

QUALITY SERVICES AND SOCIALLY RESPONSIBLE WORK

– European good practices for increasing labour market inclusion



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The recession and the increase in structural and youth unemployment that it has caused has been shaking the foundations of Europe since 2008. This time of economic and social crisis has placed considerable challenges on social welfare and employment services. Population groups in a vulnerable labour market position now find their employment prospects weaker than ever. The recession has undermined labour market opportunities for young people in particular. Long-term unemployment has also increased: in 2013, one third of the unemployed people in OECD countries had been unemployed for more than a year. In Finland, there were 160,000 people in structural unemployment in September 2013, according to statistics from the Ministry of Employment and the Economy.

Between 1990 and 2010, 435,000 blue-collar jobs were lost in Finland. Education and training has become an increasingly important factor in finding employment. People who have no education beyond comprehensive school tend to have significantly shorter working careers on average than others. Accordingly, raising the school-leaving age has been proposed as one way of preventing exclusion from the labour market.

Ensuring equality on the labour market seems to drop down the list of priorities during a recession that hits the national economy hard. Although it would seem that only the most flexible and competitive jobseekers are able to find work under the current conditions of recession and structural unemployment, paid employment remains one of the most important forms of social participation.

The European Union stresses the importance of improving the dependency ratio in balancing the economies of its Member States. In other words, the employment rate needs to be raised. The Europe 2020 strategy sets the goal of a 75% employment rate. In practice, this means full employment. Raising the employment rate and extending working careers are also entered as targets in Finland's Government Programme. Retirement needs to be pushed back, and the transition from studies to working life needs to be brought forward. Also, the potential for population groups cur-

rently outside the labour market to enter working life needs to be increased.

In Finland, there are several ongoing reforms addressing employment and the prevention of social exclusion during the duration of The 'European good practices in Inclusive Employment Policies' project (EGPIEP). Measures aimed at raising the employment rate and preventing exclusion from the labour market include the youth guarantee, the development group for labour market inclusion of the partially disabled, the Municipal employment policy trial, the Social Welfare Act reform and the administrative reform of Public employment and business services. In 2013, a debate was launched on 'inclusive social security', meaning a system where recipients of unemployment benefits could be required to take on small jobs or have their benefits cut. Some of the planned measures represent profound changes in Finnish social and employment policies. It is not an exaggeration to say that the labour market policy and the field of employment services are in a state of flux.

The EGPIEP development project forms part of this debate through proposals for development of employment services by describing European good practices in social and employment services, and by proposing operating models that could improve labour market inclusion for people in a vulnerable labour market position. Recommendations for a Finnish inclusive labour market policy will also be given on the basis of comparative information. Working towards the aforementioned goals has required the defining and evaluation of labour market inclusion and of concepts and targets in inclusion. Considering that labour market policy is undergoing a transition, we recommend that the debate on political goals and their underlying values be opened up even more.

13 November 2013

Nina Nykänen and Helka Raivio,

National Institute for Health and Welfare

1. Searching for an inclusive labour market policy – tasked with promoting employment prospects for people in a vulnerable labour market position

The ‘European good practices in Inclusive Employment Policies’ project (2011–2014) is about charting European operating models for increasing and expanding the inclusion in the labour market of people in a vulnerable labour market position. The aim is for the outlined new operating models to be applied to municipal employment services in particular; these are facing considerable development pressures because of national employment goals and a shortage of resources in local government. Specifically, local authorities need to improve the effectiveness of their services and develop a client-oriented approach.

The EGPIEP project was assigned the task of finding and describing **good practices for increasing labour market** inclusion. The project also produced a comparative survey of inclusive labour market policies in various countries. Based on the study and the good practices found, the project produced **recommendations for a Finnish inclusive labour market policy**.

The need for an inclusive labour market policy stems from the European Union’s goal of full employment, the general decline of the economic situation and the imbalance in the dependency ratio. Achieving a high employment rate, social cohesion and equality are entered as focus areas in Finland’s current Government Programme. The aim is to reduce poverty, social exclusion and inequality (Government Programme of Prime Minister Jyrki Katainen’s Government, 22 June 2011).

Inclusive labour market policy is about everyone’s work contribution being needed, but on the other hand it is also about everyone having an equal right to work. In a competitive society, however, the labour market is segmented, and it seems that only the most competitive jobseekers can find employment. People in a vulnerable labour market position (the partially disabled, immigrants and young people at risk of social exclusion) need special support and effective services in order to find employment. A specific labour market policy is needed to address the removal of barriers to employment.

This publication describes good practices in promoting employment among people in a vulnerable labour market position, as observed during study visits within the context of the project. The practices and operating models described herein have for their part influenced the outlining of inclusive labour market policy in the project. Appendix 1 lists the sites visited on each study visit and the good practices presented to project representatives.

The best practices were compiled with the aid of international experts and networking. We hope that this publication will encourage further international development cooperation.

Our partners in local government played a significant role in the EG-PIEP project. The best practices described were selected and evaluated in cooperation with local authorities in Oulu, Tampere, Vantaa, Helsinki, Järvenpää and Kotka and with CAREA – Kymenlaakso Social and Health Services. Similarly, the recommendations for an inclusive labour market policy were drawn up jointly with our local government partners.

The descriptions of the best practices are also posted on the Innokylä website maintained by the National Institute for Health and Welfare and the Association of Finnish Local and Regional Authorities, www.innokyla.fi



Photo: Rodeo

2. The good practices

Procedures and operating models for promoting employment among people in a vulnerable labour market position in the project's target countries were observed and written up. Good practices are high-quality services that provide concrete examples of doing things in accordance with the inclusive labour market policy recommendations. They are also operating models that seek to create employment opportunities in enterprises, in the public sector or in the third sector.

The destinations for the EGPIEP project study visits were largely chosen using 'snowball sampling'. The existing international contacts of project team members were leveraged when launching the project and selecting the destination for the first study visit. The first European partners for the project were found in this way.

The following countries and cities were selected as destinations:

Netherlands: Amsterdam and Utrecht

Sweden: Stockholm and Västerås

Denmark: Copenhagen

Germany: Hamburg

Ireland: Dublin

After selecting the destination countries, we began to look for specific models and partners in those countries to learn about best practices. Our partners in the destination countries helped us select the specific sites to visit on our study visits.

We met many actors and were introduced to many operating models. A summary of these is given in Appendix 1. In cases where the project team was able to identify similar practices in Finland, these are listed in the descriptions of the best practices below.

The transposition of best practices from one location to another is rarely a simple matter. In evaluating the best practices described here and applying them to the Finnish context, we must remember that if transposing them out of their original context seems to create problems, then the practices can and indeed should be adapted and further improved.

2.1. RENOVATING HISTORICAL FORTIFICATIONS: MEANINGFUL AND AUTHENTIC WORK

In the Netherlands, young unemployed people have renovated the historical forts that constitute the Defence Line surrounding the city of Amsterdam. These worksites offer many different kinds of work to learn. They enable young people to do actual work in a real environment, which makes the work relevant and meaningful for them.

The work is organised by the Department for Work and Income (DWI), a local government agency whose duties include supporting employment and social inclusion among residents of Amsterdam. The DWI and its subordinate unit the Praktijkcentrum offer unemployed clients job training opportunities and coaching at workshops (e.g. in catering, property management, maintenance of outdoor areas, laundry services, construction).

Of the current projects run by the Praktijkcentrum, the project group was introduced to the project for renovating the Defence Line of Amsterdam. Most of the people guided to this project are young unemployed people. There are actually 12 separate renovation projects on the fortifications; we visited the one at Fort Nigtevecht. The forts are being renovated under the supervision of a group instructor. The Defence Line of Amsterdam is a UNESCO World Heritage Site, and the renovation project is being conducted jointly by the City of Amsterdam and the Herstelling Foundation (<http://www.herstelling.nl/english/international/>)

The fort renovation has proved a successful operating model. Some 90% of the young unemployed clients working on the projects have found employment or vocational training thereafter.

OBJECTIVE

The aim is to offer young people work at an authentic worksite. Working on the forts is intended to lead to further employment or training.

