



Eurofound

Active inclusion of young people with disabilities or health problems

National report – Germany

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Research project: Active inclusion of young people with disabilities

Contents

Summary	1
1. National profile	5
2. Case studies	19
3. Conclusions	33
Bibliography	35
Annexes	37

Current status of the target groups

According to the German microcensus (Mikrozensus), 11.7% of the German population are disabled. This rate increases significantly by age: of those between 15 and 25 years, 2.1% are disabled, but in the age group 25–45 the percentage more than doubles to 4.3%. Thus, most people experience disabilities and health-related issues in the second half of life, but while they are still of working age. Considering the demographic changes taking place and the fall in the birthrate, these people could be of use in responding to the looming shortage of skilled workers. And yet, 48.0% of all people of working age with disabilities are economically inactive, compared with the 24.7% of non-disabled people who are economically inactive. Hence, up to half of all people with disabilities within Germany do not work on the open labour market (Eekhoff, 2008). Those with mental disabilities in particular enter the sheltered employment market, for example sheltered workshops (ISB, 2008). Sheltered workshops are often criticised for their detachment from classical liberal market mechanisms.

However, participating in the ‘regular’ labour market means more than simply being part of society as a whole. Participating in the labour market is the essence of independence and dignity in an economic understanding of social market economies. It underlines the principles of freedom of choice and the opportunity to earn a living (Eekhoff, 2008). The mainstream labour market in Germany is based on framework conditions that should assure equal opportunities, but also require skilled workers. Therefore, the rehabilitation system tries to cover those who leave special-needs schools and are in need of pre-vocational education as soon as possible in order to prepare them for the mainstream labour market. At this stage they enter the rehabilitation system where measures are taken to increase their chances of getting a job on the wider labour market. Each year 47,000 young people with disabilities, usually below 25 years of age, enter the rehabilitation system. Most of them have gained no general secondary school qualification whatsoever. They face special problems and may miss out on entering the regular labour market because they enter sheltered workshops or do not work at all. Based on the figures for the years 2002 to 2006, it is estimated that up to 5,000 young people with disabilities will enter the sheltered labour market each year from now on.

One might assume that the rehabilitation system provided would offer effective and targeted measures, but sometimes people in this system find themselves in a rehabilitative loop or ‘dead end’. Young people with disabilities may enter the rehabilitation system and take part in the various measures it offers, but still be unable to enter the mainstream labour market, or they will enter the shared employment market and never move on to mainstream employment (see section below on statistics).

This is one of the many reasons why 63.0% of all people with disabilities obtain pensions as the main source of maintenance compared to 18.8% of the non-disabled. This might indicate that some of them obtain pensions earlier than the non-disabled. Their chances of accumulating wealth also seem to be significantly lower. And even for those who do participate in the wider labour market, large numbers of young people with disabilities are absent from work due to illness for more than a year. Among disabled employees between 15 and 25, 12.3% are reported to take time off ill for more than one year compared to 0.5% of the non-disabled. This rate rises to 16.2% for those between 25 and 45. Considering equal opportunities, it has to be mentioned that more people with disabilities than non-disabled people work as blue-collar workers (35.7% compared with 26.1%) and that disabilities may result in lower chances of being self-employed (7.7% compared with 11.4% among non-disabled people).

Although a highly elaborated and differentiated rehabilitation system has been established in Germany and many measures may lead to adequate results, a general state of equality does not yet exist. But new opportunities, such as the personal budget since 2008 and supported employment, as well as the signing of the United Nations (UN) Convention on the rights of Persons with Disabilities in 2009, may help to form policies that increase the amount of independence and the degree of disability inclusion within Germany. The case studies in this report highlight the current paradigm shift

and show that the existing rehabilitative structures and measures are becoming more flexible. This can be seen as a good start, but further development is desirable.

How societal and individual needs are currently being addressed

The national approach focuses in a top-down manner on adequate income support, the implementation of inclusive labour market measures and access to health and social services. Since Germany signed the United Nations Convention on the rights of Persons with Disabilities, several campaigns have promoted the idea of an inclusive society in order to promote individual and institutional actions from the bottom up.

Adequate income support to prevent social exclusion

As a welfare state, Germany has a differentiated social security system and offers various public benefits and pensions for those in need. Between 2008 and 2009 the net annual equivalent income increased from €21,086 to €21,223, and is considered relatively good in relation to other EU Member States (DESTATIS / EU-SILC 2012). Moreover, the earnings level below which someone is deemed to be living in poverty starts at €11,151 in Germany, and this is considered relatively high compared with other EU Member States. This is because of the high cost of living in Germany. Most forms of social participation and cultural activities can only be accessed if one has a certain amount of money. As a result, living at or below the poverty level has a significant impact on most forms of social participation. Those who do not participate in the regular labour market are most likely to fall below the poverty level and people with disabilities have an increased risk of unemployment. The long-term unemployed are eligible for unemployment benefit II (*Arbeitslosengeld II*), amounting to €364 a month (€4,368 a year). However, access to basic healthcare services and education is free. Housing benefit is also granted.

Low incomes are one of the major reasons for social exclusion. Therefore, the effectiveness of this type of social security system is measured by the 'at-risk-of-poverty rate' (*Armutgefährdungsquote*). Those who are under 18 have an at-risk-of-poverty rate of 30.5% when they gain no benefits from the social security system (DESTATIS / EU-SILC 2012). This risk is reduced to 15.0% for all age groups when they are covered by public benefits. Even without public benefits, people of working age (between 18 and 65) have a lower risk of poverty (24.8%) than those under 18. The over-65s (16.1%) also have a significantly lower at-risk-of-poverty rate than the under-18s. This indicates that participation on the open labour market is one of the driving forces behind individual prosperity. In comparison the at-risk-of-poverty rate for all EU Member States is 16.3% and that of the 12 new EU Member States is 17.1%.

Those who do not find a job on the open labour market or face continuing difficulties in reentering the labour market get unemployment benefit II (see above) and additional help from the Federal Employment Agency (*Bundesagentur für Arbeit* – BA) to cover their basic needs. They also get access to various rehabilitation measures. These measures are intended to prepare them for employment on the regular labour market, and in many cases the Agency provides administrative or financial support to help them get a job. These measures are even more sophisticated for people with severe disabilities. As an example, they are entitled to protection against dismissal or to early retirement pensions. Many of these measures work to achieve an inclusive labour market by covering the financial costs of the enterprises involved.

Access to health and social services

Once people with disabilities pursue a regular activity on the open or sheltered employment market and earn an employment income higher than €483 a month, they have to pay their contribution to the statutory health insurance. If their employment income is below €483 a month, the employer has to pay the whole amount of their contributions. Disabled children are covered on the family insurance in the statutory health insurance system without age restriction. Private health insurance companies often reject applications by people with disabilities because of their increased risk. The statutory health insurance companies are obliged by law to accept any application, regardless of medical conditions or disabilities.

Non-work-related services, such as parking permits for people with disabilities and free public transport, cover various aspects of participating in society. However, some people with severe disabilities live in homes for the disabled and many such homes are very near to the sheltered workshops. This may be particularly critical when home and work simultaneously seem to be detached from society.

