

Working opportunities for disabled persons in Germany

- Laws, practices and experiences -

A report by
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Foreword

This report is part of a project aiming to introduce people with disabilities as employees on the Bulgarian labour market. As the Bulgarian nation ratified the UN Convention on the Rights of Persons with Disabilities on 22.03.2012, its article 27 can be regarded as an international framework for the legal, moral and humanistic implementation of the project aims. As equality within a society is (or should be) a basic right in each modern society, the personal right to participate in work and society should be embedded in each country without exemption and on its broadest scale.

Germany was chosen as a partner country within this project and varying working opportunities and social services in Bremen, Cologne and Hamburg were visited as best practice examples. The most important ones are described in this report. Since the 80s, Germany has implemented a legislation and financing providing an operational framework for working opportunities for disabled persons. A moral acceptance of the German population and the intense fight of welfare organisations have further accounted for the implementation of an outpatient social infrastructure and it is generally accepted that disabled persons should have equal rights in society. However, it should be also quite clear that the funding of these infrastructure would not be possible without a strong legal background. No law, no funding. Meanwhile, working opportunities have become quite cost-intensive and without public duties, these would not be reimbursable.

It is quite reasonable to conclude that not all persons with handicaps can be included in a competitive labour market. Due to economic pressures and the permanent increase of job specializations, the competition on labour markets are that intense that the introduction of persons with handicaps who -next to their disadvantages arising from specific disabilities- have neither participated on a labour market nor have been qualified for it, can be sometimes impossible. It should be also worthwhile to think about working opportunities in alternative labour markets. Though these might enable the generation of exclusive milieus, nevertheless they deliver the strong potential for daily structures. They have a pronounced and moralistic value and can -as shown by social impact research- improve the health and social status of a given person. As a positive effect for benefactors, regular work can furthermore contribute to the reduction of further social services because work has a strong activating potential. And even alternative infrastructures can be organized in a way that disabled persons come into contact with non-disabled persons and generate an inclusive added value.

This report is not aimed to show a temporary completeness but to give a picture on laws, structures and experiences. Details on structures and tools developed over many years could be inspiring examples even in other countries. In Germany, working opportunities for disabled persons underly a permanent progress and reformation and local communities have the opportunity for individual solutions.

Bulgaria is not Germany. We should accept that Bulgaria has a completely different history and culture and -to this moment- completely different financial possibilities. It is unrealistic to just transfer German structures to Bulgaria because they apparently would not work there. The project aims are a hard task -also without providing benefits for employers- and the long-term and sustainable implementation of inclusive working opportunities will need its time. As the European Union has the ambition to standardize certain aspects of governments and societies, we might find a purely Bulgarian solution to this topic and it

should be kept in mind that colonialistic attitudes would be inappropriate. It is quite probable that Germany can learn from Bulgaria in this sense.

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For the report:

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Short summary

Bulgaria and Germany both signed and ratified the the UN Convention on the Rights of Persons with Disabilities and recognized the right of persons with disabilities to equally work as others. The project 'Chance for better opportunity' is aimed to introduce people with disabilities as employees on the bulgarian labour market. Germany was chosen as a partner country within this project and this report is aimed to illustrate german working opportunities for persons with disabilities.

Germany has a total population of 81.8 million citizens. 7.3 million persons were diagnosed to have a severe handicap. Among these, 1.8 million persons had a 100% degree of disability and 20% of all persons with handicaps have a psychiatric disease or mental disorder. In 2011, there were a total 2.98 million persons unemployed. Among these, there were 180,307 unemployed persons with disabilities. On the other hand, 903,838 persons with handicaps were recently employed on the first german labour market.

Since 1975 Germany has implemented and further developed their codes of social laws (SGB). Within these social laws, people with handicaps have received basic rights to participate in work and in society. The SGB IX and XII are the legal frameworks of the most essential working opportunities and social services which are sheltered occupation, sheltered workshops, social enterprises and disability employment advice services. Furthermore, the SGB II offers niches for the occupation of persons with handicaps. The demands of labour market skills are scaled for all opportunities. Basic definitions such as full earning capacity, (un-)employability and different labour markets are given.

Sheltered occupation has the lowest demands on labour market skills. Participating persons can normally work 3-15 hours per week. Sheltered occupation realizes the right to participate in society in accordance with § 11(3) and § 54 SGB XII by having an occupation. This working opportunity is by far not consistently offered nationwide. For those communities which do offer such services, their aims can range from the purposes of activation to increasing first labour market skills, or just prevent clients from additional consumption of social services. In the community of Bremen, there exist about 400 places which are offered by non-profit institutions and which yearly costs about 1.3 million EURO. The clients' personal benefits are a low remuneration and reimbursement of public transport costs. The results of social impact research on five projected aims of sheltered occupation in Bremen showed the positive outcomes of the activating potential of regular work for persons with psychiatric diseases/disabilities and drug addictions.

Sheltered workshops have a strong legal background in accordance with §136 SGB IX and the decree on sheltered workshops (WVO). They realize the basic right to participate in work. This type of working opportunity is evenly distributed in Germany and working places per region average 5.31 per 1,000 inhabitants. The portion of persons with psychiatric disabilities averages 0.81 (per 1,000 inhabitants) and this target group is the fastest growing one. The costs per working place averages 13,760.00 € per year. During the rehabilitation phase (first 27 months), costs are covered by the retirement insurance or employment centres whereas the working sector is being paid by local communities. Next to an average monthly remuneration of 179.65 €, clients receive a social security contribution which is important to receive a retirement pension from the age of 65. Furthermore, they can use the local public transport for free and receive lunch during

working days. They can permanently use educational offers.

In accordance with §71 SGB IX, private and public employers with at least 20 employees are obliged to provide a socially-secured work for people with severe handicaps. Employers who do not fulfill this duty have to pay an equalization fee which is the basement for the financing of social enterprises. All Equal Employment Opportunity Commissions administered a total amount of 478.98 million EURO of equalization fees in 2011. Social enterprises (or departments) employ disabled persons in the same way as non-disabled persons and realize the basic right to participate in work. In 2012, there were 684 funded social enterprises (or departments). Within these, 25,190 persons were employed of which 9,264 were handicapped (about 37%). 8,444 out of 9,264 had severe handicaps. 26% of all persons with handicaps had psychiatric handicaps and 18% mental disorders. The number of social enterprises increased to 770 in 2013. Social companies can receive investment grants, grants for the implementation of each working place, salary subsidies and grants for external advice. Furthermore, they have a reduced value-added tax key which is 7% (instead of 19%). Disabled employees receive a socially-secured work and thus a normal salary. The amount of the salary relates to the kind of work which is being done and is equally rated as other jobs on the first labour market. In this sense they can be seen as the most inclusive form of working opportunity for disabled persons.

The Disability Employment Advice Services are aimed at job placements of persons with handicaps into companies, social enterprises or sheltered workshops and take care of existing employments. By consulting companies of the first labour market, they serve the very important role of networking between potential employers and job-interested persons with disabilities. In 2009, the numbers of job placements on the first labour market was 7,324 and the number of maintenances of existing employments was 11,072. Overall costs for these services in 2009 were 81.19 million EURO.

In accordance with §16 SGB II, non-approved persons with disabilities can participate in 2nd labour market measures. Next to the transfer into socially-secured work, these measures are aimed at preserving first labour market skills. The proportion of non-approved participants with disabilities has never been quantified, however there are quite a lot persons benefitting from the (non-) financial advantages of a regular working environment, also as a daily structure. The so-called integration job has become an occupational niche for persons with disabilities. Participants receive a low remuneration of 1.20 € per hour and public transport costs are reimbursable. Meanwhile, it has to be reasoned that the unemployment rate in Germany is comparably low and the targeting of these measures has become a kind of unrealistic. Furthermore, the government increasingly reduces the financing of these measures and local communities mostly do not have the opportunities to compensate the costs.

For each working opportunity, the operational advantages and disadvantages are given. All measures are aimed to transfer or keep their clients into/in socially-secured work on the first labour market. However, for some the success rate is rather low. A logical consequence at the moment is that not all persons with handicaps can be included on the first labour market.

The UN Convention on the Rights of Persons with Disabilities

On 27.09.2007 Bulgaria signed -next to other 156 signatories worldwide- the UN Convention on the Rights of Persons with Disabilities and ratified it on 22.03.2012. The convention is composed of 50 articles. Article 27 is dealing with work and employment and is described as following:

(Article 27) Work and employment

1. States Parties recognize the right of persons with disabilities to work, on an equal basis with others; this includes the right to the opportunity to gain a living by work freely chosen or accepted in a labour market and work environment that is open, inclusive and accessible to persons with disabilities. States Parties shall safeguard and promote the realization of the right to work, including for those who acquire a disability during the course of employment, by taking appropriate steps, including through legislation, to, inter alia:
 - (a) Prohibit discrimination on the basis of disability with regard to all matters concerning all forms of employment, including conditions of recruitment, hiring and employment, continuance of employment, career advancement and safe and healthy working conditions;
 - (b) Protect the rights of persons with disabilities, on an equal basis with others, to just and favourable conditions of work, including equal opportunities and equal remuneration for work of equal value, safe and healthy working conditions, including protection from harassment, and the redress of grievances;
 - (c) Ensure that persons with disabilities are able to exercise their labour and trade union rights on an equal basis with others;
 - (d) Enable persons with disabilities to have effective access to general technical and vocational guidance programmes, placement services and vocational and continuing training;
 - (e) Promote employment opportunities and career advancement for persons with disabilities in the labour market, as well as assistance in finding, obtaining, maintaining and returning to employment;
 - (f) Promote opportunities for self-employment, entrepreneurship, the development of cooperatives and starting one's own business;
 - (g) Employ persons with disabilities in the public sector;
 - (h) Promote the employment of persons with disabilities in the private sector through appropriate policies and measures, which may include affirmative action programmes, incentives and other measures;
 - (i) Ensure that reasonable accommodation is provided to persons with disabilities in the workplace;

(j) Promote the acquisition by persons with disabilities of work experience in the open labour market;

(k) Promote vocational and professional rehabilitation, job retention and return-to-work programmes for persons with disabilities.