DESCRIPTION

The workshops operate for 8 hours a day on four days a week. The trainees/interns meet for morning coffee at the employment activity centre canteen every morning for an assignment briefing with their instructors. Each instructor has a group of six trainees or interns. The aim is for the instructor and trainees to establish a close relationship of trust. Control and support are provided in equal measure. Instructors' duties include making house calls when a trainee calls in sick. It is important that the instructors have pedagogical and social skills in addition to the required professional expertise.

The main thing about the operations of the Praktijkcentrum is that the work and training provided always takes place at a real worksite and constitute 'real work'. This is highly conducive to motivation among participants, because the work seems real and is not 'window dressing' or 'pretend work'. The training or internship also includes language teaching and evaluation of working capacity and functional capacity through sports and fitness tests. The Praktijkcentrum offers clients sports opportunities and gym and exercise facilities. Exercise is partially built into the work activities; the clients' physical condition, their working capacity and their functional capacity are monitored and evaluated.



THE FOLLOWING MAY BE IDENTIFIED AS SUCCESS FACTORS:

The right location: the forts are somewhat removed from residential areas, and no one else has expressed an interest in renovating them. There was thus no competition for the sites. Also, renovating the forts provides a wide range of tasks for the young people to learn. The forts constitute the Defence Line of Amsterdam, a UNESCO World Heritage Site, and renovating them is seen as important: the work is meaningful!

Personnel: motivated instructors who are patient and sympathetic and positive role models for the young people. Obviously the personnel must have a high level of professional expertise.

“Finding work is the goal, participating is the norm”

— MOTTO OF THE DWI



Photo: Rodeo

Being acquainted with the needs of the target group is vital. The clients are in very varying life situations. Many of them have substance abuse or mental health problems, shortcomings in their language skills or general education, or challenging family backgrounds or domestic situations. Each individual is considered as a whole person. An introduction week is held for instructors to get to know clients; during this week, a profile of each young person's needs is created.

We were told during our visit that the service needs to hold a firm grip on the young clients. Contacts with the labour market and educational institutions must be nurtured so that further pathways for clients can be planned. A good network of contacts with employers is vital for finding further employment opportunities. Similar close cooperation is needed with schools and other educational institutions.

Operations must be flexible according to the needs of the target group and also according to changes on the labour market and in society at large. For instance, the service needs to be available of the range of jobs available on the labour market at any given time so that young clients do not suffer disappointments from being guided into fields where there is no demand for labour.

NOTES ABOUT THE NETHERLANDS

In the Netherlands, income support and unemployment benefit are conditional. A person who refuses to participate in measures offered to him/her will have his/her benefits cut. Imposing conditions of this kind carries the implied moral requirement that the services provided must actually be effective. If unemployed persons are required to participate in activation measures, then the government must guarantee that they will be able to go on to the next step.

Social criteria are commonly used in public procurement in the Netherlands for the purpose of creating jobs for the difficult to employ. The City of Amsterdam applies social criteria in public procurement projects whose value exceeds EUR 10,000 (e.g. construction projects and investments). The local authority requires that all parties awarded a contract spend a sum equivalent to 5% of the value of the procurement contract on supporting the inclusion and employment of population groups in a vulnerable position or on other similar social and environmental perspectives. This is known as Social Return on Investment.



Photo: iStock

Enterprises may fulfil this 5% requirement for instance by supporting schools or daycare centres in their area. But instead of money, the support may take the form of a work contribution whose value is taken into account when evaluating the fulfilment of social criteria. The 5% social contribution is reported separately to the local authority.



WHAT ABOUT FINLAND?

There are similar work centres and workshops for young people maintained by public authorities, associations and foundations. It has been noted in Finland too that clients find it much more meaningful to do authentic work. At Finnish workshops, personnel usually consist of job instructors and personal coaches. The personal coach is a confidante and sparring partner with whom a young client may discuss his/her life situation and make plans for the future. The job instructor is the person responsible for teaching vocational skills.

Further information: National Workshop Association, www.tpy.fi, and www.tyopajatiето.fi/tyopajatiето.

2.2. YOUTH SERVICE CENTRE ARENAN: THERE ARE NO LOST YOUTH

Arenan is a municipal service centre for young people that operates on the one-stop shop principle. Young people are provided help through cooperation across administrative boundaries: schools, social services, employment exchanges and local businesses are all involved in the work of the service centre.

Arenan is a service centre for young people run by the local authority in the town of Västerås, Sweden. It fulfils the requirement of the Swedish Education Act concerning the providing of information for and monitoring the employment of each young person aged 16 to 20, including their placement after they have completed their compulsory education (Education Act, chapter 29 section 9). In addition to fulfilling the local government monitoring requirement, the personnel of Arenan tour all comprehensive schools in Västerås every autumn to talk about the work of the service centre. The entire age group of young people in Västerås about to complete comprehensive school is reached during these visits. Young people know about Arenan, and the service centre establishes contact with them. When young people apply for further studies on the strength of their December school report, the schools inform Arenan about which of their students have not applied for further studies or training and which have not been accepted.

OBJECTIVE

The motivation for establishing the service centre was a growing concern about young people drifting into social exclusion, seemingly unable or unwilling to find a place for themselves in Swedish society. Arenan brings services for young people together under one roof in order to provide a flexible single service point that takes the needs, interests and desires of young people into account.

DESCRIPTION

Arenan operates on the one-stop shop principle: all services that a young client may require can be found under one roof. Schools, social services, employment exchanges and local businesses are all involved

in the work of the service centre. Cooperation and information exchange are problem-free, as the various agencies share the same IT system. Information is collected, exchanged and compiled from a client-oriented perspective, never just to serve the needs of an organisation.

If a young person in Västerås skips school, for instance, the shared IT system quickly alerts the personnel at Arenan. They then reach out to the young person to find out how he/she is doing and how and where he/she needs support in order to be able to return to school. If it turns out that the young person has no motivation to go to school, other options potentially of interest for him/her are explored. Transitions to job training or to employment will be explored as necessary. Cooperation between Arenan, various official networks and local businesses is close, and there are plenty of job training positions, apprenticeships and actual jobs available. The duty of Arenan is to find a place of study or a job for every young person in the town when they leave comprehensive school. Their motto is: "There are no lost youth."

Arenan has a clear-cut annual plan. The annual structure helps in evaluating and monitoring the work of the centre. Every January, the Arenan personnel seek to reach out to all young people leaving school who have not gained a place for further study or employment. If a young person cannot be reached by letter or by phone, Arenan employees make a house call; they make quite a few of these.

The work done at Arenan is based on an approach where the young clients are respected, heard and acknowledged. The multi-professional employees are introduced to the young people by name, not by title. This cuts through the rigid routines of public administration. Arenan is also designed to appeal to young people – it looks absolutely nothing like a government agency. The overall impression is colourful and comfortable. Arenan has a low threshold for availability of services. Instead of imposing requirements on young people, Arenan finds them opportunities. The key is discovering what the young people themselves are interested in and using that as a starting point. Services are tailored and flexible, and the young clients are consulted whenever client meetings are arranged, for instance. There is nothing to say that meetings have to take place at Arenan itself; house calls and meetings at cafés are just as good.

Further information: <http://www.arenanvasteras.se/> (in Swedish)

“We don’t know
what’s best
for you.”

— MOTTO OF ARENAN
IN CLIENT ENCOUNTERS



NOTES ABOUT SWEDEN

Swedish legislation supports the monitoring of the situation of young people: local authorities are required by law to monitor how young people place in employment and training.



WHAT ABOUT FINLAND?

According to the Ministry of Employment and the Economy, there are somewhat more than 40,000 ‘lost’ young people in Finland (aged 19 to 29), meaning young people who are not enrolled at an educational institution, not on the labour market, not registered as unemployed jobseekers and not on care leave (Myrskylä 2011). Some local authorities have organised ‘outreach youth work’, where social workers go out into the community to places frequented by young people such as shopping centres with the aim of finding young people who are in need of support and help.

There is a one-stop shop service centre in Oulu, known as Byström youth services. Byström is as low-threshold a place as they come: a young person walking in does not need to know exactly what services the place provides. All he/she has to do is to turn up. It is the job of the staff to find out what kind of help he/she needs, whether it be a simple issue or a complex problem.