Establishing inclusive settings in society

According to the UN, disability-specific arrangements have to consider the common requirements of people with disabilities in order to assure their equal participation in society, regardless of whether or not they participate in the mainstream labour market. In addition, it requires a societal shift in thinking to promote the social acceptance of people with disabilities. The case studies presented in this report and the account of the difficulties of people with disabilities trying to participate in the labour market (see section on statistics) reflect this concern about inclusion. It is not enough simply to provide measures that can promote inclusion; it is also necessary to establish inclusive settings within society. This is also the most urgent task of the funded initiatives and programmes of the German Federal Government. In order to promote active inclusion, existing measures must first be evaluated and improved if necessary, and examples of good practice need to be promoted and communicated on a national and international level. Thus, the latest trends and emerging issues are mainly based on the insider perspective, and the authorities consult widely with associations representing people with disabilities when considering future policies. In order to ensure objectivity and to take into account the perspectives of different stakeholders, the German Institute for Human Rights (GIHR) monitors these developments. Aside from the combination of core welfare services that aim to cover adequate income support, inclusive labour market measures, access to health and social services, and inclusive settings within society, effective working relationships have been of high relevance. Although the national approach seems to cover various fields of interest for people with disabilities as well as health-related issues, the general context and combinations of these measures still have to be analysed. With the case studies included in this report, activation mainly took place at an individual or institutional level. The national approach was evident only in the framework conditions which may determine the success of inclusion.

Status of active inclusion in national and sectoral policies

Since Germany signed the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD) in 2009, the country has experienced a paradigm shift from integrative measures to inclusive measures. For example, in addition to supporting the campaigns of associations representing people with disabilities, the CRPD promotes the legally binding provision of inclusive schools. The Convention is based on an understanding of disability that regards any form of physical, emotional, mental or sensory impairment as a normal part of human life and of society as a whole. It also appreciates diversity as a potential source of cultural enrichment. According to the Convention, people with disabilities should live among the non-disabled and feel a part of society. Four different government institutions are in charge of the social framework conditions within Germany. They provide top-down measures and stay in touch with relevant actors and institutions, in order to promote the inclusion of people with disabilities or health issues.

1. The Federal Ministry of Labour and Social Affairs (*Bundesministerium für Arbeit und Soziales – BMAS*) covers social security measures and aims to promote the participation of people with disabilities on the open labour market in collaboration with the Federal Employment Agency (*Bundesagentur für Arbeit – BA*).
2. The Federal Ministry for Families, Senior Citizens, Women and Youth (*Bundesministerium für Familie, Senioren, Frauen und Jugend – BMFSFJ*) provides support in terms of programmes and information for families with disabled family members.
3. The Standing Conference of the Ministers of Education and Cultural Affairs of the Länder (states) in the Federal Republic of Germany (*Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland – KMK*) collects data on political initiatives and gives advice on education to the federal states. The KMK provides data on young people with disabilities in special-needs schools and is involved in the provision of inclusive measures and structures in school.
4. The Federal Government Commissioner for the concerns of disabled people (*Beauftragter der Bundesregierung für die Belange behinderter Menschen*) monitors the efforts of the responsible institutions and promotes equal conditions in all areas of social life for people with and without disabilities.

Most of the efforts aimed at people with disabilities are the result of combined strategies and cooperation between these four institutions and several other service providers and organisations. Some of them are engaged in supervision and scientific research concerning the legal parameters of inclusion. The Federal Institute for Vocational Education and Training (*Bundesinstitut für Berufsbildung – BIBB*) is just one example.

The closer these institutions get to actively working with and for people with disabilities – turning from the theoretical level to the practical level – the more heterogeneous the setting of relevant actors becomes. Three of the most relevant actors in the field of active inclusion are the integration offices (*Integrationsämter*), the national association of integration offices (*Bundesarbeitsgemeinschaft der Integrationsämter und Hauptfürsorge-stellen – BIH*) and the specialist integration service (*Integrationsfachdienst*). They administer public benefits for integrative and job-related approaches and offer a variety of information to all people with disabilities seeking a job and all employers seeking disabled employees. Within the enterprises the representatives for employees with disabilities (*Schwerbehindertenvertretung*) can initiate actions and inform their employers about labour-related measures and support in regard to people with disabilities.

Furthermore, since 2011 Germany has been using the Map of Inclusion (*Inklusionslandkarte*) provided by the Federal Government Commissioner regarding the concerns of disabled people. It collects available information on ongoing projects related to this topic in order to provide a role model for similar projects.

Throughout all levels of judicial and executive measures, young people with disabilities seem to have a high degree of priority. This is in accordance with the guiding principle that prevention is better than cure. Early interventions and a variety of services and measures provided for young people with disabilities underline the preventive character of the German rehabilitation system. However, as the statistics indicate (see below), people with disabilities cannot yet participate equally in society. There is a risk of them leaving the school system undereducated and without suitable qualifications for the mainstream labour market and of missing out on inclusion in many areas of social activity.

Indicative statistics

Although Germany's Federal Employment Agency (BA) is obliged by law to provide data on given measures relating to the access of people with disabilities to the mainstream labour market, there are certain difficulties in extracting information about young people with disabilities from these data. These difficulties result from the heterogeneity of the German vocational education and training and rehabilitation system, and also from the fact that individual information on health and disability is treated as sensitive data. Especially when it comes to the critical age when young people with disabilities leave the school system and prepare to enter the rehabilitation system or the open labour market, a significant gap in data can be detected. The different data sources use different ways to address the target groups and their statistics are seldom comparable. Nevertheless, it is possible to extract some useful information provided by the relevant data services, and to broaden the scope by using panel data such as that supplied by the German Mikrozensus. This report uses data from the latest census that included people with disabilities (2009).

Activity rates

The gap in data also appears in the Eurostat self-report data, which contains the proportional distribution of the activity status of the target groups for Germany (accessed 6 September 2011). Data are only available for those who either have a disability or who do not have a disability at all. Different degrees of disability cannot be differentiated. Table 1 uses this data to compare the age groups 15–24 and 25–34, and to compare the activity status of different categories within these age groups. The respondents were able to answer that they are employed, unemployed or belong to the inactive population. Because statistical registration at the BA is not always stringent, and because of the variety of options available to people with disabilities, the unemployment rate is not a reliable indicator. According to the International Labour Organization (ILO) the term 'unemployed' refers only to those who are actively seeking work on the regular labour market. Especially when it comes to people with disabilities, it is very likely that they will be participating in some sort of pre-vocational measure, sheltered or public promoted work. One can clarify these difficulties by comparing the unemployment rate of those who have some sort of disability with those who have none. Table 1 indicates that 8.4% of all people with disabilities are unemployed while 5.9% of all people without disabilities are unemployed. This small difference is also mirrored in the 16–24 and the 25–35 age groups. One can assume that this difference is too small to account for the actual number of people with disabilities who would like to work, and does not reflect on the problems they face when participating in the regular labour market. In contrast, the same comparison for those who belong to the economically inactive population indicates stronger differences between those who have a disability (48.0%) and those who do not (24.7%). This difference is smaller within the 16–24 age group.

The increasing disadvantage that people with disabilities face as they age can be seen for those between 25 and 34 and for the total of all age groups within the inactive population. They exceed the rates of people within the same age groups that do not have a disability. Those between 16 and 24 have an employment rate of 48.9% (25–34-year-olds: 65.8%) compared to the figure of 43.4% for all 16–34-year-olds. People with disabilities in the age range 25 to 34 have the highest rate of employment (65.8%) and the lowest rate of economically inactive people (22.8%). It can be assumed that at this age the chances of participating in the regular labour market are at their best. However, the comparison of their activity status to those who have no disability at all is a stark indicator of social inequality.

