with some groups being disadvantaged throughout. This emphasises the importance of placing a stronger focus on labour market sub-groups (the EU2020 document singles out women, low qualified youth, elderly, migrants and disabled) in order to help them improve their labour market outcomes. Such an approach calls for specifically adapted institutions and smartly designed policy measures (Active labour market policies and other appropriate measures such as working time policies, childcare, parental leave, and training and lifelong learning) that may help them to effect upward transitions from unemployment and inactivity to employment.

3.3. From unemployment to work and active labour market policies in the partners' Countries: a compared overview of the current development and trends

Currently, when a new phase of the Renewed Lisbon Strategy is getting underway, it is possible to see that the contexts in which the National Employment Plans are being implemented are going to become more complex and difficult, in that there are being heavily

affected by the impacts which the international financial crisis is having on the economy and consequently on the labour markets. In the face of this context, and above all of the extreme uncertainty we are experiencing at present, the strategy for responding to this new phase of the Renewed Lisbon Strategy is seeking in a more obvious way to reconcile actions that will provide an immediate response to the situation with the concomitant need to establish lines of action articulated with the priorities and structural objectives that have been set, as well as with the resources that are available for mobilisation.

In all Inside-out partners' countries, the employment of the population seems to be the core action priority for the national Governments and the key element of an integrated working strategy based on a broad range of interventions that not only seek to help repair situations of inequality in access and insertion into the labour market but, above all, to prevent and to intervene early on in order to avoid or attenuate those situations and promote a more sustained, high quality form of employment by simultaneously increasing the competitive capacity and the levels of social cohesion.

 As far as the partners' national contexts are concerned, during the last years, the **Dutch** institutional arena for the administration, implementation and delivery of social insurance, social assistance and employment services has went through a reorganisation. Reforms took place first of all in the area of social insurance. Dutch social insurance for people of working age consists of obligatory and uniform schemes for income protection in situations of sickness, disability and unemployment.

Dutch government has therefore been pursuing the so called “**active labour-market and social security policy**” for some years now. According to this policy, social security has to increasingly focus on the re-entry of the unemployed into the labour market or, if it is not possible, into activities which will prevent social exclusion.

Over the past fifteen years, entitlement to unemployment benefits has been increasingly linked to employment history, but also to actively seeking work, the willingness to readily accept employment offers and participation in training and further education programmes. Refusing these obligations may result in a cutback or cancellation of one benefit income.

To implement this policy, the central government has developed several measures.

The provision of social assistance was reformed in 1996 and in 2004, heightening municipal responsibility and discretion and emphasising employability. The last decade saw the introduction of two new Social Assistance Acts, one in 1996 and one in 2004. Dutch Social Assistance, which was first introduced in the 60's, is a national scheme, administered by local social services departments. The '96 and 2004 reform acts were aimed at improving the activating function of Social Assistance through formal as well as operational reform. As far as the latter are concerned, decentralization was the catchword of both acts and its aims were twofold: on the one hand, to increase local discretion in order to give municipalities more opportunities to adapt reintegration policies to local circumstances and to provide tailor-made services; and on the other, to introduce a system of financial sanctions and incentives that would stimulate municipalities to reduce social assistance dependency.

The 2004 Act was preceded by performance agreements concluded between national government and municipalities: municipalities received extra funds for activating social assistance recipients when they would realize a specified number of activation trajectories of which a specific proportion should result in labour-market entry.

Nowadays, central government provides each municipality with a budget for Social Assistance payments. When municipalities exceed this budget, they will have to draw on their own resources for financing, as legitimate claims for Social Assistance cannot be refused. When municipalities do not fully use the national budget for Social Assistance payments, they are free to spend the saved resources.

Another reform has been the introduction of liberalization and market mechanisms in the provision of activation services. Traditionally, the provision of activations services was a responsibility of the Public Employment Services (PES). Originally, the PES was directly managed by the Ministry of Social Affairs and Employment, but in order to increase the

effectiveness and efficiency of its activation services, a tripartite management of the PES was installed in the early 90's.

Nowadays, the public institutions administering social insurance and social assistance act as purchasers of activation services provided by private companies. As part of this process, the departments of the former PES that were providing activation services have been privatized.

Furthermore, the 70's saw the emergence of the so called "protected working companies" especially addressed to mentally and/or physically disabled people. Since the adoption of the law for Social Worker in 1969, these initiatives gradually gained their financial independency and a decentralization process was implemented in different directions.

 In **Italy**, employment policies have been subject to several reforms which have partially transformed the overall framework of the previous regulations. These major changes in strategies pursued through the Italian labour policies can be mainly detected in two areas:

- the adoption of **proactive employment policy measures**;
- reforms promoting **flexibility** in the **regulation of employment relationships**.

Starting from the second half of the 90's, there has been a gradual reorientation of labour policies toward a more proactive attitude, i.e. a stronger focus on measures aimed at promoting the employability of workers and unemployed people. This reorientation is attested by the adoption of conditionality principles in granting unemployment benefits, by the gradual abandonment of policies aimed at promoting labour market exit (complemented by active aging policies), and, at least partially, by the expenditure trend for active policies in comparison to that for passive policies.

Lastly, the period between the late 90's and the early 2000's was marked by a rebalancing of the expenditure for passive and active policies, with greater investments in active policies.

Another dimension of change regards the **governance of employment policies in Italy**. The most relevant example is the reform of the employment services system, which modified the previous system based on the public monopoly of job placement.

