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LABOUR INSERTION OF PEOPLE WITH A DISABILITY



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Master thesis report

Labour insertion of people with a disability

Labour insertion policy in municipalities
and the employers' view on employing
people with a disability in regular
employment.

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Social Policy and Social Interventions

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Summary

This research is commissioned by 'Joined Agreement A2 municipalities; Labour and Income' or Labour and Income¹ for short. This is a collaboration between three municipalities in the southeast of the Netherlands, namely Cranendonck, Heeze-Leende and Valkenswaard. The main research question is: *What are the empirical presumptions of different parties about the labour insertion of people with a disability in regular employment and how can these presumptions contribute to the labour(re-)integration strategy and policy formation of Labour and Income?* Empirical presumptions can be divided into causal and final presumptions (Van Heffen, 2003). Causal presumptions define cause-effect relationships and final presumptions define resources and objectives (see attachments 6 and 7 for arrow diagrams). Nineteen people are interviewed to trace the presumptions about the labour insertion of people with a disability into regular employment. Three parties are interviewed: service organisations (municipalities, UWV and SW-companies; 11 in total), employers (governance, welfare organisation, business service, industrial enterprise and retail/transport; 6 in total) and client supporters (MEE and Platform for Disabled Persons Eindhoven; 2 in total).

The results of the interviews show that emancipation of people with a disability is necessary and that prejudices employers have should be eliminated. This task lies with the national government and municipalities, but is also up to people with a disability themselves. One way to increase labour insertion of people with a disability is to survey the limitations and possibilities. Also education should be aligned with the demand of the labour market to construct a good match between jobseeker and employer. Positive experiences with people with a disability and a good economic state of the country or company can also contribute. Employers in this research indicated they want their employees to be motivated and to add production value to the company. In the interviews it is also indicated employers want risks to be eliminated and want to be relieved of care. This can be accomplished by using resources such as workplace experiences, support/supervision, financial means and secondment constructions. These resources have to be both flexible towards the employer and provide security for the employee. A front and back office construction should constitute the organisation of the labour insertion of people with a disability. The front office yields an employers' approach that matches the demand of the employers and the back office yields a right match between jobseeker and possible vacancies or jobs. Front and back office have to be interconnected.

¹ Dutch translation: Gemeenschappelijke Regeling A2 gemeenten; Werk en Inkomen

Preface

At the beginning of April 2012 the social service of the municipalities Cranendonck, Heeze-Leende and Valkenswaard (Labour and Income) commissioned me to do a research about the implementation of the Employment to Ability Act² (Wwnv). This Act would mean a huge change in the responsibilities of municipalities in the Netherlands. They would have to deal with a new target group (Wajongers), a new instrument would become available and the act would mean a different approach towards reintegrating the unemployed. Questions asked during one of the first meetings with Labour and Income were diverse and somewhat overwhelming. It was made clear then that the research would include the topic labour insertion of people with a disability into regular employment. As you may read in this report; this is a broad topic and thus requires a broad approach.

Halfway through the research, the Rutte Cabinet resigned and a while later also the Employment to Ability Act was declared controversial. The preparations of this act as well as this research thus became less urgent, but not less relevant.

With this research I hope to contribute to the social inclusion of people with a disability. In my opinion everyone deserves the chance to contribute to society in their own way and what better way to contribute then by employment?

To conclude this preface I would first like to thank Fred Donk, Lilian Sweens and Coen van Hoorn for their contribution to the research and their supervision from Labour and Income. Also I would like to thank Ruud Abma – as supervising teacher from the University of Utrecht – and my peers of Social Policy and Social Interventions for their feedback and moral support. Finally I would like to thank all participants who took part in this research for their sincerity.

I hope you enjoy reading this report and would be very pleased if this research would help to shape your view on people with a disability and their possibilities for labour participation.

Trudy van Moorsel

² Dutch translation: Wet Werken Naar Vermogen

1. Moving towards the labour market with a disability

In this chapter the problem, necessity and objective of this research are illustrated. In paragraph 1.1 the position of people with a disability on the labour market is addressed. Paragraph 1.2 takes up the Employment to Ability Act (Wwnv) and its influence on this research. In paragraph 1.3 a short introduction will be given about the context of this research, namely Labour and Income and the three municipalities Cranendonck, Heeze-Leende and Valkenswaard. Finally, paragraph 1.4 takes up the objective and relevance of this research.

1.1. Labour market position of people with a disability

These days the Dutch economy is in a recession. This has consequences for the relations on the labour market. In a report of the Council for Labour and Income³ of April 2012, a future scenario of the labour market was sketched: *“The CPB expects an increase in unemployment until 2014 from 5.4% in 2011 to 7.25% in 2013 (national definition). For 2015 a decline is expected. This prognosis does not take into account the consequences of retrenchments that are necessary to reduce the budget deficit to 3%. The foreseen recovery of the economy from 2013 onwards and the following unemployment from 2014 onwards can be delayed or even omitted by these measures. This would increase the unemployment rate in the following years even further than foreseen.”*ⁱⁱ (Council for Labour and Income, 2012, pp.39). For the immediate future this could mean that more people will claim unemployment benefits. For reintegration companies this means an increase in customers or clients. In the region Southeast Brabant – where this research took place – an increase in unemployment is notable. Expectations of Employee Insurances Implementing Agency (UWV)⁴ in Eindhoven are that by the end of 2013 the amount of jobseekers will be 74.300 for the whole province Noord-Brabant (Eindhovens Dagblad, 2012).

A growth in the unemployment rate is especially negative for the labour insertion of people with a disability. A study of TNO in 2010 about the labour participation of people with a disability concluded: *“the labour market position of people with a chronic disease seems to worsen.”*ⁱⁱⁱ (Sanders et. al., 2010, pp.117). The participation of people with a chronic disease (with or without an incapacity benefit) and of people with some form of labour incapacity had declined from 2002 to 2009 despite all efforts of the government (Sanders et. al., 2010).

³ Dutch translation: Raad voor Werk en Inkomen

⁴ Dutch translation: Uitvoering WerknemersVerzekeringen

According to another study of the Council for Labour and Income, one in five employers is or was employing someone at a large distance from the labour market⁵, of which 41% was partially incapacitated. The employers often are from large companies (≥ 100 employees) (Wilkens & Donker Van Heel, 2010). To increase the labour participation of people with a disability this percentage needs to be higher. Almost 50% of the employers – mostly within governmental agencies, care agencies, education agencies, transport and communication agencies – are prepared to hire someone at a large distance from the labour market (Wilkens & Donker Van Heel, 2010). The question remains whether these words will be put into action. According to a report of the Netherlands Institute for Social Research (SCP)⁶ employers tune their staff policy to the economic circumstances and the supply of personnel (Josten et. al., 2012). Given the current economic situation in which retrenchments are necessary, the staff policy for the near future may turn out less positive for people with a disability. Employers may choose people with full education, experience and without a disability first to fill in vacancies, since these people may be less costly as an employee than people without these characteristics.

In October 2010 the Rutte Cabinet was installed and had the ambition to increase the labour insertion of people with a disability. The intention was to increase the labour participation by installing a new act, the Employment to Ability Act (Wwnv). In the next paragraph this will be clarified.

1.2. Employment to Ability Act

In the coalition agreement of the Rutte Cabinet (2010) it was agreed that four unemployment acts would be combined in the Wwnv – the Invalidity Insurance Act for Young Disabled Persons⁷ (Wajong), the Sheltered Employment Act⁸ (WSW), the Act Investing in Young People⁹ (WIJ) and the Unemployment Insurance Act¹⁰ (WWB) (Tweede Kamer der Staten Generaal, 2010). For years Dutch parties both in coalition and opposition have been talking about reducing the influx of people into unemployment benefits and increasing the labour participation of people with some form of labour incapacity. On the 23rd of April 2012, however, the Dutch government resigned after the so called ‘Catshuis negotiations’ on economic retrenchments for the Netherlands had failed. As a consequence the Employment to Ability Act (WWNV), fully designed and ready for take-off at the time, was declared controversial. Whether the Act will remain as was already designed and will be adopted by

⁵ The definition of ‘people at a large distance from the labour market’ is broad and includes both people with and without a disability.

⁶ Dutch translation: Sociaal en Cultureel Planbureau

⁷ Dutch translation: Wet Arbeidsondersteuning Jonggehandicapten – Wajong

⁸ Dutch translation: Wet Sociale Werkvoorziening – WSW

⁹ Dutch translation: Wet Investeren in Jongeren – WIJ

¹⁰ Dutch translation: Wet Werk en Bijstand – WWB

a following government, remains unclear. The most important aspects of the Act were 1) a redistribution of people at a large distance from the labour market, 2) decentralisation of the responsibilities for the unemployed towards municipalities and regional/local governments, 3) wage dispensation or 'loondispensatie' as an instrument to make regular employment possible for people with some form of labour incapacity, 4) encouraging and supporting employers in hiring people with some form of labour incapacity and/or at a large distance from the labour market, 5) offering facilities for restructuring the current WSW and SW-companies¹¹, and finally 6) one reintegration budget instead of several (De Krom, 2012). Aspects 1 and 3 were also included in this report. In the following these aspects will be further illustrated.

1.2.1. Targets

The first aspect of the Employment to Ability Act is a decentralization of people at a large distance from the labour market. They are defined in this Act, as long-term unemployed (over 1 year unemployed) including people who have a disability (De Krom, 2012). At this moment these people are allocated in different laws: Wajong, WSW and WWB (the latter including also WIJ since January 2012). With the instatement of the Wwnv, these three different target groups would have been re-examined to make a distinction on the ability to work. Four new target groups would be: 1) people without a disability who are able to work in regular employment; 2) people with a disability who are able to work in regular employment; 3) people with a disability who are only able to work in sheltered employment and 4) people who are fully and permanently incapacitated. In this study, the second group is of interest – people with a disability who have the ability to work in regular employment. For this group, labour insertion is more difficult than for people without a disability. Still, this target group has the ability of working in regular employment and thus it is interesting to investigate how far reaching the opportunities and chances on regular employment for this target group are.

Looking at the current legislation this means Wajongers, WSW'ers and WWB'ers are probable targets in this research. Also people who have a disability (with the perspective of being able to work in regular employment) but who are not entitled to a financial benefit could be relevant in the target group of this research. These are the so called NUGgers (or 'Niet Uitkering Gerechtigden' in Dutch). These NUGgers are not obliged to actively look for employment, but may be willing to work and are now seen as untapped labour potential. In this research the four different target groups are not split up or explicitly mentioned. This is due to the initial intention of this research to only include people that would be named Wwnv'ers with the instatement of the Employment to Ability Act. In other

¹¹ SW-companies are responsible for the employment of people in WSW; sheltered employment, secondment, supported employment etc.

words, people with a disability capable of working in regular employment. The three acts mentioned (Wajong, WSW and WWB) are also complex and not very relevant for the outcomes of this research. The similarity of having a disability and being able to work in regular employment – with perhaps some adaptations or tools – is of higher importance than the allocation in different regulations.

1.2.2. Wage dispensation

Within the current regulations various instruments are available to guide people with a disability into regular employment. In the Dutch report ‘Alle hens aan dek’ an overview is given of the most important instruments: no risk policy for illness or incapacity, labour facilities, jobcoach, labour experience facilities, wage cost allowances and premium discount (Sanders et. al., 2010, pp. 138-139). For an overview and explanation of these instruments, see attachment 5.

With the Wwnv a new instrument would be introduced, namely wage dispensation. Employers can use this instrument to pay wages of people with a disability according to their wage value¹² (to a maximum of 100% minimum wage). According to the governance, this would offer a decline in employers’ financial risks and personal development¹³ for people with a disability (De Krom, 2012). Now that the Employment to Ability Act is declared controversial it is unclear whether this instrument will be available in the future. Especially since different parties have criticized wage dispensation.

In the beginning of this research it was assumed the Wwnv, including wage dispensation, would be instated in 2013. Both the new target groups and the new instrument thus have had some influence on this research. After the resignation of the Cabinet this research was somewhat adapted to fit the current situation better. Aspects that remained are: the target group, and wage dispensation. When participants in the research brought up one of these subjects, the researcher would take up questioning about the subject, for example by asking about the usefulness of wage dispensation.

1.3. Labour and Income

With the instatement of the Employment to Ability Act, the SUWI Act¹⁴ would change to make a decentralization of labour reintegration towards local/ regional governance possible. The objective of this act (after modification in 2008) was to create one desk aimed at services for employers and employees/ jobseekers, to ensure “*quick and effective mediation and reintegration*”ⁱⁱⁱ (Donner & Aboutaleb, 2008, pp.2). Despite the fact that the Wwnv is declared controversial, this is still relevant

¹² Dutch translation: loonwaarde.

¹³ Example: when someone has a production value of 70% the employer only has to pay 70% and the government may complement this wage with wage dispensation. This wage dispensation does not have to be 30% (wherefore the minimum wage becomes 100%) but can be less, for example 15%.

¹⁴ Dutch translation: Wet Structuur Uitvoeringsorganisatie Werk en Inkomen – SUWI

for this research, since now different parties are also working on the insertion of people with a disability into regular employment. However these parties use different methods and are not collaborated. At the moment, options for collaboration and tuning the different methods are under investigation.

In this research, three municipalities are of central issue: Valkenswaard, Heeze-Leende and Cranendonck. The different social services of these municipalities are combined in one social service: 'Joined Agreement A2 municipalities; Labour and Income' or Labour and Income. In the multi-annual plan for 2012-2015 it was noted that during the implementation of the Employment to Ability Act an overview would be made on the possibilities for labour insertion of people at a large distance from the labour market (Labour and Income, 2011). Seven points are mentioned as important issues to consider: 1) collecting knowledge about the stimulation and support demanded from employers in hiring people at a large distance from the labour market; 2) offering less bureaucracy and more supporting measures; 3) answering to the quest for flexibility of employers by for example secondment; 4) increasing criteria to promote Corporate Social Responsibility¹⁵; 5) investigate the possibilities of 'social return on investment'; 6) investigate the possibilities of 'jobcarving'; and 7) being an example as municipality by hiring people with a disability in the municipality agency (Labour and Income, 2011). This research attempts to contribute to the consideration of these seven points – the first point in particular – to help the formation of a strategy for increasing the labour insertion of people with a disability. The context of the three municipalities and Labour and Income will be further explained in the next chapter.

1.4. Objective and relevance of this research

As was mentioned in this chapter, the labour insertion of people with a disability is an important policy issue, both at a municipal and a national level. The objective of this research is to contribute to the visioning of this issue for Labour and Income and the three municipalities.

The relevance of this research was explained in paragraph 1.1. With the increase of the unemployment rate an increase is also expected in benefits and people eligible for reintegration programs. To prevent benefits from getting unaffordable for the government it is important that labour insertion is promoted. For people with a disability it seems a lot is to gain in participating in society. On the other hand, having a disability means also having limitations which could decrease the opportunity of labour insertion. For this reason this research tries to retrieve the presumptions participants may have on the labour insertion of people with a disability.

¹⁵ In Dutch: Maatschappelijk Verantwoord Ondernemen.

2. Context and theoretical perspective

In this chapter the context of this research and theoretical perspective are elaborated. Paragraph 2.1 seeks to give a clear picture of the different parties involved concerning reintegration or labour insertion for Labour and Income. A distinction is made between the legislations and the division of the target group. Paragraph 2.2 illustrates the outcomes of the literature review. Paragraphs 2.3 to 2.5 compose the theoretical perspective of this research. This consists of a theory concerning the uncovering of presumptions of policy makers and others involved in the labour insertion of people with a disability. In the up following paragraph the theory of ‘flexicurity’ is explained. This theory helps to interpret presumptions of the participants in this research. Finally in paragraph 2.5 the ‘social model of disability’ and the ‘resistance theory’ are described. These theories are regarding prejudices, resistances and visions of different participants about the labour insertion of people with a disability.