Table 1: Proportional distribution of activity status by severity of disability and age group

Activity status	Employed			Unemployed			Inactive population		
	16–24	25–34	Total	16–24	25–34	Total	16–24	25–34	Total
Total	50.3%	77.3%	66.5%	5.2%	6.5%	6.2%	44.5%	16.2%	27.3%
Without disability	50.4%	77.9%	69.4%	5.0%	6.3%	5.9%	44.6%	15.8%	24.7%
lightly disabled	*	*	*	*	*	*	*	*	*
with some disability	*	*	*	*	*	*	*	*	*
with severe disability	*	*	*	*	*	*	*	*	*
very severe disability	*	*	*	*	*	*	*	*	*
not classified	*	*	*	*	*	*	*	*	*
All degrees of disability	48.9%	65.8%	43.3%	9.0%	11.4%	8.4%	42.1%	22.8%	48.0%

* no reliable data or no data

Source: EUROSTAT, 2011

Table 2 shows the proportional distribution of people with severe and non-severe disabilities persons by age and sex within Germany. The table is based on panel data from the German Mikrozensus. Unfortunately, the German Mikrozensus has not yet been completely analysed for the latest data on disability in Germany (Behindertenbericht). The last complete report dates from 2005 and the figures presented for 2009 broaden the scope of the target group up to 45 years of age. However, the data do contain some relevant information: 9,560,000 (11.7% of the population) stated that they have a disability. This figure is similar to official data on disability in Germany. The number of people with disabilities increases by age. There are 141,000 young people below 15 with disabilities (1.3% of population of the same age) and up to 944,000 people between 25 and 45 years of age with a disability (4.3% of population of the same age). This is because most people do not report a disability until after leaving school and because many kinds of disabilities occur during work.

Table 2: Proportional distribution in society of people with severe and non-severe disabilities by age and sex

	Disabled (total)		% of severely disabled within age group			% of non-severely disabled within age group		
	n	% within age group	Total	Men	Women	Total	Men	Women
< 15	141,000	1.3	1.1	1.3	1.0	0.2	0.2	0.1
15–25	199,000	2.1	1.7	2.0	1.5	0.4	0.4	0.3
25–45	944,000	4.3	2.8	3.0	2.6	1.4	1.7	1.2
Total (all age groups)	9,560,000	11.7	8.7	9.1	8.2	3.0	3.4	2.6

Average sample: 1% of German population; predicted 9,560,000 disabled people in Germany

n: number of people in Germany with attribute

Source: Mikrozensus (2009)

Table 2 also contains information on the rate of those who have a severe or non-severe disability within these age groups. Within all age groups the rate of people with severe disabilities (8.7% total) exceeds the rate of non-severe disabilities (3.0% total) and increases by age. Men seem to be more affected by disabilities and severe disabilities than women.

Table 3 provides more information about people with severe disabilities. Their numbers increased from 6,765,355 in 2005 to 7,101,682 in 2009, according to official data provided by the Federal Statistical Office (DESTATIS). Table 3 also underlines the rising number of people with severe disabilities in older age.

Table 3: People with severe disabilities by age in 2005, 2007 and 2009

	2005	2007	2009
Non working age	n		
> 4	14,478	14,297	14,275
4–6	14,611	14,002	14,336
6–15	91,124	91,928	94,708
Working age	n		
15–18	41,342	39,918	38,250
18–25	111,722	117,157	122,155
25–35	200,061	200,510	210,081
All ages	n		
Total	6,765,355	6,918,172	7,101,682

Source: DESTATIS, 2012

In view of the reliability of the German Mikrozensus as a source of information and to help fill the gap in data presented in Table 1, another table concerning the labour force and the unemployment rate is presented using Mikrozensus data (Table 4). Although the age groups differ slightly between Table 1 and Table 4, the increase in the labour force participation rate between young people (15 to 25 years of age) and early middle-aged people (25 to 45 years of age) is replicable. As Table 1 emphasises, the unemployment rate of people with disabilities is higher than for those with no disability. One can assume that Table 4 is more precise because of the representative character of the German Mikrozensus. Thus, the social inequality between the labour force participation rate and the unemployment rate for people with or without disabilities is emphasised: people with disabilities (27.2% total) are underrepresented on the regular labour market compared to people without disabilities (62.7% total). The labour force participation rate of men is above the women's rate, but the gap between them and non-disabled men is also higher than for women. This may be related to gender-specific jobs. As shown in Table 1, the unemployment rate of disabled people is above the rate of non-disabled people, but this is still an untrustworthy indicator in the field of disability research.

Table 4: Labour force participation rate and unemployment rate for disabled and non-disabled persons* by age and sex

	n	Total		Men		Women	
		Disabled	Non-dis.	Disabled	Non-dis.	Disabled	Non-dis.
Labour force participation rate	n	% within age group					
15–25	92,000	46.4	52.9	47.2	56.0	45.2	49.7
25–45	657,000	69.5	88.0	74.0	94.8	64.0	81.1
Total (all age groups)	2,561,000	27.2	62.7	30.6	70.7	23.5	55.3
Unemployment rate	n	% within age group					
15–25	12,000 ^c	12.7	10.8	13.8	11.8	**	9.7
25–45	68,000 ^c	10.3	7.4	11.5	7.7	8.6	7.0
Total (all age groups)	230,000 ^c	9.0	7.6	9.4	7.9	8.3	7.3

* According to the definitions by the International Labour Organization (ILO)

Average sample: 1% of German population

n: number of people in Germany with attribute

** : no reliable or no data at all

c: critical data

Source: Mikrozensus (2009)

Forms of employment

When it comes to active inclusion, the labour force participation rate is one relevant indicator for the social situation of disabled people within a country. Another relevant indicator follows a more qualitative approach and focuses on their rate within the different forms of employment. Table 5 presents a proportional distribution of different forms of employment and differentiates them by sex. The difference between the figure of 2,561,000 (Table 4) disabled people who participate in the mainstream labour market and the figure of 2,331,000 (Table 5) disabled who subdivide into different working conditions is explainable by the fact that the German Mikrozensus offers the option to refuse to answer certain questions. According to the data, people with disabilities are less likely to be self-employed (7.7% of all people with disabilities working in the mainstream labour market) compared to those without disabilities (11.4% of all non-disabled people working in the mainstream labour market). The rate of people with disabilities among blue-collar workers (35.7% of all people with disabilities working in the mainstream labour market) is also higher than the rate of people without disabilities (26.1% of all non-disabled people working in the mainstream labour market). These rates refer to both genders. However, the rate of disabled white-collar workers is only slightly below the rate of the non-disabled. The ratios for disabled and non-disabled people in civil service jobs are equal. Although a total of just 5.4% of all people without disabilities work as civil servants, public workplaces also employ 5.4% of all people with disabilities. Social inequality in working conditions is evident for self-employed and blue-collar workers. However, up to 56.6% of all people with disabilities on the regular labour market work as white-collar workers or civil servants.