With Law 196/1997, the market of job services was opened to private agencies for the supply of labour, while, in the same year, with legislative decree 469 the functions pertaining to employment services and active labour policies were devolved to the regions and provinces. Networks of job centers (CPIs) were created at the local level to replace the previous ministerial employment offices, on the basis of a new mission aimed at providing specific assistance services to jobseekers as well as employers. The decentralization of functions was fully achieved in 2001 with the reform of Title V of the Italian Constitution, which attributes the matter of active labour policies and employment services to the competing legislative competence, while Law 30 of 2003 gave more power of intervention to the private operators.

Furthermore, the 80's saw the emergence of innovative experiences – namely a new type of enterprises, aiming at the integration into work of disadvantaged people. The roots of these initiatives are to be found, on the one hand, in the process of deinstitutionalisation (through which institutions providing care for people affected by mental disorders - but also for young people with domestic problems and orphans - were phased out) and, on the other hand, in the development of a demand for work integration support for disabled people who had, in the previous years, followed educational and training paths.

A third factor also played a role in the emergence of these new enterprises: the shortcomings of Law 482/68, which supported the employment of disabled people through the establishment of a quota system that required firms and public bodies with more than 35 employees to hire a quota of disabled people equal to 15% of the overall workforce (this law was finally reformed in 1999).

The new experiences developed as an alternative to the traditional frameworks (experimented in some other European countries) supporting the integration of disadvantaged people, such as sheltered workshops. The new forms of enterprise were created with the aim of giving disadvantaged people a remunerated and stable job (if possible). The percentage of disadvantaged people employed was originally much lower than what is usually the case in sheltered workshops, although, in comparison with the percentage in the labour market as a

whole, this percentage was and still remains quite high: at least 30% of the total labour force of a social co-operative have to be disadvantaged workers.

Sectors of activity included services (cleaning services for public and private firms, green area maintenance, restaurants and food providing in general, laundry), manufacturing, handcraft (glass, wood working), etc. Until 1991, several social co-operatives offered a combination of both welfare services and work integration activities. Law 381 of 1991 on social co-operatives put an end to this mix of activities; as it will be explained in the next section, all social cooperatives had to choose between these two fields of activities. The historical evolution of B-type social co-operatives shows that, originally, their goal was to create job opportunities for disadvantaged people. Over time, the purpose became the work integration of these workers, which can also be achieved through on-the-job training. Thanks to different positive conditions, such as the existence of an adequate legal framework and the availability of free human and monetary resources, work-integration social co-operatives have proven able to successfully deal with both the training of the disadvantaged workers and the identification of jobs more suitable for these people, with the purpose to help them find employment in the open labour market.



Turning to **Portugal**, the Portuguese government has adopted a proactive approach regarding its employment policy. Also, it is associated with greater demands from individuals seeking more efficient and adequate measures to improve resource mobilization and to target the most critical and problematic challenges, such as qualifications, education and the social protection of the Portuguese population. These challenges are the most influenced by European Union directives and the ways in which the transposition of the Directives has been intertwined with the national legal system.

Despite the adverse international economic situation Portugal has overcome a budget crisis, made various structural reforms (social security, public administration, and the qualification of public services), invested in qualifications and science, bet on renewable energies and strengthened social policies. In parallel, we have seen the creation of employment and a slowdown in the growth of unemployment.

Although Portugal still has an employment rate that is a high one in the EU context, in the last few years it has been witnessed an increase – albeit one that is now slowing down – in unemployment resulting from restructuring processes. This general trend forced the active employment policies to make an additional effort to respond to the situation and become more effective, so as to ensure a professional (re)integration that takes both the shortest possible time and is properly sustained, thereby avoiding systematic cycles of inactivity / employment / unemployment.

The Constitution of the Portuguese Republic which was enforced in 1976 contains declarations of principles and more effective rules to regulate the labour market. This framework is largely utilised in case-law. Examples include, among others, the protection of women and of minors at the workplace, the provision of social insurance for old age, illness, invalidity, industrial diseases and accidents, etc..

These important changes did not stop with Constitution. In the course of the last 30 years there has been extensive pressure to make labour legislation more flexible.

This has led to consistent reforms. All these changes aim at ensuring reasonable protection for workers and, at the same time, encouraging the government, various institutions, companies and society in general to be more adaptable to technical and organizational change, and to focus on socially responsible behaviour.

The adjustments to the unemployment protection system are going to be implemented in close coordination with the strengthening of active employment policies with a view to an effective and real enhancement of the employability of the unemployed.

In the last years, the State has also been supporting the creation and development of non-profit organisations that play a relevant role as mediator of working integration (especially targeting disabled people) since they cooperate by supporting and providing tailor-made services of requalification, recruitment and training of disadvantaged people.

In order to address economic concerns Portugal has introduced major labour legislative packages, i.e., unemployment insurance benefits in 1985, the regulation of individual dismissals, collective dismissals and fixed-term contracts in 1989.

The new law on the protection of the unemployed represents an attempt to promote adaptability and flexibility in employment relationships. Consequently, the labour law reforms concerning the new employment benefit oblige workers to fulfil several requirements in order to qualify as beneficiaries. One of the formal requirements is to actively search for work. The aim is socio-professional insertion in the job market by their own initiative and proof thereof at the Employment Centre. The other formal requirement for eligibility as a beneficiary is the obligation to present oneself every two weeks, spontaneously or in response to a call from the Employment Centre, Social Security Institution or other entity competent by protocol. All these changes have brought about by means of successive legislative measures which have increased the number of special rules, making it difficult for the unemployed to abuse the system by for example, working while still receiving the unemployment financial support.