2. States Parties shall ensure that persons with disabilities are not held in slavery or in servitude, and are protected, on an equal basis with others, from forced or compulsory labour.

Source: United Nations (2006). Convention on the Rights of Persons with Disabilities. UN Publications: New York.

The situation in Germany

Next to the signing (on 30.03.2007) and ratification (on 26.03.2009) of the UN Convention on the Rights of Persons with Disabilities, Germany has implemented and broadened their codes of social law since 1975. These laws have become the legal and enforceable prerequisite for working opportunities for people with handicaps (see figure 1). It is distinguished between the laws of caretaking (=SGB II, VIII, IX and XII), the laws of insurance (=SGB III, IV, V, VI, VII, XI) and the laws of provision (= e.g. Federal War Victims Relief Act, child allowance, housing benefits). SGB I and SGB X formulate the basic principles.

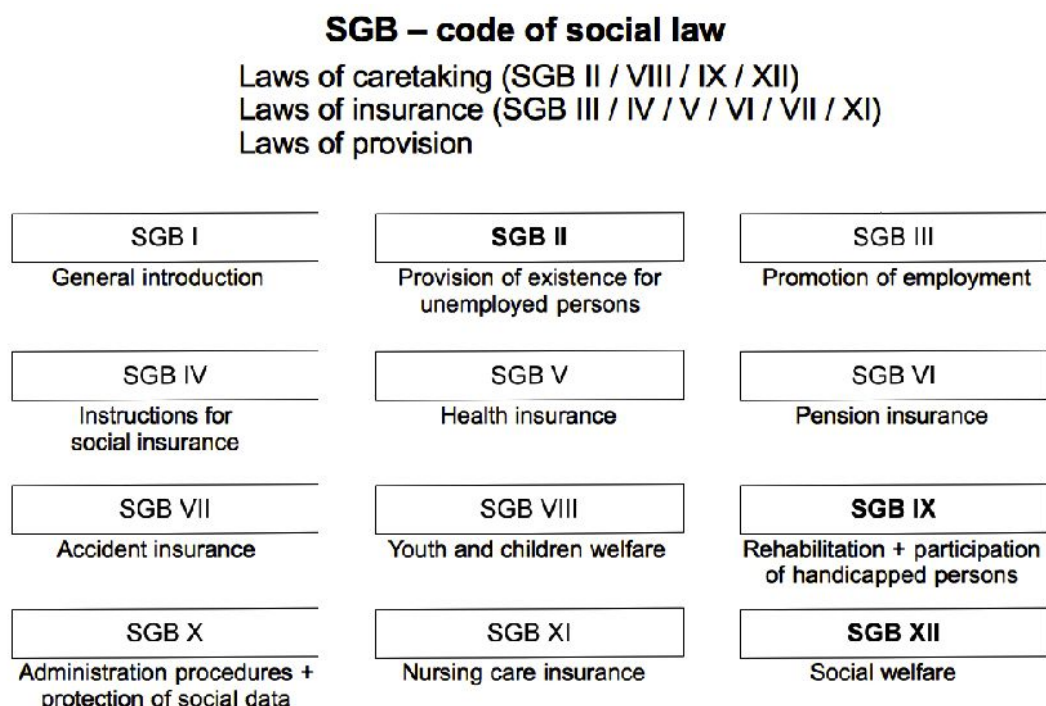


Figure 1: Overview of the german code of social laws. See text for further explanations.

Within these social laws, people with handicaps have received basic rights to participate in work and in society. Furthermore they regulate rehabilitation for people who fell out of work as a result of their (temporary) handicap. The following both figures 2 and 3 show those codes of social laws which are the legal frameworks for working opportunities and social services (red marked) which are aimed to provide and promote work for people with handicaps.

SGB I General introduction	SGB II Provision of existence for unemployed persons	SGB III Promotion of employment
SGB IV Instructions for social insurance	SGB V Health insurance	SGB VI Pension insurance
SGB VII Accident insurance	SGB VIII Youth and children welfare	SGB IX Rehabilitation + participation of handicapped persons
SGB X Administration procedures + protection of social data	SGB XI Nursing care insurance	SGB XII Social welfare

Figure 2: Overview of the German code of social laws. Those codes which are marked in red represent the legal frameworks for working opportunities for persons with handicaps.

Working opportunities for persons with handicaps (age 18-65)

SGB II Provision of existence for unemployed persons	Working opportunities also for (employable) people with psychiatric diseases/handicaps on the 2 nd labour market
SGB IX Rehabilitation + participation of handicapped persons <i>Right to participate in work</i>	<ol style="list-style-type: none"> 1. Social companies > 40% of staff is handicapped and works (socially secured) on the 1st labour market 2. Sheltered workshops (task is to bring people with handicaps on the 1st labour market) 3. Vocational training center (task is to rehabilitate people with psychiatric diseases for the 1st labour market) 4. Supported employment (personal training in real working environments to achieve socially-secured work) 5. Disability employment advice (advice service for people with handicaps to find a job on the 1st labour market)
SGB XII Social welfare <i>Right to participate in society</i>	Sheltered occupation projects with low-threshold working opportunities for non-employable persons (mostly with handicaps); 3 rd labour market

Figure 3: German codes of social laws and related working opportunities for persons with handicaps aged 18-65 which are further described in the text.

To understand the logic of these structures, there are some essential background informations which should be explained here. One basic principle is the definition of a full earning capacity of a person. When he or she is able to work at least 3 hours or more under the conditions of the competitive labour market, this person is defined as generally employable. However, there are many persons who are employable but are out of work, sometimes for many years. In 2013 the averaged unemployment rate was 7.1%. When a person is not able to work for at least 3 hours or more (e.g. as a result of a severe disability), this person is categorized as (temporary) non-employable. This has led to the emergence of diversified labour markets. Employable persons work on the first labour market. They receive a common salary and pay social insurance. When an employable person loses his or her job, they are placed on the second labour market. Here, they receive an unemployment compensation to pay their basic living costs. These benefits are regulated within the framework of the SGB II (see figure 1). There exist a variety of measures to transfer unemployed persons on the first labour market or -when this is not possible- to preserve their working capabilities. Unemployable persons receive social welfare to cover their living costs in the framework of the SGB XII. Persons with a disability in most cases have a reduced earning capacity and they receive -sometimes in a combination with social welfare- a pension for their reduction in earning capacity. However, unemployable disabled persons have the legal right to participate in work and in society. A participation in work can be realised in a social enterprise, in analogous departments of a 'normal' company (both as the working environments with the highest demands on working skills) or in a sheltered workshop (with much less demands). Furthermore, persons with disabilities who are not able to fulfill the demands of these both opportunities can participate in society, and one possibility is sheltered occupation. In comparison with the other three forms, the demands on working skills are the lowest (see figure 4).

Figure 4 shows the different working opportunities on a demand scale. The demands on employees increase from the left to the right. While the demands in a sheltered occupation can be as low as that a person has to work just 3 hours a week on a low productivity and qualification level, persons in a sheltered workshop e.g. normally have to work 20-40 hours a week.

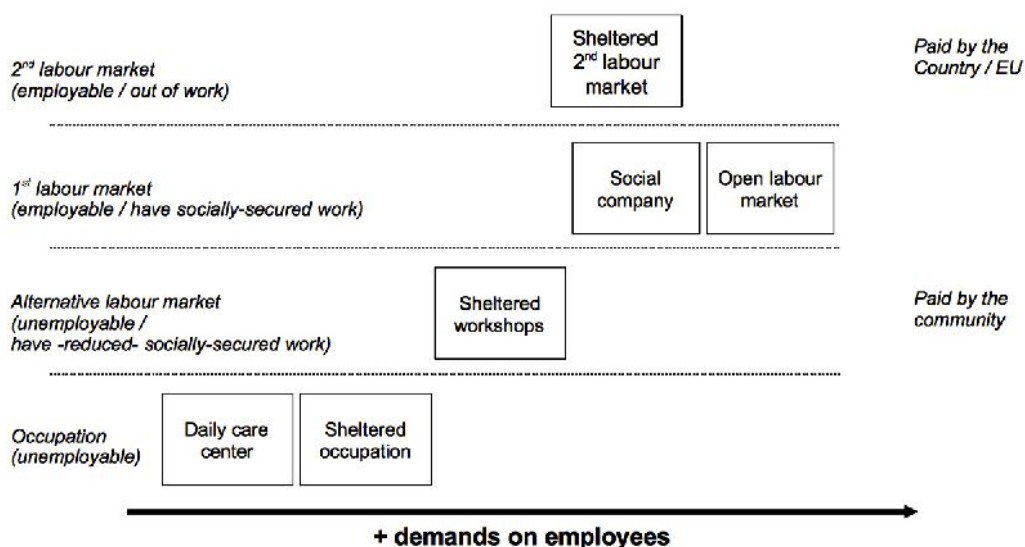


Figure 4: Characterization of levels of demands for employees (and clients, respectively) for the different working opportunities for people with handicaps.

8.9% of the German population (with a total of 81.8 million citizens) have severe handicaps. Of these, 7.3 million persons were diagnosed to have a severe handicap and received a severely handicapped pass. Among these, 1.8 million persons had a 100% degree of disability. In 83% of all cases, the handicap was evoked by a disease. 20% of all persons with handicaps have a psychiatric disease or mental disorder.