Table 5: *Proportional distribution of people with and without disabilities by form of employment and sex*

	n	Total		Men		Women	
		Disabled	Non-dis.	Disabled	Non-dis.	Disabled	Non-dis.
		% within age group					
Self-employed	179,000	7.7	11.4	9.2	14.1	5.6	8.4
Civil servant	126,000	5.4	5.4	5.9	6.0	4.7	4.7
White-collar worker	1,195,000	51.2	57.1	42.7	46.2	63.4	69.7
Blue-collar worker	831,000	35.7	26.1	42.2	33.7	26.3	17.2
Total	2,331,000	100	100	100	100	100	100

Average sample: 1% of German population
n: number of people in Germany with attribute
Source: *Mikrozensus (2009)*

Levels of qualifications

The high rates of people with disabilities in the economically inactive population (Table 1) and the disparity in the case of self-employed and blue-collar workers with or without disabilities (Table 5) may be due to the level of qualifications of people leaving special-needs schools. According to the Conference of Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany (KMK), each year approximately 45,000 young people with disabilities leave special-needs schools. Most of them gain no general secondary school qualifications (76.3%). Only 2.2% gain a school qualification beyond general secondary level. This lack of qualifications after leaving school may account for the difficulties which many young people with disabilities face on the labour market. According to ISB (2008), approximately 5,700 people with mental disabilities leave special-needs schools each year. There is no accurate data on their whereabouts after leaving the school system. It can be assumed that most of them gain no general secondary school qualification.

Table 6: Proportional distribution and qualification of people leaving special-needs schools in 2008

	n	
Without general secondary school qualification	76.3%	35,412
With general secondary school qualification	21.5%	9,978
With other school qualification	2.2%	*

Source: KMK, 2011

Sources of income

Difficulties in participating in the labour market may result in income-related inequalities for people with disabilities. The German Mikrozensus asked for the main source of maintenance and only 19.9% of all disabled people seem to finance their lives through working or self-employment compared to 44.5% of non-disabled people. The rate for disabled women (16.7%) is even lower than for disabled men (22.9%). In matters of social inequality, two further differences in maintenance of disabled and non-disabled people become evident: people with disabilities (63.0%) claim pensions to be their primary source of maintenance while only 18.8% of non-disabled persons seem to live on pensions. The high rate of people with disabilities claiming pensions could be related to the increasing number of disabled in older age groups. Furthermore, families with disabled members seem to have lower economic prosperity, because only 8.7% of all people with disabilities can live on family income, while 29.3% of the non-disabled report that source of maintenance. There is also a significant difference between the family income as maintenance for men (3.8%) and women (14.0%). This could indicate that men are more likely to work despite their disability and women are more likely to be covered by some sort of family arrangements (Table 4). It should be remembered that Table 7 represents people with disabilities of all ages and that especially young people with disabilities may rely more on family incomes; the other sources of income may differ as well.

Table 7: Maintenance of disabled and non-disabled persons by sex

	n	Total		Men		Women	
		Disabled	Non-dis.	Disabled	Non-dis.	Disabled	Non-dis.
		% within age group					
Occupation; self-employed	1,904,000	19.9	44.5	22.9	52.0	16.7	37.5
Unemployment benefit (ALG I)	481,000	5.0	5.5	5.7	6.0	4.2	4.9
Pension	6,019,000	63.0	18.8	64.1	16.9	61.8	20.5
Family income	827,000	8.7	29.3	3.8	23.3	14.0	34.8
Income from rent, lease, capital	49,000	0.5	0.4	0.6	0.5	0.4	0.4
Subsistence money	221,000	2.3	0.3	2.3	0.2	2.3	0.3
Other types of support	55,000	0.6	0.9	0.6	0.9	0.5	0.8
Parents' money	*	1*	0.4	*	0.0	*	0.7
Total	9,560,000	100	100	100	100	100	100

Average sample: 1% of German population; predicted 9,560,000 disabled in Germany

n: number of people in Germany with attribute

Source: Mikrozensus (2009)

Figures on the reported days of illness from the German Mikrozensus further clarify the job situation of people with disabilities (Table 8). There is no significant difference between people with or without disabilities regarding short-term illness (lasting from one day to two weeks). Regarding long-term illness (more than one year), people with disabilities exceed the non-disabled by far and may transfer from salaries to pensions because of the duration of their illness.

Table 8: Proportional distribution of people with and without disabilities by duration of illness and age

	1 day – 2 weeks			> 1 year		
	n	Disabled	Non-dis.	n	Disabled	Non-dis.
		% within age group			% within age group	
< 15	17,907	12.7	9.6	22,464	15.6	0.4
15–25	14,726	7.4	7.0	24,477	12.3	0.5
25–45	72,688	7.7	7.0	152,928	16.2	0.8
Total (all age groups)	478,000	5.0	6.1	2,189,240	22.9	2.6

Reported illness within the last four weeks and its duration

Average sample: 1% of German population

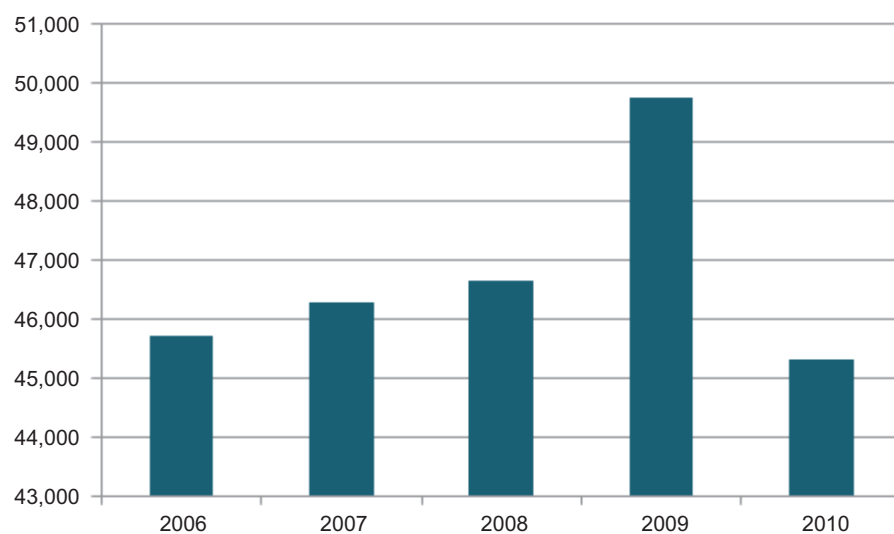
n: number of people in Germany with attribute

Source: *Mikrozensus (2009)*

Vocational rehabilitation

The high incidence of long-term illness among young people with disabilities reflects their difficulties in participating on the open labour market. Recalling the approximately 45,000 young people with disabilities leaving special-needs schools each year, a look at young people undergoing vocational rehabilitation for the first time is of interest. Data on vocational rehabilitation are provided by the BA in their report on the participation of people with disabilities in the labour market (*Teilhabe behindertener Menschen am Arbeitsleben*). Vocational rehabilitation is offered for two different target groups. The first group can be described as young people with disabilities who want to enter the open labour market and need additional qualification or benefits for their vocational education and training. For the second group, the focus is on reintegration for those who have already worked on the open labour market or who are trying to move on from sheltered employment. Up to 75% of those who enter vocational rehabilitation for the first time are below 25 years of age (see Figure 1). The sharp rise in the number of people undergoing vocational rehabilitation in 2009 may be correlated to the legal implementation of supported employment. One can assume that the participants in supported employment have been registered for any services associated with supported employment provided by the BA, but this cannot yet be confirmed. One can note that many young people with disabilities use the benefits provided by the BA each year.

Figure 1: Numbers of people undergoing vocational rehabilitation for the first time



Source: BA (2011): *Eingliederung behindertener Menschen*.