 **Switzerland** is characterised by relatively strong labour market performance, with high employment rates, low unemployment and high wage rates. The global financial and economic crisis has nevertheless led to some deterioration in labour market conditions, including a 30% hike in unemployment during the crisis. Among the important challenges for labour market and social policy are the expected impact of population ageing in the Swiss economy, integration deficits of immigrants and their descendants, the comparatively high share of long-term unemployment, and the insufficient activation of people with disabilities. In Switzerland, although labour market policy is governed to some extent by federal laws, the cantons constitute the main level of government responsible for public employment services and the administration of active labour market policies.

Government responsibilities in the Swiss federal structure are split between three different levels: the confederation, the cantons (26); and the municipalities. There is considerable decentralisation of powers to lower levels of government. Each canton has its own Constitution, Parliament, Government and Courts and the cantons hold all powers not specifically delegated to the confederation. The municipalities have authority in several domains, including education, social assistance, and local planning, with varying levels of autonomy in decision-making, as granted by each canton.

The Swiss welfare state is a rather unique compared with other partner's countries. The Swiss welfare state is fragmented, with the federal, cantonal and municipal levels all playing separate roles; in addition, the private sector plays a comparatively large part in the provision of social security.

In a federal state such as Switzerland, a major problem affecting the performance of policies is ensuring equality of service to citizens and efficient flows of information and co-operation between the different levels of government. In this respect, some progress has been achieved since the 90's. However, although the federal government has the main legislative and regulatory authority over labour market policy and public employment services and finances most of the respective programmes, the cantons make use of the considerable autonomy they have been given to set up varying implementation mechanisms. Thus, there is no nationally-unified labour market policy in Switzerland, since the cantons are relatively free in their choice of means to reach the goals set at national level.

There is nevertheless a nationally unified financing system of unemployment, as well as a range of federally-financed active labour market measures which are offered in all cantons. As to labour market policy instruments, all cantons offer the same types of national instruments, although with varying focus, ranging from qualification measures to employment programmes in public or non-profit organisations, to wage subsidies paid to private employers.

 Turning to **Belgium**, it has an "active welfare state" strategy which combines measures to eliminate inactivity traps and personalised services and active measures to move people into benefits into work. Influenced also by the European Employment Strategy, labour market policy

in Belgium has moved to preventive measures. However, the situation of the Belgian labour market has worsened over the past years.

In Belgium, federal agencies collect social security contributions and distribute unemployment benefits, while regional agencies help with job search. Responsibilities in financing unemployment benefits and job search assistance are shared between federal and regional Agencies.

In fact, in Belgium, the unemployment benefit delivery and labour market mediation are separated. Unemployment benefits are administered by the National Employment Office (NEO). Social assistance is dealt with by the Public Social Welfare Centres (PSWCs), present in each municipality. Finally, the labour market mediation is managed by the Public Employment Service (PES), which operates under the auspices of the Regions (Flemish Region: VDAB, Brussels Capital Region: ACTIRIS, Walloon Region: FOREM and German-speaking area: ADG).

A unique feature of the Belgian unemployment benefit system is the, in principle, unlimited duration of benefit entitlement. While unlimited in time, the benefit entitlement is restricted by a series of conditions such as involuntarily unemployment and availability for work. Until 2004, only household heads were entitled to benefits

To activate long-term unemployed, Belgium introduced a substantial reform of the active labour market policies in 2004 to improve incentives to job search. The reform aimed at activating the unemployed as well as preventing long-term unemployment by linking the receipt of unemployment benefit more explicitly to active job-seeking. The old system of monitoring unemployed people was replaced by a new system managed by the federal agency in cooperation with the regions and communities, featuring an individualised approach to supervision and regular check-ups for long-term unemployed.

Those unemployed who no longer actively look for work or refuse training or counselling can incur in financial sanctions.

After the reform in July 2004 the regional PES significantly increased their assistance to unemployed jobseekers. Before 2004, the Walloon and Brussels PES offered a preventive approach to low-skilled youth only. In contrast, the Flemish PES introduced the preventive approach already in 1999 and this for all unemployed jobseekers. Since 2004, the assistance provided to unemployed workers is structured in a similar way in the different regions. It starts with an individual intake meeting with a caseworker in which a mandatory action plan is agreed upon. Regional differences concern the timing of the intervention.

Currently, Belgium has among the highest expenditures on active labour market policies compared to the EU27 Member States. Belgium offers several hiring subsidies to firms that recruit unemployed, young and older workers, workers in certain occupations. Public expenditures on labour market policy services (which cover the costs of providing services for jobseekers together with all other expenditures of the public employment services, including overheads and functions such as benefit administration where relevant) are relatively high.

Generally speaking, most Member States have recently introduced some forms of decentralisation of the public employment services to the regional level with the aim of customising services closer to specific needs of Regions, since structural differences between Regions require adequate policy responses.

In **all Inside-out partners' countries**, a number of actors are involved in the design and delivery of labour market policy and employment services, reflecting the strong decentralisation of the national political systems. All partners' countries attribute an important role to local actors in providing welfare services and in coping with problems of unemployment and exclusion. Discretionary powers for municipalities to develop individualized, tailor-made interventions that are adapted to local circumstances are considered an important prerequisite for activating "local welfare states". At the same time, the contexts in which these processes take place differ considerably. For instance, in the Netherlands strengthening the role of municipalities takes place through a clear devolution of powers and financial responsibilities. At the same time, the central state maintains its role in welfare state regulation and in redistributing financial resources for income support and activation services. Belgium and Italy have pursued a political

decentralisation which gives greater autonomy to Regions in planning their active policies as well as greater authority to administer funds regionally.

4. THE CHOICE OF THE AIM GROUPS AMONG INSIDE-OUT PARTNERS: FOCUSING ON EMPLOYMENT SUPPORT MEASURES FOR DISABLED PEOPLE

4.1. Introduction

This section provides a compared summary of Inside-out partners' specific legislation, responsibilities, funding and existing instruments targeting the **selected aim group** defined as "People with a large distance to the labour market".