Year	Total number unemployed persons	Unemployment rate in %	Number of unemployed persons with handicaps
2008	3 258 453	7,8	165 990
2009	3 414 531	8,1	168 096
2010	3 238 421	7,7	175 356
2011	2 975 823	7,1	180 307

Table 1: Chronology of the numbers and percentages of unemployed persons (with and without handicaps) in Germany 2008-2011. (Source: Bundesarbeitsgemeinschaft der Integrationsämter und Hauptfürsorgestellen, 2012)

In 2010, 903,838 persons with handicaps were employed on the first German labour market. However, though the overall unemployment rate sank from 7.8 to 7.1 (2008-2011), in the same period the unemployment rate of persons with handicaps has increased by more than 9% (see table 1).

Sheltered occupation

Persons who are not employable due to their degree of (temporary) disability have the right to participate in society. These persons are not able to work at least 3 or more hours per day under the conditions of the competitive labour market and receive social welfare and/or benefits for the reduction in their earning capacity to cover life existence costs. In accordance with § 11(3) and § 54 SGB XII persons have the possibility to participate in society by having an occupation. Local communities have the possibility to offer such measures within this legal framework, however they are by far not consistently offered nationwide. For those communities which do offer such services, their aims can range from the purposes of activation to increasing first labour market skills or just prevent clients from additional consumption of social services.

In several cities and regions in Germany such working environments are offered by non-profit institutions. These institutions run own businesses (e.g. gastronomy or kiosk) which pursue their non-profit purposes or provide work in their own infrastructure (e.g. cleaning jobs, gardening, facility management, administration). To guarantee the functioning of these places, institutions provide socially-secured staff who guide and coach clients during work. This kind of working relation is in most cases not a socially-secured work but rather a caretaking relation. Clients can work in most cases 3-15 hours per week, in some regions even more. They receive a low benefit for their work (which is mostly 1.00-3.50 EURO per working hour) and can reimburse their public transport costs. Because these persons normally or temporary will not obtain a socially-secured work, for most of them such a measure is the only possibility to receive an additional income. And e.g. in Bremen (Germany) this income is not subtracted from their social welfare.



Figure 5: Two women successfully working in sheltered occupation (gastronomy and a kiosk) for many years.

The federal state of Bremen has been known to become a primary place where sheltered occupation has been implemented for many years and on a relatively broad scale. The main target groups of these measures are people with psychiatric diseases or handicaps, persons with mental disabilities, homeless persons, drug-addicted persons and persons who are endangered to become handicapped. Figure 6 and 7 give an overview of the different measures, their status, places, costs per year, remunerations per measure, payments of clients, and care-taking keys in Bremen. These are permanent services or services which run within an experimental framework. They sometimes have different aims and include varying target groups. Bremen has a population of about 550,000 persons and offer close to 400 sheltered occupation places. This is by far the highest density per region in Germany for such a measure type. The yearly overall costs of all these sheltered occupation projects are about 1.3 Million EURO (see figure 7).

<u>Measure</u>	<u>Status</u>	<u>Places/persons</u>
Activating measures according §11(3) SGB XII Social-integrative occupation for people with psychiatric diseases/handicaps and/or with drug addictions (according chapter 6 SGB XII) (10 social companies / NGOs)	Model (2 years)	ca. 76 (+ 100 FG 0)= 176
Activating measures according §11(3) SGB XII Social-integrative occupation for homeless people and/or misdemeanants or specific social problems (acc. chapter 8) (4 social companies / NGOs)	Model (2 years)	70
WeBeSo Workshop for manual therapy and occupation for people with mental handicaps (according §§ 53, 54 (1) SGB XII)	permanent	92
AWO Bremerhaven for people with psychiatric handicaps (according §§ 53, 54 SGB XII)	Model (2 years)	15
GiB (psychological diseases + psychiatric handicaps) (according §§ 53, 54 SGB XII)	Model (2 years)	18
Total		<u>371</u>
<u>Inhabitants Bremen ca. 550 T / about 400 places (=0,07%)</u>		

Figure 6: Sheltered occupation in Bremen (Germany): different measures, target groups, status and working places.

Measure	Remuneration	Client payment (incl./excl.)	Care-taking key	Costs/year
§11(3) Chapt.6	Target group-specific: 80.00 – 300.00 € (per month and person)	Exclusive: 1.00 per hour Public transport: 25.00 €/month	not defined	2011: 198,000 €
§11(3) Chapt.8	see above	see above	not defined	100,000 €
WeBeSo §53	785.00 € (per month and person)	Inclusive 1.00 per hour Public transport: 25.00 €	1:15	840,000 €
AWO §53	329.47 € (per month and person)	Exclusive 1.00 € per hour Public transport: 25.00 €	1:15	60,000 €
GiB §53	426.26 € (per month and person)	Inclusive 1.00 € per hour Public transport: 25.00 €	1:15	92,000 €

Figure 7: Sheltered occupation in Bremen (Germany): grants for service providers, benefits for clients, care-taking keys and costs per measure and year.

Operational problems and advantages of sheltered occupation

Pro

In Germany, persons who are not employable on the first labour market due to their degree of disability often have no opportunity to participate in work. The working environments of social enterprises and sheltered workshops are too demanding. Furthermore, these persons are quite often stigmatized and have even no opportunity to participate in society. They have become successively excluded and their general health standard becomes worse. Sheltered occupation is the most person-centred working opportunity with the lowest threshold and the work requirements are not that demanding. They can already start working with a weekly quantity of 3 hours, can successfully increase this balance and clients do not lose their working opportunity even when e.g. they have to go to hospital for longer periods. The social impact research clearly showed that even unemployable persons with disabilities can generate an economically usable productivity and can positively train skills which are essential for the first labour market. Regular occupation seems to improve health status. Sheltered occupation can benefit to achieve an autonomous conduct of life and might decrease communal costs by cancelling or reducing further social services simultaneously used by participants of sheltered occupation.

Contra

Participants of sheltered occupation measures often receive a low income which cannot be compared with socially-secured work. Thus, clients do not receive a true salary which could be disadvantageous for their motivation and they might feel to be exploited by this low payment. Furthermore, most participants receive social welfare and/or a pension and their motivation to regularly go to work can be somehow limited because their work does not

finance their basic living costs. Sheltered occupation as a social service has no strong legal background and communities can decide on their own whether they want to offer such measures or not. Remunerations are often too low to run such a measure independently from other measures of a given service provider. Thus, these services are often attached to already existing infrastructures. This circumstance could be disadvantageous because the working environment is sometimes not separated from the e.g. the supported living environment. Clients might not develop the 'feeling' of going to work. Once a measure is implemented, institutions offering sheltered occupation must sometimes fear that their service might be cancelled by the benefactor. And finally, sheltered occupation is often run as a service which is far away from the standards of the first labour markets. This circumstance might transfer an unrealistic picture of the concept of work and clients do not come into contact with 'normality'.

Social impact research on sheltered occupation

Benefactors of social services are confronted with permanently increasing costs. Communities are the potential benefactors of sheltered occupation measures. In this context it is important to know that communities had to obligate themselves to eliminate their communal debts until 2020. Service-providing institutions have to keep this in mind when they try to establish or run additional measures. Communities are quite sceptical in implementing additional services they have to pay for and it has become quite popular that service providers have to evaluate their social impacts as a result of their integration efforts. Furthermore, benefactors would welcome a neutralization of costs in that sense that further costs of their clients (e.g. costs for supported living) will be reduced due to the activating outcome of regular work. In Bremen two two-year model projects on sheltered occupation were evaluated for the period 2009-2011. Specific data obtained from all participants was gathered in a collective effort of all service-providing institutions. Several key parameters were developed and corresponding data was evaluated for the specific targets aimed as projected positive outcomes.

First of all, the target group/s (here: persons with psychiatric diseases and drug addictions) were characterized. More than 72 % of the participants were in the age of 40-59 years (see figure 8) and more than 52% received social welfare (figure 9). About 36% of clients further use outpatient supported living, 32% inpatient supported living, and the rest were living on their own (figure 10). Quite a lot of clients further use legal caretaking services.

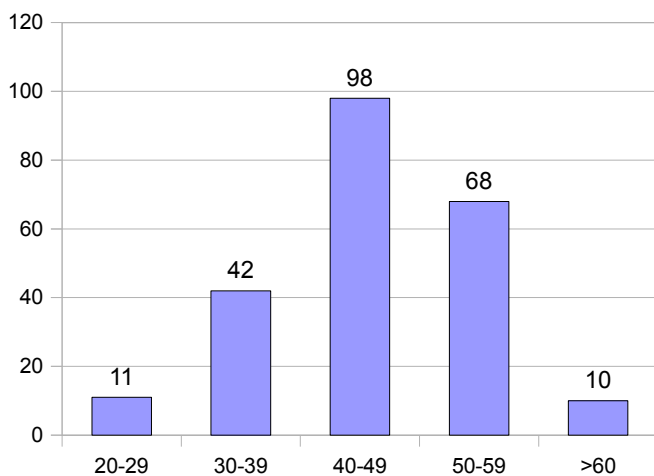


Figure 8: Age distribution of persons working in sheltered occupation in Bremen, Germany, in the period 2009-2011 (n=229).