Benefits for companies

Enterprises that offer jobs to people with severe disabilities can obtain public benefits. Table 9 compares two different statistics provided by the BA, and focuses on young people with severe disabilities below the age of 20 and the amount of registered public benefits for severely disabled people below 25 on the open labour market (*Schwerbehinderte Menschen in Beschäftigung; Eingliederungs- und Arbeitgeberzuschüsse*). There was no significant change in the number of young people with severe disabilities in employment between 2005 and 2009. There was a slight drop for 2009. Nevertheless, the numbers for whom public assistance was paid increased by nearly 1,000 participants in this time. There was, however, also a change in the number of young people with severe disabilities between 18 and 25 years of age (Table 3) and one can assume that the increase in public benefits was a result of the increased basic population and that it was not related to the paradigm shift in attitudes towards disability that has taken place during the last few years.

Table 9: Numbers of young people (< 20 years) with severe disabilities in employment and public benefits for young people with severe disabilities in vocational training (< 25 years)

	2005	2006	2007	2008	2009
In employment (< 20 years)	2,592	2,605	2,676	2,700	2,488
Public benefits (< 25 years)	2,227	2,747	3,108	3,095	3,256

Young people with disabilities registered in accordance with section 80 Abs. 2 SGB IX

Public benefits for young people with disabilities in vocational training in accordance with section 235a SGB III

Source: BA (2011): *Schwerbehinderte Menschen in Beschäftigung*; BA (2011): *Eingliederungs- und Arbeitgeberzuschüsse*

The quality of data declines when it comes to the sheltered labour market, for example sheltered workshops. Although it is possible to come up with overall numbers of participants in sheltered workshops, there is very little detailed information about them within official data. Between 2002 and 2006 the Society for Integration, Social research and Business pedagogy (*Gesellschaft für Integration, Sozialforschung und Betriebspädagogik – ISB*) analysed the given structures of participants within German sheltered workshops. The ISB has been charged by the Federal Ministry for Labour and Social Affairs to provide qualitative data, especially on young people with disabilities who enter sheltered workshops right after leaving school (Table 10). Their number increased only slightly from 4,014 new participants in 2002 to 4,727 new participants in 2006. Unfortunately there are no data for more recent years, so it is not possible to measure the effects of the implementation of supported employment and the signing of the United Nations (UN) Convention on the Rights of Persons with Disabilities in 2009. However, a large proportion (48%) came directly from special-needs schools for young people with mental disabilities.

Table 10: Numbers moving from schools to sheltered employment in sheltered workshops

Year	2002	2003	2004	2005	2006
Number	4,014	4,101	4,586	4,704	4,727

Source: ISB (2008)

The statistics at hand highlight the national efforts and problems concerning active inclusion of young people with disabilities. On the one hand there are public benefits for those participating on the open labour market (Table 9), the vocational rehabilitation system is flexible and well developed (Figure 1) and there are proportionately equal numbers of people with disabilities working as civil servants (Table 5). On the other hand many young people with disabilities leave special-needs schools without adequate qualifications (Table 6), a large number of older recipients of pensions have disabilities (Table 7), numbers of school leavers with disabilities moving into sheltered employment are static (Table 10), and people with disabilities are overrepresented among blue-collar workers (Table 5). Political changes such as the Convention on the Rights of Persons with Disabilities need time to be implemented, and also it will take some

time for the effect of new legislation on supported employment and the paradigm shift in the German school system to be reflected in the statistics.

National policies and programmes

Five different approaches focus on the needs of young people with disabilities:

1. Inclusive labour market measures are intended to enable people with disabilities to participate on the open labour market by the use of structural regulations or financial support.
2. Financial support for people with disabilities who are unemployed or have low incomes is regulated by law.
3. Lifelong learning in order to assure flexible and enduring participation in the open labour market is offered in various forms of vocational education and training measures, beginning right after school and extending to old age.
4. The German health system and the health insurance institutions cover all or most of the needs of young people with disabilities or health-related issues, while some other areas seem to be especially designed for the special needs of some people with disabilities.
5. National programmes are aimed at improving the general situation within Germany. However, these approaches represent only the framework conditions of an inclusive society.

Inclusive labour market measures

When it comes to inclusive labour market policy, Germany provides a whole range of structural and financial measures. The situation on the labour market has changed since the implementation of supported employment in 2009 and the further development of social enterprises that have been creating special jobs for people with disabilities (*Integrationsunternehmen*) at a rate of 25% up to 50% of their staff since 2001. The current situation of people with disabilities in Germany can be described as a mix between integrative and inclusive measures in order to help them get jobs. The variety of offered jobs has also been widened by creating new measures and redefining the established ones.

The integration offices (*Integrationsämter*) and their national association (BIH) run many active inclusion measures. Their legal basis of action is covered by section 102 of the German Social Code IX (*Sozialgesetzbuch IX – SGB*). The integration offices aim particularly to tackle job-specific demands like barrier-free structures and tools, and their services are provided in addition to the services of other rehabilitation service providers. Moreover, they provide training for the management level of enterprises and those who are in charge of people with disabilities within the enterprises and assisting institutions. They are financed with funds from the compensatory levy (*Ausgleichsabgabe*).

Other relevant actors for the participation of people with disabilities in the open labour market are the specialist integration services (*Integrationsfachdienste – IFD*). They offer support for people with disabilities and employers. Training and evaluation of disabled people, collaboration with the Federal Employment Agency and preparation of employers and colleagues are part of their duties with the aim of establishing and maintaining participation in the labour market. Their services are often used by enterprises that employ people with disabilities because of the quota system in Germany. The quota system provides that 5% of the total number of posts must be reserved exclusively for disabled people. Otherwise enterprises have to pay a disability-related fee (compensatory levy). This applies to all enterprises with more than 20 employees (Eekhoff, 2008).

According to sections 71 and 77 of SGB IX, enterprises with a staff of 20 people or more have to employ at least 5% disabled people. If these enterprises do not train or employ any people with disabilities, they have to pay a compensatory levy. In 2008, the annual levy amounted to €519.5 million. It is used to fund the support given by the integration offices

and also for model schemes on national and regional level. This is to boost innovative approaches in matters of active inclusion and to improve the legal status of such approaches. €155.8 million have been used as public benefits for enterprises employing people with disabilities.

In addition to the expansion of integrative and inclusive rehabilitation measures, the political focus is on the expansion of freedom of choice as well. The personal budget (*Persönliches Budget*) was introduced in 2008 by section 17 SGB IX in order to make people with disabilities more responsible for their vocational rehabilitation and other aspects of social participation. It enables people with disabilities to buy services from different service providers on their own and covers their individual needs in order to assure their inclusion in society. Because responsibility for this budget is divided between several services, there are no national numbers available on people who take it up.

Adequate income

It is forbidden to discriminate against people with physical or mental disabilities and to impede their chances of participating in society. However, all modern societies require people to have a certain amount of money to achieve any level of participation. Material resources, transportation and even knowledge possess a specific monetary value.