Further information: <http://www.nettinappi.fi/tietoalue/mista-apua/bystromin-nuorten-palvelut-3/>

2.3. AN INFORMATION CENTRE FOR SOCIAL ENTREPRENEURSHIP: INFORMATION, SUPPORT AND MARKETING FOR THOSE INTERESTED IN A NEW KIND OF BUSINESS

The Centre for Social Economy in Denmark was set up with the aim of increasing public awareness of the potential of social enterprises for both earning a living for the entrepreneur and benefiting society at large.

Social enterprises are a means of offering employment to population groups who are difficult to employ. Examples of such enterprises in Copenhagen include the Allehånde Café, which offers job training to the hearing impaired; Place de Bleu, which employs immigrant women and produces items for interior decoration; and TV Glad, which employs developmentally disabled persons in TV productions.

In addition to producing and compiling information (analyses, research), the Centre for Social Economy focuses on disseminating information and promoting social enterprises. Specifically, the Centre facilitates networking between existing social enterprises. Social enterprises have attracted a great deal of attention in Denmark from civil servants, politicians and the media alike.

OBJECTIVE

The purpose of the operations is to increase awareness of the principles of and opportunities in social entrepreneurship. Support is offered to prospective and new entrepreneurs with everything that entrepreneurs need to know, including opportunities for networking with other entrepreneurs.

DESCRIPTION

The Centre for Social Economy supports social enterprises by providing entrepreneurs free counselling over an average of four sessions. Expert help is available for everything that has to do with setting up a business, from legal advice to marketing. The Centre is a one-stop shop for prospective entrepreneurs to find informa-

tion and advice. The purpose of operations is to increase public awareness, to support enterprises and to attract new entrepreneurs.

The Centre for Social Economy also serves the field of social enterprises as a lobbying organisation. The aim behind this is to contribute to public debate.

Further information: <http://www.socialokonomi.dk/cso/index.php?page=forside1>

“Consumers are increasingly aware of and demanding with regard to the origin of products and ethical production. Social entrepreneurship is a competitiveness advantage!”

— THOMAS DIETZ-GODT, CENTRE FOR SOCIAL ECONOMY



Photo: iStock

NOTES ABOUT DENMARK

Social enterprises have enjoyed a boom in Denmark in recent years. There are plenty of models and examples. What is important is that the entrepreneur must combine his/her social development objective with a profitable business in a creative way. The public mood is conducive towards becoming an entrepreneur, because the sector has been well publicised, and consumers are aware of the advantages.



WHAT ABOUT FINLAND?

In Finland, the objective of social enterprises is to create jobs for the partially disabled and the long-term unemployed. At least 30% of the employees of social enterprises belong to the target group. Social enterprises are governed by the Act on Social Enterprises (1351/2003).

In 2013, another form of societal enterprise was developed alongside the social enterprise defined by law. The Association for Finnish Work awards the Finnish Social Enterprise Mark to enterprises that seek to address social or environmental issues through their business.

Further information:

Register of social enterprises maintained by the Ministry of Employment and the Economy: http://www.tem.fi/yritykset/sosiaalinen_yritys/sosiaalisen_yrityksen_rekisterointi/rekisteriin_merkityt_yritykset

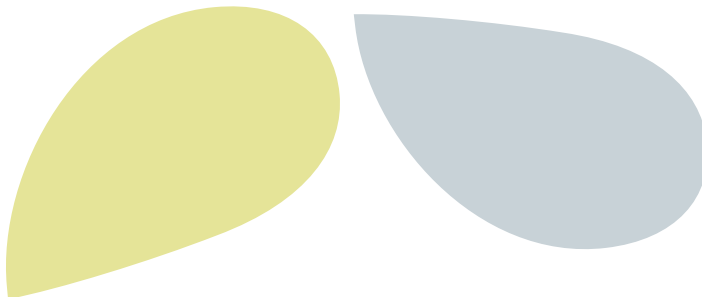
Guide for setting up a social enterprise (in Finnish): http://www.avainlippu.fi/sites/default/files/page_attachment/sos_yrityksen_opas_web.pdf

Finnish Social Enterprise Mark:

<http://www.avainlippu.fi/yhteiskunnallinen-yritys>

Act on Social Enterprises:

<http://www.finlex.fi/fi/laki/ajantasa/2003/20031351>



2.4. CAP-MARKT NEIGHBOURHOOD SUPERMARKET: JOBS FOR DISABLED AND PARTIALLY DISABLED PERSONS IN BUSY LOCATIONS

CAP-Markt is a German supermarket chain. Two thirds of its shop employees are disabled or partially disabled. All the shops are obstacle-free, for both customers and employees.

The guiding principle in the operations of CAP-Markt is that disabled and partially disabled people should be where other people are too. In other words, this represents a shift from working at a work centre to working with customers. Shop employees learn all the various job duties that can be found in a supermarket. Several employees have mental health problems, some with an underlying brain injury. In every case, job duties are organised so that any personal disability will not impede an employee from performing the duties assigned.

Jobs at CAP-Markt are usually found through the food training programme at the Elbe-Werkstätte work centre. Working closely with professionals used to working with disabled persons is crucial for the CAP-Markt concept to function smoothly.

OBJECTIVE

The supermarket enables disabled and partially disabled persons to find employment on the ordinary labour market.

Each employee is found a job description and working methods that enable him/her to do the work in the best possible way. Employee competence is developed so that they can acquire the skills and knowledge necessary for finding employment in other companies in the trade sector.

DESCRIPTION

CAP-Markt is a supermarket chain that operates on the franchise principle. CAP-Markt is owned by a foundation; its brand is owned by the GDW Süd cooperative. CAP-Markt aims to train its employees so that they can function on the open labour market, but most opt to stay with CAP-Markt. CAP-Markt advertises vacancies just

“The purpose of our supermarkets is to foster and increase equal treatment, not to score sympathy points.”

— RICO MÖLLER, ALSTER CITY CAP-MARKT



like other companies.

CAP-Markt provides an obstacle-free environment for employees and customers alike. There is ample space between shelves to accommodate wheelchairs and prams. The shelves are never so high that they cannot be reached while sitting in a wheelchair. Cash registers calculate the amount of change given, so employees do not need to do math in their heads. Employees are taught to count the number of items in a basket to avoid errors.

When a new CAP-Markt supermarket is opened, its prospective customers are introduced to its operating concept and personnel. The aim is to establish close and permanent customer relationships at the supermarkets, which is in the interests of both the employees and the customers: the customers receive good service, and the employees receive support from the customers, as

the latter are aware of the nature of the enterprise. In aid of this, the supermarkets are often located adjacent to office buildings, where a relatively stable clientele can be obtained. Tastings and other customer events are organised now and again. Sometimes customers get irritated with being served slowly; in such cases, the underlying employment concept is explained to them so that they will realise that the service may take a little longer than in another supermarket. However, there are no external features to specifically draw attention to the special nature of the operation.

Further information: GDW Süd, Germany (in English), <http://www.gdw-sued.de/index.php?id=7&L=3>

NOTES ABOUT GERMANY

The basic principle in the operations of CAP-Markt is that disabled and partially disabled persons should be able to be wherever other people work and spend their time. There is a long tradition of such a philosophy in Germany. Employment for disabled persons has been supported with legislative measures since 1917, at which time employers were required to hire at least one disabled person if the enterprise had more than 50 employees. Today, the requirement is stricter: public-sector employers and private enterprises that have more than 20 employees must have disabled employees forming 5% of their personnel. The job assignments for disabled or partially disabled persons must be tailored so that the disability does not constitute an obstacle or a risk for performing the duties.

Employers who either fail to meet or disavow this employment requirement must pay EUR 115–290 for each unfilled position into a compensation fund that is then used for arranging other job and employment opportunities in the form of job training, work centre activities or various projects. The fund pays out wage subsidies for integration projects to employ disabled persons (Integrationsbetriebe). Wage subsidies enable employers to hire employees with lower productivity and foster an atmosphere where people have time to care about one another. This makes workplaces sustainable for disabled employees. CAP-Markt employees receive a wage subsidy from this fund.

The rights of disabled and partially disabled persons have been asserted through legislative means in Germany. They have a stronger protection against dismissal than other employees and

also, depending on the severity of their injury or other disability, an entitlement to more holiday days. A disability or partial disability also constitutes grounds for tax exemptions.



WHAT ABOUT FINLAND?