2.1. Context of Labour and Income

In chapter 1 of this report, a short introduction has been given on the context of this research. In this paragraph this will be continued. First it is useful to know what a social service – Labour and Income in this case – does. Also the different parties that Labour and Income deals with and their objectives for the labour insertion of people with a disability are illustrated. Finally, an overview is given of the current quantitative facts about the research population.

Municipalities are responsible for the implementation of the Unemployment Insurance Act (WWB). To get unemployment insurances, UWV WERKbedrijf¹⁶ determines whether someone is eligible. After this, people are referred to their municipality. Municipalities are charged with the labour reintegration and monitoring the rightful use of benefits of WWB’ers. Also municipalities are charged with the reintegration of NUGgers (Gemeenteloket, 2012). Municipalities reintegrate people themselves, but also hire reintegration agencies to do this. These agencies can be divided into SW-companies and private reintegration agencies. Private reintegration agencies were not approached in this research, and thus will remain from further explanation. A SW-company is responsible for the implementation of the Sheltered Employment Act (WSW) in the branch region. Labour and Income deals with two SW-companies; De Risse and Ergon. SW-companies are given the task by municipalities to reintegrate WSW’ers or get them into sheltered employment. WSW’ers are characterized by having a disability which makes participation into labour more difficult. They are,

¹⁶ UWV has four main tasks: indicating illnesses and incapacities, provision of benefits, data management and employing people. This last task is executed by UWV WERKbedrijf – for which an English translation would be; UWV Labourcompany (Uitvoering WerknemersVerzekeringen [UWV], 2012).

however, able to work. An indication for WSW is also granted by UWV WERKbedrijf (Rijksoverheid, 2012). The municipalities own the SW-companies in their region. WSW'ers are therefore also part of the target group of municipalities. The final responsibility for these people lies with municipalities. With the Employment to Ability Act municipalities would become responsible for the execution of this new act. In practice this means municipalities would have to deal with a new target group, namely Wajongers. At this moment, UWV is responsible for this group; both for labour reintegration and for providing benefits. People, who got incapacitated for at least 25% before their 17th birthday, are eligible for Wajong benefits (Rijksoverheid¹, 2012). To make it even more complicated, Wajongers are also able to get a WSW indication, which provides them with the opportunity of sheltered employment or secondment/ supported employment.

Both a SW-company and UWV deliver tasks for residents of multiple municipalities in the region. For Labour and Income this means they have to collaborate with different partners when dealing with the labour insertion of people at a large distance from the labour market, namely UWV, SW-companies in the region and other municipalities in the region. SW-companies and UWV are the most experienced in the task of getting people with a disability employed since their target groups – respectively WSW'ers and Wajongers – have a disability which prevents them from getting employed on their own. Municipalities do not have these experiences with people with a disability, or at least not as a main target group with whom the municipality has to deal with on a daily basis. In the future Labour and Income wants to focus not only on WSW'ers and indirectly on Wajongers, but also on Wajongers. This means people with a disability will become a new target group with which they have to deal with. In this report it is illustrated how different parties interviewed presume the labour insertion of people with a disability has to be organised.

2.1.1 Target group in numbers

In the following overview the most recent numbers of the amount of WSW'ers, Wajongers and Wajongers in the three municipalities are shown. No data were found about NUGgers. This is because NUGgers are hard to define as a target group since they are not registered as having some form of benefit. To get a good impression of the following numbers first the amount of residents for each municipality is mentioned.

Reason for an overview of these target groups, is the possibility that some participants in this research may talk about their own target group (for example a participant of UWV will talk about Wajongers). This may be of influence for this research, however not expected. Also the data will show the number of people this research is actually about, regarding the labour insertion of people with a disability. It gives a clear picture of how many people the three municipalities and Labour and Income deal with and may have to deal with in the future.

GENERAL DATA

Table 1: Residents and labour force (including non-labour force¹⁷) in Cranendonck, Heeze-Leende en Valkenswaard.

Municipality	Population ^a on 1 January 2012	Residents from 15 to 64 ^b on 1 January 2012	Percentage labour force and non-labour force
Cranendonck	20.429	13.368	+/- 65,44 %
Heeze-Leende	15.356	9.720	+/- 63,3 %
Valkenswaard	30.680	19.611	+/- 63,92 %

Source: ^a Websites of municipalities (Cranendonck, 2012; Heeze-Leende, 2012; Valkenswaard, 2012). ^b Atlas SV 2011, 'Regionale informatie sociale verzekeringen' (UWV¹, 2012).

This table shows that the percentage labour force in Cranendonck is somewhat higher than in the other municipalities. It also shows Valkenswaard has the biggest population, followed by Cranendonck and finally Heeze-Leende. The next tables will show the different target groups.

WWB

Table 2: Amount of people with WWB benefits

Municipality	Final position 2011	Initial position 2012	Prognosis 2012	Outflow to labour Jan. to April 2012	Prognosis of outflow to labour 2012
Cranendonck	158	179	221	3	9
Heeze-Leende	82	95	121	1	3
Valkenswaard	436	458	502	10	30

Source: Labour and Income, Management summary 2012 Excel (Labour and Income, 2012).

Table 2 shows the expectations of Labour and Income about the WWB'ers. For all three municipalities it is anticipated that the amount of WWB benefits will grow in 2012. It is also expected that the outflow to labour will increase for the next half year. When looking at the recent amount of WWB'ers (April 2012) as a percentage of the population between 15 and 64 (January 2012) for each municipality, it can be found that Valkenswaard has a much higher percentage: Cranendonck, 1,34%; Heeze-Leende, 0,98%; Valkenswaard, 2,33%. Why the percentage in Valkenswaard is higher is not

¹⁷ The labour force includes all people between 15 and 64 who; "work at least twelve hours a week, or have accepted work which ensures them to work at least twelve hours a week, or declare they want to work at least twelve hours a week, are available for this and develop activities to get employed at least twelve hours a week" (CBS statline, 2012). The non-labour force consists of "[T]he part of the potential labour force which is not the labour force" (CBS statline, 2012).

clear. It does show that more Cranendonck has relatively more WWB'ers than the other municipalities. WWB'ers are not by definition incapacitated or do not necessarily have a disability, but a part of this group may have. They receive financial benefits since they are not employed. The three municipalities want to decrease the amount of money spend on financial benefits for all three target groups by increasing the labour participation of these target groups.

WSW

Table 3: Number of WSW'ers (in persons) at De Risse en Ergon as employees, working through secondment or supported employment and at the waiting list.

Municipality	Employees	Secondment/ supported employment	Waiting list
Cranendonck^a	115	35	24
Heeze-Leende^b	54	13	3
Valkenswaard^b	156	21	29

Source: ^a Data about the waiting list was found on the website of SW-company De Risse (De Risse, 2012). Other data about Cranendonck was found by consulting the occupation list of De Risse on June 30 2012. ^b Data about SW-company Ergon (Ergon, 2012).

In table 3 data are shown about the number of WSW'ers in each municipality. What is striking is the small amount of people on the waiting list for Heeze-Leende. What the reason for this small number on the waiting list is, is not clear. The number of WSW'ers working via secondment or with support, are relatively high for Cranendonck. Possibly this could be explained by the difference in methods used to reintegrate people with a disability by the two different SW-companies.

WAJONG

Table 4: Amount of Wajongers by municipality on 31 December 2011 + amount of incapacitated.

Municipality	Current Wajong	Percentage of 15 to 64 year old residents	Incapacitated	
			Partially	Fully
Cranendonck	181	1,36%	13	168
Heeze-Leende	254	2,61%	6	248
Valkenswaard	312	1,59%	24	288

Source: Atlas SV 2011, 'Regionale informatie sociale verzekeringen' (UWV, 2012).

In table 4 it can be found that the percentage of Wajongers in Heeze-Leende is the highest. Reasons for this are unclear. Heeze-Leende also had the lowest number of people in WSW. Perhaps people in Heeze-Leende sooner apply for Wajong benefits than for a WSW indication. Both Wajongers and

WSW'ers have a disability which often prevents them from getting employed. WSW'ers however often work in sheltered employment and Wajongers not necessarily. For the residents of Heeze-Leende with a disability it could be more attractive to work in regular employment, or not to work at all than to work in sheltered employment. This however is just an assumption. The real reason for the large amount of Wajongers cannot be found in the data.

In all municipalities the number of Wajongers fully incapacitated is higher than the partially incapacitated. Whether this means these people are not able to work anymore is not made clear in the data source. The researcher, however, does assume this to be so, because fully incapacitated would logically mean that a person has no ability to produce or has a very low wage value.

As was mentioned before, in this research no division will be made between the different target groups (WWB'ers, WSW'ers, Wajongers and NUGgers). The data show that the amount of people in WWB or Wajong for which labour insertion is possible, is not very large. Also in the WSW population the largest part is working in sheltered employment and not in regular employment. However people in sheltered employment may also fit in regular employment with some help. The labour insertion of people with a disability into regular employment seems to be a tough job. Reasons for this are not clear yet, but may come to attention in this research.

2.2. Strategies for labour insertion

In this paragraph the strategies which provide opportunities for the labour insertion of people with a disability are given. A literature review was done to get an overview of strategies, resources and conditions that may help the labour insertion of people at a large distance from the labour market (thus, not only people with a disability). In paragraph 3.3 it is illustrated how this literature review was done. The literature review was done previous to the empirical research. During the interviews when participants mentioned new resources or conditions repeatedly, more literature was searched about this and was also used in the review. The next overview is the product of this literature review.

Strategies, resources and conditions	Explanation
1. Support	Both internal and external support is possible. External can be a jobcoach or support from reintegration agencies for employees, employers and colleagues. Internal support can be done by an employer, manager or colleague of the person with a disability (Lammerts & Stavenuiter, 2010; Smit & Bruin, 2009; Wissink, Mallee & Van Leer, 2009).

2. Diagnosis	A good diagnosis of the possibilities and limitations of someone with a disability was found to be important (Bosselaar et. al., 2010; Kok & Houkes, 2011). This also includes necessary resources and conditions adjusted to the demands of the disability which could help to increase the labour insertion.
3. One point of contact	For employers one (digital) point of contact should be organised. This would have to be a collaboration of different parties all dealing with the labour insertion of people at a large distance from the labour market (Smit & Bruin, 2009; Wilkens & Donker van Heel, 2011).
4. Jobcarving	In an article about jobcarving (fitting labour to people with a disability), it is suggested that <i>“customized job development, in which positions are carved around the skills, interests and support needs of job seekers and employers are approached in a business-like way, should expand opportunities for people with the most severe cognitive and physical disabilities.”</i> (Nietupski & Hamre-Nietupski, 2000, pp.103).
5. Wage dispensation, wage cost subsidy and other financial means.	The deployment of financial means, mostly to compensate loss of productivity, is expedient for employers (Smit & Bruin, 2009; Smit et. al., 2007; Wilkens & Donker van Heel, 2011; Kok & Houkes, 2011; Wissink, Mallee & Van Leer, 2009). A research done by the Council for Labour and Income also mentions some counter-effects: a) some employees would also be hired without wage cost subsidies, dead weight loss; b) reduced incentive to search for employment without wage cost subsidies, lock-in effect; and c) stigmas could appear on persons who are eligible for wage cost subsidies (Kok & Houkes, 2011).
6. Customized arrangements ¹⁸	Customized arrangements should be offered to both jobseekers with a disability and employers (Bosselaar et. al., 2010; Smit & Bruin, 2009; Smit et. al., 2007; Stavenuiter, Dekker & Van der Klein, 2012). Reintegration agencies must react to the individual situation and demand of a jobseeker or an employer.
7. Professionalization of services	Professionalization of services to employers and jobseekers with a disability means: systematic approach, knowledge and professionalization of employees, improving the organisation (Blommesteijn et. al., 2012;

¹⁸ The Dutch translation is ‘maatwerk’, which means as much as living up to the demand of the individual customer.

	Bosselaar et. al., 2010; Kerckhaert & De Ruig, 2011; Kok & Houkes, 2011; Van den Brink et. al., 2011; Veldhuis & Veerman, 2011).
8. Regulations and administration	Regulations concerning the labour insertion of people with a disability have to be made clear to employers. Also employers want to be relieved from administrative tasks (Kok & Houkes, 2011; Smit & Bruin, 2009; Smit et. al., 2007; Wissink, Mallee & Van Leer, 2009).
9. Education jobseekers	Relevant and good education of employees is considered important by employers (Kok & Houkes, 2011; Wilkens & Donker van Heel, 2011).
10. Social return on investment	Social return on investment was mentioned in a TNO report: <i>“Help social entrepreneurs get customers and sale possibilities. As municipality you can buy these products and services from these companies and ensure others to do this as well. Social entrepreneurship should be included in contract regulations.”^{iv}</i> (Smit et. al., 2007, pp. 15). Also in another report of TNO this was recommended to municipalities (Smit & Bruin, 2009).
11. Changes in vision and communication	A TNO report mentions employers wanting clear communication about employing people with a disability from the reintegration agency (Smit & Bruin, 2009). Also it was mentioned, a positive attitude of the employer towards the person with a disability is of importance and will increase the labour insertion.
12. Labour experience facilities	Getting some experience in labour could contribute to the sustainability of labour insertion (Kerckhaert & De Ruig, 2011; Kok & Houkes, 2011; Smit & Bruin, 2009; Stavenuiter, Dekker & Van der Klein, 2012; Veldhuis & Veerman, 2011). Labour experience facilities should thus be offered by the reintegration agencies in collaboration with employers.

This overview is guiding for the empirical research. The resources and conditions mentioned can be used simultaneously to increase the labour insertion of people with a disability.

2.2.1. Commentary

A footnote needs to be placed about the reliability and validity of these strategies, resources and conditions. The literature review was done not only using research reports, but also policy reports. The latter do not always include scientifically proven statements, and if they do, the source is almost never mentioned. The effectiveness of the given strategies, resources and conditions is thus unclear. This also holds for the research report in the literature review. Many researches are not quantitative

but qualitative and/or context dependent. This means that the results and statements mentioned are not entirely according to the context of Labour and Income, but they do have similarities. Another footnote is about the research target groups in the literature review. In some research reports the target group was more broadly or narrowly defined than in this research. In some reports the target group consists of people at a large distance from the labour market, which also includes people with a disability. In two reports the target group only consists of Wajongers.

However, the literature review is relevant and necessary for this research, since it gives an idea of existing measures and existing ideas different parties involved have on the labour insertion of people with a disability. By using the results of the literature review to form the topics for the interviews, the questions asked to participants fit the existing knowledge and context. This is helpful in structuring the interviews and for ensuring saturation.

2.3. Presumptions / advocacy coalition framework

In the previous paragraph twelve possible strategies, resources and conditions are mentioned that may be of importance to increase the labour insertion of people with a disability. The question is whether this literature review is in accordance with the practice of Labour and Income. As was mentioned in the introduction (chapter 1) the objective of this research is to explicate the different presumptions of different parties about the labour insertion of people with a disability. The most important subjects found in the literature review from the previous paragraph can be confirmed or refuted. In this paragraph a theory which illustrates how to retrieve these presumptions is given.