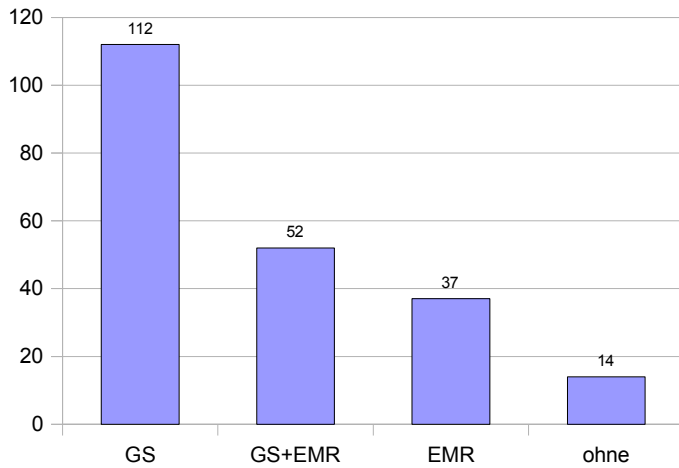


Figure 9: Distribution of different incomes of participants (n=215) in a German sheltered occupation measure (GS = Social welfare; EMR: benefit for reduction in earning capacity; ohne=without).

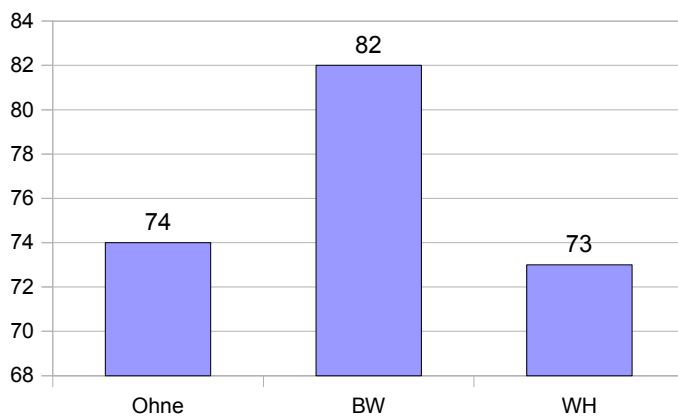


Figure 10: Distribution of persons participating in sheltered occupation and further using supported living (n=229) (BW= outpatient supported living; WH=inpatient supported living; ohne=without)

Figure 6 gives an overview of sheltered occupation measures in Bremen. Their aims which were formulated in measure-specific agreements were reviewed and the research group/s were searching for key parameters which could be used for the assessment of positive outcomes.

These aims were:

1. The occupation should activate participating clients and enable the participation in society.
2. Available competencies of clients should be excavated, addressed and successively improved. The working abilities of clients should be improved and qualified.
3. Stabilization of health and social status.
4. Improvement of the autonomous conduct of life and reduction of further social services which are simultaneously used by participating clients.
5. Orientation towards the first labour market, development of vocational perspectives, and vocational inclusion.

Here, the results of the evaluation of the above mentioned aims will be illustrated.

Aim 1: The occupation should activate participating clients and enable the participation in society.

The research group decided that the illustration of overall numbers of participants, the practised quantity of working hours, the lengths of participation in the measure and the drop out rates of clients can be adequate parameters to measure positive outcomes.

229 participants (88 woman and 141 men) participated in this measure. Figure 11 shows the calculated (by the benefactor) and measured quantity of working hours per person, target group and month. The figure illustrates that clients were able to work 28-70 hours per month on average. They were expected to work between 60-130 hours per month, however the benefactor's expectation were too ambitious and could not be fulfilled by the participating clients. Figure 12 shows the duration of participation after the period of 24 months. 134 persons succeeded in participation and 67 persons even managed to fullfill the whole measure period of 24 months. 96 persons cancelled the measure. Most of these persons already terminated after 3 to 11 months (see figure 13). The reasons for termination varied and ranged from absence due to sickness to cancellation as a result of excessive demands.

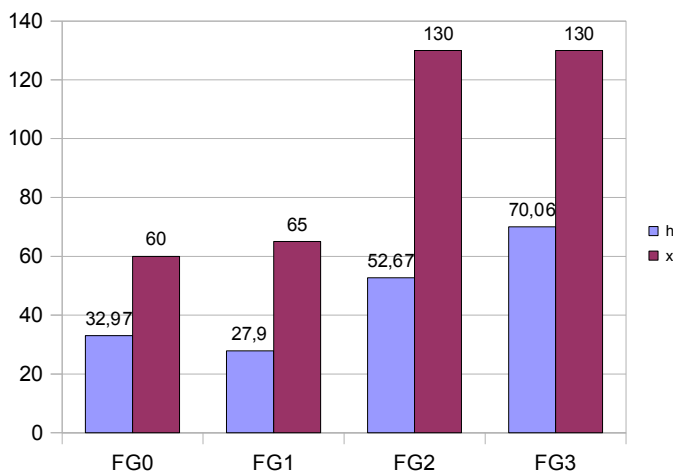


Figure 11: Expected (x) and measured (h) quantity of working hours per person, target group and month.

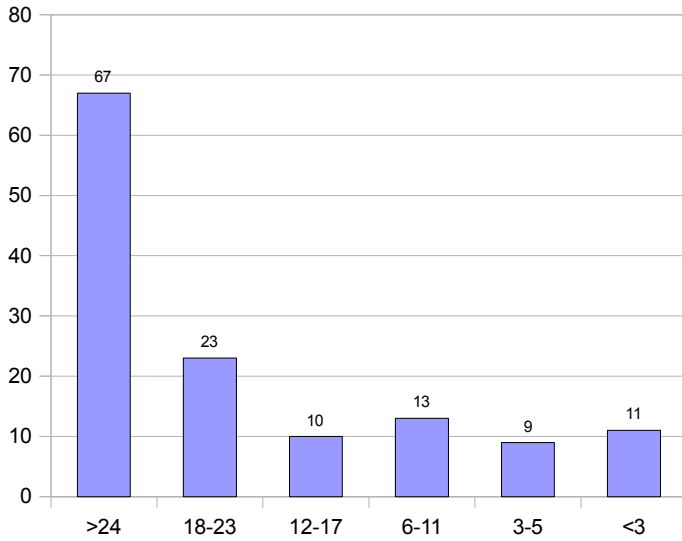


Figure 12: Distribution of temporal lengths (in months) of participation of clients who were still in the measure after 24 months (n=134 persons). A total of 67 persons were covering the whole period of the measure (> 24 months).

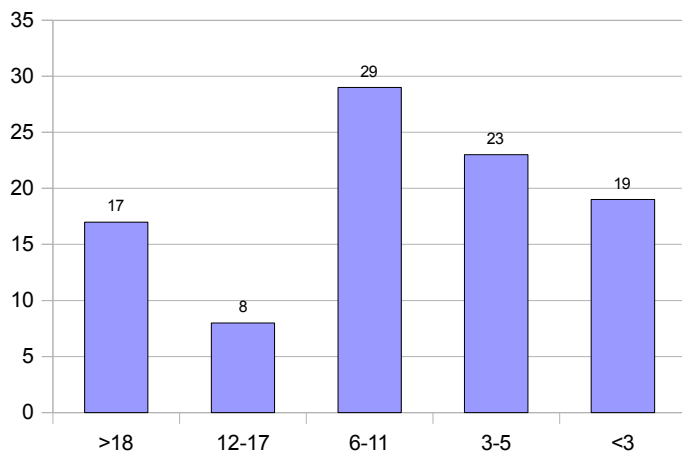


Figure 13: Temporal presence of all participants who cancelled the measure (n=96).

Aim 2: Available competencies of clients should be excavated, addressed and successively improved. The working abilities of clients should be improved and qualified.

The research group decided that the illustration of rates of presence and absence at/from work, the ability to change the working location and to rotate timeshifts and working places on site, and the successive increase of weekly working quantities could be key parameters.

One important quantitative factor for the effectiveness of persons working on the first labour market is their quantitative and reliable presence at work. 24 participants showed that for more than 70% of their agreed working time they were present at work (see figure 14). For about 24% they were absent from work, however, these periods of absence were excused by certified sicknesses or agreed holidays. Only 6% of their working time persons were absent from work without excuse. These values were interpreted as good ones and they show that non-employable persons with severe handicaps are able to synchronize with a heteronomous daily structure. Figure 15 shows that among altogether 24 persons 11 were able to change the working location, 12 were able to change the working place at the same location and 13 were able to change timeshifts without cancelling the occupation as a result of excessive demands. Several persons were able to fulfill all three criteria simultaneously.

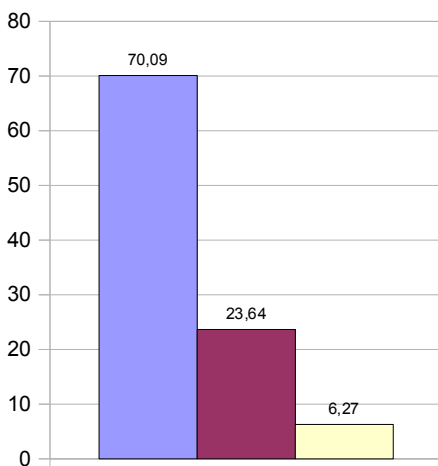


Figure 14: Presence and absence (excused and non-excused) at and from working. The Gesellschaft für integrative Beschäftigung mbH measured these factors among 24 participants in a 24 month period (2009-2011). Left column = percentage of working time with presence; middle column = percentage with excused absence; right column = percentage with non-excused absence from work.

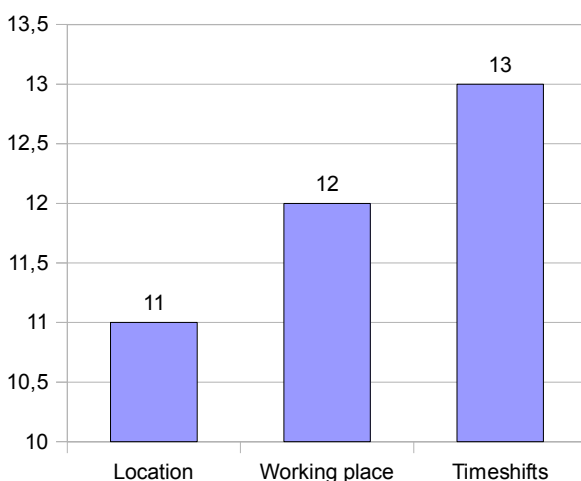


Figure 15: Number of persons who are able to work at different locations, in different working environments at the same location and in different timeshifts without experiencing demands as excessive and without cancelling the occupation (n=24).