Inside-out partners' national reports provide some relevant information clearly focused on national employment policies and tools targeting disabled people.

The key challenges that countries of the European Union are facing with respect to people with disabilities are low employment rates but also a high dependency on benefits, high and increasing public spending on sickness and/or disability benefits as well as an increased poverty risk among those with disabilities. The revised Lisbon Strategy and the new EU Directives refer explicitly to a greater employment amongst people with disabilities. In the last decade, an increasing emphasis has indeed been placed in the EU member States to reinforce the social and labour market inclusion of people with disabilities.

The approaches followed can be divided into two types of measures:

1. the contributory benefits transfer programmes (the passive measures) and employability programmes aimed at integrating people with disabilities into the labour market (the active measures). These legislative measures and labour market policies are targeted towards the employment promotion of people with disabilities.
2. More explicitly, the movement away from passive to active measures has been achieved by the implementation of legislative instruments (such as obligatory employment quota schemes, anti-discrimination legislation, job protection rights) and targeted active labour market policies, which aim to support the participation of people with disabilities. In addition, the experience of the EU Member States has been characterized by discrete efforts and changes with respect to the employment measures for people with disabilities. In some EU countries, the dominating approach is the "mainstreaming disability model" which implies not just special employment services but employment measures for persons with disabilities in all policy domains or "special and separate employment" like in sheltered workshops. Furthermore, targeted active labour market policies are implemented in most countries in order to further the social integration of the people concerned, partly through financial incentives to employers hiring persons with disabilities and through vocational rehabilitation programmes.

As to Inside-out partners, in all countries, the definition of a disabled person is related to work and income. Italy defines disability as a reduction of the work capacity while Belgium, the Netherlands, Portugal, and Switzerland define it as a reduced opportunity to get a job or to retain a job.

All Inside-out partners agree that disabled are prevented from working not because of their inherent deficits but because of discriminatory attitudes and a failure to make reasonable adjustments. All Inside-out partners have now rights-based measures and anti-discriminatory legislation in place, including obligations on employers to make reasonable adjustment to workplaces.

In Italy, antidiscrimination/equal opportunities measures are defined by Laws n. 482/68, n. 104/92 and n. 68/99, which outline the evolution of employment policies for the disabled at national level. Prevention and intervention to remove disability barriers are addressed in terms of empowerment and support to disabled people for their active presence in the labour market and, more in general, in the social community. In Switzerland, the Disability Discrimination Law EPDA

in force since 2004 has the main purpose to prevent, to reduce and eliminate discrimination to which disabled people are exposed as well as to set conditions that make it easier for people with disabilities to participate in society, to gain and maintain independent social contacts and to take up regular employment.

In Portugal, the Law n° 46/2006 prohibits and punishes discrimination based on disability and health. This law applies to economic, social and cultural individual rights and defines the concepts of direct and indirect discrimination.

A large number of institutions and services are involved in the employment and rehabilitation of disabled people in all Inside-out partners' countries. These include Ministries, social security agencies and (regional) organizations of (and for) people with disabilities with different objectives and cultures.

Specialist provisions are strong in countries with traditions of assessment of disability, for the purposes of social security benefits or social welfare services (Belgium, Italy and the Netherlands).

Broadly similar employment support measures are in evidence in the partners' countries. Quota-obligations represent an important aspect of how countries try to integrate disabled people into the labour market. The quota system is based on the principle of sharing open employment and on the need to provide a short-term answer to the problem of occupational integration of the disabled.

The quota systems vary concerning the degree of enforcement, the administrative arrangements, the sanction or the levy system and the actual quota percentage and apply in either the public and/or the private sector.

Italy, Portugal and the Netherlands have some sort of system in place. A quota in the area of public administration was introduced in Portugal in 2000 for people with disabilities. In Belgium only partial quota schemes apply. The legal existence of quota-systems is no guarantee of full implementation as intended and there are national differences with regards to the definition of disabled workers counting for quota places. This depends on mechanisms of implementation and enforcement of the legal decision. For example, in Italy, companies may reduce the minimum number of disabled people to be employed or the levy to be paid if they give some job orders to work integration social enterprises employing disadvantaged people.

In some countries, the financial levies derived from employers not fulfilling quotas are invested in a national fund with the aim of increasing employment for disabled people.

Additional stimulating measures are also applied to employers to improve compliance (wage subsidies, reduction of employers' tax and social insurance contributions).

Some protective measures are present in some Inside-out countries mainly in Italy, the Netherlands, Belgium and Portugal. Sheltered employment providers have recently adopted more explicit goals of enabling transition to open employment. Furthermore, more recently social enterprises have begun to spring up which attempt to blur the boundaries between the open labour market and a sheltered environment.

 In **Belgium**, sheltered workshops or Entreprises du Travail Adaptés (ETAs) represent an important measure in Belgium for the employment of the disabled. Increasingly the ETAs employ more people with slight rather than severe disabilities and there is a greater focus on a profit-making logic and a firm-like structure. Many ETAs are now working as subcontractors for larger firms providing cheap labour-intensive services. The Funds pay subsidies to the each ETA according to the number of registered disabled workers that they employ and their characteristics, however the majority of income now derives from the ETA's economic activity.

 In **Portugal**, the “Centros de Emprego Protegido” – CEP - seek to provide people with disabilities, with paid activity and the possibility of training and / or vocational improvement that allows them to be transferred whenever possible to the normal work market. CEP are developed in regular industrial, handcraft, agricultural, commercial or service units.