In the multi-annual plan of Labour and Income for 2012-2015 the wish to form alliances with various municipalities and other parties was mentioned (Labour and Income, 2011). It could be stated that a coalition is wished for to shape one regional or local service directed at labour reintegration of people at a large distance from the labour market. The ‘advocacy coalition framework’ (ACF) developed by Paul Sabatier (1998) is a theory that offers a tool in understanding the formation of these coalitions, especially when regarding policy transformations. The objective of ACF is to frame *“the major factors and processes affecting the overall policy process – including problem definition, policy formulation, implementation and revision in a specific policy domain – over periods of a decade or more”* (Sabatier, 1998, pp.1). The assumption of this theory is that the design and implementation of a policy is a process which involves discussions, redesigning, multiple parties debating and multiple years of developing. It also assumes that ‘advocacy coalitions’, which consists of different parties sharing the same ideas and objectives towards this policy, have an influence on policy formation (Sabatier, 1998). This sharing of ideas and objectives can be divided into three layers; the deep core, the policy core and secondary aspects. The deep core is religion like and can be seen as the basic beliefs about the world and humanity of the different parties. The policy core is more normative and

includes ideas about causality (what is the cause of a problem) and strategies. Secondary aspects are ideas about the main resources that should be used in strategies in order to reach the bigger objectives. Debates and discussions take place at all three layers. For this research, the discussions on the second (policy core) and third (secondary aspects) layer will be analysed. The reason for excluding the deep core is its complexity and impracticality.

Since the research is not longitudinal, it is not possible to obtain ideas on multiple years of discussing the issues on labour reintegration of people with a disability as, according to Sabatier (1998), is actually necessary to fully understand the process of policy making. Van Heffen (2003) offers a solution in this matter. The progress and process of policy making can be recovered with his theory, especially regarding the differences and similarities in ideas and presumptions on the objectives (policy core) and resources necessary to reach that objective (secondary aspects) of the parties regarding the policy change. Van Heffen (2003) defined two types of presumptions that underlie policies, namely normative and empirical presumptions. Normative presumptions involve the perception of the problem, the perception of the objectives of the policy and the perception of the resources that need to be used to solve the problem (Van Heffen, as mentioned in Hoogerwerf & Hermeijer, 2003). Empirical presumptions can be divided into causal and final presumptions. Causal presumptions involve assumptions about causes and consequences of a situation or problem. Final presumptions involve objectives and resources. It states how resources will contribute to certain objectives according to the interviewees. To analyse presumptions, Van Heffen (2003) formulated a scheme of seven steps: 1) collect quotes from the parties about the policy; 2) make a scheme of the processes, elements and parties involved; 3) make the causal presumptions clear; 4) define the final presumptions; 5) define the normative presumptions; 6) assemble the causal, final and normative presumptions; and 7) reproduce the policy theory in an arrow-diagram. This scheme was partially followed in this report, when collecting quotes on the labour insertion of people with a disability into regular employment. Step five is skipped. This is due to the fact that it is difficult to define normative presumptions from empirical presumptions, since the measuring instrument in this research is semi-open interviews. Normative presumptions are included in every statement done by the participants, since it asks for their own perception on the labour insertion of people with a disability. Normative presumptions can't be defined as good or bad, which means a comparison between different parties and different presumptions would not be possible if normative presumptions were to be included. Therefore only the empirical presumptions will be explicated; these are measurable and comparable.

2.4. Flexibility and security

In this paragraph a theory is described which can help with the interpretation of the collected presumptions. In 1998 Ton Wilthagen wrote 'Flexicurity: a new paradigm for labour market policy reform?'. Flexicurity is described as *"a concept that combines or even reconciles and (re)balances (the need for) increased labour market flexibilization on the one hand and (social and employment) security on the other hand."* (Wilthagen, 1998, pp. 1). The idea behind flexicurity is that flexibility can only exist and be effective if there is some form of security implanted with it (Wilthagen, 1998). An assumption in this research is that employers expect flexibility from their employees. For people with a disability, flexicurity may mean they have to be flexible in order to be able to participate in employment. At the same time these people are less flexible due to their disability. Thus the question remains whether the demand for flexibility of employers can be met by people with a disability. Therefore, for people with a disability assurances and some security for providing in their own livelihood are offered. For employers it could be more risky to employ people with a disability. This requires more flexible working environments, such as workplace adjustments, support etc. On the other hand employers may also get some insurance to prevent high risks as well, for example with the possibility to of getting wage cost subsidies. The question in this research is how flexibility and security should be divided for both employers as well as people with a disability. Flexicurity as was meant by Wilthagen (1998; 2003) is a broad concept which includes labour relations between employers and employees, but also the flexibility and security of organisations and companies regarding their positions on the (labour) market: *"Four forms of work flexibility can be distinguished, namely: a. External numerical flexibility (the flexibility of hiring and firing); b. Internal numerical flexibility (working hours, overtime, part-time work, etc.); c. Functional flexibility (multi-employability, flexible organisation of work); d. Wage flexibility (performance or result-based pay). In terms of security, four forms can also be distinguished, namely: a. Job security, the certainty of retaining a specific job with a specific employer; b. Employment security/employability security, the certainty of remaining in work (not necessarily with the same employer); c. Income security, income protection in the event that paid work ceases; d. Combination security, the certainty of being able to combine paid work with other social responsibilities and obligations. This last form of security cannot be traced back to the other forms of security."* (Wilthagen & Tros, 2004, pp.4). In the empirical research (interviews) the presumptions mentioned as important to the labour insertion of people with a disability are reviewed. An assumption is that the resources and conditions which may provide flexibility or security should be evenly divided between employers and employees to have the best employment situation. According to Wilthagen (1998), an even division 'flexicurity' is reached when a balance is provided between the demand of the labour market for flexibility and the equally big demand of employees for security. Only when a balance is created, the labour market can progress in

a way that does not undermine other social systems such as educations and households, according to Wilthagen (1998). By analysing the interviews it can be found whether the above mentioned forms of flexibility and security are present in the presumptions of the participants. Conclusions then can be drawn about the amount of flexicurity which according to the participants already exists or needs to be provided. In paragraph 5.3 this is illustrated.

2.5. Social inclusion or exclusion of disabled people

In a study of Kaye, Jans & Jones (2011) some strategies are mentioned which would increase the labour insertion of people with a disability. The two most important are: 1) managers would like to be better trained in dealing with disability (issues) and 2) they would like government subsidies for reasonable accommodations for employees with a disability (Kaye, Jans & Jones, 2011). The first mentioned strategy is important for this research since it considers presuppositions – not to be confused with presumptions – and prejudices of employers. According to Kaye, Jans & Jones (2011) the reasons for employers not to hire people with a disability are *“lack of awareness of disability and accommodation issues, concern over costs, and fear of legal liability”* (Kaye, Jans & Jones, 2011, pp. 526). These are also important findings of a study done in the Netherlands among employers that have hired a Wajonger. This research shows that labour insertion possibilities are higher when employers have a good insight in the (in)capabilities of people with a disability (Wissink, Mallee & Van Leer, 2009). In this paragraph two complementing theories are given about the effect of ideas, prejudices and attitudes of different parties towards the insertion of people with a disability into labour or society.

According to ‘Disability studies, disabled people and the struggle for inclusion’ (Oliver & Barnes, 2010) the social inclusion of people with a disability is of importance. Barnes and Oliver (2010) contributed to the evolvement of the social model of disability. Here prejudices against people with a disability are also a key factor: *“[K]ey to these understandings is the fact that while impairment may impose personal restrictions, disability is created by hostile cultural, social and environmental barriers”* (Oliver & Barnes, 2010, pp. 552). Therefore, people with a disability need to be considered not only from a psychological or medical perspective, but also from a sociological perspective. Oliver and Barnes (2010) suggest that people with a disability may have to deal with their own inabilities on a physical or mental level, but on top of that also need to deal with people and institutions around them who ‘create hostile barriers’. Regarding the labour market, people with a disability may not be able to enter employment due to the restrictions laid upon them by the labour market. Governmental institutions, employers and employees without a disability contribute to the exclusion of people with a disability on the labour market by creating restrictions which make employment

inaccessible for people with a disability (Oliver & Barnes, 2010). The ‘social model of disability’ therefore emphasizes the necessity of changes in the current employment and governmental institutions to make the labour market accessible for people with a disability. In this research for Labour and Income, the interests and ideas of participants towards the labour insertion of people with a disability are investigated. Which perspective is leading, which prejudices are notable and which interests are of importance?

According to Gabel and Peters (2010), a paradigm shift is occurring in the context of disability studies. The social model of disability as described above has been criticized for not incorporating the resistance of different parties towards the changes, opportunities and limitations of disablement: *“[W]e argue that to date, and in conflict with its own historical premise, the social model has undervalued resistance, particularly when resistance comes from disabled people themselves. Yet, if resistance is understood as holding the potential for greater productivity, increased empowerment, and improved effectiveness in the fight against oppression—rather than constraining the power of collective resistance— resistance from within the disability rights movement can be harnessed for its generative energy and deliberative productivity. It can keep a movement alive and growing. It can foster increased solidarity while respecting individual rights.”* (Gabel & Peters, 2010, pp. 596).

This resistance theory can be seen as an expansion of the social model of disability. It mentions the importance of mapping the resistance of different parties concerning the labour insertion of people with a disability. The resistance of the different parties could give an insight in what changes are necessary to alter the existing attitudes, prejudices and barriers into opportunities which make the inclusion of people with a disability possible. In this research, the resistance of employers as well as service organisations (including municipalities) are mapped in this way to find out what prejudices and barriers need to be altered to increase the labour insertion of people with a disability. The initial intention of this research was to also map the resistances of people with a disability themselves against their own labour insertion. Due to lack of time and practicality this was not done. However client supporting agencies are questioned, which does some insight in the resistance of people with a disability. Both the resistance theory and the social model of disability are used in this research for the analyses of the presumptions the different participants have.

3. Research design

The objective of this research is to gain an insight in the ways different stakeholders address the labour insertion of people with a disability and to make recommendations about this to Labour and Income. This insight will be illustrated using interviews supplemented with conclusions from relevant research reports and policy reports. The research is qualitative as will be illustrated in paragraph 3.1. Paragraph 3.2 gives an operationalization of the main concepts in this research. Paragraph 3.3 explains how the data collection was done and what the interviews looked like in practice. Paragraph 3.4 described the different participants and the target groups of this research. Finally the reliability and validity will be explained as well as the relevance of this research (paragraph 3.5).

3.1. Research method

Labour and Income asked for a broad research about the developments in the labour insertion of people with a disability and the meaning of these developments for the policy of Labour and Income. As was mentioned in chapter 2, presumptions and different parties are investigated according to the method of Van Heffen (2003). To extract these presumptions semi-open interviews are done. The interview topics describe two layers of Sabatier's theory on policy formations, namely the policy core and secondary aspects (Sabatier, 1998). In practice these layers are comparable with Van Heffen's (2003) method. The policy core level can be seen as Van Heffen's causal presumptions, and the secondary aspects level has its correspondences with the final presumptions. The presumptions in this report are complemented with insights given by research reports, policy reports and news reports concerning this research's subject. Some research questions are formulated. The main research question is: *What are the presumptions of the different parties regarding the labour insertion of people with a disability into regular employment and how can these presumptions contribute to policy formations and strategies for Labour and Income?*

Sub-questions are formulated to help answer the main research question:

- What are the causal presumptions of Labour and Income, the three municipalities' involved and important partners (such as UWV, other municipalities and SW-companies); employers; and client supporters about the labour insertion of people with a disability into regular employment?
- Which resources and conditions (final presumptions) could contribute to the labour insertion of people with a disability into regular employment?

The first sub-question has the objective of extracting causal presumptions – cause-effect relations – of different parties. The second sub-question helps to provide an insight in the final presumptions of the different parties involved. What do these parties see as important objectives that need to be

pursued for increasing the labour insertion of people with a disability, which resources and conditions need to be considered?

3.2. Operationalization of concepts

In the research questions a couple of concepts are mentioned which need further explanation. First of all *labour insertion*. In this research labour insertion is seen as sustainable labour (re)integration in regular employment. Sustainable means longer than three months. The reason for choosing this concept labour insertion is that labour (re)integration not always has to lead to paid and sustainable employment. The consequences of a non-sustainable labour reintegration could be that after a few months people return to the reintegration cycle. The aim of Labour and Income, as well as of the Dutch government, is to ensure sustainable labour insertion of people with a disability.

A second concept in need for an explanation is *people with a disability*. This report is about people that due to their disability have a reduced productivity or experience difficulties when looking for or staying in employment. This includes: people with physical, mental, or psychological illnesses. People who are considered to be sustainably and fully incapacitated and due to this are not able to work, are not included in the definition of the target group in this report (De Krom, 2012). People who have the ability to work in *regular employment* – which does not include sheltered employment – are part of the target group. This can also be people with WSW-indications, as long as they are able to work in regular employment with perhaps the use of instruments such as supported employment. Regular employment is every form of employment except for sheltered employment and day-care activities.

Resources and conditions are broadly formulated in this research. Since the interviews have a semi-open character, prior to the empirical research some topics are formulated. The intention is for participants to tell by themselves which resources and conditions are of importance to the labour insertion of people with a disability. Not every participant however is an expert on this subject, especially employers. Therefore some broad conditions and resources are formulated, extracted from the literature review. Space is left for participants to give their own interpretation. The researcher responds to the subjects mentioned or not mentioned by participants with continuing questions. In paragraph 3.3 the data collection will be illustrated and also the construction of the resources and conditions that were chosen in the literature review will be explained. Causal and final presumptions are explained in chapter 2. Paragraph 3.4 explains what is meant by the concept *parties*.

3.3. Data collection

The data collection of this research is two-sided. First a literature review was done by using research reports and policy reports about the developments and visions on increasing the labour insertion of people with a disability. This literature review was done with the help of the qualitative research program Nvivo 9. All relevant documents were placed in this program, which then were analysed using open encoding as a first step. This way the collected data is structured. Three types of codes can be distinguished; open encoding, axial encoding and selective encoding. Open encoding is used in the first phase of a research. The data that are collected then are roughly categorized by codes, using relevant fragments. Axial encoding is the next phase; here codes are more structured and partially interpreted. The end phase is selective encoding. Cohesion between the subjects is found which can help to formulate the final results of a research (as was also done in this research). With the axial encoding of the literature some central issues came to surface. These codes helped to formulate topics for the interviews that could be of importance for the labour insertion of people with a disability. In attachment 1 three different topic lists are given, each one focusing on one of the three parties under investigation – *employers*, *delegates from service organisations* and *client supporters*. During the interviews some new subjects were mentioned for which new literature was collected. These subjects were: the importance of professionalization of re-integration agencies and diagnosis of people with a disability. Three new documents were added to the already found literature. One study about multi-problems for clients in relationship to labour participation was added (Bosselaar et. al., 2010). And two studies on professionalization in re-integration agencies were found (Blommesteijn et. al., 2012; Van Den Brink et. al., 2011). The literature found earlier and the new documents were also encoded with the new codes added to the encoding, and if necessary the new information contributed to an adjustment of the topic lists. In attachment 2 the code-tree of the literature review is shown, which gives an overview of most of the topics used for the topic lists¹⁹. An exception on the used topics is ‘professionalization of services’. The researcher’s idea behind this is that many participants would not have a clear view on how reintegration agencies work regarding knowledge development, knowledge about target groups etc. This subject was thus not included in the topic list.

The second part of the data collection was interviewing different parties. The transcripts of the interviews were also encoded according to the steps of encoding as was mentioned previously. The difference with the literature review is that the codes from the interviews are used to define the results of this research, as is illustrated in chapter 4 of this research. Attachment 3 shows the code-tree of the interviews. The style of interviewing that was used is known as the tree-model (Evers

¹⁹ The code-trees in attachment 2 and 3 are in Dutch.