In Finland, major retail chains have employed disabled persons through a variety of projects. The K-Retailers -Association and the Finnish Association on Intellectual and Developmental Disabilities jointly ran a project named *Monenlaisia tuloksetekijöitä* (Many kinds of performers) to employ persons with developmental disabilities in the retail sector. The employer and employee are supported by a job coach who helps in all matters related to the employment relationship, tailoring of duties and fitting into the workplace community.

However, so far Finland does not have a retail trade enterprise employing special needs groups as a social enterprise to such an extent and with such a deep commitment as CAP-Markt. Ethical consumerism is of interest to Finns, so there is a clear niche for shops such as CAP-Markt.

- > Act on Social Enterprises:
<http://www.finlex.fi/fi/laki/ajantasa/2003/20031351>

- > In Finland too, wage subsidies are available to enterprises for hiring unemployed jobseekers. In order to be eligible for a wage subsidy, the employer must hire an employee whose productivity is estimated to be clearly impaired due to shortcomings in his/her skills or competence, the length of his/her unemployment, an injury or illness, or any other reason. Further information on the wage subsidy (eligibility and amount): http://www.mol.fi/mol/fi/o1_tyonantajat/o6_2rekrytoinnin_tuki/o2_palkkatuki/index.jsp

- > Employers may also receive assistance for work condition arrangements. This is a subsidy to cover the costs of acquiring tools or making changes to the circumstances of the workplace to eliminate or alleviate disadvantages caused by an employee's injury or illness. Help provided by another employee to assist an injured or ill person in coping at work may also be eligible for a subsidy. http://www.mol.fi/mol/fi/o3_koulutus_ura/o4_ammattilinen_kuntoutus/o1_toimenpiteet/index.jsp

2.5. GOING LOCAL, GOING STRONG: THE BALLYMUN JOBCENTER



The Ballymun Jobcenter (BJC) is a volunteer-operated employment support service launched in Dublin in 1986. It has since become a contracted operator funded by the government.

OBJECTIVE

The Ballymun Jobcenter (BJC) helps unemployed local residents find pathways to working life. In Ireland, the local authority is not involved in employment services. Due to the lack of central government services in catering sufficiently to the needs of the district the local employment service emerged from local activism. By leveraging the local character of the service and reinforcing the identity of the neighbourhood, the service seeks to establish a relationship of trust with its clients to improve effectiveness.

The area of Ballymun in the city of Dublin suffers from a high unemployment rate, 36% (2011). There are plenty of publicly owned rental homes (council flats) in the area, and residents have a low average educational attainment and income. The estate was built in response to a massive housing shortage in the 1960s. Previously in disrepute, it has been given a facelift in recent years, including a substantial reconstruction project where old council flats have been pulled down and replaced with lower, more modern residential buildings.

The current recession has hit the area hard.

DESCRIPTION

The Ballymun Jobcenter actively seeks to find pathways to working life for local residents, either directly or through training. Local residents often have a low educational attainment and low self-esteem and self-awareness. Such people are not familiar with their own potential, with jobs on offer and with their future prospects. Clients are first met for an interview, and an action plan is drawn up based on this interaction. Close cooperation with employers is one channel for finding employment opportunities. When an IKEA shop was opened in the area, the BJC immediately contacted it and established an arrangement for employing unemployed job-

seekers in the area.

The BJC also works closely with other actors in the area to ensure that clients' needs can be met. Partners include the Community Training Centre providing support and coaching for young people and Employability Service Dublin North, which caters to disabled and partially disabled clients.

The operating method of the BJC comes close to methods of community work or neighbourhood action. Some such activities may be found in neighbourhood development projects in Finland too. The basic principle is to start from local resources and to focus on local issues. This requires local service guidance, advisory services and partnerships.

The central government established a new agency last year, INTREO, combining jobseeking benefits and activation measures. INTREO opened a service point in the Ballymun area in November 2012. INTREO is designed to provide a more integrated approach than previously, offering tailored employment services and support for both jobseekers and employers. INTREO, formally the *New Combined Employment Service and Benefit System*, incorporates the formerly separate *Department of Social Protection*, *FAS State Public Employment Service* and *Department of Health Community Welfare*. The BJC now works closely with the INTREO service point in the area.

The Ballymun Jobcenter and INTREO have agreed on a division of duties: INTREO refers the most difficult cases according to its own client categorisation to the BJC. At the BJC, clients are provided with an action plan, which is then monitored. If the client does not follow the action plan, the BJC informs INTREO, which then contacts the client.

The BJC has partners and contacts in various projects around Europe, Finland included.

Further information: <http://www.bmunjob.ie/> (in English)

The residents of Ballymun are assisted in finding out about alternatives and empowered to leverage their labour market potential.

NOTES ABOUT IRELAND

Ireland has centralised decision-making regarding labour market policy, employment programme planning and budgeting. Local authorities play only a negligible role in organising and providing employment services. The responsibility for labour market policy is divided between two government departments: the Department of Jobs, Enterprise and Innovation and the Department of Social Protection. Employment service personnel work for the Department of Social Protection (central government).

The importance of client activation in labour market management becomes apparent in Ireland's National Reform Programme 2012 update under the Europe 2020 strategy (http://ec.europa.eu/europe2020/pdf/nd/nrp2012_ireland_en.pdf). In order to attain its employment goals, the Irish government has put in place two key strategies, one for job creation and one for labour market activation. According to the national action plan, Ireland aims to raise the employment rate for people aged 20 to 64 to 69%–71% and to include young people, elderly people and low-skilled workers in the labour market. Integration of legal immigrants is also being promoted. An interim assessment on the implementation of the Europe 2020 strategy will be conducted in 2014. The government has outlined two key strategies to respond to the challenges:

Action Plan for Jobs, launched in February 2012, contains 275 measures that are to be implemented in all administrative branches to support job creation. The aim of the Action Plan is to find jobs for 100,000 people by 2016.

Pathways to Work, Government Policy Statement on Labour Market Activation is a programme designed to activate people to

participate in the labour market. It describes the measures proposed by the government to provide better support for the unemployed but also to impose obligations on unemployed jobseekers.



WHAT ABOUT FINLAND?

In Finland, employment administration services were concentrated at fewer service points when the service network of Public employment and business services offices was restructured at the beginning of 2013. Transactions are also increasingly being conducted online. It is unclear how encounters with clients and getting to know them will be implemented after the reforms.

The third sector complements public services with a substantial contribution. Cooperation with local businesses is also important in view of the employment goals. Networking may be of assistance in offering clients various types of support and further services; cooperation between local actors is worth investing in.

In the town of Järvenpää, labour market management is seen as a common goal for all departments of the local authority, and accordingly it is taken into account not only in employment services but in areas as diverse as land use planning, business services and other sectors. Entrepreneurs in Järvenpää are offered guidance and support in employment matters. One of the third-sector institutions in Järvenpää is Setlementti Louhela, a volunteer organisation that helps local residents for instance by offering activities and support to immigrants.



3. Summary of selected practices

The good practices we found in our study visits are high-quality employment services that support labour market inclusion (fort renovation, Arenan service centre, Ballymun Jobcenter) and operating models that seek to create job opportunities for those difficult to employ at enterprises, in the public sector or in the third sector (Centre for Social Economy, CAP-Markt).

These good practices are high-quality services that provide concrete examples of doing things in accordance with the inclusive labour market policy recommendations. For the purpose of drawing up recommendations, a separate comparative report on labour market policy in various countries was drawn up in the project. Theoretical analyses about inclusion and labour market inclusion were also conducted for the purpose of clarifying the concepts. To discuss inclusive services or increasing labour market inclusion, we must understand what these concepts mean and what we are trying to do pursuing them.

In the following section, we discuss the content of inclusion and labour market inclusion and present concisely the recommendations of the EGPIEP project for the development of inclusive labour market policy in Finland.



4. Increasing inclusion and labour market inclusion as objectives

Increasing social inclusion, reducing inequality and resolving difficult life situations such as unemployment are among the core tasks of the welfare state. Promoting inclusion is identified as a key measure in the Government Programme of Prime Minister Katainen's Government.

The *active inclusion* policy recommended by the EU focuses among other things on the equal involvement of disabled and partially disabled persons in working life and in other social activities. According to the recommendation issued by the European Commission to the Member States of the EU, the policy of active inclusion of people excluded from the labour market rests on three pillars of equal importance: adequate income support, inclusive labour markets and access to quality services. (Commission Recommendation on the active inclusion of people excluded from the labour market, 2008.)