Figure 16 shows that participants on average were able to successively increase their working quantity.

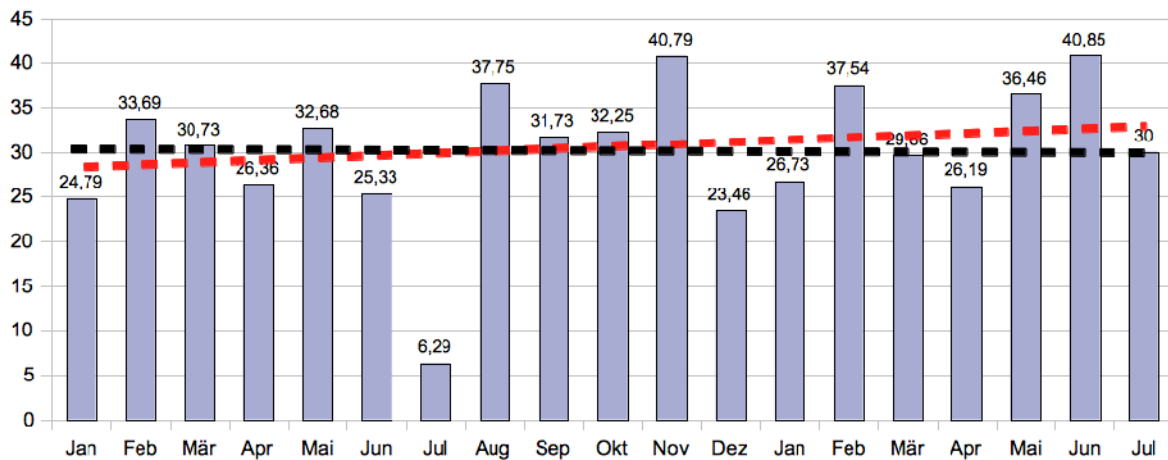


Figure 16: Development of average hours per month and client and successive increase of working quantity. The black line shows the overall average, the red one the averaged trend of increase (n=24).

Aim 3: Stabilization of health and social status.

One basic assumption in social science is that regular work or occupation can stabilize persons with respect to their health and social status. The temporal development of the reduction of absences from work induced by phases of sickness was observed. A further value could be the reduction of inpatient days spent in hospitals. The increase of social, cultural and sportive activities could be interpreted as a social stabilization. However, the last two parameters could not be examined during the course of the occupation because the research effort would overcharge the time capacities of the observing staff.

Figure 17 illustrates the decrease of rates of absence from work induced by phases of sickness. This could be interpreted as a stabilizing effect induced by regular occupation.

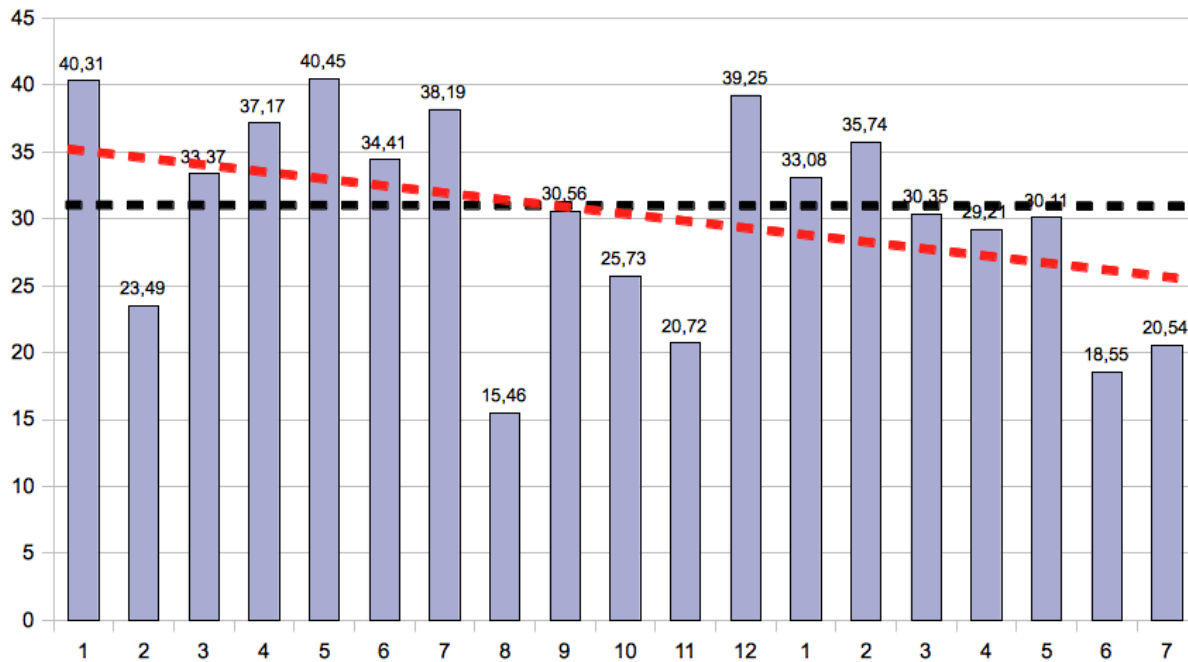


Figure 17: Development of averaged (excused and non-excused) absence from work from January 2011 to July 2012. The black line shows the yearly average, the red one the decrease of periods of absence over a period of 19 months (n=24).

Aim 4: Improvement of the autonomous conduct of life and reduction of further social services which are simultaneously used by participating clients.

All social services implemented in SGB XII are aimed at enabling and regaining an autonomous conduct of life. Users should be supported in that way that they successively get rid of their social services as far as possible. Within the scope of sheltered occupation, social services such as a shifts from inpatient to outpatient supported living, the quantitative decrease or discontinuation of supported living, the avoidance of supported living, the reduction of legal caretaking and the 'avoidance' of sheltered workshops were declared to fall in the focus of potential positive outcomes.

Figure 18 illustrates side effects of regular occupation on further social services. Among 24 participants, for one client the outpatient supported living discontinued. For one person it could be avoided to use supported living, and for four persons legal caretaking discontinued. Next to these effects which promote an autonomous conduct of life, the reduction of simultaneous social services has an effect on communal costs. Among the 24 participants, 8 persons own a severely handicapped pass which is a legal prerequisite to use sheltered workshops. However, these clients personally prefer to continue in sheltered occupation. As sheltered workshops are much more expensive for the communal benefactors, it is appreciated that persons remain in sheltered occupation in this sense. Figure 19 quantifies savings which were generated in a sheltered occupation project. The yearly saving was nearly 72,000.00 € as a result of the avoidance and discontinuation of further social services. Further savings were generated because clients chose sheltered occupation instead of work in a sheltered workshop. Keeping in mind that this sheltered

occupation has yearly costs of 92,000.00 €, such savings can reduce the netto costs of such measures. These outcomes pronounce the activating potential of sheltered occupation.

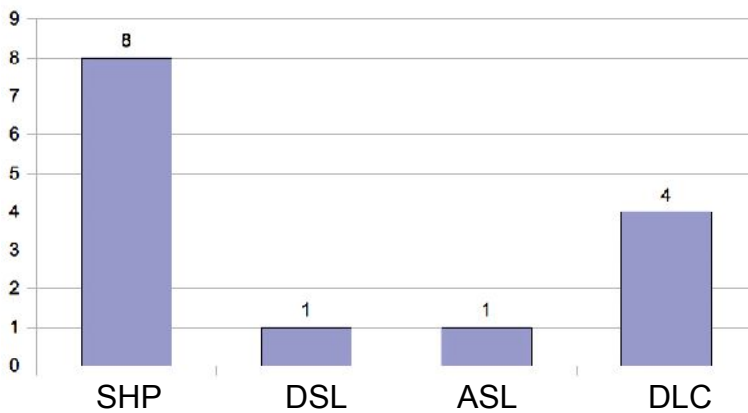


Figure 18: Overview on SGB XII relevant side effects of participants of sheltered occupation (n=24). SHP = Severely Handicapped Pass; Discontinuation of Supported Living; Avoidance of Supported Living; Discontinuation of Legal Caretaking. See text for further explanations.

	No. of cases	Monthly costs of sheltered occupation per case	Monthly costs without sheltered occupation per case	Monthly balance per case	Balance x cases
Sheltered workshop alternative	8	426.26 €	1,094.00 €	667.74 €	5,341.92 €
Avoidance supported living	2	426.26 €	751.98 €	325.72 €	651.44 €
Saving/month					5,993.36 €
Saving/year					71,920.32 €

Figure 19: Quantification of monthly and yearly savings in a sheltered occupation project as a result of the avoidance and discontinuation of further social services. Further savings were generated because clients chose sheltered occupation instead of work in a sheltered workshop.

Aim 5: Orientation towards the first labour market, development of vocational perspectives, and vocational inclusion.

This aim is very ambitious and hard to achieve. Though there might be exemptions, for most persons this aim is unachievable. Among altogether 229 participants in a model project in Bremen, there were 3 persons who gained a first labour market job or started a vocational training.