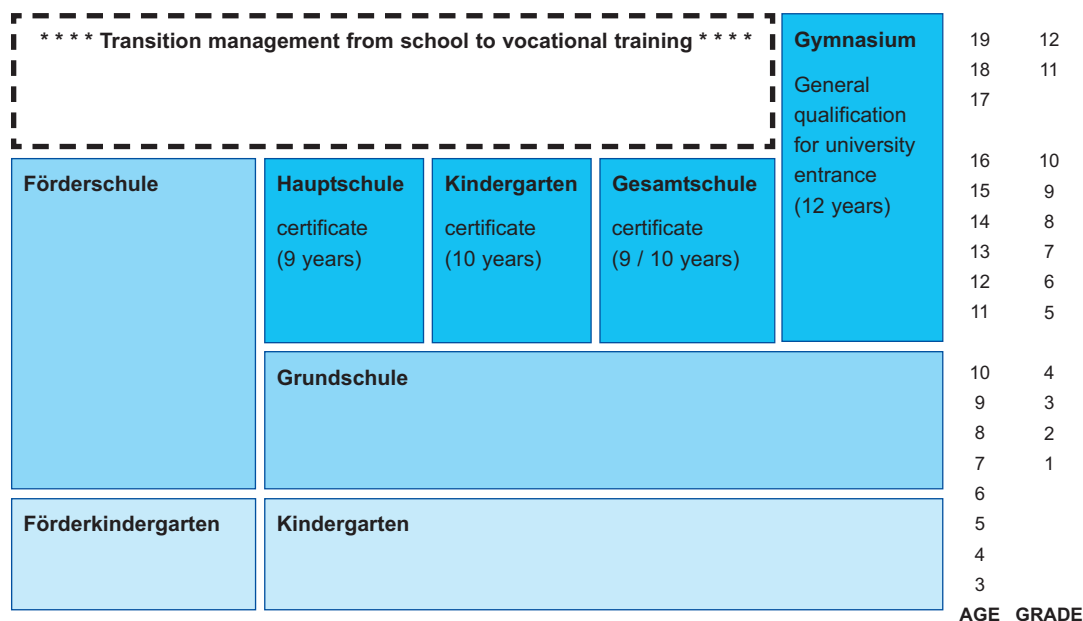
Although people with disabilities are covered by some specialised rules for rehabilitation and participation in the mainstream labour market, the public financial benefits in the case of unemployment are almost the same as for the non-disabled. The German Social Code II and III (*Sozialgesetzbuch II – SGB II and Sozialgesetzbuch III – SGB III*) covers unemployment benefits. People with disabilities can, like people without disabilities, apply for the so-called unemployment benefit II (*Arbeitslosengeld II*) if they are not eligible for unemployment benefit I (*Arbeitslosengeld I*). Unemployment benefit I can be claimed after one year of working and paying social security contributions according to section 117, SGB III. Unemployment benefit II is the basic security regulated by the SGB II in if the person does not find a job or becomes unemployed for more than 12 months (section 7a SGB, II). Unemployment benefit I is based on the previous salary and covers an amount of 60% for those without children and 67% for those with children.

Thus, people with disabilities and people without disabilities conform to the same principle and situation in case of unemployment. However, people with disabilities may face more challenges in getting a job and they may also be in need of personal disability-related assistance. This may affect people with disabilities also in case of employment in that they may face lower incomes because of their working conditions. As one form of compensation for this, the law provides for tax relief and free transport for people with severe disabilities, to lower the costs of social participation.

Lifelong learning

Institutionalised lifelong learning in Germany begins with primary school (*Grundschule*) at a range of five to seven years of age. Before entering school the children may have visited the kindergarten, and there is also a kindergarten for children with special needs (*Förderkindergarten*). Besides the different types of schools (Figure 2) and educational policy within the country's federal states, there are also schools for children with special needs (*Förderschule*). These schools cover all age groups. There, children and adolescents might also attend the lower secondary school (*Hauptschule*) until the ninth or in some cases the tenth grade. Lower secondary schools provide a basic education to qualify pupils to undergo vocational training with more practical needs. As highlighted in the section on statistics (above), most of those leaving special-needs schools gain no qualification that might prepare them for work at all. Because of the inclusive approach in Germany and in accordance with the United Nations Convention on the Rights of Persons with Disabilities, in 2009 young people with disabilities were given the option for inclusive education at all types of school. In addition to the lower secondary school they might also visit the comprehensive schools (*Gesamtschule*), the intermediate secondary schools (*Realschule*) or the upper secondary schools (*Gymnasium*). In this ascending order children and adolescents may visit the schools up to the 12th form in order to get access to universities for applied sciences and regular universities. This depends strictly on the applicant's abilities and skills.

Figure 2: General school system in Germany



Source: KMK, 2009

After leaving school, one can enter vocational or academic education in order to prepare for employment. Those who left school from the last form of the special needs schools or the lower secondary schools may enter the labour market as trainees at the age of 15 to 17. The German vocational training system has a 'dual system' approach to vocational education and training. Enterprises and vocational schools as main actors are physically and legally separate institutions, but work together in terms of vocational education and training. The enterprises focus mainly on teaching the practical skills while the vocational schools teach the theoretical knowledge. This approach is intended to enable the trainees to apply their theoretical knowledge to similar practical tasks. Vocational training in Germany takes 2.5 to 3.5 years, depending on the type of job and the abilities of the trainees. In addition to the initial vocational training, one can enter continuing and advanced vocational training with the aim of improving one's position and function in the job. If someone is unsatisfied with his or her job or other circumstances interfere with the job, it is possible to attend vocational retraining in order to get a different type of job.

Vocational education and training and all corresponding structures and institutions are defined by the Vocational Training Act (*Berufsbildungsgesetz – BBiG*) and the Crafts and Trades Regulation Code (*Handwerksordnung – HwO*). There are also special regulations regarding the framework conditions of vocational education and training of young people with disabilities (sections 66 BBiG and 42m HwO). They are intended to break down the structures of vocational education and training by the use of vocational training modules and offer the trainees with disabilities a more flexible duration and content of training.

The German Social Code (*Sozialgesetzbuch III – SGB*) III in particular contains regulations concerning lifelong learning as preparation for employment and for remaining on the first labour market. It enables e.g. young people with disabilities to pick up a work trial (*Probefbeschäftigung*). This work trial is publicly financed and is intended to decrease barriers within enterprises. Thus young people with disabilities can try out different jobs in order to find a suitable one. There are also publicly financed benefits (*Ausbildungszuschüsse*) for the enterprises that have to pay the training costs. Those for the severely disabled are regulated under section 235a of SGB III and those for other people with disabilities under section 236 SGB III. Both the vocational education and training system and the rehabilitation system in Germany address

the needs of people with disabilities in structural and financial terms in order to achieve lifelong learning and connection with the labour market.

The vocational training centres for disabled juveniles (*Berufsbildungswerk – BBW*) and the vocational training centres for adults with disabilities (*Berufsförderungswerk*) are important institutions for the general and vocational training of people with disabilities. They aim to prepare those who leave school with no work-oriented qualification for vocational education and training, or they help them to continue work-related education and reorientation in matters of employment. Thus, they close the gap between school and work and try to assure successful career progress through the use of lifelong learning options.

Those who are not yet able to enter the mainstream labour market within any of these programmes can enter sheltered workshops. These workshops provide young people with disabilities with a special form of vocational education and training that is intended to enable them to switch to the mainstream labour market.

Access to health services and arrangements for special needs

The health system in Germany offers a variety of services to people with disabilities and health-related issues. In order to cover the costs of these services all people in Germany have to be insured by one of the German health insurance institutions. People with disabilities could be asked to indicate their impairment. However, health insurances cannot exclude people with disabilities from the statutory health insurance funds, because they are committed to insure any person regardless of her or his diseases and impairments. According to section 2a of the German Social Code V the special needs of people with disabilities have to be considered. One example is facilities for integration assistance, which are provided in terms of section 37b of Social Code V. Moreover, it is possible to remain covered by free family insurance without age restriction (section 10 Social Code V).