[red.], 2007). This means the question of the interviews are used to search a wide range of data on the subject. The researcher tried to prevent asking direct questions to the participants about the resources and conditions that were found in the literature review. In this way the presumptions of the participants would remain clear of influence of the researcher.

3.4. Research population

The research population can be divided into *service organisations*, *employers* and *client supporters*. Service organisations are municipalities, SW-companies and UWV. Employers can be seen as delegates of organisations and companies dealing with the recruitment of personnel or the internal staff policy. Client supporters are delegates from MEE²⁰ and Platform for Disabled Persons Eindhoven. Attachment 4 shows an overview of the different participants. The delegates of service organisations interviewed are chosen for their involvement at the municipalities Cranendonck, Heeze-Leende and Valkenswaard. Not all of the service providers the researcher wanted to interview were interviewed. This was due to lack of time with these service providers. The six employers interviewed are from different branches. Also due to lack of time or lack of interest with the employers the researcher was not able to interview people from more branches. The first intention of the researcher was to interview also people with a disability, but due to lack of time the researcher chose to interview two experts/delegates of client supporting agencies instead. The participants were purposively selected for their possible contribution to the research; this is called theoretical sampling (Boeije, 2008). Labour and Income appointed several participants who form collaborations with Labour and Income on re-integration issues. Participating employers were found by suggestions from Economic Affairs of the three municipalities and finally the client supporters were found by the researcher herself. After an interview some participants suggested other people to approach for their insights in the labour insertion of people with a disability. If the researcher found the suggested person to be able to add something to the research in order to reach saturation, this person was approached for participation. All possible participants were called and emailed to ask if they wanted to participate in the research. Theoretical sampling includes a cyclical process in which the researcher looks for more participants if this is necessary to reach saturation. A couple of participants were interviewed. After these interviews were completed the researcher searched purposively for people who could help challenge the existing data, or broaden the data.

²⁰ MEE is a Dutch organisation which supports people with a disability and their direct environment.

3.5. Reliability and validity

Reliability of a research can be measured by looking at the methods of data collection. If the data collection is well structured, the researcher's influence is minimal, and enough participants have participated, the reliability increases (Boeije, 2008). The reliability of this research was increased first by doing a literature review to give an outline for the topics used in the interviews. The interviews are semi-open which means the answers of participants are usually widely ranged, but by using the topic list more structure was added. The number of participants is small, which does not exclude accidental or unsystematic errors but to decrease the chances on accidental and unsystematic errors the participants were carefully chosen for their relevance to the research.

The validity of a research can be established by looking at the object of measurement: was measured what was meant to be measured (Boeije, 2008)? Since a part of the wanted participants was not interviewed in this research the validity is less strong than was anticipated. Existing research on the labour insertion of people with a disability is very thin, which is why the researcher chose a research method which would gain broad data. Open interviews imply a strong commitment to the participants which enlarges the validity of this report. The data analysis program Nvivo 9 also helps to increase the validity as well as the reliability of the report. By use of this program the researcher was able to structure data more easily and separated relevant data from irrelevant data. Data collection and analysis alternated which also has a positive outcome on the validity since this helps to get a clear image of the analysis and helps to adapt the research where necessary to prevent errors.

3.6. Relevance

This research was conducted in three municipalities: Cranendonck, Heeze-Leende and Valkenswaard. For other Dutch municipalities and/or reintegration agencies the results may be interesting, since they too have to deal with the labour insertion of unemployed people (with or without a disability). The research tries to contribute to increasing the labour insertion of people with a disability which could have possible positive effects on society, the labour market and people with a disability themselves. Participation into labour means less need for financial benefits for the unemployed, perhaps a higher self-esteem for people with a disability and perhaps also social inclusion of people with a disability. Some business branches may have to deal with a shortage of manpower in the near future due to an ageing population. Mostly in education, care and welfare organisations, governmental agencies, industry and construction problems are anticipated as a consequence of the ageing population (Josten et. al., 2012, pp.40). People with a disability may be a new labour force which could provide a solution for shortages in personnel for these branches.

The scientific relevance can be found in the theories used to structure and interpret the results of this research. The conclusions and results contribute to the applicability of the theories in practice and may add a new perspective to the theories used.

For Interdisciplinary Social Sciences an interdisciplinary approach of research is of importance. This research refers to psycho-social issues; namely concerning the necessity of social inclusion and labour participation of people with a disability for society (macro level) and individuals (micro level). Sociological issues concerning the changes on the labour market are also considered in this research (macro level). Also the research concerns political issues; aimed at policy formation and the implementation of policies (macro/meso level). Finally the input of employers gives an insight in organisational and managerial issues, mostly concerning staff issues (meso level). This shows the interdisciplinary approach of the research as is characteristic for Interdisciplinary Social Sciences.

4. Possibilities and limitations of labour insertion

Here the results of the interviews are illustrated. A distinction is made between causal and final presumptions as formulated by Van Heffen (2003). First an introduction is given to the ideas and attitudes of participants towards hiring someone with a disability and the reintegration approach of reintegration agencies (paragraphs 4.1 to 4.3). This not only includes statements of employers, but also includes experiences service organisations and client supporters have with employers and people with a disability. These statements form the causal presumptions of the participants about the labour insertion of people with a disability and thus involve cause-effect relations. In the second part of this chapter the final presumptions are given (paragraph 4.4 and 4.5). Here presumptions about possible leading objectives and resources to help reach these objectives are set forth. Finally an overview is given of both the causal and final presumptions in paragraph 4.6.

CAUSAL PRESUMPTIONS

4.1. Attitude and prejudices

In the experience of several participants (non-employers), employers often have prejudices about people with a disability.

“Employers are commercially oriented, they want to make something and earn money with it. An image of employers is that people with a disability are only a burden. They only cost money instead of providing/ earning something.” – Client supporter

The researcher also detected prejudices during the interviews several times with employers towards people with a disability. An observation and interpretation the researcher makes is that some employers try to palliate their statements whenever they were talking about people with a disability to mask their prejudices. Not only employers tend to do this, but also delegates of service organisations. This can be found in statements as: *‘of course I’m not sure about that’* and *‘maybe I’m just seeing it wrong, but..’* or *‘of course it is very tough to be handicapped’*. According to the researcher these statements indicate ignorance and unfamiliarity with people with a disability.

Several participants also indicated a change is necessary in the world vision of employers. Policymakers in municipalities and employers have indicated this may be done by publicizing success stories about companies employing people with a disability. Also, companies may contribute to the imaging and attitudes of employers by giving information. The prejudices employers have seem to come from inexperience with people with a disability. Different participants – some employers,

delegates from service agencies and client supporters – have indicated that employers who know or deal with someone with a disability in their private life are more positive about offering opportunities for labour insertion of these people in their company. The personal view of the employer or entrepreneur is of importance, according to these participants.

4.1.1. Corporate Social Responsibility (CSR)

What is evident from the interviews is employers putting the financial interests of the company before the social responsibility. This is mentioned both by employers and delegates of service organisations. In economic heydays it is easier to hold employers accountable for Corporate Social Responsibilities. This is also dependent on the size of the company, the branch and view of employers on CSR. Some employers find CSR a core part of their business; use it as a marketing tool which often also means they put more attention in the labour insertion of people with a disability. Many participants of service organisations find it up to municipalities to set a good example and to increase social motivations for employers to hire people with a disability.

4.2. Employers' benefits

Employers are not often asked what benefits could be gained from the labour insertion of people with a disability. Here the benefits mentioned by different participants are illustrated.

4.2.1. Ageing population

As the most important benefit of the labour insertion of people with a disability, almost every participant stated the availability of new manpower. Employers questioned in this research are foreseeing problems in the future – even though not necessarily in their own company – regarding shortages in personnel. The labour insertion of people with a disability could help to solve a part of this problem, provided people are able to match to available vacancies. According to employers this means that room must be available for support when necessary and that knowledge and skills should match the demands of the labour market. Whether employers and delegates of service organisations will anticipate to the possibility of hiring people with a disability remains unknown.

4.2.2. Employees' motivation

Employers indicate that they prefer motivated and suitable personnel. The connection of skills and knowledge of employees with the job requirements needs to be good, but motivation is equally important. According to one participant, WSW'ers are generally motivated people:

“The average SW employee is motivated. Sheltered employment consists of people who voluntarily come to the SW-company and no force or coercion of some benefits providing organisation is behind it. People indicate themselves; I want to work, and sign in at the UWV and get an indication or not. People are characterized by having had lots of disappointments in labour and a huge motivation to get back to work. And what I see a lot is people recognizing they can’t make it on their own. So they accept the help in labour, gratefully. The disability is acknowledged. This means no discussion is possible about this.”^{vi} – Delegate from service organisation

A motivated employee would be of benefit to a company, especially compared to other groups of unemployed people, according to employers and delegates from service organisations. Whether people with a disability are truly more motivated cannot be concluded from this report.

4.2.3. Corporate Social Responsibility – part 2

Despite the fact employers often put economic interests of the company before social interests, hiring someone with a disability may still have a positive outcome. It can become a marketing instrument for example. Also some participants – including employers, delegates from service organisations and client supporters – suggest that hiring people with a disability may have a good impact on civil society because more people are participating and are actively taking part in society. This has a positive impact on society, and with that a positive impact on companies and organisations. One employer also suggests the positive influence it may have on corporate culture, tolerance of employees and the improvement of communication between employees and employer.

4.3. Limitations for employers

As is made clear in the following quotation, both employers and delegates from service organisations stress the importance of being relieved from care and risks.

“What I notice is; there are two important points which employers find being thresholds. They don’t want any risks and want to be relieved of care. These are two things that need to be taken care of when employers employ someone or when secondment is involved.”^{vii} – Delegate from service organisation

4.3.1. Elimination of risks

The elimination of risks mostly regards financial risks. Employers are looking for security and continuity regarding their organisation which also has to be assured when employing someone with a disability. Security and continuity are possible when risks are eliminated. An example of a multiply

mentioned financial risk is the possible lower productivity of people with a disability due to their disability. Resources that may be used for the elimination of risks are illustrated in paragraph 4.4. The main risks mentioned by employers are: lower productivity due to disability, a larger chance for long-lasting absenteeism or perhaps a relapse of the employee in some illness, little flexibility in the employee, extra support needed for the employee, relations between colleagues and/or customers and administrative load.

4.3.2. *Relieved from care*

Apart from the elimination of risks, employers want to be relieved from care, according to employers, delegates from service organisations and client supporters. Being relieved from care means that conditions and resources are used by service organisations to eliminate risks. It needs to be mentioned that this does not mean employers have no responsibilities in the matter. Multiple participants, both employers and delegates from service organisations, indicate that employers have a general responsibility to their staff. People with a disability often need more attention and care than employees without a disability, especially in the beginning of employment. The extent to which an employer is willing to contribute to this extra care and attention will increase or decrease the possibilities of the labour insertion of someone with a disability. Also being relieved from care means employers don't want municipalities or other reintegration agencies to lay a problem upon them. This can be illustrated with the following quote.

"The entrepreneur doesn't want to hear those complicated stories. It doesn't interest him that we as municipalities have a problem. That we have people in our card deck who have social problems etcetera, and that our reintegration resources are being cut and that we as a municipality later on will have many more people to place in employment with very few money. But that is the problem we put forward every time; 'look, this is coming up, the Employment to Ability Act.' The entrepreneur then says 'so... you have a problem'."^{viii} – Delegate from service organisation

This statement should be somewhat nuanced. In interviewing employers it was made clear they often know about the positive consequences labour insertion of people with a disability may have. The preparedness to contribute, on the other hand, is a different question. This differs per employer interviewed.

4.3.3. *Nature of disability*

The nature of a disability and the person with the disability are of interest to the preparedness of employers to hire someone with a disability. Depending on the company and the possible vacancies

sometimes only possibilities are seen by employers for the labour insertion of someone with a physical disability or sometimes someone with a mental or psychic disability. Moreover, implicitly the interviews show that people with a psychiatric disability are overall seen as a less reliable group. This has to do with the risk of relapse, which according to the employers does not match the responsibilities of having a job. Employers state that these types of disabilities or chronic illnesses are less predictable and are thus a danger to the continuity of a company. Employers also state it is very important for them whether the person with a disability is the right person for the job. Employees need to add some production value to the company, whether they have a disability or not. Many jobs require flexibility of the employee. Many disabilities of people are a limitation to their flexibility which makes not every disability appropriate for every job.

4.3.4. Approaching employers

Another limitation or negative remark is the way employers experience the approach of reintegration agencies. Negative experiences mentioned by employers are diverse, but also have some similarities. The most important similarity is the experience that reintegration agencies did not inform themselves about the ins and outs of the organisation. Consequently reintegration agencies offer employees in difficult financial times, or to non-existing vacancies. Employers see this as the agencies dropping of problems for them to solve. This is considered a negative feature of the employers' approach some reintegration agencies use. The confidence employers have in reintegration agencies is therefore weak. Especially regarding the UWV; this agency was mentioned in a negative sense a few times in the interviews.

4.3.5. Difficult financial times

In financial difficult times it is harder for employers to employ people with a disability. Especially employers claimed this in the interviews, but it was also mentioned by delegates from service organisations and client supporters. Employers need to have time and possibilities for supporting someone with a disability. In financial difficult times this is not always possible. Companies under more financial pressure want to have some flexibility to make changes in their personnel files. One objection of employers is that people with a disability are more protected against dismissal than people without a disability. For employers this could be reason not to hire someone with a disability since this may conflict with the interests of other employees. One employer suggested that when people with a disability are protected from dismissal and cutbacks in personnel had to be made, the only possibility would be to fire people without a disability. To this employer this was not an attractive situation.

FINAL PRESUMPTIONS

4.4. Resources and conditions

This paragraph gives an overview of the resources and conditions mentioned by participants in the interviews about – among other things – relieving employers of care and risks.

4.4.1. Wage dispensation, wage cost subsidy and other financial resources

In the Employment to Ability Act a new instrument was introduced to increase the labour insertion of people with a disability, namely wage dispensation. *“The Wwnv offers with the instrument of wage dispensation the possibility to stimulate employers to hire people with some form of labour incapacity. The employers only pays for the labour productive part of an employee with a disability, the government complements this to a maximum of the statutory minimum wage.”*^{xix} (De Krom, 2012, pp.6). In chapter 1 an introduction was given to this instrument. Since the Employment to Ability Act was declared controversial, at this moment the instrument will not be put to use. In the interviews the instrument got some attention anyway since the instrument was much debated on and could be an important instrument for approaching employers about the labour insertion of people with a disability in the future. At the moment reintegration agencies are able to use wage cost subsidy, which is comparable to wage dispensation. Here the wage value of a person is also measured (De Krom, 2012). The difference between wage dispensation and wage cost subsidy is the person who receives the subsidy or dispensation. For wage cost subsidy the employer pays the full wage to the person entitled to the subsidy and gets a subsidy to compensate afterwards. According to some participants this is more humane and respectful towards the employee than wage dispensation, which means the employee gets a part of his wage directly from the employer and a part of his wage directly from the state.