 In **the Netherlands**, sheltered employment is termed “social employment”. Its history can be traced back to the 19th century, when private organisations ran specialised work institutions

for disabled people and some work was in the hands of local authorities. The Sheltered Employment Act (WSW) of 1969 states that 'the local authority will make provisions for people who are able to work but for whom there is not, or not readily, an opportunity to work in normal conditions for predominantly personal reasons, to find paid employment under adjusted conditions in jobs which are aimed as much as possible at the conservation, the restoration or the promotion of their work capacity (article 7(1)). The new Act has proposed a narrower definition of the target group: work opportunities are offered only to those who, as a result of physical, mental or psychiatric impairments are able to work only under adjusted conditions.

 In **Switzerland**, sheltered employment is determined by the workshop management in close cooperation with the disability insurance authorities. Subsidies granted to the supplier of sheltered employment require that reintegration services are offered and that at least half of the workers are disabled according to the definition of the disability insurance.

 In **Italy**, the role of social co-operatives is highlighted as particularly important. Work integration social co-operatives in Italy were born with the purpose to find stable jobs for disabled people. Over time, the tools used to reach this purpose have evolved and, nowadays, besides the stable job created inside the social co-operative itself, there are on-the-job training and experiences aimed at increasing the employability of the disadvantaged people. In this context, B-type social co-operatives can be considered as active labour market policies.

These organisations employ many disabled workers. Most of the actors in the field of rehabilitation and employment integration support are managed by social cooperatives.

Social enterprise aimed at the work integration of disadvantaged persons can be regarded as an alternative to the failure of traditional employment policies. Sometimes, social enterprises adopt the same solutions of supported employment but they are distinct as regards their institutional and/or organisational forms. Work integration social enterprise can select and train employees at a lower cost than other business thanks to skills which have been developed through constant work with disadvantaged workers. Moreover, social enterprise can provide some sort of certification which vouches for the workers' skills acquired on the training programme backing it with their reputation as reliable intermediate institutions. This comparative advantage thus enable them to act as "gateways" from welfare to productive work.

Beside their goal of work integration (to train disadvantaged people in order to make them able to find a job in the open labour market, or to give them a job inside the social co-operative), social enterprises have a highly developed entrepreneurial attitude. During the last decade, work integration social enterprises have increasingly been characterised by a strong independence from non-market resources. Most resources now originate in the sale of goods or services to private and public markets.

Recent years have also seen the growth in all Inside-out countries of inclusive measures such as **supported employment** and other pathways to ordinary employment. Essentially, supported employment involves the placement of a disabled person in a "real job", assisted initially by a job coach who undertakes a work assessment and provides assistance when required. After a period of time, the support of the job coach is meant to fade, and is replaced by "natural support" provided by fellow employees.

Supported employment is very differently organised, structured and financed in the partners' countries. This means that comparison is problematic, and also that learning without detailed case-studies is difficult. However, in general, it seems that long-term support is important, and that job and work experience placement is central to achieving a job in the labour market

All **Belgian** regions have experimented with some form of Supported Employment, but there is no mainstream supported employment programme in any of them. Supported Employment is primarily carried out in the regions Flanders and Wallonia. Supported Employment projects are provided by disability organisations, Sheltered Workshops, Social Workshops and other NGOs. The target groups of Supported Employment in Belgium are persons belonging to one of the four groups defined in Belgium's labour market policy. These are elderly (50+), ethnic minorities, low-skilled persons and disabled persons. They can also be unemployed or figure on a waiting list for Sheltered Workshops, Social Workshops or companies

with adapted work (ETA). There are also Supported Employment projects especially targeted at homeless people. Through Supported Employment, disabled jobseekers receive support to identify skills and work preferences; they receive counselling and guidance and on/off job support (personal work assistance), to secure successful integration into the job and workplace. Support is also available for special adaptations to the workplace (equipment or clothing) and compensation for travel expenses. The public services and special agencies for persons with disabilities cover support to obtain and maintain paid jobs in the open labour market, and wage subsidies are used to secure the contracts. Assistance in finding an employer is also provided.

In cases of job finding, job carving and training on the job, there are many opportunities to take care of the employer's needs. Financial support for workplace adaptation is available, and there is a wage subsidy available for the private sector and in education and local authorities.

There are two variants of Supported Employment in **the Netherland**: the UWV hires Supported Employment companies/job coach organisations and other labour market reintegration services for their client and pays the costs of finding a job and the costs of job coaching. This is a national system and only focused on paid work; municipalities often delegate Supported Employment to companies in the sheltered sector.

Supported Employment has a job coach that provides support to obtaining and maintaining paid jobs in the open labour market. Wage payment is provided by the employer in combination with a dispensation to pay less than the minimum wage (the client gets a higher income subsidy in combination with the wage). Supported Employment provided by Sheltered Workshops is stimulated with wage subsidies. Jobs are typically based on regular work contracts and often time-limited contracts.

In **Italy**, the law 68/99 has introduced the “targeted placements” for disabled workers. This involves the adoption of technical and support tools that will enable improved testing of the work capacity of the individual in order to better integrate him or her into an adapted position of employment, by workplace analysis, support means, positive action and solutions to environmental obstacles in daily work and social relations. The Regions are responsible for regulating the implementation and capacity of the organisations, institutions, work and service-providing social co-operatives, associations, and so on, who develop activity to favour the employment integration of people with disabilities (Law 104/92).

Also the **Portuguese** labour market authorities and regional and local municipalities fund Supported Employment projects that offer disabled jobseekers support to obtain and maintain paid jobs in the open labour market. The Portuguese labour market authorities fund Supported Employment projects through PES. These projects include job coaches providing support to the potential jobseekers to identify their skills and preferences for work, finding employers as well as individual support to obtain and maintain paid jobs in the open labour market. Services receive funding to arrange occupational and training courses including unpaid work experience placements.