Further measures in terms of rehabilitation for people with disabilities and health-related issues are covered by the German Social Code XII. SGB XII has an intermediate function between the law on several social issues and social security institutions. It may provide assistance if the person concerned is not covered by an institution with a prior-ranking responsibility. (In some cases the health insurance or the employment agencies may have a prior-ranking responsibility.) The SGB XII covers housing for people with disabilities or living support.

National programmes

The German Federal Government and its ministries run several initiatives and programmes aimed at the active inclusion of people with disabilities or health-related issues. The Federal Ministry of Labour and Social Affairs (BMAS) provides financial and administrative support for most of these programmes, while the Federal Government Commissioner for the concerns of disabled people (*Beauftragter der Bundesregierung für die Belange behinderter Menschen*) is more involved in practical matters and information dissemination.

In recent years the ‘Jobs without Barriers’ (*job – Jobs ohne Barrieren*) and ‘Job4000’ programmes have been run to improve the work-related situation of people with disabilities. The German Federal Government is well aware that achieving an inclusive labour market will require financial costs and considerable preparatory work. Thus, ‘Jobs without Barriers’ and ‘Job4000’ provide funding to cover the financial and administrative risks of enterprises and to increase the independence of people with disabilities. Gaining initial work experience and having the option of employment on the open labour market are intended to make the job market more inclusive. New jobs and training opportunities for disabled people are actively promoted nationwide. Many of the strategies employed are scientifically monitored.

In 2011 it was decided to introduce a National Plan of Action to merge the different measures at the federal level and evaluate future developments in the situation of people with disabilities. This is in accordance with the United Nations Convention on the Rights of Persons with Disabilities.

Social partner initiatives

The German economic system relies on the principle of freedom of choice and German politics emphasise the sovereignty and responsibility of independent stakeholders. On the one hand this means a coming together of independent employers and employees but on the other hand they can organise in their own communities without political jurisdiction. As far as possible, the German political system provides only social and rehabilitative framework conditions and support in order to promote actions on inclusion. However, measures such as the quota system are intended to counterbalance opposing market forces and underline the rights of people with disabilities from the top down.

Official partners

Within these stakeholder-oriented structures, several actors promote the inclusion of people with disabilities. Nevertheless, all initiatives must comply with official legislation and must cooperate with experts to that end. Thus, the Federal Employment Agency, the integration offices and the specialist integration services provide the necessary support in order to promote active inclusion. Financial and administrative issues are likewise part of their job description. The German Federal Government and the Federal Ministry for Labour and Social Affairs provide the political superstructure in order to cover the social living conditions of people with disabilities and health-related issues and to enable bottom-up actions as well.

Work-oriented partners

Two of the most important partners in terms of stakeholder-oriented measures for promoting active inclusion are the labour and trade unions and the German Employers' Federation (*Arbeitgebervereinigung*). Many labour-related issues are negotiated between these parties. The labour and trade unions are committed to health-related issues and disability rights. They promote decent working conditions. Most employers have an interest in disability-friendly working conditions that goes beyond concerns over corporate social responsibility (CRS). Although they agree on essential points, both sides take different views concerning the need for regulations in this area.

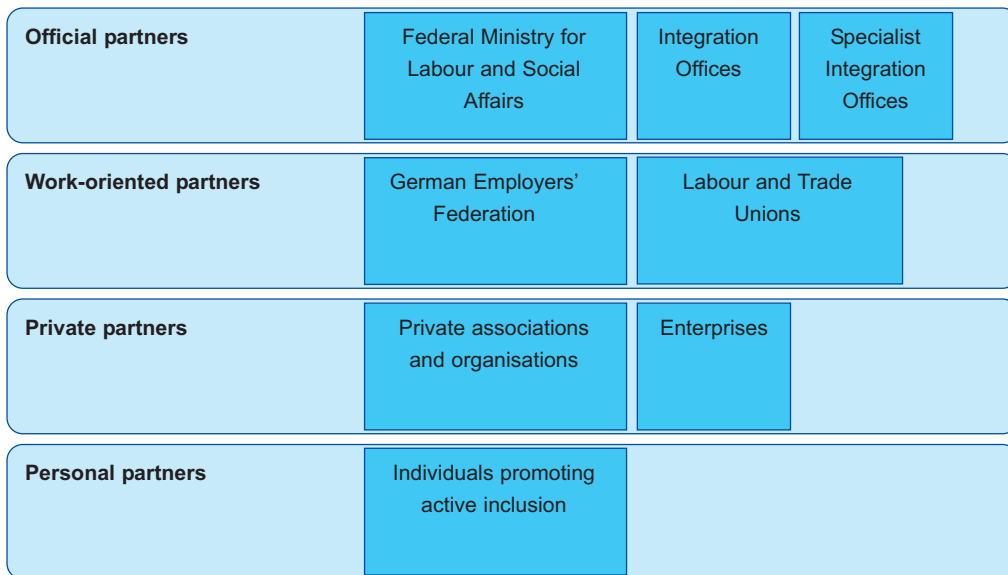
Private partners

Private partners can make their own attempts to promote active inclusion. Associations representing people with disabilities may work to provide specific solutions to specific target groups (case study 2). Enterprises may even reconsider their existing approaches to the issue of workers with disabilities (case study 3 and 4). In many cases they need the support granted by the official and work-oriented partners, but they also need more flexible support to promote their individual solutions. Case study 1, in which new roles were created for the vocational training centres in order to achieve a closer connection with the open labour market, is an example of this type of flexible support. Rigid structures can have a negative impact on actions by private partners that might know their target group best.

Personal partners

Whether they work in disability-related associations or in enterprises, the special commitment of individuals as personal partners promotes the implementation of such projects. Personal partners can establish necessary networks and make appropriate suggestions to those in charge of disability-related issues. Especially within enterprises, personal partners are relevant promoters and can circumvent the problems of different interest groups. Within enterprises the representatives for employees with disabilities are often in charge of disability or health-related issues. They can also help spread information on the topic.

Figure 3: *Hierarchy of social partner involvement*



In summary, the official partners and the work-oriented partners provide general rules of behaviour and a wide range of resources, but many initiatives require flexible solutions in order to maintain inclusion according to the needs of people with disabilities. Financial and administrative support can stimulate individual actions of private and personal partners, but the provided measures and legislation should be adaptable to these approaches. The heterogeneity of the target group and the enterprises involved seems to require bottom-up solutions (Figure 3). But all relevant actors have to work together in order to achieve active inclusion and different views and priorities may undermine such approaches.

Case Study 1: Incorporated training

Summary

Incorporated training means the joint training of young people with disabilities by small and large enterprises and vocational training centres. So far the vocational training centres have tried to place young people with disabilities on the open labour market. The sequence was meant to go from the vocational training centres to the labour market – an approach that has often been criticised for separating character and outcome. Incorporated training changes this sequence, because it offers job opportunities on the labour market within enterprises in order to achieve a more realistic training environment. The vocational training centres and their staff act as facilitators for the vocational education and training, supporting the enterprises in specific matters related to the integration of young people with disabilities. The enterprises cooperating with the vocational training centres provide important practical knowledge and help to train their future skilled personnel. This creates a ‘win-win-win’ situation for the participating enterprises, the young people with disabilities – who increase their chances of getting a job, and the vocational training centres, which achieve a more inclusive approach to dealing with young people with disabilities.