Sheltered workshops

Persons who have a high degree of disability and are not able to work under the conditions of the first labour market have the right to participate in work. This right can be realized in sheltered workshops. Disabled persons working in sheltered workshops are persons with mental disabilities (=75.2%), psychological disabilities (=18.3%) and physical disabilities (=6.5%) (see figure 20). A disabled person is here defined as a person with a full reduction of her or his earning capacity and who, for the foreseeable future and because of illness or disabilities, will not be capable to be successfully employed, working at least three hours per day, under the conditions of the general labour market (in accordance with §43, chapter 2, sentence 2 SGB VI).

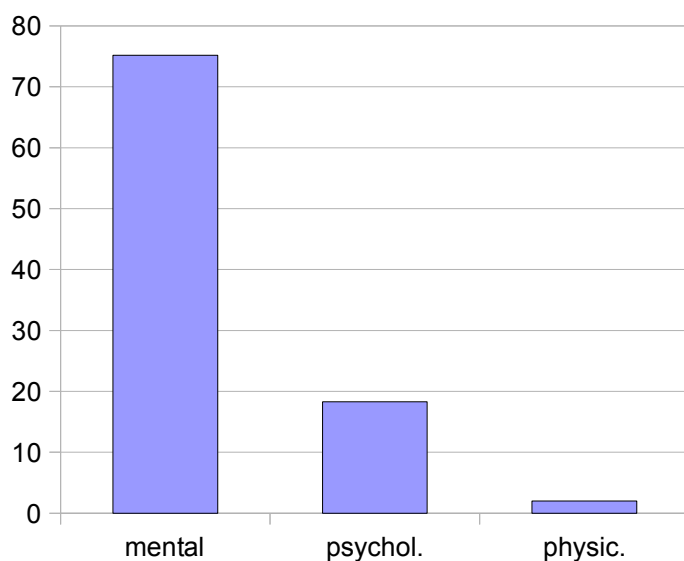


Figure 20: Distribution in % of persons with mental, psychological and physical disabilities permanently working in sheltered workshops.

In accordance with §136 SGB IX and the decree on sheltered workshops (WVO), these working opportunities are locally organized in regions and are paid by the local communities and pension regulatory authorities. Sheltered workshops are evenly distributed in Germany and working places per region range 2.89 – 7.90 per 1,000 inhabitants. The average in 2011 was 5.31. The portion of persons with psychiatric disabilities ranged 0.24-1.83 (average: 0.81) per 1,000 inhabitants and this target group is the fastest growing one.

The goals of sheltered workshops are to provide appropriate vocational training, to facilitate employment (on the first labour market or in the sheltered workshop), to provide options to increase the performance and earning capacity, to provide training for personal development, and to prepare suitable persons for the transition on the first labour market. Sheltered workshops run two levels of occupation. When a client starts working there, they first enter the phase of rehabilitation which lasts 27 months. During rehabilitation the clients' professional and personal skills will be trained and the demands will be gradually increased (quantity of working time, complexity of working tasks, ability to cope with stress

and further more). Furthermore clients will be prepared and placed in different working environments. The rehabilitation phase is aimed to introduce persons on the first labour market or in other rehabilitative measures. When this is failed, clients will enter the working sector of the sheltered workshop. Here, they receive an employment contract and will be introduced in a permanent working environment. They can work in distinctive working groups or might also change between them. On a national level, sheltered workshops have on average 5.31 working places per 1,000 inhabitants in the rehabilitation sector whereas 4.92 places are the working sector. Though they have a variety of outsourced working groups (libraries, museums, cleaning of football stadiums, police cars and further on), they can also have an institutional character. Sheltered workshops occupy between 100-3,000 persons per institution.

The costs per working place in a sheltered workshop are on average 13,760.00 € per year and ranges 9,732.00 – 16,477.00 € depending on the region. During the rehabilitation phase, costs are covered by the retirement insurance or employment centres. The working sector is covered by local communities. For the federal state of Bremen, yearly costs can be quantified with nearly 22 million EURO (about 1,500 working places multiplied with yearly costs of 14,654.00 €) for the community (which is actually the city of Bremen). Sheltered workshops spent on average 10,870.00 € for the remunerations of each client. Clients have a contract with their sheltered workshop. Their monthly remuneration in 2011 was 179,65 € on average and ranged 124,33 – 224,67 € among regions (see table 2). The remuneration can vary because its amount is the balance of own incomes and overall costs. The remuneration basically consists of a fixed sum which is extended by additional but variable revenues. Variable revenues are the result of individual performances (working quantity and quality). Benefactors can generally control the operations of sheltered workshops. Among them it is generally accepted that 70% of own revenues should be forwarded to their clients.

Next to the remuneration, clients receive a social security contribution which is important to receive a retirement pension from the age of 65. Furthermore, they can use the local public transport for free and receive lunch during working days. They can permanently use educational offers such as PC trainings, sports or support on basic life skills.

Region	EUR
Baden-Württemberg	183,04 €
Bavaria	203,51 €
Brandenburg	122,77 €
Berlin	149,15 €
Bremen	224,67 €
Hamburg	205,20 €
Hesse	157,76 €
Mecklenburg-West Pomerania	140,13 €
Lower Saxony	197,31 €
North Rhine-Westphalia	191,83 €
Rhineland Palatinate	218,13 €
Saarland	200,20 €
Saxony	124,33 €
Saxony-Anhalt	140,44 €
Schleswig-Holstein	194,33 €
Thuringia	148,56 €
Average	179,65 €

Table 2: Monthly remuneration per person and region in 2011.

Figure 21 shows the age distribution for persons permanently working in sheltered workshops. While the percentage of persons at the age of 30-50 decreases, the proportions of persons >50 years increases in the period 2003-2011. The percentage of persons <30 years remained nearly constant. Thus, the average age of persons working in sheltered workshops gradually increases.

Similar to persons working in sheltered occupation, persons working in sheltered workshops further use social services such as e.g. supported living. Figure 22 shows the distribution of housing forms among persons with handicaps permanently working in sheltered workshops. More than the half of those persons live on their own (or with their relatives), 34.8% use inpatient supported living and 14% outpatient supported living. From 2003-2011 the relation of inpatient to outpatient living had changed by decreasing the percentage of inpatient and increasing the percentage of outpatient supported living (figure 23). This could be interpreted as a positive trend. The percentage of private housing remained nearly constant around 50% during these years.

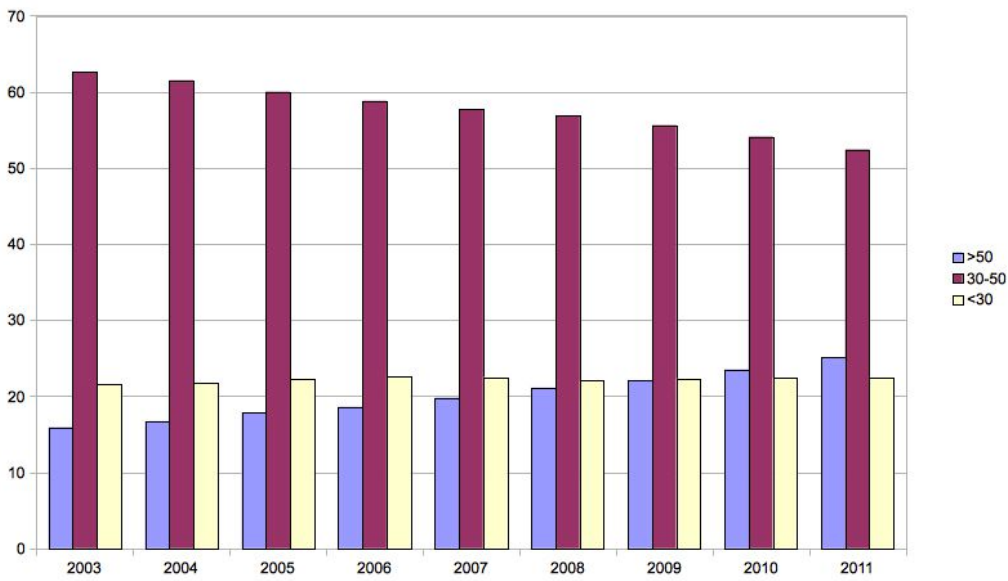


Figure 21: Development of the age distribution (>50, 30-50 and <30 years) of persons permanently working in sheltered workshops in the period 2003-2011.

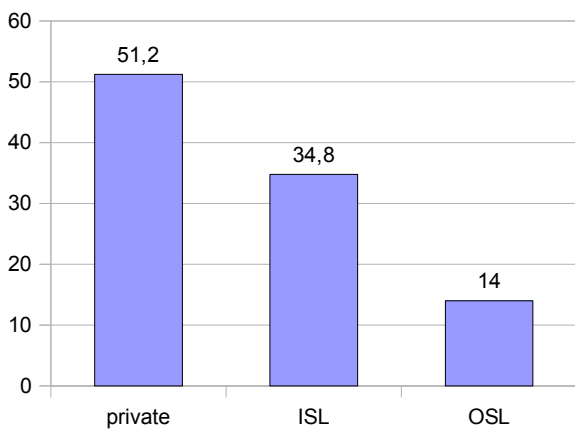


Figure 22: Distribution (in %) of housing forms among persons with handicaps working in a sheltered workshop in 2011. ISL = Inpatient Supported Living; OSL = Outpatient Supported Living