The European Commission recommends that the Member States should:

Design and implement an integrated comprehensive strategy for the active inclusion of people excluded from the labour market combining adequate income support, inclusive labour markets and access to quality services. Active inclusion policies should facilitate the integration into sustainable, quality employment of those who can work and provide resources which are sufficient to live in dignity, together with support for social participation, for those who cannot. (op. cit. 2008.)

Trends towards more determined activation of the unemployed may be detected in most EU Member States (OECD Employment Outlook 2013). According to an evaluation conducted in 2013 (Frazer & Marlier 2013), active inclusion policy has in practice been understood too narrowly in the Member States, instead of the three pillars given in the Recommendation being regarded as equally important factors in active inclusion. There seems to be a lack of a broader vision of social inclusion.

5. Recommendations for inclusive labour market policy

The EGPIEP recommendations for inclusive labour market policy concerning the labour market itself and employment and social services are based on the human rights perspective (UN, Article 23) and the employment law perspective (see e.g. Paanetoja 2013) being taken into account in all client interactions and in social and employment services (see ETENE).

Inclusive labour market policy guides the labour market towards becoming more equal, more receptive and fairer. The policy also outlines the measures and services required to improve access to the labour market. In the 2000s, active social policy and labour market policy have mainly focused on improving the employment potential of the individual and on rehabilitation issues. In the 2010s, the focus should be shifted towards rehabilitating the labour market.

In practice, measures aimed at improving inclusion fall within the domain of social services, health care services and employment services in Finland; people in a vulnerable labour market position are usually clients of these services. Well-functioning services are a tool for increasing inclusion.

The recommendations of the EGPIEP project for developing an inclusive labour market policy may be divided into two categories: Developing a socially responsible working life, and developing quality social and employment services that are personalised.





Photo: Rodeo

LABOUR MARKET INCLUSION AS PAID EMPLOYMENT

If the aim is to raise the employment rate and to increase involvement in the activities of society at large through work, then inclusive labour market policy must start from the fact that everyone has the right to work. Labour market inclusion should be understood as equal to paid employment. Therefore measures to support labour market inclusion are measures that take people into the labour market and support them in holding a job. It is in the interests of all parties concerned that anyone able and willing to work should be able to get paid employment. Thus, investments in quality services and additional job opportunities are worthwhile.

In a report commissioned by the Ministry of Employment and the Economy on services for people in a vulnerable labour market position in the Nordic countries and in the Netherlands, the UK, Germany and France, it is noted that these countries share the aim of integrating these target groups into the labour market on normal terms of employment. Correspondingly, they have tended to discontinue permanent sheltered employment. According to the authors of the report, this has to do with the increasingly widely accepted conception of the people at whom the measures are aimed as subjects with rights rather than as objects of assistance. (Arnkil, Spangar & Jokinen, 2012.)

Barriers to employment and to the labour market must be removed structurally, in both the private and the public sector. Inclusive labour market policy should aim to make the labour market so inclusive that there will be demand for people who are willing to work, regardless of whether those people are disabled, long-term unemployed, young, immigrants or possibly all of the above.

5.1. SOCIALLY RESPONSIBLE WORKING LIFE

PRINCIPLES

A socially responsible and inclusive working life does not just encourage and activate employees and jobseekers; it also imposes obligations on employers. To achieve this, the labour market must be rehabilitated so that everyone's work contribution is valued, existing competences and skills are acknowledged and the diversity of the labour force is accepted.

A socially responsible and inclusive working life does not accept work exploitation, for instance the abuse of free labour. Characteristics of forced labour as defined by the ILO may be found for instance in rehabilitative work and unpaid community employment for people with intellectual and developmental disabilities (Forced Labour Convention 1930 (No. 29), Convention concerning Forced or Compulsory Labour).

MEANS

Introducing the continuum principle in job training and trial periods, supervising the feasible use of such periods. In the administrative branches of the City of Stockholm, interns sign agreements where the internship is limited to a three-month period; thereafter, the City employs the persons for a 3-month or 6-month fixed-term employment relationship. According to experiences gained at Jobbtorg in Stockholm, people completing an internship followed by fixed-term employment have found it easier to find a job on the open labour market. A similar model could be applied to all job training. Internships should not be continued back to back, and supervision is needed to prevent this.

Creating jobs through encouraging social entrepreneurship with various subsidies and publicity. Denmark has experienced a boom in social enterprises in the past five years. Politicians, consumers and a new generation of entrepreneurs are interested in new ways of producing and consuming that bring together economic and ethical values. In Finland, social enterprises employ long-term unemployed and disabled or partially disabled persons on public wage subsidies, but in other respects they operate on the market just like any private enterprise.

Applying social criteria in public procurement. In public procurement for goods and services procured with public funds, terms and conditions may be set for enterprises participating in the tender concerning the creating of jobs for groups that are difficult to employ. This approach is widely in use in Dutch municipalities.

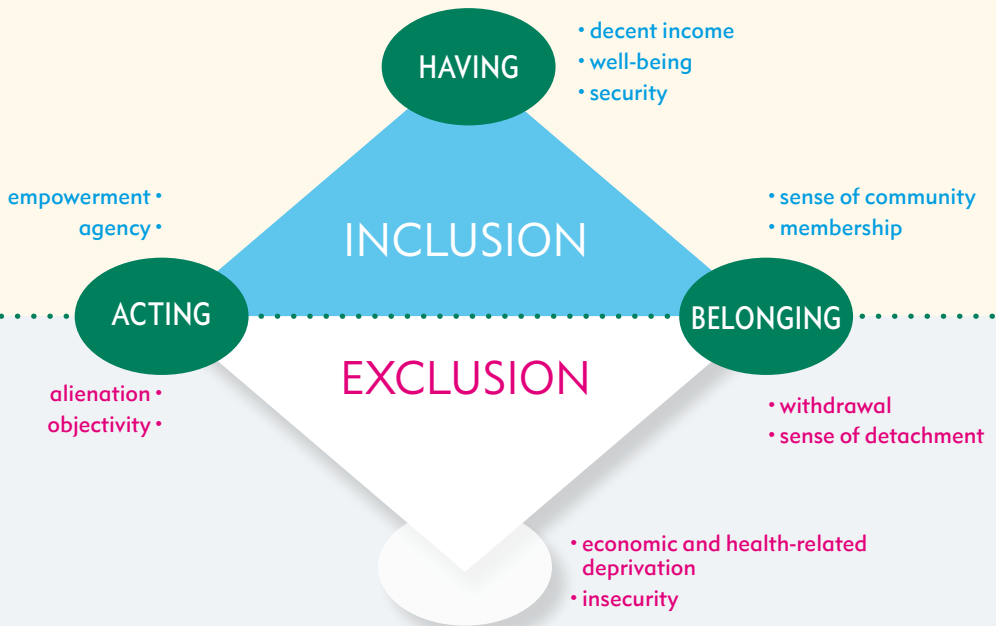
Services at the workplace, job coaching, supported employment, assistance for work condition arrangements. The 'work first' approach in supported employment, where an employee's job duties are customised so that his/her injury or decreased working capacity do not impair his/her work and where both the employer and employee are supported in the workplace, has been found to be an effective practice.

Incentives/sanctions for employers guiding them to hiring partially disabled persons and persons in a vulnerable labour market position, e.g. German quotas for disabled employees. Quota systems are in place in other European countries too, such as Italy, Turkey, France and Slovakia. In Germany, the employment requirement applies to companies with more than 20 employees and the public sector. If the employer refuses this obligation, a compensation fee must be paid.

PROMOTING INCLUSION AS THE OBJECTIVE OF THE SERVICE SYSTEM

Inclusion is a complex concept for which there is no single, commonly accepted definition. There are at least three dimensions or components to inclusion and how it is implemented. The quality of social and employment services may be considered according to how well they put these components into practice. Inclusive labour market policy also takes these dimensions into account:

- > Decent income, well-being and security (HAVING)
- > Empowerment and agency (ACTING) and
- > Sense of community and membership (BELONGING).



The Dimensions of Inclusion

Participation Promotion Unit, THL. Helka Raivio, Jarno Karjalainen, 2012.