4.2. Comparative SWOT analysis: identification of the strengths, opportunities, as well as weaknesses and threats in the employment of people excluded or at risk of exclusion from the labour market

This section summarizes the results of the SWOT analysis for each partners' national context. The SWOT analysis has been carried out by all partners as activity WP 2.3. of Work Package 2. On the one hand, it should provide a background and an overview of the differences between the partner countries with respect to situation and conditions of people with a larger distance from the labour market. As such, it also provides a basis for the transnational learning process of Activity 2.

The main objectives of the SWOT analysis are:

- to provide a systematic picture of the present state of active labour market policies for disadvantaged people in all partner countries, in order to have a base situation from which to assess the results of the project;

- to identify promising (and less promising) fields for policy intervention, in order to know where resources can best be targeted at, at which scale and with which actors being involved;
- to identify promising fields for transnational learning and what are the main strengths that other partners may learn from, and what are its weak points where it may benefit from partners' experiences;
- to gain insight in the extent to which the good practices and experiences analysed in WP 2.2 and 2.4 connect to the strengths and weaknesses, opportunities and threats of the respective national contexts; this is important to assess both their chances for success and their possible contribution to the national labour markets.

The following table summarizes the main results of the SWOT analysis that have also been presented by each partner during the II^o Project Meeting held in Berne (CH) on March 001-02, 2012. The complete SWOT analysis from all partners is included in the Appendix to the report, which is also available in digital form on Inside-out website.

STRENGTHS	
	<ul style="list-style-type: none"> - Everybody has an income - Very well organised protected working areas, social companies - The social companies offer qualitative guidance and a relevant working place - Several reintegration instruments for different people of the aim group - Coaching on the job by the company and the reintegration company
	<ul style="list-style-type: none"> - Sensitive social/economic context - Welfare state orientated towards social inclusion - Non-differentiated access to educational system - Targeted legislative framework - Attention to the quality of working life - Integration/networks between institutions, services and other active parties (cooperation, associations, voluntary services..) - Awareness of companies' corporate social responsibility - Obligation for Social Enterprise to draw up Social Audit - Developed and capillary dissemination of work integration social enterprise (enterprises appealing to the financial market just like any other enterprise; well-rooted in the local contexts and close to the needs of the local communities; contribution to lower the public expenditure and to public revenue since disadvantaged employed pay taxes and contribute to the social security fund.
	<ul style="list-style-type: none"> - Existence of the Procedures Manual for Integration of Disabled people in the Job Market - Legal documents for integration of this target group and legal definition of people with large distance of the labour market - Targeted legislative framework - Every worker has a monthly income, emancipation and health
	<ul style="list-style-type: none"> - Existence of the Procedures Manual for Integration of Disable People in the Job Market - The Swiss Employers' Association, the Swiss business federation, IV conference and the Federal Social Insurance Office are working for the campaign together
	<ul style="list-style-type: none"> - Every citizen has an income (minimum income of 900€/month)
OPPORTUNITIES	
	<ul style="list-style-type: none"> - More responsibility for individuals to be responsible for their personal development and gain an income through a regular job - More responsibility for companies to create jobs for lower skilled workers - Social integration of the aim group in the labour market - Implement a balanced staff of personnel consisting of different ages
<ul style="list-style-type: none"> - Transformation and reduction of social welfare costs 	

	<ul style="list-style-type: none"> - Compulsory application of employment contract to participate in public procurements/tenders. - Opportunity for the company to use a training period or an employment grant so to have time to get to know the employee - Global care for disadvantaged people and an in-depth evaluation of their limits and potential - Social cooperatives to be recognized as tools of promotion of the access to the labour market and not only for social inclusion.
	<ul style="list-style-type: none"> - Attempt to collect the number of persons with large distance to the labour market - Cooperation with the Ministry responsible for this issue - Reduction of social welfare costs
	<ul style="list-style-type: none"> - If there are no jobs available, Social Assistance has the task to maintain the earning capacity. Jobs in the so-called supplementary labour market (booth jobs, employment programs, etc.) are playing an important role - Employers receive an integration allowance of 100 to 300 francs per month if they employ disadvantaged people
	<ul style="list-style-type: none"> - Regionalisation

WEAKNESSES	
	<ul style="list-style-type: none"> - People are not motivated by the system to earn an income regularly; the difference between social payment and a regular wage is not big - Difficulties for disabled people to enter the labour market due to many different laws and different responsibilities makes it difficult. - The complexity of the system and the administrative procedures are discouraging for companies to hire a disabled person
	<ul style="list-style-type: none"> - Transformation and reduction of social welfare costs - Compulsory application of employment contract to participate in public procurements/tenders. - Opportunity for the company to use a training period or an employment grant so to have time to get to know the employee - Global care for disadvantaged people and an in-depth evaluation of their limits and potential - Social cooperatives to be recognized as tools of promotion of the access to the labour market and not only for social inclusion.
	<ul style="list-style-type: none"> - The Procedures Manual for Integration of Disable People in the Job Market only takes care of bureaucratic aspects - Inexistence number of persons in this situation - Widespread unemployment - Economic crisis tending to weaken the welfare state - Reduction in resources - Stereotypes and the prejudices of company workers, against a disable person - Lack of adapted facilities for a disable worker - Some company activities may require a high level of skills which is not adapted to a disable worker - Current difficult financial situation which may be an obstacle for hiring a new worker, especially if a disable worker. - Limitation of personal autonomy
	<ul style="list-style-type: none"> -To get social support all saleable assets (car, house, flat) hast to be sold. Bank account shouldn't be over 4000 francs. - The social welfare service has fallen in the last 15 years (financial support is getting lower). - The Social Services of Switzerland is not responsible for some groups such as persons in the asylum area and recognized refugees
	<ul style="list-style-type: none"> - Unlimited income in time - System Private companies is rather unclear