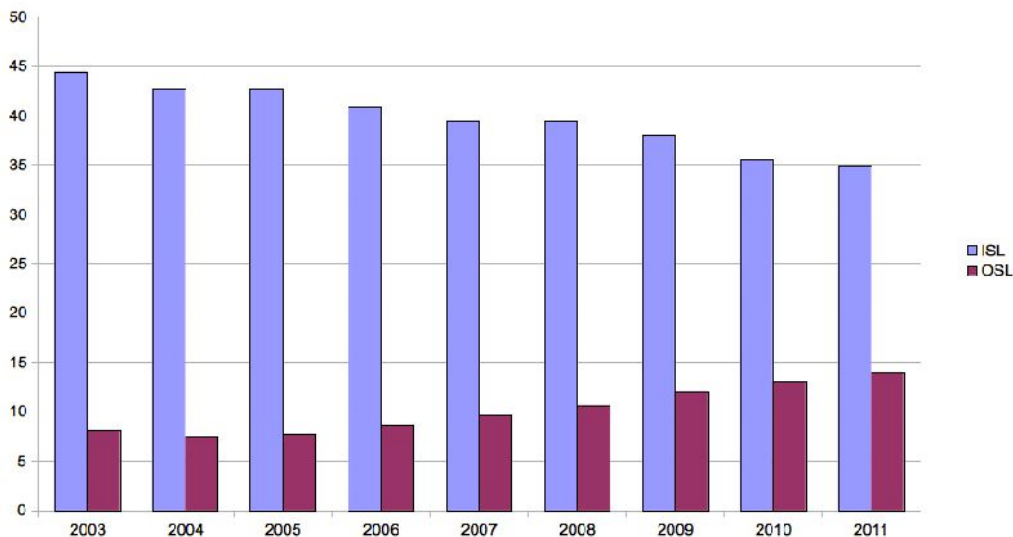


Figure 23: Development of the proportion (in %) of inpatient (ISL) to outpatient (OSL) supported living for persons with handicaps permanently working in sheltered workshops (2003-2011).

Operational problems and advantages of sheltered workshops

Pro

Sheltered workshops have a strong legal backbone and persons with disabilities have the legal right to use this service. They provide a reliable opportunity to receive a daily structured working opportunity. Working persons receive -next to their personal remuneration- social security payments which enables them to receive a retirement pension. Furthermore, they can use the local public transport for free and receive lunch during working days. They can permanently use educational offers such as PC trainings, sports or support on basic life skills.

Contra

Sheltered workshops are often institutional. The working places of persons can be less inclusive because their working environments are not mixed with non-disabled persons. Furthermore, the transfer rate of disabled persons on the first labour market is relatively low which has the effect that persons permanently remain in these institutions for their whole life. This is an aspect which prevents many potential users from working there because they do not come into permanent contact with non-disabled persons. Though the strong legal background is an advantageous prerequisite for the implementation and permanency of working opportunities for persons with handicaps, the overall costs for benefactors are relatively high. Because individual persons with handicaps have the legal right to receive such a working opportunity, institutions have to provide -next to the whole infrastructure- senseful and compatible work which sometimes can become a problem because this work has to be acquired from the open market. It can be the case that there is temporarily not enough work and persons have to be occupied in other ways. The working environment sometimes might be perceived as a virtual one because fulfillment pressures can be temporary low.

Social enterprises

Social enterprises employ disabled persons in the same way as non-disabled persons. They receive a socially-secured work and a salary. The amount of the salary relates to the kind of work which is being practised and is equally rated as other jobs on the first labour market. In this sense they can be seen as the most inclusive form of working opportunity for disabled persons. This form of employment can also be done by 'normal' companies of the first labour market. Both, social and 'normal' enterprises, receive benefits for the employment of disabled persons.

The severely handicapped act (=SchwbAV; Schwerbehinderten-Ausgleichsabgabeverordnung) guarantees the participation of persons with handicaps at work. The law was implemented in 1988. In accordance with §71 SGB IX, private and public employers with at least 20 employees are obliged to provide a socially-secured work for people with severe handicaps. The rate of employed persons with handicaps for such a company size is 5%. A company e.g. with more than 20 and less than 40 employees have to employ two persons with severe handicaps. The legal background is the german severely handicapped act. Employers who do not fulfill this duty have to pay an equalization fee in accordance with §102 Chapter 1 No. 1 SGB IX to the Equal Employment Opportunity Commission.

These fees are:

- 115,- € per month for an employment quota of 3% to less than 5%
- 200,- € per month for an employment quota of 2% to less than 3%
- 290,- € per month for an employment quota of less than 2%

There are no possibilities for exemptions, e.g. that the employment agency was not able to mediate any potential job candidates with handicaps. Furthermore, there are no reductions or remissions. In 2011, a total of 139,555 private and public employers were obliged to employ a total of 990,386 persons with handicaps. In reality, they employed a total of 931,059 persons. 107,914 employers did not succeed to reach their 5% quota from which 37,574 employers did not employ any person with a severe handicap. Table 3 summarizes yearly amounts of equalisation fees for each german federal state and in total for the years 2008-2011.

Region	2008	2009	2010	2011
Baden-Württemberg	70,02	71,05	60,6	62,44
Bavaria	92,9	92,39	83,51	83,66
Brandenburg	11,13	11,52	11,08	10,28
Berlin	19,4	19,98	20,31	20,71
Bremen	5,35	5,75	5,28	5,45
Hamburg	21,75	22,16	22,28	22,11
Hesse	51,8	51,86	44,12	45,32
Mecklenburg-West Pomerania	6,52	6,5	6,2	6,08
Lower Saxony	40,74	42,32	39,37	41
North Rhine-Westphalia	114,95	112,15	97,62	105,77
Rhineland Palatinate	18,32	18,7	17,24	18,11
Saarland	5,6	5,17	4,73	4,46
Saxony	23,47	21,81	20,21	19,74
Saxony-Anhalt	14,18	13,9	12,83	12,2
Schleswig-Holstein	13,24	13,56	12,63	12,85
Thuringia	10,13	9,34	8,48	8,8
Total	519,5	518,16	466,5	478,98

Table 3: Development of the yearly amount of equalisation fees for each german federal state and in total (numbers in million EURO). (Source: Bundesarbeitsgemeinschaft der Integrationsämter und Hauptfürsorgestellen, 2012)

Employers employing people with handicaps receive benefits as a compensation on the other hand (mainly in accordance with § 134 SGB IX). Due to the increased vacation entitlement, or e.g. the additional costs due to the investments in handicapped-friendly working environments and equipments, the employer can receive investment grants, grants for the implementation of each working place, salary subsidies and grants for external advice (see table 4). Furthermore, social enterprises have a reduced value-added tax key which is 7% (instead of 19%).

Region	Grants on investment and salaries ('normal' companies)	Grants on investments and salaries (social companies)	Labour market programs
Baden-Württemberg	17,17	5,73	2,75
Bavaria	19,43	9,62	1,65
Brandenburg	4,13	1,6	0
Berlin	8,92	4,15	0
Bremen	0,62	0,01	0,44
Hamburg	2,67	0,88	0,06
Hesse	11,67	3,84	2,2
Mecklenburg-West Pomerania	3,45	0,56	0,46
Lower Saxony	17,46	2,65	8,51
North Rhine-Westphalia	35,02	15,03	6,55
Rhineland Palatinate	5,37	6,7	0,48
Saarland	1,01	0,48	0,22
Saxony	6,1	2,63	1,31
Saxony-Anhalt	7,07	0,4	0,23
Schleswig-Holstein	2,2	1,54	0
Thuringia	8,47	1,13	0,01
Total	150,77	56,93	24,86

Table 4: Benefits for employers for 2011 per german region and in total (numbers in million EURO) (Source: Bundesarbeitsgemeinschaft der Integrationsämter und Hauptfürsorgestellen, 2012)

Benefits are regulated by law such as:

- (Partial) Investment grants for working places and interest-free credits (according to §134 SGB IX and §§15, 26 SchwbAV)
- Equalization of reduced working abilities and specific expenditures (according to §134 SGB IX, §27 SchwbAV and integration grants according to SGB III)
- Knowhow transfer due to external economic advice (according to §134 SGB IX)

Thus, equalization fees and employer benefits are completely administered by local communities which are being represented by their Equal Employment Opportunity Commissions. The budgets are being financed by private and public companies which are localized within that distinctive community which can be a region or state.

Next to the employment of severely handicapped persons in 'normal' companies of the

competitive markets, there is the possibility to run social enterprises (or analogue departments) in accordance with § 132 SGB IX. Social enterprises are legally and economically independent entities or internal departments of 'normal' companies. They are both aimed to provide socially-secured working opportunities for severely handicapped persons on the competitive labour market. Due to the kind and severity of their specific handicaps, these persons are not able to fully participate in work on the first labour market. Severely handicapped persons are in this sense those persons with a diagnosed mental or psychological disorder, or persons with a physical, sensual or multiple disability (see § 132 chapter 1 SGB IX). They are further aimed to provide socially-secured work for handicapped persons who have been rehabilitated in a sheltered workshop. The percentage of people with handicaps in a social enterprise in relation to those without should be minimally 25% and maximally 50%. Handicapped employees have an extensive dismissal protection.

In 2011, in Germany there were 684 funded social enterprises (or departments). Within these, 25,190 persons were employed of which 9,264 were handicapped (about 37%). 8,444 out of 9,264 had severe handicaps. 26% of all persons with handicaps had psychiatric handicaps and 18% mental disorders. The number of social enterprises increased to 770 in 2013. Table 5 lists total expenditures of Equal Employment Opportunity Commissions in Germany in the period 2009-2011

Cost type	2009	2010	2011
Labour market programs	11,44	15,83	24,86
Benefits for disabled persons	27,3	30,93	33,53
Benefits for employees	123,13	139,24	150,77
Benefits for social companies / departments	47,65	56,41	56,93
Benefits to Disability Employment Advice services	63,86	67,96	69,91
Institutional promotion	51,82	48	48,6
Trainings and public relation	4,99	6,45	4,62
Research and model projects	2,2	3,76	5,3
Further measures	1,66	2,03	2,18
Personal budgets	0,08	0,19	0,26
Total	334,13	369,8	396,96

Table 5: Total expenditures of Equal Employment Opportunity Commissions in Germany in the period 2009-2011 (numbers in million EURO). (Source: Bundesarbeitsgemeinschaft der Integrationsämter und Hauptfürsorgestellen, 2012)

Operational problems and advantages of social enterprises

Pro

Social enterprises are non-profit entities. They are aimed at covering their own costs and are not challenged to generate profits. Secondly, though social enterprises are funded by public grants, they are not confronted with problems such as distortion of competition. They can fully operate on markets and can e.g. officially advertise their services and products without to fear juristic interventions by other companies. In some areas, social enterprises are favoured by public calls for bids which can be a business advantage. Because handicapped employees have a socially-secured work, they receive a normal salary which is a very important factor for inclusion and a self-determined life.