The triangle of inclusion is an analysis of the components of social inclusion. This was inspired by the analysis of the dimensions of wellbeing by sociologist Erik Allardt. Allardt defined the dimensions of wellbeing through basic human needs: having, loving, being. These cover material circumstances, membership of communities and participating in the functioning of society. (Raivio & Karjalainen, 2013.)

The triangle of inclusion is a good tool for studying the quality of services. In assessing the quality and effectiveness of services, the focus is on how well any given measure or measures manage to increase a person's economic inclusion (having), active participation (acting) and sense of belonging to one or more communities (belonging). All components of inclusion must be reasonably fulfilled for the result to be satisfactory. It is for the purpose of em-

powering clients that inclusive employment services begin with the individual needs of each jobseeker and try to find the procedures that can best assist and support him/her in finding employment.

The aforementioned dimensions of inclusion are quite close to the pillars of the EU-recommended active inclusion policy (adequate income, inclusive labour markets and access to quality services).



Photo: Rodeo

5.2. NEEDS-BASED, PERSONALISED QUALITY SERVICES

PRINCIPLES

Services must be defined on the basis of the client's needs, regardless of the background organisation providing the services. Understanding the client's needs requires regular, personal encounters. Services are quality services when they are appropriately targeted and effective. Employment services focus on practices and operating models that have been proven in practice.

The National Advisory Board on Social Welfare and Health Care Ethics (ETENE) subordinate to the Ministry of Social Affairs and Health has published a set of ethical recommendations for the social welfare and health care sector (Ethical grounds for the social and health care field 2011; for a summary of the recommendations, see Appendix 2). These ethical recommendations cover various levels, applying equally to decision-makers and supervisors as to professionals working with clients. Service design must ensure that the principles can be fulfilled. The following ETENE principles should also be kept in mind in employment support services:

- (1) Professionals in the social and health care sector respect the human dignity and basic rights of their clients and patients.
- (2) Social services and health care focus on the best interests of clients and patients.
- (3) Social services and health care are about interaction.
- (4) Professionals are responsible for the quality of their work.
- (5) Good treatment and services require responsible decisions and operating practices.

MEANS

Services should be organised on the one-stop shop principle.

Clear division of duties and responsibilities. Process responsibility must be agreed upon so that clients can progress in the service rather than being shuttled from one authority to another. Services will become more uniform, and clients will be more equal. The Employment Services Centre model should be developed at the national level so that the competence of professionals and officials and their training base will constitute a coherent whole and

their activities will have shared goals.

At the Arenan service centre for young people in Västerås in Sweden, a multi-professional staff helps local young people with all their needs. Young people have been addressed in a Finnish study published in November, according to which services for young people should be organised on the one-stop shop principle in municipalities and in social and health care districts. In such an approach, a single official would bring together the services needed by a young client in a goal-oriented service package and be the young client's instructor. The authors noted that imposing a monitoring requirement on local authorities and creating a one-stop shop service concept would be the best way to prevent the social exclusion of young people. (*Notkola et al. 2013.*)

Services are about customer service. Services should be client-oriented, not organisation-oriented or service menu oriented. The best and most motivated employees should be obtained for solving the most difficult situations; this is a question of training background and pay. At the Arenan service centre in Västerås, employees are introduced to young clients by their first name, not by their title, because the latter is considered to create a distancing effect. Services must have a low threshold; once the service providers get to know the client, the best and most effective solutions for him/her can be found.

Clients must be met, and their needs must be heard. Benefit procedures where people are handled only through forms must be abandoned in adult social work and income support proceedings. At Jobbtorg in Stockholm, which caters to unemployed recipients of income support, each client is personally met every day. Everyone who applies for municipal income support is referred to Jobbtorg. The job coach at Jobbtorg surveys the jobseeker's prior training, work experience and what the jobseeker himself/herself wants to do in order to gain entry to the labour market. Also involved in the network are the public employment services, city social services, the SFI school (Swedish for immigrants) and employers.



Photo: iStock

It must be ensured that clients proceed in the system. Proceeding through the services is in itself a motivational factor for clients. Confirmation of moving on from the transitional labour market through closer cooperation with employers. Moving from the service process to training or employment is also supported by acknowledgement of existing competence and documentation of competence acquired. Pedagogisation of workshop periods or similar services is one alternative. Pedagogisation is effected together with a vocational education institution; the duties learned in the practical workplace environment are equated to the contents of the relevant curriculum. The student may demonstrate command of skills and knowledge required in the curriculum through job training and competence-based examinations. Subsidised or supported employment and job coach services have also been found to be effective (*Notkola et al. 2013*).

There has been increasing talk of participation and inclusion of unemployed people during the 2000s, but there is no agreement as to the content of this concept. Also, defining the goals for measures designed to increase inclusion has often been less than adequate. Is the aim to make citizens more active and fuller members of society despite unemployment and the often concomitant poverty, or is the point simply to use inclusion as a euphemism for imposing conditions on unemployment benefits? In autumn 2013, there was a lively public debate on 'inclusive social security', a model under development where unemployed persons could be guided to perform assistive duties on a minor scale and of a short duration, for 1–2 hours per day, in the service of a local authority, an organisation or an enterprise. Those who undertook this activity would enjoy a higher level of social security, while a refusal could result in a benefit cut. Both the EGPIEP project and the present publication seek to launch a debate on what inclusion is about and what it actually means. The debate should be continued.

It is clear that when we talk about inclusive labour markets and integration, we are not concerned with the participation of all members of society. Depending on the context, there is interest and concern in society on the inclusion or exclusion of young people, immigrants, disabled or partially disabled people or single mothers, variously. People in very different life situations get defined as members of a group in a vulnerable position, an at-risk group or a group in danger of social exclusion. Associating risks with population groups also serves to differentiate the means for addressing various life risks. Talking about at-risk groups brings with it the danger of eroding the universal foundation of the welfare state (*Raivio & Karjalainen 2013*). However, inclusion or participation is not a permanent characteristic that an individual may attain. The EGPIEP project team came to the conclusion that quality services should be developed for all of us, not just for the 'others'.

When we discuss groups in a vulnerable labour market position, we discuss groups that often face prejudices in the labour market. Reports on finding employment for such groups often call

for a shift in attitudes. Equality in the labour market is thus often understood as equivalent with non-discrimination and formally as equal opportunities. This means that legislation focuses on discrimination issues instead of promoting social equality. However, formal equality does not guarantee actual equality. (*Kantola, Nousiainen & Saari 2012.*) Concrete measures are needed to promote equality. Quotas, fees imposed for not filling quotas, and subsidies to employers are means for promoting the employment of people in a vulnerable labour market position.

An employment condition imposed in public procurement processes also has the potential to create appropriate employment opportunities also for people who are difficult to employ. In these cases, a wage according to the relevant collective agreement is paid for the work, in a true manifestation of the saying 'Work is the best social security'. Paid employment ties the individual to society and facilitates various forms of belonging and participating. Therefore, a socially responsible working life does not condone the exploitation of the work input of persons in a vulnerable labour market position; instead, it demands fair pay for work.



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Appendix 1. Study visit destinations

NETHERLANDS, 21–23 NOVEMBER 2011

The European Good Practices in Inclusive Employment Policies (EGPIEP) project organised a study visit to the Netherlands on 21–23 November 2011. Its purpose was to observe good practices for improving inclusion and employment of young people, immigrants and partially disabled people in Amsterdam and Utrecht.

Lecture, **University of Twente**: Labour market policy and activating social policy in the Netherlands, Professor Minna van Gerven. This introductory talk explained differences in social security systems and employment policy between Finland and the Netherlands.

Praktijkcentrum (work/learn centre) DWI Amsterdam. Presentation of the work activities and learning centre Praktijkcentrum and visit to the site. The purpose of the centre, at all levels, is to guide clients towards the open labour market. Clients are considered comprehensively and from a multi-professional perspective. Tools include debt counselling, language courses, child care assistance, diagnostic tools, physical fitness tests and cost compensation such as moving assistance.

Laarderhoogtweg 51, Amsterdam

Fort Nigtevecht, Renovation of the Defence Line of Amsterdam

Jongerenloket, services for young people. Jongerenloket offers guidance and advisory services for young people aged 16 to 27. Clients are referred onward according to their service needs.