THREATS	
	<ul style="list-style-type: none"> - Poor economical situation and high rate of unemployment of the aim group - Local government is more and more responsible but they not always have enough experience to guide the aim group towards the regular labour market. - Local government has a budget for reintegration of people with a longer distance to the labour market. They could make choices to issue the budget to people who are more easily guided towards the regular labour market. - Companies don't have experience with the aim group which lowers a successful integration within the company. - Disabled people working in a protected working area earn more than the minimum wage. This situation doesn't encourage the aim group to accept a job offer on the regular labour market. - The regulations of the official VET-system are about to change in such a way that initial educational programs are not freely open for people older than 30 years; the company itself have to pay all the costs.
	<ul style="list-style-type: none"> - Transformation and reduction of social welfare costs - Compulsory application of employment contract to participate in public procurements/tenders. - Opportunity for the company to use a training period or an employment grant so to have time to get to know the employee - Global care for disadvantaged people and an in-depth evaluation of their limits and potential - Social cooperatives to be recognized as tools of promotion of the access to the labour market and not only for social inclusion.
	<ul style="list-style-type: none"> - Attempt to collect the number of persons with large distance to the labour market - Cooperation with the Ministry responsible for this issue - Reduction of social welfare costs - Creation of a job carving methodology - Training for the tutor/ colleagues in company in order to minimize the future problems of integration - Awareness of specific problems of the disable worker in order to better deal with future problems
	<ul style="list-style-type: none"> - Experts estimate that in Switzerland, up to 50 percent of eligible people do not apply for social support because in many places very is considered stigmatizing. - Migrants are represented with a share of 44 percent in the social support. - Many people who collect social benefits have a little chance of a professional integration.
	<ul style="list-style-type: none"> - Regionalisation

4.3. Good practices in the employment of people with a distance from the labour market

This synthesis report is aimed at giving a snapshot of the extensive and rich national reports. It attempts to highlight distinctive approaches that may be of interest. The national reports have put forward a range of examples of good practices and therefore represent an important source mainly for policy-makers interested in identifying new approaches, some of which are summarised in this comparative report.

The goal of the following good practices is to give an overview and insights on how value is created in the recruitment of people with disabilities for both companies and employees. A detailed description of the cases is provided regarding their target segments, key elements, distinctive recruitment processes and the prospective added value that is gained with these practices.

It was agreed that each partner had to collect 1 good practice in its country, according to the criterion proposed by the WP leader. There were established a few core criteria with a uniform and consistent orientation framework, which were applied when selecting and documenting the models of good practice as far as possible. With these criteria it wasn't claimed to establish a collection of verifiable (in the sense of measurable) models of good practice since the differences that exist between various European regions and the different levels of understanding of good practice preclude such a claim.

The following criteria for collecting good practices were identified:

- Approach to get a real job with a key role for the mentor/company;
- Sustainability

This best practices report is not intended to establish a collection of European good practice, since requiring weightings and matchings according to different levels and pathways of national development of employment of people with a distance from the labour market. However good practices could serve as means of peer learning through which own practice can be reflected and changed.

 The Dutch project "*Binnenstebuiten*" has been identified as good practice of work inclusion of disabled people in the regular labour market.

Five protected working companies have been adapted into "learning working company" and regular companies have been selected for offering a traineeship to a disabled person. The Dutch Qualification Framework for vocational education has been used with the purpose of improving the communication with the companies. The protected working companies' managers have been specifically trained for supporting the disabled workers' self-development while the companies' manager have been trained to guide the workers in their development, to help them to get the workers integrated in the company and moreover to learn them how to coach the disabled person which special guidance- and coaching needs.

 The B-Type social cooperative has been identified as the Italian model of work integration social enterprise as a tool of active employment policies.

This new experiences developed as an alternative to the traditional frameworks supporting the integration of disadvantaged people, such as sheltered workshops. The new forms of enterprise were created with the aim of giving disadvantaged people a remunerated and stable job (if possible). The percentage of disadvantaged people employed was originally much lower than what is usually the case in sheltered workshops, although, in comparison with the percentage in the labour market as a whole, this percentage was and still remains quite high: at least 30% of the total labour force of a social co-operative have to be disadvantaged workers.

From the very beginning, the juridical form adopted by most initiatives was the cooperative; as far as the production activity is concerned, it varied according to the territorial productive context and to the sensitivity of the public administrations. Sectors of activity included services (cleaning services for public and private firms, green area maintenance, restaurants and food providing in general, laundry), manufacturing, handcraft (glass, wood working), etc.

 The Portuguese Good Practice case presented cover one private company (El Corte Inglés) which is a Spanish based international company focused on selling a wide range of consumer goods. Currently, the company has 15 people with disabilities working in its Portuguese subsidiaries, each one having specific training for their job requirements.

The company has been identified as good practice mainly for its recruitment policy which includes hiring people with disabilities to different areas for which each employee has specific training associated with the company business area (food services, stock replacement). At present, the company employs 15 disabled people.

After a job opening, the company contacts several organizations with an in-depth knowledge of the integration of disabled people; provides selection tests tailored to each candidate according to their specific disability; assigns an internal tutor to each new disabled worker; states the excellent performance of people with disabilities.

Until 1991, several social co-operatives offered a combination of both welfare services and work integration activities. Law 381 of 1991 on social co-operatives put an end to this mix of activities; as it will be explained in the next section, all social cooperatives had to choose between these two fields of activities.