Contra

First of all, these enterprises should own a good business. Though they receive a variety of governmental benefits and have a reduced value added tax key, most of their costs have to be generated by own economic income. For some of these enterprises this is a hard task. Furthermore, employers are confronted with an extensive dismissal protection of employees with handicaps. Funding agencies want to ensure that their grants will be maximally used for the provision of working environments for handicapped persons. Thus they take care that these duties will be fulfilled by social enterprises. Employers should realize that their handicapped employees might be absent from work for longer periods. Thus, and as a result of fulfillment pressures, their colleagues often have to compensate their absence which could become a serious problem. The staff of social enterprises has to be tolerant to these aspects which could be interpreted both, as an advantage or disadvantage. In this context, the lack of knowledge on e.g. psychiatric diseases could become a problem among non-disabled colleagues.

Disability Employment Advice Service

The purpose of of Disability Employment Advice Services varies from job placements of persons with handicaps into companies, social enterprises or sheltered workshops to the protection of existing employments. By advising companies of the first labour market, they serve the very important role of networking between potential employers and job-interested persons with disabilities.

The service is in accordance with §§109-115 (rehabilitation and participaton of disabled people) and §§33+ (agreements between the benefactors of rehabilitation) SGB IX. Next to others, people with cognitive, physical and mental disabilities belong to the target groups. These institutions are evenly distributed in Germany and are financed in the framework of the german severely handicapped act. As already pointed out in table 5, the overall costs of this service in 2011 accounted with 69.91 million EURO.

The service is aimed at the assistance of people with (approved) disabilities for the transfer from sheltered workshops into regular jobs, the assistance of pupils with (approved) disabilities for the transfer from school to regular jobs and the placement of (approved) rehabilitants into regular jobs. It consults about professional options and profiles professional abilities. Its division of job protection serves to assist in adapting existing workplaces, to consult about individual financial support options, to assist in a step by step re-integration into regular jobs and to consult about further relevant topics such as questions about insurance, rehabilitation or potential individual benefits.

Table 6 summarizes the numbers of job placements on the first labour market (=7,324) and maintenances of existing employments (=11,072) per region in 2009. This has been done by 212 service providers across Germany. The costs averaged 1,171.00 € per case management. The overall costs of all Disability Employment Advice Services were 81.19 million EURO (in 2009), 63.86 million EURO were reimbursed by the Equal Employment Opportunity Commissions.

Region	Number of job placements	Number of employment maintenances
Baden-Württemberg	883	2 036
Bavaria	756	522
Brandenburg	339	540
Berlin	374	498
Bremen	139	66
Hamburg	167	75
Hesse	286	580
Mecklenburg-West Pomerania	116	73
Lower Saxony	277	346
North Rhine-Westphalia	2 551	4 711
Rhineland Palatinate	469	451
Saarland	22	40
Saxony	275	129
Saxony-Anhalt	53	241
Schleswig-Holstein	166	501
Thuringia	251	263
Total	7 324	11 072

Table 6: Numbers of job placements and maintenances of existing employments for disabled persons in 2009 per german region (Source: Bundesarbeitsgemeinschaft der Integrationsämter und Hauptfürsorgestellen, 2009)

2nd labour market

As pointed out earlier, one basic principle is the definition of a full earning capacity of a person. When he or she is able to work at least 3 hours or more under the conditions of the competitive labour market, this person is defined as generally employable. However, there are many persons who are employable but are factually out of work, sometimes for many years. In 2013 the averaged unemployment rate was 7.1%. When an employable person loses his or her job, they are placed on the second labour market within the framework of the SGB II (see figure 1). Among these persons, there is a huge group of people who have a disability, however these are often not approved.

Since the reformation of the labour market in 2005, there exist a variety of measures to (re-)transfer unemployed persons on the first labour market or -when this is not possible- to preserve their working capabilities. As a result, there have been implemented a variety of so-called 'integration jobs' in accordance with §16d SGB II with lower demands on working skills. These working opportunities have been used quite intensely, e.g. in 2010 more than 300,000 (mostly long-term) unemployed persons have been occupied in this measure with total costs of 1.7 billion EURO. Integration jobs have to be additional and in the scope of public interest. They are not allowed to compete with socially-secured work. The proportion of non-approved participants with disabilities has never been quantified, however there are quite a lot persons benefitting from the (non-) financial advantages of a regular working environment, also as a daily structure.



Figure 24: A woman working for more than two years in an integration job (here a coffee shop).

This form of measure is not an employment. It is rather a duty which has to be fulfilled by the person as an activating procedure. When they do not take part, persons have to fear a reduction in provisions. Participants work a maximum of 30 hours per week and have holidays for 2 days per month. However, holiday and phases of absence due to sickness are not remunerated. Public transport costs are reimbursable. Clients receive a remuneration of 1.20 € per hour. Non-profit service providers receive a monthly grant which can vary from 250.00 € to 600.00 €.

Operational problems and advantages of integration jobs

Pro

Though these jobs strongly follow the principle of activation and are aimed to transfer participants on the first labour markets, this measure regionally has become a niche especially for persons with non-approved psychiatric diseases. Quite often, these persons want to keep their official status as employable and non-disabled, however it is quite unrealistic that they will succeed to get on a job on the first labour market. It has been shown that sometimes participants work in such measures for many years and got used to it.

Contra

Because integration jobs are suspected to replace regular jobs, these working opportunities have to be additional. Thus, clients might perceive their work as virtual because fulfillment pressures can be low and work might be perceived as superfluous. Working agencies have used this measure as a kind of training of basic labour skills and the participation is a duty. When participants refuse to participate or ignore basic rules they are confronted with a reduction of provisions. Thus, these measures are often perceived as a kind of punishment and not as an opportunity, also due to the low remuneration. Meanwhile, it has to be reasoned that the unemployment rate in Germany is comparably low and the targeting of these measures has become a kind of unrealistic. Furthermore, the government increasingly reduces the financing of these measures and local communities mostly do not have the opportunities to compensate the costs.

Implementation of working opportunities for persons with handicaps: recommendations for Bulgaria

As the Bulgarian nation ratified the UN Convention on the Rights of Persons with Disabilities, the country should further develop and implement a national action plan for the advertisement and realization of working opportunities for persons with handicaps. Such working opportunities might be orientated towards those which have evolved in Germany during the last 30 years. However, it should be taken into account that German infrastructures and services meanwhile have become quite cost-intensive. Without its social laws and public duties, today these would not be reimbursable. It should be searched for a Bulgarian solution accounting for cultural and economical differences.

The development of social laws induces a long process. In a first step, existing laws have to be evaluated and some proposals for improvements and diversifications should be developed. The scope should be the improvement of legal backbones for the participation of persons with handicaps in work and in society on a national and communal level. This would catalyze the development of measures aiming to introduce and keep disabled persons on the labour market and, maybe furthermore, to introduce more sheltered solutions. Similar to Germany, in Bulgaria companies have to employ persons with handicaps. In case they do not fulfill this task they have to pay an equalization fee. Here, the optimization of controlling and enforcement might increase the cashflow of equalization fees. These benefits might be used for model projects or even more long-term measures.

Besides these general tasks, the following measures might be first steps:

- Implementation of a service similar to the German Disability Employment Advice Service. This service might bridge the gap between the target groups and employers who are potentially willing to employ them.
- Financial support and logistic strengthening of existing social enterprises (e.g. the social laundry of GIP) to increase their economic competitiveness, and to further spread this concept into other regions and branches.
- The preferred contracting of social enterprises for public orders (cleaning of hospitals, public transport, police etc.; digitalization of documents; file destructions; facility management and similar services).
- Companies might outsource certain elements of their value chain and might transfer these into social enterprises (e.g. industrial assemblages, packaging). By doing this, they might be relieved from their equalization fee duties.
- A cultural and political (multimedia) campaign for the advertisement of job opportunities for persons with handicaps on a national level; lobby work by social welfare organisations.
- An allocated model project providing benefits for employers employing persons with handicaps.
- Funding of job placement measures where social enterprises place own employees with handicaps in external companies.
- Implementation of a national working group with all stakeholders with the long-term goal to increase working opportunities for persons with handicaps.
- Though the implementation of social enterprises providing socially-secured working opportunities should be the main aim (because this would be the most inclusive type of measure), it should be worthwhile to think about more sheltered measures as

well. These would provide working opportunities for people with limited labour market skills which than might participate in society.

- In a deinstitutional process, in-patient infrastructures might be converted into out-patient ones: e.g. inpatient supported living might be transferred into outpatient supported living in combination with sheltered working opportunities.

Potential funding agencies should keep in mind that -in the scope of social returns on investments (SROI)- the activating potential of regular work can reduce, terminate or prevent from further social service use (e.g. supported living, inpatient hospital costs). The change of income from public provision to socially-secured work has influences on tax reflexes and creates a purchasing power. And this might even become true for sheltered working environments. Here, first labour market skills can be trained. Guided and caretaking working environments might create the most dramatic status shifts.

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