Praktijkcentrum DWI, Amsterdam: Presentation of the youth department and employer services. **Weesperstraat 113, Amsterdam**

Movisie, the Netherlands Centre for Social Development.

MOVISIE is the Netherlands Centre for Social Development. MOVISIE provides consultant help, organises courses, manages networks and projects, and produces and conveys information for its interest groups. MOVISIE focuses on developing the civic society, care and social wellbeing. The following talks were heard during the study visit:

– “*Dutch policies and “Wheel of participation”*”. A holistic way of looking at client needs, Wouter Rust.

– “*One Thousand and One Empowered*”. Presentation of project on the inclusion of immigrant women, Jenny van Eyma.

Catharijnesingel 47, 3511 GC Utrecht

SWEDEN, 26–28 MARCH 2012

The European Good Practices in Inclusive Employment Policies (EGPIEP) project organised a study visit to Sweden on 26 –28 March 2012. The trip included a visit to the Nordic Centre for Welfare and Social Issues in Stockholm and observation of employment services for the long-term unemployed, for immigrants and for young people in Västerås and Stockholm.

Nordic Centre for Welfare and Social Issues. Preliminary talk on inclusive labour market policy in the Nordic countries, with special reference to Swedish public debate.

AMA Arbetsmarknad – an employment service set up by the Västerås local authority, presented by Angelica Gunnarsson Emmoth. Comment on the talk: Åsa Karlsson, SKL. Swedish Association of Local Authorities and Regions.

<http://ama.vasteras.se/>

Västerås municipal workshops:

– **Bageriet [The bakery]**. The municipality of Västerås buys bakery and catering services from Bageriet for all its agencies. The employees are unemployed persons aged 18 or older. They do authentic work at Bageriet, and the clients/employees are also paid wages.

– **Tegnerverkstad** is a carpentry shop concentrating on developing both construction skills and social skills.

Arenan, service centre for young people. Presenters Rodolfo Vera and Jimmy Larsson. <http://www.arenanvasteras.se/>

Kista Centrum, Jobbtorg. Presentation of the operations of Jobbtorg, executive director Arja Kallo. The purpose in setting up the Jobbtorg employment service points was to bring all of the labour market services in the City of Stockholm together in a single organisation that can offer a one-stop shop services to the city's unemployed recipients of income support regardless of where they live. Projects were also presented.

Finspångsgatan 44

– **FAMU project.** The target group comprises persons aged 25 to 55 who were born outside Europe and have been permanently living in Sweden for three or more years who do not have an immigrant background, who are clients of Jobbtorg Kista Centrum and who have been excluded from the labour market for more than a year. The purpose of the operations is to boost inclusion and active

participation by clients, and the project involves direct client contact in coaching and guiding clients to various other services. Presenter: project manager Lars Molin.

– **Jobbtorg Resurs.** Clients are referred to the Jobbtorg Resurs group by the municipal social services. Clients often have a history of health problems and substance abuse; a client may only be referred to Jobbtorg if he/she has been clean for 3 months. The main point in the work of the Jobbtorg Resurs group has always been to guide clients to employment or training. Some clients are in too bad a shape for this, and not all clients referred by social services are included in the operations. Presenter: coach Eila Jernman-Pihlström.

START, Lundaverkstaden, Workshops for the long-term unemployed. The Start workshop is the service provider for Kista Jobbtorg. Long-term unemployed persons, mainly with immigrant backgrounds, are referred to the service, and another purpose is to generate a more detailed estimate of the jobseeker's functional capacity and need for service. At the Start workshop, jobseekers undergo job training for instance in the woodwork shop and in landscaping and garden work. Presenter: foreman Rosario Fischera.

Finspångsgatan 52, Spånga

Rinkeby-Kista arbetsträning/Hela människan Workshops for the long-term unemployed. The Hela Människan ('The whole person') project offers occupational therapy and job coaching at workshops (kitchen/catering, frame maker, dressmaker's shop, outdoor and construction work), and job coaching. The purpose of the project is to improve jobseekers' labour market skills; the target group consists of people in a fairly vulnerable labour market position, often without language skills and suffering from various social and mental afflictions. Presenters: Milen Tecele and Anders Nylund.

Rinkebysvängen 22

DENMARK, 4–6 JUNE 2012

The European Good Practices in Inclusive Employment Policies (EGPIEP) project organised a study visit to Denmark on 4–6 June 2012. The main purpose of the visit was to observe employment services for the partially disabled and social enterprises in Copenhagen.

Centre for Social Economy. Preliminary lecture in Copenhagen under the topic: *Social enterprises and employment of marginalised groups: The Danish Scene.* Thomas Dietz Godt, Centre for Social Economy and Uffe Bech, Danish Coopera-

tive Association. The visit included an introduction to the operations of social enterprises in Denmark.

Reventlowsgade 14, 1651 KBH V

Tel.. +45 3355 7738

Poverty Walks. We took a 'Poverty Walk' in the city centre of Copenhagen, guided by a homeless person named Per. The purpose of the Poverty Walks project is to address the problem of members of society being increasingly divided into 'them' and 'us'. The project aims to prompt dialogue between various groups of people and to raise the question of whether people on the margins of society have drifted into exclusion or have been forced into exclusion?

Tel. +4527627733

Allehånde Café is a restaurant and a social enterprise where hearing-impaired persons can find an internship or employment in the restaurant sector. We were introduced to the operations of the enterprise: how it started, how it is managed, how people are hired and how the various groups are guided into the labour market. Our hosts were the founders of the café, Henrik Riber and Simon Sheard.

Havkajakvej 16, 2300 KBH S.

Tel. +4550603038

KlarKurs and Multitaske. Klarkurs is a social enterprise that started up in March. It develops methods for bringing together unemployed people and people on sickness pension on the one hand and employers with flexible vacancies on the other. Multitaske makes bags out of bicycle inner tubes. The business was presented by its founder Erik Schröder and Susanne Kjær.

Nørrebrogade 41, 2200 KBH N

Tel. +4540402019

Place de Bleu offers work with handicrafts for women who belong to ethnic minorities. The women learn sewing and crafts techniques and are also taught how the labour market in Denmark works. After the training, they are offered employment on flexible terms. We were hosted by director Trine Alette Pantou.

Blågårds plads 4 2200 KBH N

Tel. +4521 90 09 96

Jobcenter Musvågevej, 'Integration and language unit. This unit is responsible for projects offered to immigrants at the Jobcenter. We were told about the units operations and projects for giving immigrants guidance on employment, language and cultural matters and to get them involved in society at large. We were hosted by Charlotte Storm, coordinator of the Integration and language unit; Dorthe Kingo Vesterlund, project manager of the Copenhagen Career programme; and Kari Mørkøre-Yde, project manager of the Copenhagen Host programme.

Musvågevej 15, KBH NV.

Tel. +4582564500

GERMANY, 12–14 NOVEMBER 2012

The European Good Practices in Inclusive Employment Policies (EGPIEP) project organised a study visit to Hamburg, Germany on 12–14 November 2012. The principal purpose of the trip was to find out about employment models for disabled and partially disabled persons and to study German legislation for increased employment opportunities for these groups. During the trip, we visited the Arbeit und Leben foundation in Hamburg, the Hamburg Ministry of Labour, Social and Family Affairs and Integration (BASFI) and the Hamburg Institute of Vocational Education and Training (IBB), which is responsible for the apprenticeship training system. We visited the Nähgut project – workshops and apprenticeships for long-term unemployed persons and immigrants – and Elbe Werkstätten, Hamburgs largest protected employment centre employing disabled and partially disabled persons. We also visited CAP-Markt, a supermarket chain whose personnel consists mostly of partially disabled persons. We visited the garden department at Elbe Werkstätten and the work centre’s workshops.

Arbeit und Leben Hamburg, presentation: Nicola Schreiner, Sirpa Junge, Horst Hopmann. [Besenbinderhof 60, 20097 Hamburg](#)

The Beratungsstelle Migration department principally advises and supports young immigrants, above all in matters related to training and occupations. The department works with enterprises, schools, educational institutions and trade unions. Immigrants are also provided information on employment and residence permit issues, among other things. On its website, the department names reducing prejudice in recruitment as one of its goals. Department manager Canan Yildirim described his work and the instruments available in Hamburg for the integration of young immigrants.