The historical evolution of B-type social co-operatives shows that, originally, their goal was to create job opportunities for disadvantaged people. Over time, the purpose became the work integration of these workers, which can also be achieved through on-the-job training. Thanks to different positive conditions, such as the existence of an adequate legal framework and the availability of free human and monetary resources, work-integration social co-operatives have proven able to successfully deal with both the training of the disadvantaged workers and the identification of jobs more suitable for these people, with the purpose to help them find employment in the open labour market.

 The Center for Disability and Integration is a good practice example identified by the Swiss partner providing a valuable contribution as it has extensive experience as interdisciplinary research center that studies the labour market integration of persons with disabilities from a management, psychology, and economics perspective.

The research results are transferred also into corporate practice thus contributing to an increase in employment of people with disabilities in the long run.

The CDI-HSG builds national and international networks with researchers, universities, and companies in the area of disability research.

 The transnational project DUET (DUOdag) has been identified as Belgian good practice aimed at promoting and increasing the employment of disabled people in the Flanders.

The project's main goal has been to increase the awareness of employers and create more job opportunities for this target group. For this specific purpose, useful European methods, activities, projects, good practices and partnerships regarding employment approach and mediation have been searched.

In this perspective, the project has been aimed at exploring the possibility of achieving the following objectives:

- further developing a sustainable Flemish DUODAG concept (as a promotion) for people with disabilities
- Creating and coordinating a joint strategy among a broad partnership of service providers and employers
- Measuring the effects of the actions so to have effective consultation with sectors, employers, policy
- Building up an European Platform of European partner organizations to interchange future good practices.

Based on the Irish example, the project started Jobshadow-activities in Flanders so to enable jobseekers with disabilities to create a better picture of different jobs on the labour market and employers to gain a better understanding of the capabilities of persons with disabilities

4.4. Transferability of the good practices

Approaches and practices towards labour market integration of disadvantaged people are instruments in the wider context of active labour market policies.

When assessing the transferability of good practices, wider questions have to be asked concerning the background of general policy framing of employment and social integration in a country, the existing institutional structures for such policies, the configuration of actors involved in it (institutional, companies, no-profit organisations, disadvantaged people themselves, etc).

Structural and practical conditions should be fulfilled in order to make an instrument politically feasible.

However, it should be noted that most case studies, given the limited scope, did not incorporate a thorough analysis of the transferability of the approach or practice. Thus, as the

partners' country reports and the case study reports did not make reference to these conditions, it has been possible just scratch the surface here.

One of the main prerequisites for a successful approach, as described in most case studies is the requirement of extensive collaboration between different stakeholders

Transferability is not only about the content of the approach, but also about the way of communicating about an approach to actors in the field of labour market integration.

Conclusions

There are some lessons that can be learnt from the partners' national reports and good practices analysis. They may seem difficult to compare given their different focus and coming from different countries with different economic, social and cultural backgrounds. However, there are some common features that point to general lessons.

A general conclusion is that, while they have generally existed for some times, most social problems have been exacerbated by the economic and financial crisis of recent years.

The nature and extend of the problems varies strongly between countries. But it is clear that certain social groups are particularly affected. In Inside-out project, partners have focused their attention mainly on disabled people.

All Inside-out partners have been going through a shift from passive measures towards (active) labour market integration policies. In addition to more traditional approaches (such as sheltered employment, regulation and employment quota obligations), several new types of measures have been put into practice with the purpose of assisting people with disabilities to enter the labour market. They include new vocational training and rehabilitation programmes as well as labour market measures facilitating the matching process between people with disabilities and employers, such as funds for the adaptation of infrastructures and workplaces, wage subsidies, tax incentives, etc.

As far as the responsibilities of public authorities are concerned, each country has a specific policy designed to promote the employment of people with disabilities (quotas, financial assistance, anti-discriminatory measures, awareness-raising for employers and the general public, etc). Another trend observable in many Inside-out partners' countries is a move towards decentralisation in employment services, with a greater mix of (public, non-profit, commercial) providers involved.

Finally, public and private authorities (especially NGOs who work in the promotion and social development of the collective) are developing and managing a series of special measures that allow the total (universal) accessibility of people with disabilities.

Other general conclusions can be derived from Inside-out work:

- There is a need to address the issue of disability from a broader scope by focusing more on remaining or partial work capacity rather than work incapacity. In order to make successful reforms to increase employment rates of people with partially-reduced work capacity, more focus on training and employment programmes as well as new activation strategies are required. The social security system needs to be flexible and focus more on providing incentives for the disabled people to activate them into the labour market. Transforming disability benefit systems into more active systems will be necessary but also particularly challenging in the current economic context. While it is necessary to protect people who are sick or injured, the other goal of benefit systems should be to help those who can work and want to remain in the labour force, even if they have lost part of their functioning. Therefore, it is necessary to turn disability benefits into re-employment payments in order to avoid the benefit systems remaining passive in nature, leading to exclusion;
- The role of employers in this process has become an important focal point in the search for polices aimed at turning this trend around;
- There is a need of coordinated approach among stakeholders and of developing more integrated service provisions;

- ❑ Proactive approaches should be further developed mainly on the part of the company, service providers and social partners;
- ❑

In the years to come, the issue of the employment of disabled people will become more and more relevant. Under the influence of the ageing population, the aim group of disabled people will see a strong relative increase. An efficient labour market strategy for persons with disabilities in general will be increasingly important, also given the policy priorities of enlarging the supply of labour, reducing the spending on benefits and social security and combating social exclusion. Therefore, it is of utter importance to provide sufficient room for measures aimed at supporting sustainable employment opportunities.