When in the interviews wage dispensation or wage cost subsidy came up, the researcher asked what participants thought of these instruments. A much discussed point by the participants was the measurement of wage value of a person. This requires an objective instrument which considers many different aspects and applicability to different employment settings. Different participants – both employers and delegates from service organisations – claim employers may be the only persons who are able to measure wage values. The employer has to feel good about the wages he is paying to his employees, to make sure he doesn't feel like paying too much or too little. Another point that came forward is the amount of time measuring wage value takes. Only after a few months of being employed the real wage value can be measured, since employees are still learning how to handle a job in the beginning. To employers this may be unfavourable and increase the threshold for hiring someone with a disability. A couple of participants of service organisations as well as some employers think wage dispensation is good as an idea, but do not agree with the practical application

of the instrument as is now set up by the government. One of the issues in this practical application to which some participants from service organisations do not agree is the fact that wage dispensation offers the possibility for paying wages to people below minimum wage. One of the participants also described how by using wage dispensation, benefits remain necessary. According to this person it makes people stay dependent on the state which has different negative consequences for society, employers and employees. Employers and employees have to keep the conditions to which benefits are granted in mind and the possible negative effects it may have on motivation and labour devotion of the employee.

Despite the fact that wage dispensation is frowned upon by some participants, all participants agree on the importance of financial means for increasing the labour insertion of people with a disability. However these means need to be accessible and understandable by the employer. These financial means can be wage cost subsidy, but also include compensations for adaptations to the work environment or supported employment. Some employers claimed they are willing to contribute to the costs of adaptations and support in employment. Surely this is also done for employees without a disability, so they say. However it is of importance to these employers the costs remain within limits.

4.4.2. Absenteeism

An important financial risk which was repeatedly mentioned by employers is absenteeism. For some people with a disability the chance for absenteeism may be higher than for other employees. As was earlier mentioned in this report, employers want continuity guaranteed for their company. Some disabilities endanger this continuity. A solution offered by employers in the interviews is to create a safety net in the first years of employment for when someone becomes ill for a longer period of time. This may be a financial safety net, but can also be the offering of secondment as a solution. Especially given the Gatekeeper Improvement Act, which demands employers and employees to work together on reintegrating sick employees, the risk of absenteeism is considered high (Arboportaal, 2012). This Act asks a lot of time and involvement from employers and makes it therefore less attractive to hire someone whose risk of sustainable absenteeism is larger than for other employees. This risk needs to be covered.

4.4.3. Supported employment

For some people with a disability, support in employment is necessary. This can be done internally, within the company, or externally, by the use of a jobcoach. At the moment Wajongers are able to make use of jobcoaches as an instrument for supported employment. Other groups, such as WWB'ers, do not have this possibility. A jobcoach is a temporary supporter which is provided by reintegration agencies. SW-companies also use jobcoaches or own consultants to support people

with a disability during secondment or supported employment constructions. A group of people or individuals can be placed at a company under the supervision of someone from the SW-company. Regarding secondment the consultants of the SW-company keeps contact with the employer of the company where the person is working. This is a less intensive support than with supported employment constructions. The consultant, for example, only visits two times a year with secondment.

In the interviews the question was asked what employers, delegates from service organisations and client supporters think of supported employment as an instrument. It was asked if they think it is a condition for hiring people with a disability and what this support would have to look like. Employers think internal support would be the best solution. External support is point of discussion because employers want the support to be available at all times. This is more difficult to realize with external support. Also external supporters are often not aware of the work environment and do not have the skills or education to offer full support on the practical application of the job.

To the question what the daily support of an employee with a disability would have to look like, participants gave diverse reactions. The participants experienced with the labour insertion of people with a disability, state supervision needs to be arranged within the company. Benefits of this form of supervision are knowledge of the field and the involvement of colleagues. A couple of times some of the employers interviewed as well as some of the delegates from service organisations and client supporters mention a buddy-system as a possible solution. Here a more experienced employee is matched to the employee with the disability. The experienced employee is the safety net for the employee with a disability for work-related questions. Of course the experienced employee has to be able to fulfil this task and know how to deal with the person in question. Not in every organisation or every department of an organisation such a person is available. Apart from the daily and more intensive support, employers stress the importance of having the possibility to have some external support to get back to if necessary. Delegates from service organisations and client supporters also stress the importance of this.

“For people with a disability the disability will never be gone.”^x – Client supporter

With this statement, the participant insists that it is important to have back-up ready for people with a disability at all times. When changes appear in the private life of someone with a disability it may happen people fall back into old behaviour or unwanted behaviour which asks for social workers or other professionals to get involved. Hardly any employer is equipped to offer support necessary when this happens and this would mean some arrangements with external support must be made for the whole employment duration for people with a certain disability. When changes occur in the

private life of the employee with a disability, both the employers and external supporters need to be able to handle according to the needs of the employee. Client supporters mentioned labour insertion of people with multi-problems is important, since it may prevent problems from getting worse and from people with a disability to get further away from inclusion in society. Almost all participants in this research mentioned the risk of the accumulation of problems for people with a disability as a danger to the labour insertion of people with a disability.

Extra financial means are necessary for external support. A jobcoach is an expensive facility and is therefore only used when necessary. According to different participants of service organisations financial means are also expedient when internal support is deployed. Some employers see this differently. One employer even claimed financial means are not absolutely necessary for internal support systems since other employees sometimes also need extra support and the employees were well capable of providing any form of support necessary. They also say internal support isn't such a problem, because this is also necessary sometimes for employees without a disability. Per company it differs whether the employer thinks someone within their company is able to give full support. Employers who have more or less a social task or message find themselves more capable of giving support than other employers. Often employers find the availability of internal support dependent on the department or colleagues in/with which/whom an employee with a disability will work.

4.4.4. Jobcarving

Another instrument mentioned often in the interviews is 'jobcarving'²¹. In the multi-annual policy report of Labour and Income jobcarving is said to be one of the seven main points in the employers-approach (Labour and Income, 2011). Atlant Group, SW-company for i.a. Helmond, is working on the ideas about jobcarving alongside with the University of Maastricht. They call jobcarving the inclusive labour organisation. They are looking at processes within companies and how these can be reformed to create new jobs which may fit to the possibilities of people with a disability. The objective is to increase the chances of people with a disability on the labour market and thus to let more people participate in employment. Jobcarving is also seen as an instrument which could be offered to employers in the future for reorganisation purposes by participants. The possibilities of this instrument are still studied by the University of Maastricht and Atlant Group. The participants who mentioned jobcarving are employers and delegates from service organisations. Employers are more sceptical towards jobcarving than the delegates from service organisations. Since jobcarving is still an

²¹ In the multi-annual policy report of Labour and Income jobcarving is said to be one of the seven main points in the employers-approach (Labour and Income, 2011). The following is written here: "*Jobcarving 'slicing up jobs'. A process of identifying tasks within one or multiple job descriptions that may be split up and may be put together to a new job description. With this jobs can be created at the bottom of the labour market.*" (Labour and Income, 2011. pp. 22).

experimental instrument, participants are not sure whether it will be practically usable and it will increase the labour insertion of people with a disability.

4.4.5. Labour experience facilities

Labour experience facilities or trial jobs are recognized by delegates from service organisations and client supporters as a possible instrument for increasing sustainable labour insertion of people with a disability. The reasoning of participants behind this idea is that employers, colleagues and the employee with a disability are able to get to know each other and the employment situation. Also unforeseen problems may be detected in an early stage. The employer's financial risk is minimized by labour experience facilities. Secondment is an example of this.

"One option is secondment for a short period of time via for example a SW-company and to see then if people can be hired. (...) It has to be a flow-company; when someone has worked via secondment than it also has to be stated that when things are going well the person will get hired."^x – Delegate from service organisation

Secondment was also offered as a solution to the risks of absenteeism as was mentioned earlier. In this sub-paragraph it is stated by delegates from service organisations that it may also be useful for employers to know what kind of person he/she has hired, without taking any risks. Employers have stated in the interviews, this makes it more attractive for them to hire someone with a disability.

4.4.6. Fit of employee to company

A much heard answer of participants is that employees with or without a disability '*should just do their job*'. With this is meant that an employee needs to have certain skills and knowledge to be able to do a job. Especially employers emphasize this. Employers show some understanding about people with a disability not being able to do everything, or do it more slowly, but the job must not be seen as some form of day-care facility. A much heard statement of employers is '*we are no sheltered or social day-care company*'.

"I don't expect you as reintegration agency to come and bring a problem. I expect you bring a workable situation. So you need to come with a total picture. If you only come like, I have here someone with a disability, are you up for it, then I'm thinking gosh you've got a problem and you're trying to make it my problem and you are hoping for me to say ow right I can do something with this and it will fit my picture by chance. This is not how it will work generally."^{xii} – Employer

In order to prevent employers from getting the idea they are charged with a problem, it is necessary to ensure a good match between the jobseeker and the company, according to several delegates from service organisations. In the explanation about what is seen as a good match three words return frequently in the interviews, namely 'logic', 'honesty' and 'expectations'. 'Logic' and 'honesty' are similar in this matter. Logic means a 'logical story' needs to be told to the employer about the employment history and labour possibilities of the employee with a disability. In this way reintegration agencies can make it comprehensible for employers why for examples someone is not fully deployable, unemployed for some time and/or needs a reintegration trajectory. Honesty about skills, labour history, personal features and especially the possibilities and the limitations someone has, is according to participants of importance for reintegration to succeed. This is also in line with 'expectations'. When employers' expectations of an employee are too high the labour insertion will not be successful, according to delegates of service agencies. This may lead to frustrations on the job between colleagues or between employer and employee.

This brings us to another point. Not just employers need to be well informed about the possibilities and limitations of the new employee; also colleagues need to be informed. According to participants from reintegration agencies, from time to time it is necessary for external supporters or consultants to explain to employers and colleagues how to deal with someone's disabilities. According to other participants, mostly emphasized by client supporters, here a task also lies for the person with the disability.

"Being a manager you have to support all your employees. There has to be a climate in which someone is accepted and that is difficult. That is why it is important to get people with a disability to be self-reliant. But for some people you can ask yourself; so many limitations and problems are there the; will it ever work?"^{xiii} – Client supporter

In the interviews with client supporters it was made clear that they are trying to make people with a disability more self-reliant, self-confident and emancipated. In this way the above quote may be seen as an aspiration of these organisations to empower people with a disability, but can also be said this objective is not yet fulfilled, according to the client supporters.

What may help to promote logic and honesty is a good diagnosis, according to a participant from a service organisation. This means that for the long-term employed it needs to be estimated if someone has a disability yes or no. When this is so, it is of importance to get a clear view on what exactly the possibilities and limitations of this person are. With an official employment advice this diagnosis is often linked to possible jobs. What may be useful according to two participants of

reintegration agencies is to look where lots of vacancies occur on the labour market, or where a shortage can be found. Perhaps people with a disability are able to do these jobs.

Here, the matter of demand or supply driven methods used by reintegration agencies is relevant. Supply driven means reintegration agencies take people with a disability as a starting point and go look for employers with someone in mind who may be suitable for a certain company. Demand driven means that the vacancies and jobs available are the starting point and a match is found for those vacancies in the existing files of jobseekers. In almost every interview it was set forth that the current reintegration method is supply driven. Also in almost every interview participants state that this method can no longer be used since it is not working and thus needs to be altered into a more demand driven method.

“What you actually do is; you talk to an employer, listen to their problems and respond according to that. But what happens now still a lot is consultants go to the employer with someone under the arm. But actually this is still the wrong way. Actually I would want the consultants not to have a caseload and I would like them to have conversations with companies all day long. But that’s a utopia. Eventually it is a mix between those two approaches.”^{xiv} – Delegate from service organisation

Only one participant from a service organisation thinks differently. This participant states it doesn’t work when employers come and ask for people with a disability, because no suitable person is available:

“Employers now come to us with the demand for some people, but since the target group looking for a job is not huge, it is difficult to find people who are suitable. The amount isn’t high. Therefore it is much smarter to go to employers with someone in mind. Like: I have someone who can do this and that, this and that he wants to do, and these are the possibilities and limitations. We think that kind of work, that kind of branch is suited for him. Search something in line with that.”^{xv} – Delegate from service organisation

As was mentioned earlier in this report, employers claim in the interviews they do not want to be bothered by reintegration agencies. Most participants – including employers, delegates from service organisations and client supporters – claim reintegration agencies need to make an effort in building up relationships with employers. The demand for personnel will then follow on its own and then a match can be made between the jobseeker with (or without) a disability and the job. The last quote above therefore seems to be an exception and perhaps also not the right method for reintegration.

4.4.7. Education

Multiple participants – client supporters, delegates from service organisations and employers – have claimed that a good education for people with a disability may increase the labour insertion of these people. Education seen as the supply side, should match the demand of the labour market. People with a disability are often lower educated than people without a disability, which decreases their chances on the labour market even more.

“When you look at the labour market and you’ve got a labour incentive you’re mostly dependent on desk jobs. And if you then don’t have HBO²², you don’t have many chances. When you then are handicapped and you also are low educated you actually have – is what I always say – a double handicap. You need to increase that level.”^{xvi} – Client supporter

Most participants see it as a task of municipalities, schools and employers to make the match between the labour market and education happen. What role every party should have differs according to the statements of the participants. An advice of participants from municipalities (delegates from service organisations) is to couple the different policy areas of municipalities to make one policy on the labour market strategy.

4.4.8. One point of contact

A complaint of employers is that different reintegration agencies approach them for the insertion of people in their company. Every agency has its own way of approaching the employers. Employers want this to be more centrally organized. Among delegates from service organisations most of these participants agree on creating one point of contact. The practical application of this idea is not visualised by every participant to the same extend. More about this in the next paragraph.

4.5. Organising an employer’s approach

As was stated in the previous paragraph employers expect a pragmatic and business-like approach from reintegration agencies. Also the delegates from service organisations and client supporters claim this is the best approach. This means there is some consensus about this. The question remains; what does this pragmatic approach need to look like.

4.5.1. Speaking the employer’ language

A condition for reintegration agencies is that they have to speak the employers’ language. This is said by multiple participants, mostly delegates from service agencies and employers.

²² University of professional education

“You especially need to know the company very well. You need to speak the employers’ language. And you also need to not send social workers to them. That is the message. Everyone should stick at what they’re good at.”^{xvii} – Client supporter

There is some disagreement among participants about who speaks the employer’s language. Some participants from service organisations claim they agree with the previous quote and state the service organisation that approaches the employers needs to be different from the one dealing with the jobseekers. Other participants from service organisations claim it would be good if the one approaching employers and the one dealing with the jobseekers is one and the same. A match could then easier and quicker be made according to them. The question that rises for these participants, however, is whether such persons/ professionals exist. A clear message from delegates from different service organisations is that the people approaching employers do not just have the task to deliver employees to the employer, but also to help the employer. A relationship needs to be formed with the company and the employer.

“The trick is to start listening. Perhaps you have to go to an employer, not just with the intention to sell something, but just to hear what kind of company it is. But you have to be sincerely interested.”^{xviii} – Delegate from service organisation

The two participants from SW-companies claim their consultants already work with this method. Not always and not everyone, but the intention is to use a method in which consultants form a relation with employers. When an employer indicates having a problem which may be solved by the SW-company, the consultants help this employer, often with the labour insertion of someone with a disability. The consultant is thus in contact with both the employers and jobseekers.

In different interviews Helmond is put forwards as an example for a good employers’ approach. In Helmond an employers-square was founded not only for employers but also by employers in association with surrounding municipalities. The initiative came from employers who wanted questions about personnel policies to be answered quickly and efficiently (Werkgeversplein, 2012). At the moment the employers-square is still getting set up, but employers are already able to get questions answered via this centre. Since multiple participants have named Helmond as a good example for an employer’s approach, this way of dealing with employers may be the course other reintegration agencies or municipalities will also take in the future. Some participants illustrate the option of having a front and back office as a reintegration strategy and employers approach. This is in line with the way Helmond has done it so far. The front office keeps a close relationship to the

employers, answers questions and refers them to the right persons to answer their questions. A back office consists of professionals who are able to answer these questions. When looking at the labour insertion of people with a disability, this would mean that consultants of reintegration agencies and municipalities are located in the back office to deal with the jobseekers and the matching of jobseekers to certain vacancies. In the back office questions about other things, such as administrative problems, should also be answered, according to the employers and delegates from service organisations who were interviewed. Employers don't want to have to deal with the administrative load which is often a part of employing someone with a disability. In this way this problem may also be solved.