<http://www.hamburg.arbeitundleben.de/index.php?s=6&id=1&stufe=1&lang=de>

The Beratungsstelle HANDICAP department provides practical assistance for disabled persons to enable them to participate in the labour market. Advisory services and support are provided for both enterprises and employees. Director Iris Kamrath told us about the political and legislative background for integration of disabled persons in Germany. (including the Ausgleichsabgabe).

<http://www.hamburg.arbeitundleben.de/index.php?s=3&id=1&stufe=1&lang=de>.

The idA-projektissa organises international exchange opportunities for disabled persons.

Project Nähgut textile workshop, dressmaker’s shop. The workshops in the project are divided in two: one half is engaged in traditional workshop activities for the long-term unemployed, while the other half provides vocational apprenticeship training. [Veringhof 9](#)

Behörde für Arbeit, Soziales, Familie und Integration (BASFI). BASFI is Hamburg's Ministry of Labour, Social and Family Affairs and Integration. These various areas were brought together in one agency in 2005. Our hosts were from the employment department, and we heard presentations on three topics:

- Hamburg's strategy for high-expertise employees,
- disabled and partially disabled persons in the labour market, and
- ESF funding in Hamburg.

Hamburger strasse 47 (Amt für Integration)

Hamburger Institut für berufliche Bildung (HIBB) is the authority responsible for the education system in Hamburg. The 16 states (Bundesländer) in Germany have autonomy and thus are responsible for providing education and training, but in the interests of regional equality, there is also a trend towards standardising education and training systems. The HIBB is responsible for all the 45 vocational education institutions in Hamburg. (VET = Vocational-educational school and companies)

Hamburger Strasse 131

Meeting with Michael Keturi, Marja-Leena Post: Marja-Leena Post trains long-term unemployed persons at various enterprises. Michael Keturi is the 'navigator' in the BASFI-funded Navigator 16 A project. Navigators, or guides, are extra social workers posted in companies that employ people living on 'unemployment benefit 2'. Persons employed under this scheme work 30 hours a week in various duties and receive an extra subsidy of EUR 1.40 per hour in addition to their income support and housing allowance (but no wages). It is the job of the navigators to observe if persons in the projects are having problems and to offer them help in coping with them.

CAP-Markt Alstercity. The CAP-Markt chain operates medium-sized supermarkets in Germany that employ disabled persons. Generally, each supermarket is run by a local disabled persons' association, but the brand is owned by GDW Süd, a work centre cooperative that finds employment for disabled persons. The CAP-Markt employees in Hamburg are clients of Elbe-Werkstätten. CAP-Markt is a place for them to find meaningful employment working with people. Elbe-Werkstätten has other services for disabled persons too.

www.cap-markt.de

Weiderstrasse 122a, 22083 Hamburg-Winterhude

Elbe-Werkstätten, garden department. We visited the head office of the Elbe Werkstätten garden department in the same office block where the Alster City CAP-Markt is located. Daily duties, shifts, division of duties and training sessions are listed on the wall of the head office. The personnel complement and programme for each day is clearly visible to everyone. The aim is to guide employees to find

independent employment in the open labour market. The garden department employs 40 disabled or partially disabled persons. Five gardening professionals guide them. The garden department operates on the open market and is partially self-supporting.

Elbe Werkstätten, protected employment. The principal aim of the work centre is to integrate its employees into the normal labour market, beyond the functions of the work centre, and specifically in enterprises.

Elbe-Werkstätten GmbH, Sudring 38, 22303 Hamburg-Winterhude

IRELAND, 10 – 13 JUNE 2013 – 13.2013

The European Good Practices in Inclusive Employment Policies (EGPIEP) project organised a study visit to Dublin on 10–13 June 2013. During the trip, we visited the European Foundation research institution and observed practical employment support measures at the Ballymun Jobcenter. We also participated in the European Union of Supported Employment (EUSE) conference on 12–13 June.

Eurofound, the European Foundation for the Improvement of Living and Working

Conditions. Eurofound is an EU body whose task is to produce information for improving living conditions and working conditions in Europe. Eurofound provides advisory and expert services on working and living conditions and on issues related to industry, production and change management. Eurofound produces comparative research and analyses for the key players in European social policy. We heard lectures on the following themes: Inclusion of young people with health problems, immigrants' working conditions in the EU, and young people and employment.

<http://www.eurofound.europa.eu/>

Ballymun Jobcenter, Employability Service Dublin North (Irish Association of Supported Employment), Community Training Centre.

We met director Mick Creedon, who talked to us about the work of the Ballymun Jobcenter (BJC).

<http://www.bmunjob.ie/>

We also heard presentations by Yvonne Browne from the Employability Service Dublin North (Irish Association of Supported Employment) and Kathleen McCann from the Community Training Centre. Employability Service Dublin North is one of the seven regional offices of the Irish Association of Supported Employment (IASSE). It supports both jobseekers and employers by offering advisory services, career coun-

selling and other services. The Community Training Centre offers support and coaching for young unemployed people in the area.

EUSE conference. The 11th EUSE conference was held in Dublin on 11–14 May 2013.

The Irish Association of Supported Employment (IASE) was a partner in the conference arrangements.

The European Union of Supported Employment (EUSE) was founded in 1993 to develop forms of supported employment in Europe. The aim is to help persons with physical, mental, intellectual, sensory or latent restrictions or disabilities to find employment opportunities according to their wishes. Their financial independence and activities in social communities are supported. The EUSE promotes attainment of these goals by disseminating information on best practices in supported employment and by developing service models. The EUSE lobbies European social and economic policy and offers a platform for networking between actors in various countries.

<http://www.euse.org/>

The IASE is a national volunteer organisation founded in 1994. Its purpose is to promote and develop subsidised employment at the national level. The organisation promotes equal employment opportunities for disabled and partially disabled persons.

<http://www.iase.ie/index.html>

Appendix 2.

Summary of the recommendations of the National Advisory Board on Social Welfare and Health Care Ethics (ETENE)

(1) Professionals in the social and health care sector respect the human dignity and basic rights of their clients and patients.

- > Fundamental rights, right of self-determination: clients have the right to make decisions about their own lives, and treatment and services require the participation and consent of the client.
- > Equality, non-discrimination and privacy protection are closely linked to human dignity and fundamental rights.

(2) Social services and health care focus on the best interests of clients and patients.

- > Everyone has the right to receive the treatment and services they need.
- > Treatment and services must be reliable and based on justified information and professional skill.

(3) Social services and health care are about interaction.

- > Respectful and human interaction between clients and professionals on the one hand and among professionals on the other.
- > Interaction includes being heard and having one's competence and experience appreciated.
- > The client participates in the drawing up of the service plan for him/her.

(4) Professionals are responsible for the quality of their work.

- > Professionals are responsible for the quality of services and for the equitable and uninterrupted providing of the range of services offered.
- > Professionals take into account the client's age, developmental attainment and resources, with special attention to particularly vulnerable clients.
- > Workplace communities and management in the social and health care sector ensure their employees support, induction, security and training opportunities.

- > Ethical competence is a vital part of professional skills that are valued not only in the social welfare and health care sector but also by society at large.

(5) Good treatment and services require responsible decisions and operating practices.

- > Ethical considerations pervade all levels of decision-making in the social welfare and health care sector.
- > Particular attention should be paid to conflicts between ethics and economy resources must correspond to the demands of the operations.
- > Legislation enacted and ethical values and principles observed in other areas of society must support the efforts of the social and health care sector to achieve better health and wellbeing for citizens.
- > Employers must ensure the competence and wellbeing at work of professionals through sensible choices, resourcing and division of duties; employers must also allow and encourage diversity.

Recommendations in full:

http://www.etene.fi/c/document_library/get_file?folderId=63023&name=DLFE-2903.pdf

The 'European Good Practices in Inclusive Employment Policies' -project (2011 – 2014) has identified good practices to organize employment opportunities for groups in a vulnerable labor market position. This publication describes the good practices as observed during study visits within the context of the project.

Based on a comparative study of inclusive labor market policies in selected countries (The Netherlands, Sweden, Denmark, Germany and Ireland) and the good practices found, the project produced recommendations for a Finnish inclusive labor market policy. The principles and central concepts of the recommendations are outlined in this publication. Inclusive labor market policy is based on everybody's right to work and participate.

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