4.5.2. Collaboration

The employers approach described above requires a close collaboration between different parties. To the question what parties need to work together according to the participants, different answers are given. A note that needs to be made here is that of course every participant – especially the delegates from service organisations – is preaching for its own church. However, this does not mean collaboration with that party shouldn't be considered.

The client supporters claim they have a responsibility to their target group. They see themselves as advocates when it comes to policy formations about people with a disability and also as experts who need to give information about how to deal with people with a disability. Participants from SW-companies claim to have lots of expertise as well, when it comes to reintegrating people with a disability into labour. They also see themselves as being a logical partner in building up a new approach and method for the labour insertion of people with a disability. Different participants from service organisations and client supporters have illustrated that the UWV has lots of expertise on dealing with people with a disability. If in the future municipalities will get the responsibility for the labour insertion of Wajongers, the participants emphasize that this expertise of UWV must not be forgotten. One interviewed employer of a welfare organisation also sees possibilities for collaborating with municipalities in supporting people in finding employment or stepping up in society by increasing their level of participation. Another possible partner mentioned by some participants is schools; this is also in line with what was stated earlier about answering to the demand of the labour market for filling up vacancies. Employers are mentioned as an important and even indispensable party according to delegates from service organisations. They too have a social responsibility and could be an example to other employers. It is found to be important to get employers involved in order to offer up to the demand and questions. Employers from the interviews did not mention themselves or other employers as possible party in collaboration. They mostly state there are cultural differences between service organisations and municipalities on the one hand and

entrepreneurs and businesses on the other. Collaboration between those two different cultures is claimed to be very difficult, according to some participants.

Finally a task is given to the government. A distinction can be made between local and national government. Municipalities themselves should take an initiative in the formation of an employers approach, according to delegates from service organisations and client supporters. Delegates from service organisations – especially those from municipalities – claim the importance of collaborating with different policy departments in the municipalities. They also state that the national government should activate employers to hire people with a disability by; offering financial resources, enforcement and monitoring of lawful use of the resources available and by promoting Corporate Social Responsibility.

4.5.3. Retrenchment

A limitation to increasing the labour insertion of people with a disability is the current state of the economy in the Netherlands. Not only companies experience the consequences in this matter, but also governmental agencies such as municipalities.

“In the near future we only have 30% of the budget in 2011 and what are we going to do with that? You can use the money first for people who can get employed immediately and for people who can completely do it themselves you have to do nothing. People who need a small push, is where you spend the last of your money. If you can gain that bit to place those people, then maybe in the future you will have some money left to go to the next target group. But most municipalities want to narrow the damages. To first get people with the shortest distance from the labour market employed, but this will lead to people with a somewhat larger distance to the labour market to have to wait a while longer.”^{xix} – Delegate from service organisation

Given the dismissal of the government and the Employment to Ability Act being declared controversial, the shortage on the budget as was stated in the quote above is not relevant at this moment. However it is clear that retrenchments are coming, which means for the future the reintegration budget will perhaps shrink somewhat. Different participants – including employers, delegates from service organisations and client supporters – emphasize the need for labour insertion of people with a disability given the upcoming greying of the labour market. At the same time the participants claim it is very difficult to do this without the availability of resources.

4.6. Conclusion of causal and final presumptions

Of the above illustrated results here the causal and final presumptions can be given as a conclusion. First an overview is given of the causal presumptions and finally of the final presumptions. In attachments 6 and 7 the arrow schemes for these presumptions are shown.

4.6.1. Causal presumptions

As the word ‘causal’ implies, the presumptions given here attempt to illustrate cause-effect relationships. In attachment 6 an arrow scheme is given to picture all of these relationships. According to an employer, the labour insertion of people with a disability may cause a positive influence on company culture and tolerance within the company. Also it may give good publicity to a company as acting out Corporate Social Responsibility. Finally it may lead to fewer benefits and more participation in society for people with a disability. However, the labour insertion of people with a disability is also influenced by various factors: both in positive and negative sense. A negative relationship means the presumption/ factor may decrease the possibilities of labour insertion of people with a disability, and positive relationships may increase these possibilities.

A bad economic situation can have the consequence of reintegration budgets being shortened, which makes it more difficult to deploy resources. It may also lead to fewer time and space for employers to offer the extra support needed when hiring someone with a disability. The opposite counts when the economy is strong. Then the possibility for labour insertion and availability of financial resources is more secure. More time is available for support, both internally and externally. A negative effect of external support however, is that employers want the supporters to be available at all times and have the skills and knowledge necessary for supporting someone within the given employment situation. Internal support is more attractive to employers, but is not available at every company.

Another negative effect on the labour insertion of people with a disability is the prejudices employers have towards people with a disability. Multiple participants illustrated that when an employer has negative experiences with reintegration services or employing someone with a disability, a second labour insertion will often not follow. Positive experiences on the other hand may contribute to the labour insertion of people with a disability.

Protection against dismissal for people with a disability and the Gatekeeper Improvement Act are two regulations which make it less interesting for employers to hire someone with a disability. The first regulation could cause employees without a disability to take the fall when cutbacks in companies are necessary. The second regulation obligates employers to invest in the reintegration of people in long term absenteeism. According to client supporters some people with a disability have a higher risk to absenteeism which makes it for employers also less interesting to hire them. Here the nature of disability is also of importance. Not every kind of employment suits every kind of disability.

Employers have illustrated the importance of employees adding production value to the company. Some disabilities can become a person's strength if the right type of employment is found. In line with this, an employer also wants motivated employees. Both the added value to the company and the motivation of the employee can thus increase the labour insertion of someone with a disability. Finally employers' vision on Corporate Social Responsibility and the necessity for the labour insertion of people with a disability is of importance.

4.6.2. Final presumptions

In attachment 7 the final presumptions are shown in an arrow scheme: these are resources and objectives. A couple of resources mentioned here can contribute directly to a solution for cause-effect relationships. The main objective in the arrow scheme is the labour insertion of people with a disability. By means of some sub-targets this objective may be increased. An important, and at the same time ambitious, sub-target is the deduction of prejudices about and emancipation of people with a disability. According to different participants in this research conveying success stories may contribute to this sub-target. To create success stories the match between jobseeker and employer or job is of importance. The perfect fit could be increased by offering the right expectations about the possibilities and limitations towards employers. Employers and delegates from service organisations have stated in the interviews that informing colleagues is also important.

Some interviewed delegates from service organisations endorse the importance of a good diagnosis to get a clear view on the possibilities and limitations of people with a disability. Also education and the demand for specific jobs on the labour market should match. This will help to educate people with or without a disability more according to the demands on the labour market which may then also increase the labour insertion of these people.

Another sub-target is aimed at facilitating resources, relieving employers of care and eliminating risks. The resources mentioned in the interviews are: labour experience facilities, supported employment, financial resources, jobcarving, adaptations to the employment environment and secondment. All of these resources are also illustrated in the arrow scheme.

The last sub-target is the construction of a front and back office. The front office forms the point of contact for employers in which the employers' language is used to anticipate on the demands of employers. The back office is constructed out of experts on different policy areas which also include labour market policies. Professionals who have the objective of increasing the labour insertion of people with a disability are also included in the back office and keep in close contact with the front office. This will contribute to a good employers approach and the labour insertion of people with a disability, according to the participants of service organisations.

5. Conclusion

In this chapter conclusions are drawn about the results of the previous chapter and will be compared to the theoretical perspective described in chapter 2. Here it is tried to give an answer to the main research question: *What are the presumptions of the different parties regarding the labour insertion of people with a disability into regular employment and how can these presumptions contribute to policy formations and strategies for Labour and Income?*

First conclusions will be drawn about the empirical presumptions (paragraph 5.1). After this in paragraph 5.2 the theory of 'flexicurity' is held against the results of the interviews. An assumption of Wilthagen and Tros (2004) is; an equal division of flexibility and security gets the best labour situation. In paragraph 5.3 social inclusion or exclusion of people with a disability into the labour market is discussed. Also a reflection on this research is given (paragraph 5.4). And finally some recommendations are done for the labour insertion of people with a disability towards Labour and Income (paragraph 5.5).

5.1. Empirical presumptions

In this paragraph conclusions are drawn about the causal and final presumptions as were shown in chapter 4. In arrow schemes (attachment 6 and 7) the relationships between the different presumptions are made clear. For the cause-effect relationships in attachment 6 possible solutions are formulated in attachment 7.

The causal presumptions show that prejudices of employers towards people with a disability have negative consequences for the labour insertion of these people. As is shown in the final presumptions the participants offered two possible solutions for this; namely emancipating people with a disability and setting up good matches between the jobseeker with a disability and the employer. Both of these conditions or resources should be able to clear up undue prejudices and at the same time help people with a disability to get more self-related and self-confident.

Another causal presumption which has a negative influence on the labour insertion of people with a disability is protection against dismissal for people with a disability and the Gatekeeper Improvement Act. A possible solution is offered in the final presumptions, namely 'secondment'. Via secondment the risk of absenteeism is mitigated which was the big concern employers had about the two legislations. A link is also possible between the causal presumptions which are about the availability of supported employment and the offering of solutions to supported employment in the final presumptions. However the participants are not consistent about what form of support should be offered. Internal support for the employee with a disability is probably the easiest way; under the

condition that the supporter or guidance person knows how to deal with the disability of the person, as well as with possible multi-problems attached to this disability. Not every employment environment has such an internal supporter present. External supporters may therefore be an obvious second solution, but they need to be available at any time and need to know the ins and outs of a job, as was stated by employers and delegates from service organisations.

In the causal assumptions it was also stated the employee needs to add production value to the company and needs to be motivated. This may be assured by reintegration agencies making good matches between the jobseeker and the job. To do this the reintegration agency has to have a clear view on the possibilities and limitations a person with a disability has. The added value of an employee can also be increased by good education, which increases the skills and knowledge of the jobseeker.

Both a possible positive and negative causal presumption is 'experiences' employers have with people with a disability or reintegration agencies. This presumption can be explained in two ways; first, existing experiences of employers can either contribute or decrease (to) the labour insertion of people with a disability and second, employers' experiences need to be positively influenced in the future to increase the labour insertion of people with a disability. For the first explanation no solution is possible, but the second explanation offers possibilities for a new and improved employers approach. The positive experiences of employers on hiring someone with a disability can be influenced by relieving employers of care, eliminating risks and offering resources whenever possible. In practice, this means offering labour experience facilities, support when needed, financial resources and secondment. The positive experiences of employers with reintegration agencies can be increased by an organisation which meets the demands of employers, like was suggested with the front and back office construction.

Not for every causal presumption a solution was offered. In the interviews participants don't give any solutions for motivating people to get employed. It was implicitly mentioned by some participants, that most unemployed people with a disability are more motivated than other specific groups of unemployed people. Whether this is true or not isn't clear, but this could possibly be a reason why participants did not mention resources which could increase the motivation of people with a disability towards employment.

For the causal presumption 'bad/ good economy' no solution was brought up either by the participants. This is probably due to the fact that the participants are unable to influence the economy directly.

5.2. Flexicurity

As was mentioned in chapter 2, four possible forms of flexibility and four forms of security can be distinguished: “a. *External numerical flexibility* (the flexibility of hiring and firing); b. *Internal numerical flexibility* (working hours, overtime, part-time work, etc.); c. *Functional flexibility* (multi-employability, flexible organisation of work); d. *Wage flexibility* (performance or result-based pay). (...) a. *Job security*, the certainty of retaining a specific job with a specific employer; b. *Employment security/employability security*, the certainty of remaining in work (not necessarily with the same employer); c. *Income security*, income protection in the event that paid work ceases; d. *Combination security*, the certainty of being able to combine paid work with other social responsibilities and obligations.” (Wilthagen & Tros, 2004, pp.4). Not all forms of flexibility and security are mentioned in the interviews. *External flexibility* was illustrated in the emphasis of employers on the protection against dismissal for people with a disability, which keeps employers from dismissing people with a disability when necessary. Employees without a disability may bear the brunt of this protection. In this way it undermines the *jobsecurity* of people without a disability as well as the *external flexibility* of employers. Some employers and delegates from service agencies claim that secondment would increase employers’ flexibility in hiring someone with a disability. It may also be a solution to the problems of dismissal protection which now makes employers less eager to hire someone with a disability, as was also stated in the previous paragraph. At the same time secondment endangers the *employment security* and *income security* of the employee with a disability less, because when he or she is dismissed by the employer, the secondment agency still is its employer.

The flexibility of employers may also be increased by offering them supported employment, labour experience facilities and financial resources. At the same time it also increases the security of employees with a disability. With the acceptance of financial means such as wage dispensation; this makes it possible to pay an employee under minimum wage and decreases the *income security* of people with a disability.

With regard to *internal flexibility*, employers expect their employees to be versatile and to add value to the company. Not all people with disabilities are able to be versatile, and whether they can add value to the company is also dependent on the abilities and disabilities as well as knowledge and skills. When an employer hires someone with a disability, the internal flexibility may be endangered for the company. On the other hand, *internal flexibility* could also secure employment for people who are unable to work fulltime, which may be important to people having a physical disability for example. Dependent on the person with the disability and the disability itself, internal flexibility may be negative or positive for the labour insertion of people with a disability.

Functional flexibility and *wage flexibility* as described by Wilthagen and Tros were not mentioned in the interviews. This is due to the fact that the interview questions and topics did not include the internal affairs of the company or jobs, which these two forms of flexibility are about.

5.3. Social inclusion or exclusion of people with a disability

In chapter 2, two theories are presented on the inclusion of people with a disability into society, namely ‘the social model of disability’ (Oliver & Barnes, 2010), and ‘resistance theory’ (Gabel & Peters, 2010). Both theories assume that social inclusion of people with a disability is obstructed by cultural, social and environmental factors. The resistance theory adds that different parties – including people with a disability, society as a whole and different actors in society – offer resistance against the changes necessary to ensure social inclusion (Gabel & Peters, 2010). In this paragraph these theories are compared to the results from this research.

As was noted in paragraph 4.1, employers – but also some delegates from service organisations – are prejudiced against people with a disability. These prejudices are about the productivity, knowledge and skills of people with a disability. Prejudices often derive from fear of the unknown, or fear of ‘*what would people think?*’. This can be underlined by the statements of different participants in this report when asked about experiences with people with a disability. Participants who had experiences with people with a disability seem to be less prejudiced. Participants who have had negative experiences are sometimes less prejudiced concerning the person they had an experience with, but not always towards other people with different sorts of disability. Due to lack of experiences with people with a disability the limitations as well as the possibilities these people have to offer, remain unknown to employers and with that unpredictable. Predictability to employers is important since it can help to maintain the continuity of a company. According to several participants the responsibility lies with reintegration agencies to take away prejudices and also to increase the predictability of people with a disability. Increasing predictability in practice means giving a good insight in the possibilities and limitations of people with a disability and also securing the increased chances of absenteeism when relevant. This could help to decrease the resistance employers experience in hiring someone with a disability. Also some participants stated that people with a disability themselves should make an effort to ensure their social inclusion in society and with that in the labour market. This is also what Gabel and Peters (2010) have stated. A way to stimulate people with a disability to get them included is to educate them. This also adds to the idea of increasing the self-reliance and self-confidence of people with a disability as was mentioned by an interviewed client supporter.

5.4. Discussion and reflection

This research was done in the context of Labour and Income. As such, the presumptions of the participants can be directed to this context, but may also be important to other municipalities and/or reintegration agencies. Not every obvious party for this research was interviewed, due to lack of time. For future research it may be interesting to include employers from different branches and delegates of service organisations from other municipalities. Another party which may be interesting to include is professionals who in their daily work deal with the labour insertion of people with and without disabilities. Perhaps this will deliver different findings on the conditions and resources or about what is and what isn't applicable in the daily practice of reintegration. Also people with a disability themselves may be an interesting group for future research, especially to consider their presumptions about their own possible labour insertion.

Another recommendation for future research is to test the effectiveness and applicability of the instruments, resources and conditions found in this research. The resources and conditions mentioned in this research are based on presumptions and experience, but do not prove the effectiveness for the labour insertion of people with a disability. In this research it was assumed that people with a disability are motivated to work. According to the participants interviewed, this was also a condition to make the labour insertion of people with a disability successful. However it is not clear whether this assumption is justified. Further research is needed here.

5.5. Recommendations for Labour and Income

Based on the conclusions, some recommendations can be given towards Labour and Income. First of all Labour and Income may contribute to the elimination of prejudices employers have towards hiring someone with a disability. This can be done by conveying success stories. Success stories can also be created within the three municipalities, which may set an example for other employers and organisations. Another recommendation is to make an effort in developing an employers approach. Given the conclusions, a front and back office construction would be a possibility in which the professionals of Labour and Income would deal in the back office with the unemployed and another kind of professional is found for the front office. A third recommendation is to collaborate with different policy areas within the municipalities, for example WMO, Labour and Income and Economic Affairs to form one labour market policy which also includes an employers approach. A common goal in this labour market policy should be to increase the labour participation by linking education to the demand from the labour market etc. A final recommendation is to look into the possibilities offered in this research to relieve employers from care and to eliminate risks. The practical application of these instruments may be tested within Labour and Income. The applicable instruments should then be used to increase the labour insertion of people with a disability.

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Attachments

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Attachment 7: Arrow diagram final presumptions

Attachment 1: Topic lists interviews

Topic list interview service organisation

Date:

Time:

Data participant

Name participant:

Organisation:

Function:

Opening

- Information about the research:
 - Subject
 - Reason for interviewing participant
 - Interview structure
- Permission for the use of recording equipment

Topics

First question:

- What would the increase of labour insertion of people with a disability into regular employment mean for the region of for the Dutch society? *Wat zou het bevorderen van arbeidsplaatsing van mensen met een beperking betekenen voor de Nederlandse samenleving/ de regio? (doel)*

Main questions:

- Which limitations would there be for employers to hire people with a disability? *Welke beperkingen zouden er kunnen zijn voor werkgevers om mensen met een beperking in dienst te nemen? (probleem)*
- Which benefits would there be for employers to hire people with a disability? *Welke voordelen zouden er kunnen zijn voor werkgevers om mensen met een arbeidsbeperking in dienst te nemen? (probleem)*
- Which limitations would there be for people with a disability to be inserted into regular employment? *Welke beperkingen zouden er kunnen zijn voor mensen met een beperking zelf om deel te nemen aan de arbeidsmarkt? (probleem)*
- Which benefits would there be for people with a disability to be inserted into regular employment? *Welke voordelen zouden er kunnen zijn voor mensen met een beperking zelf om deel te nemen aan de arbeidsmarkt? (probleem)*
- What could be the consequences if labour insertion of people with a disability was (not) realized? *Wat zouden de gevolgen kunnen zijn wanneer arbeidsplaatsing van mensen met een arbeidsbeperking (niet) gerealiseerd kan worden? (gevolg)*
- Which resources could help the labour insertion of people with a disability? *Welke middelen zouden er ingezet kunnen worden om de arbeidsplaatsing van mensen met een beperking te bevorderen? (middelen)*
 - By whom? *Door wie?*
 - For whom? *Voor wie?*
 - With whom? *Met wie?*
 - Supported employment/ facilities/ financial resources? *Begeleiding/ faciliteiten/ economische middelen?*
- Which conditions are necessary for the labour inclusion of people with a disability? *Welke voorwaarden zijn er nodig om mensen met een beperking te plaatsen bij een reguliere werkgever? (middelen)*
- Given the economic situation of the Netherlands; what are the chances of labour insertion for people with a disability? *Gezien de economische staat van Nederland; hoe schat u de kansen voor arbeidsplaatsing voor mensen met een arbeidsbeperking in? (probleem/gevolg)*

Topic list interview employers

Date:

Time:

Data participant

Name participant:

Organisation:

Branch:

Amount of employees in organisation:

Place:

Function:

Opening

- Information about the research:
 - Subject
 - Reason for interviewing participant
 - Interview structure
- Permission for the use of recording equipment

Topics

First question:

- Do you have experience in hiring someone with a disability? *Heeft u ervaring met het in dienst nemen of hebben van iemand met een beperking?*
 - Via private or public reintegration agencies? *Via private of publieke re-integratiebureaus?*
 - What labour was done? *Wat voor soort arbeid werd verricht?*
 - Experiences with the employee? *Ervaringen met persoon/personen?*
 - Experiences with reintegration agencies? *Ervaringen met re-integratiebureaus of professionals?*
 - Internal policy. *Beleid binnen organisatie aanwezig (MVO beleid eventueel)*

Main questions:

- Which limitations would there be for employers to hire people with a disability? *Welke beperkingen zouden er kunnen zijn voor werkgevers om mensen met een beperking in dienst te nemen? (probleem)*
- What would the increase of labour insertion of people with a disability into regular employment mean for the region of for the Dutch society? *Wat zou het bevorderen van arbeidsplaatsing van mensen met een beperking betekenen voor de Nederlandse samenleving/ de regio? (doel)*
- Which resources could help the labour insertion of people with a disability? *Welke middelen zouden er ingezet kunnen worden om de arbeidsplaatsing van mensen met een beperking te bevorderen? (middelen)*
 - By whom? *Door wie?*
 - For whom? *Voor wie?*
 - With whom? *Met wie?*
 - Supported employment/ facilities/ financial resources? *Begeleiding/ faciliteiten/ economische middelen?*
- Which conditions are necessary for the labour inclusion of people with a disability? *Welke voorwaarden zijn er nodig om mensen met een beperking te plaatsen bij een reguliere werkgever? (middelen)*
- Given the economic situation of the Netherlands; what are the chances of labour insertion for people with a disability? *Gezien de economische staat van Nederland; hoe schat u de kansen voor arbeidsplaatsing voor mensen met een arbeidsbeperking in? (probleem/gevolg)*

Topic list interview client supporters

Date:

Time:

Data participant

Name participant:

Supporting agency:

Function:

Opening

- Information about the research:
 - Subject
 - Reason for interviewing participant
 - Interview structure
- Permission for the use of recording equipment

Topics

First Question:

- What are your experiences with labour insertion of people with a disability? *Wat zijn uw ervaringen met betrekking tot arbeids(re-)integratie van mensen met een beperking?*

Hoofdvragen:

- Which limitations would there be for employers to hire people with a disability? *Welke beperkingen zouden er kunnen zijn voor werkgevers om mensen met een beperking in dienst te nemen? (probleem)*
- Which benefits would there be for employers to hire people with a disability? *Welke voordelen zouden er kunnen zijn voor werkgevers om mensen met een arbeidsbeperking in dienst te nemen? (probleem)*
- Which limitations would there be for people with a disability to be inserted into regular employment? *Welke beperkingen zouden er kunnen zijn voor mensen met een beperking zelf om deel te nemen aan de arbeidsmarkt? (probleem)*
- Which benefits would there be for people with a disability to be inserted into regular employment? *Welke voordelen zouden er kunnen zijn voor mensen met een beperking zelf om deel te nemen aan de arbeidsmarkt? (probleem)*
- What could be the consequences if labour insertion of people with a disability was (not) realized? *Wat zouden de gevolgen kunnen zijn wanneer arbeidsplaatsing van mensen met een arbeidsbeperking (niet) gerealiseerd kan worden? (gevolg)*
- Which resources could help the labour insertion of people with a disability? *Welke middelen zouden er ingezet kunnen worden om de arbeidsplaatsing van mensen met een beperking te bevorderen? (middelen)*
 - By whom? *Door wie?*
 - For whom? *Voor wie?*
 - With whom? *Met wie?*
 - Supported employment/ facilities/ financial resources? *Begeleiding/ faciliteiten/ economische middelen?*
- Which conditions are necessary for the labour inclusion of people with a disability? *Welke voorwaarden zijn er nodig om mensen met een beperking te plaatsen bij een reguliere werkgever? (middelen)*
- Given the economic situation of the Netherlands; what are the chances of labour insertion for people with a disability? *Gezien de economische staat van Nederland; hoe schat u de kansen voor arbeidsplaatsing voor mensen met een arbeidsbeperking in? (probleem/gevolg)*

Attachment 2: Code-tree literature

Name	Sources	References
Maatschappelijk belang arbeidsplaatsing	8	13
Bezuinigingen en budget	8	14
Middelen en voorwaarden	19	79
Arbeidsactivering trajecten	2	5
Arbeidsmarktbeleid	7	8
Samenwerking	16	50
Verbinding WMO met WWB	1	7
Begeleiding	6	11
Begeleid werken of detachering	2	3
Begeleiding door dienstverlener	1	4
Begeleiding door werkgever	3	7
Jobcoaching	3	5
Diagnosestelling	3	5
Eén aanspreekpunt	4	6
Jobcarving	2	2
Loondispensatie of loonkostensubsidie of andere financiële middelen	6	10
Maatwerk	5	8
Overige middelen	4	4
Professionalisering van dienstverlening	10	30
Regelgeving en administratie	5	6
Scholing werknemers	4	5
Social return on investment	4	5
Verandering in visie en communicatie	1	11
Werkervaringsplekken	6	9
Werkgeversbenadering in lijnen	16	56
Werkplekaanpassingen	2	2
Motivatie en visie werkgevers	6	15
Theoretisch perspectief	8	22
Beleid vorming	3	9
Controversieel verklaren WW/NV	1	2
Doelgroep	10	42
Niet beroepsbevolking	1	29
W&I informatie	10	39

Attachment 3: Code-tree interviews

Name	Sources	References
Andere visie en goede voorbeelden	11	16
MVO	4	5
Succesverhalen	4	5
Visie veranderen	8	10
Belemmeringen voor werkgevers	10	15
Aard van handicap	8	11
Benadering door re-integratiebedrijven	6	11
Economisch moeilijke tijden	4	4
Risico's wegnemen en ontzorgen	6	9
Ervaringen met mensen met arbeidsbeperking in dienst	10	21
Middelen en voorwaarden	17	81
Aansluiting werkzoekende bij bedrijf	14	33
Administratieve lasten	3	3
Analyse doelgroep	2	2
Begeleiding	15	27
Jobcarving of gelijke	4	6
Loondispensatie en re-integratiegelden	10	13
Loonwaarde bepaling	5	5
Ziekteverzuim	7	8
Opleiding	8	12
Proefplaatsing	6	6
Professionalisering gemeenten	9	14
Eén aanspreekpunt	4	4
Regionaal vs. lokaal	6	9
Samenwerking en communicatie	13	33
Taal van de werkgever	10	18
Vraag 1 betekenis samenleving	14	24

Attachment 4: Division of participant

Category	Organisations	Amount
Service agencies		
	Policy makers social services municipalities	2
	Policy makers economic affairs municipalities	5
	UWV	2
	SW-companies	2
Employers		
	Governance (127 employees)	1
	Welfare organisation (27 employees and 250 volunteers)	1
	Business service (25 to 30 employees)	1
	Industrial enterprise	2
	(1: 7.500 employees)	
	(2: 690 employees)	
	Retail/ transport (20 employees)	1
Client supporters		
	MEE	1
	Platform for Disabled Persons Eindhoven	1
	TOTAL	19

Attachment 5: Instruments for promoting and increasing labour insertion of people with a disability.

Source: *Alle hens aan dek. Niet-werkenden in beeld gebracht*. TNO/CBS-rapport 2010. Sanders, J., Lautenbach, H., Smulders, P. & Dirven, H-J. Pp. 138 en 139

No-riskpolis bij ziekte en arbeidsongeschiktheid:

Een werkgever moet in principe voor een zieke werknemer loon doorbetalen in de eerste 2 jaar van diens verzuim wegens ziekte. Voor werknemers die bij het begin van hun dienstverband recht hebben op een no-riskpolis, kan de werkgever echter een vergoeding van de verplichte loondoorbetaling aanvragen. Deze uitkering dekt een groot deel van de loonkosten van de zieke werknemer. Hierdoor blijven de kosten van het ziekteverzuim van de werknemer voor de werkgever zeer beperkt. Blijft de werknemer lang ziek en wordt hij of zij zelfs arbeidsongeschikt, dan hoeft de werkgever bovendien geen hogere premie te betalen.

Arbeidsplaatsvoorzieningen:

Een werkgever kan subsidie krijgen voor extra kosten die hij moet maken om het een werknemer met een ziekte of handicap (een arbeidshandicap) mogelijk te maken bij hem te werken. Te denken valt bijvoorbeeld aan een aangepaste werkplek, maar ook een aangepast toilet. Het gaat om niet-meeneembare voorzieningen! Voor meeneembare voorzieningen kan een werknemer zelf subsidie aanvragen (speciale schoenen, een doventolk etc.)

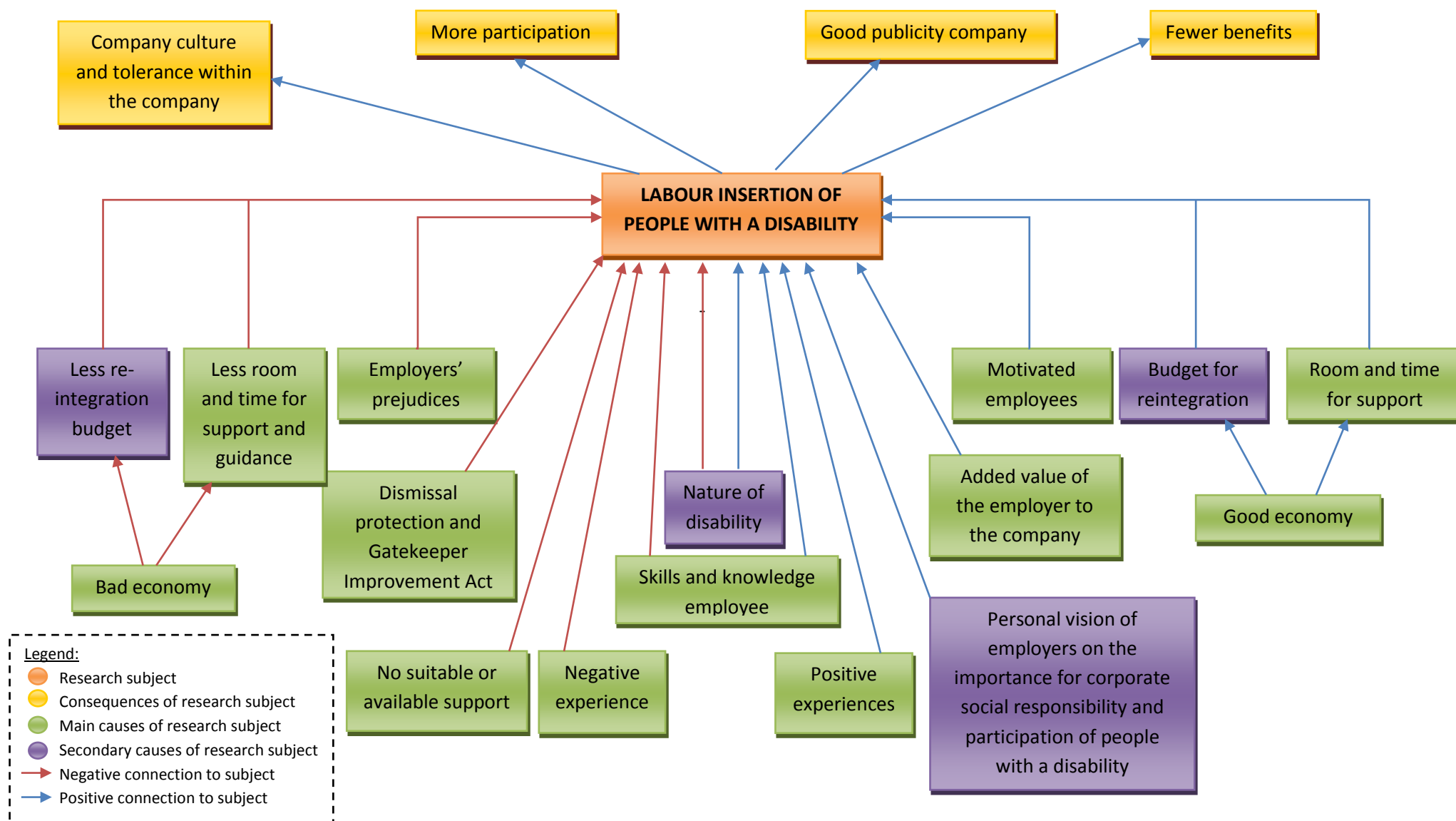
Jobcoach:

Heeft of neemt een werkgever een werknemer met een langdurige ziekte of handicap in dienst die begeleiding nodig heeft, dan kan (voor de werkgever) kosteloos een jobcoach worden ingeschakeld. De jobcoach begeleidt werknemers met een langdurige ziekte of handicap. De jobcoach blijft bereikbaar wanneer er een probleem ontstaat of als er nog knelpunten zijn.

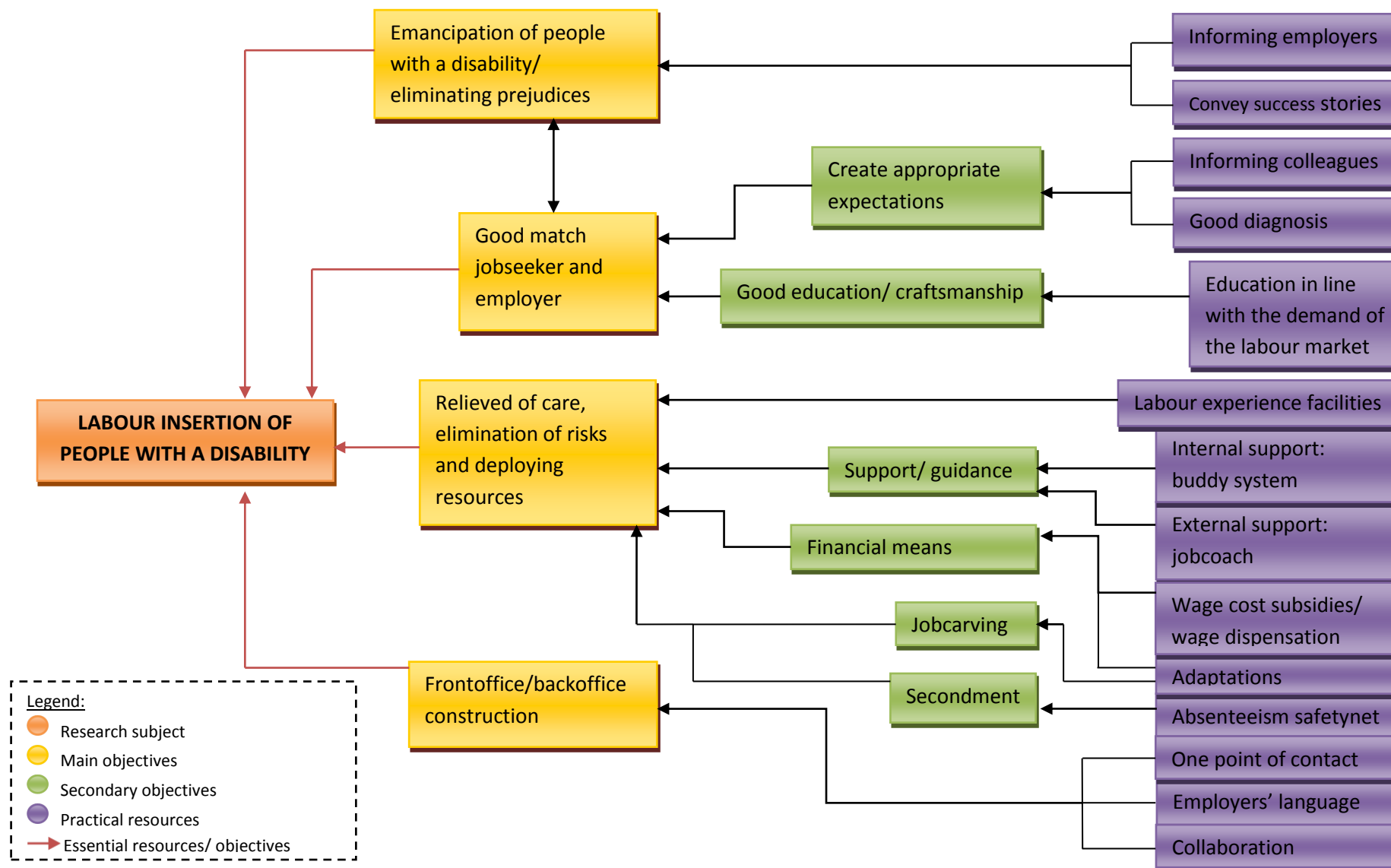
Proefplaatsing:

Een werkgever kan een proefplaatsing aanvragen als hij iemand met een ziekte of handicap wil aannemen maar nog twijfelt of die persoon het werk wel aan kan. Proefplaatsing betekent dat een werkgever maximaal 3 maanden kan bekijken of het werk lukt. Tijdens de proefplaatsing betaalt een werkgever geen loon, maar wordt in principe de uitkering doorbetaald. De werkgever moet wel een intentieverklaring tekenen dat hij van plan is de werknemer een contract aan te bieden voor minimaal 6 maanden.

Attachment 6: Arrow diagrams causal presumptions



Attachment 7: Arrow diagrams final presumptions



Notes

ⁱ Original quote in Dutch: “[Het] CPB verwacht een toename van de werkloosheid tot 2014 van 5,4% in 2011 tot 7,25% in 2013 (nationale definitie). Voor 2015 wordt weer een daling verwacht. Deze prognose houdt nog geen rekening met de gevolgen van bezuinigingen die nodig zijn om het begrotingstekort naar 3% terug te brengen. Het voorziene herstel van de economie vanaf 2013 en de daarop volgende daling van de werkloosheid vanaf 2014 kunnen door die maatregelen worden vertraagd en zelfs achterwege blijven. Dat zou de werkloosheid in de komende jaren nog verder kunnen laten oplopen dan nu is voorzien.” (Raad voor Werk en Inkomen, 2012, p.39)

ⁱⁱ Original quote in Dutch: “de arbeidsmarktpositie van mensen met een langdurige aandoening lijkt te verslechteren.” (Sanders et. al., 2010, p.117)

ⁱⁱⁱ Original quote in Dutch: “snelle en effectieve bemiddeling en re-integratie” (Donner & Aboutaleb, 2008, pp.2)

^{iv} Original quote in Dutch: “Sociale ondernemers helpen aan klanten en afzetmogelijkheden. Koop als gemeente zelf ook de producten en diensten in die deze bedrijven in de markt zetten en zorg er voor dat anderen dat ook gaan doen. En neem sociaal ondernemen op in de aanbestedingsregels.” (Smit et. al., 2007, p.15)

^v Original quotation in Dutch: “Werkgevers zijn commercieel ingesteld, die willen iets maken en daar willen ze geld mee verdienen. Wat het beeld is van werkgevers is dat mensen met een beperking alleen maar lastig zijn. Die kosten alleen maar iets in de plaats dat het iets oplevert.” – Cliëntondersteuner

^{vi} Original quotation in Dutch: “De gemiddelde SW-medewerker een gemotiveerde kracht. De sociale werkvoorziening bestaat uit mensen die vrijwillig bij het SW-bedrijf komen, er zit geen dwang of druk achter van een uitkerende instantie. Mensen geven zelf aan; ik wil graag werken, en die melden zich bij het UWV werkbedrijf en krijgen een indicatie of niet. Mensen kenmerken zich vaak door best veel teleurstellingen op werkgebied en een enorme motivatie om weer aan de slag te gaan. En wat ik ook vaak tegenkom, is dat ze ook erkennen dat ze het zelf niet redden. Dus ze aanvaarden ook de hulp bij werk, dankbaar. De beperking is vastgesteld. Dat betekent dat daar ook nooit een discussie over is.” -- Dienstverlener

^{vii} Original quotation in Dutch: “Wat ik merk is; er zijn twee belangrijke punten waardoor er voor werkgevers een drempel is. Ze willen geen risico lopen en ze willen ontzorgd worden. Dat zijn twee zaken voor een werkgever die je moet oplossen wanneer die iemand in dienst gaat nemen of gedetacheerd gaat hebben.” -- Dienstverlener

^{viii} Original quotation in Dutch: “De ondernemer wil de ingewikkelde verhalen niet hebben. Die interesseert het niet dat wij een probleem hebben als gemeente. Dat wij allemaal mensen in onze kaartenbakken hebben zitten die maatschappelijke problemen vormen enzovoort, en dat wij gekort worden op onze re-integratiemiddelen en dat wij als gemeente straks nog veel meer mensen moeten plaatsen voor nog veel minder geld. Maar dat is wel het probleem dat wij iedere keer naar voren schuiven; 'kijk, dit zit er aan te komen, de Wet Werken Naar Vermogen.' Dan zegt die ondernemer 'dus... jullie hebben een probleem'.” -- Dienstverlener

^{ix} Original quote in Dutch: “De Wwnv biedt met het instrument van loondispensatie de mogelijkheid werkgevers extra te stimuleren om mensen met een arbeidsbeperking in dienst te nemen. De werkgever betaalt alleen het arbeidsproductieve deel van een werknemer met een beperking, de overheid vult het inkomen aan tot maximaal het wettelijke minimumloon.” (De Krom, 2012, p.6).

^x Original quotation in Dutch: “Bij mensen met een beperking gaat de beperking niet over.” – Cliëntondersteuner.

^{xi} Original quotation in Dutch: “Een optie is voor korte periode mensen te detacheren via bijvoorbeeld het SW-bedrijf en vervolgens kijken of mensen aangenomen kunnen worden. (...) Het moet een doorstroombedrijf zijn; wanneer iemand voor 3 maanden gedetacheerd wordt dan moet er ook bij gezegd worden dat als het goed verloopt de persoon ook echt aangenomen wordt.” -- Dienstverlener

^{xii} Original quotation in Dutch: “Ik verwacht niet dat jij als re-integratiebedrijf een probleem komt brengen. Ik verwacht dat je met een werkbaar situatie komt. Dus je moet met een totaalplaatje komen. Als je alleen maar komt van, ik heb hier iemand met een beperking, kun je daar iets mee, dan denk ik van goh jij hebt een probleem en dat probeer je nu bij mij neer te leggen en je hoopt maar dat ik dan zeg owja daar kan ik wel iets mee en dat past toevallig in mijn plaatje. Zo zal het in de regel vaak niet werken.” – Werkgever

^{xiii} Original quotation in Dutch: “Als leidinggevende moet je al je werknemers ondersteunen. Er moet een klimaat zijn waarin iemand geaccepteerd wordt en dat is best moeilijk. Daarom is het belangrijk om mensen met een beperking zelfredzaam te maken. De mensen moeten zelf om hulp durven te vragen en assertief zijn. Maar bij sommige mensen kun je je afvragen; dan zijn er zoveel belemmeringen en problemen; lukt dat wel ooit?” -- Cliëntondersteuner

^{xiv} Original quotation in Dutch: *“Wat je eigenlijk doet is; je gaat in gesprek met de werkgevers, luisteren wat voor problemen ze hebben en daar op inspelen. Maar wat er nog wel vaak gebeurt, is dat consultants nog met iemand onder de arm naar werkgevers toegaan. Maar eigenlijk is dat nog de verkeerde aanpak. Eigenlijk zou ik het liefst hebben dat de consultants geen caseload hadden en dat die de hele dag bezig zijn met gesprekken voeren met bedrijven. Maar dat is een utopie. Uiteindelijk is het een mix van twee aanpakken.”* – Dienstverlener.

^{xv} Original quotation in Dutch: *“Werkgevers komen nu bij ons aan met de vraag om een aantal mensen, maar aangezien de doelgroep die werkzoekend is niet enorm groot is, is het lastig om de geschikte mensen te leveren. Het gaat niet om heel grote aantallen. Dus het is veel slimmer om met de persoon met de arbeidsbeperking onder de arm gericht naar werkgevers te benaderen. Van: ik heb iemand die dat en dat kan, dat en dat wil met die en die mogelijkheden en onmogelijkheden. Wij denken dat dat soort werk, dat soort branche voor hem geschikt is. Zoek daar gericht iets voor.”* – Dienstverlener.

^{xvi} Original quotation in Dutch: *“Als je naar de arbeidsmarkt kijkt en je hebt een arbeidsbeperking dan ben je toch veel aangewezen op bureauwerk. En als je dan geen HBO hebt, dan heb je toch weinig kansen. Als je dan dus inderdaad gehandicapt bent en je bent ook nog laag opgeleid dan heb je eigenlijk - zeg ik altijd - een dubbele handicap. Je moet dat niveau wat op zien te krikken.”* – Cliëntondersteuner.

^{xvii} Original quotation in Dutch: *“Je moet met name het bedrijf heel goed kennen. Je moet de taal van de werkgever spreken. En je moet er ook geen hulpverleners op af sturen. Dat is eigenlijk de boodschap. Schoenmaker blijf bij je leest.”* – Cliëntondersteuner.

^{xviii} Original quotation in Dutch: *“De kunst is om te gaan luisteren. Misschien moet je ook wel eens naar een werkgever toe gaan, niet met de intentie om iets te verkopen, maar gewoon om te horen wat voor bedrijf het is. Maar dan wel omdat je ook oprecht geïnteresseerd bent.”* – Dienstverlener.

^{xix} Original quotation in Dutch: *“We hebben dadelijk nog maar 30% van het budget wat we in 2011 hadden en wat gaan we daar mee doen? Je kunt het geld eerst inzetten op de mensen die gelijk aan het werk kunnen en dan moet je eigenlijk voor mensen die het helemaal zelf kunnen helemaal niets voor doen. De mensen die een klein zetje nodig hebben, daar ga je dan je laatste geld aan besteden. Als je die winst kan pakken om die mensen uit te plaatsen, dan houd je misschien in de toekomst nog geld over om naar de volgende doelgroep te gaan. Maar de meeste gemeenten zitten er toch wel op om zo snel mogelijk die schadelasten te beperken. Om eerst de mensen met de kortste afstand tot de arbeidsmarkt uit te stromen, maar dat zal er wel toe leiden dat de mensen met een iets grotere afstand tot de arbeidsmarkt even wat langer moeten wachten.”* – Dienstverlener.