How the project started

Incorporated training with vocational training centres started in 2004 within the METRO Group, one of the world’s largest retail groups. The initiative is also based on the commitment of the umbrella organisation of the vocational training centres, which run 52 vocational training centres with almost 15,000 training positions throughout Germany.

The first trial of incorporated training was conducted with 11 enterprises within the METRO Group and four assisting vocational training centres. For the first time, 20 young people with disabilities began their vocational training in the form of incorporated training. The instructors within the METRO Group were so impressed by the involvement of the young people with disabilities that the project became everyday practice.

Aims and objectives

The aim was to provide an integrative approach by enabling young people with disabilities who need the support of vocational training centres to participate in the occupation of their choice on the open labour market. Only their vocational education and training, mainly in terms of theory and partly in terms of manageable practice, is handled by the vocational training centres. Thus, the enterprises concerned are relieved of financial and organisational aspects. Working on the open labour market with the assistance of the vocational training centres provides a realistic training situation for young people with disabilities and closes the gap between them and the trainees without disabilities.

Intended beneficiaries

Characteristics

The project has been running since 2004 and each year a new group of trainees has started its vocational education and training within the different enterprises of the METRO Group. The average age of trainees is 20–21 years. This means they are two years older than the average age of the participants in a vocational training centre. Almost 33% of them went to regular high school instead of institutions for children and young people with special needs. All of them have severe disabilities. Most have mental health difficulties such as learning disabilities (89%) or mental disturbances (28%). Some of them have sensory disabilities (17%). Because of the different training positions, there is an appropriate mix in gender aspects.

Relevance to the needs of beneficiaries

Because of the high standards of the dual vocational training system in Germany (*Duale Ausbildung*), young people with disabilities are in danger of missing the targets of that form of education. The vocational training centres can provide a

much more appropriate learning situation considering the special needs of young people with disabilities. The downside of such an appropriate learning situation is the fact that it is not representative of the vocational training conditions within German enterprises. By implementing incorporated training, that risk is minimised because the participants work at and are fully integrated into the enterprise.

Activities and processes

Core activities and interventions of the organisation

For the entire duration of incorporated training, the vocational training centres are legally responsible for the young people. The vocational training centres are accountable for the theoretical parts of the vocational training and the articles of apprenticeship. They also pay the trainee's social security contribution; for example, accident insurance. Moreover, they take care of salary and relieve the enterprises of many financial and bureaucratic burdens – even though the trainees with disabilities are working within the enterprises. They also advise the trainers in the companies concerned about the special educational needs of their disabled trainees. This is in order to promote employment of people with disabilities.

The core activities of the vocational training centres within the process of incorporated training concentrate on:

- vocational education and training as part of the dual vocational training system
- administrative issues for the enterprises
- financial relief of the enterprises
- coordination processes between practice and theory
- support for the enterprises when dealing with young people with disabilities.

Relationships with other service suppliers

The Federal Employment Agency coordinates almost 98% of the rehabilitation services for young people with disabilities who try to participate in working life. They are interested in addressing the correct target group for incorporated training to achieve effective and efficient outcomes.

The umbrella organisation of the vocational training centres supports incorporated training in order to help the centres achieve a more inclusive service.

Role of social partners

Young people with disabilities are trying to get knowledge that can be used particularly in industrial practice and are eager to learn valuable skills that make them more attractive for company recruiters. Work experience on the open labour market is crucial in achieving this. In order to lower the financial and bureaucratic burdens of the enterprises, cooperation between the Federal Employment Agency, the umbrella organisation of the vocational training centres and the enterprises is necessary. Without access to the enterprises, work-related knowledge would be unavailable for young people with disabilities. Thus, incorporated training is reducing the difficulties for enterprises in terms of vocational education and training of people with disabilities. Thus, this approach is not dependent on social partners.

Connection to policy or legislation

Incorporated training with vocational training centres is in accordance with a benchmark paper on optimising vocational education and training for young people with learning disabilities and the criteria for identifying the target group according to Book IX of the German Social Code (section 2) and the general aim of participation in working life (section 6). By law, the vocational training centres are required to support a particularly vulnerable group of people with

disabilities with high quality measures (section 35). Incorporated training combines that support with the major aim of participation in the open labour market.

Inputs

Because of the nature of this project as well as the existence of the necessary structures within the enterprises and the vocational training centres, not much extra input is necessary. The trainers in the enterprises concerned as well as those in the vocational training centres would have an active role in any event. The only difference from previous approaches is that the two parties are linked in a more effective way. The German word *verzahnt*¹ describes that approach more precisely than its English equivalent *incorporated*. The shift of the vocational training centres from detached training places to centres involved in training for the mainstream job market can be considered as the main extra input.

Outputs and evaluation

More than 500 young people with disabilities have completed incorporated training in a broad range of 240 professions. The connection between the enterprises and vocational training centres is still developing and more than 160 enterprises and 35 of the 52 vocational training centres are working together by offering incorporated training programmes.

In 2007, for example, 49 young people received vocational education and training in the vocational training centres and 29 of them finished their professional statement. Of these trainees, 46% gained a placement with social insurance cover. This compared favourably with a control group that did not take part in incorporated training, for which the figure is significantly lower at 26%.

Incorporated training seems to be a particularly strong form of systematic cooperation between enterprises and the providers of rehabilitation services.

Good practice in active inclusion

Many enterprises seem to be interested in incorporated training with vocational training centres because they welcome the support given and the motivation of the young people with disabilities. Thus the number of enterprises offering workplaces for young people with disabilities increased significantly after the first initiative in 2004.

Young people with disabilities get a chance to leave the segregated rehabilitation system, to work in enterprises and to shape their own experiences. Even if the vocational education and training is not always successful and does not lead to a job opportunity straight after the incorporated training, it significantly increases their chances of getting a job in comparison to the control group of those in the vocational training centres but without incorporated training. Moreover, they gained work experience which can be seen as a major advantage compared to those who seem to be ‘stuck’ in the German rehabilitation system.

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¹ incorporated; interlocked, geared

Content

Skill-building (including VET and further education)	✓
Job placement (such as supported employment)	✓
Self-employment	
Activation	✓
Condition relevant (including mental health difficulties)	✓
Other:	

Approach

Proactive: reaching out to the target groups	✓
Focus on an individual pathways approach (open employment as the goal)	✓
Targeting the individual and the community (including parents and employers)	✓
Empowerment processes (e.g. decision-making, self-advocacy)	✓
Partnership, networking and links (to other agencies and private companies) that assist in achieving the goals	✓
Links to national policy or programmes	✓
Training and support for staff	✓
Social partner involvement	(✓)
Monitoring and measurement (i.e. data on output, impact or cost effectiveness and individual benefits)	✓
Regional or local sphere of activity	(✓)
De-institutionalised and community focused	

Case Study 2: Mentoring programme for female students with disabilities

Summary

The Hildegardis association launched Germany's first mentoring programme for female students with disabilities, with a particular focus on all facets of accessible and equal participation for this group.

Difficult conditions in social integration affect young people with disabilities not only in the transition from school to work, but also in their further course of education. At universities in particular young people with disabilities may face a huge variety of challenges. Young disabled women may be doubly disadvantaged in tackling higher education in disability-related circumstances. In this mentoring programme the circumstances of such women are analysed and evaluated by mentors who assist during their studies. Each female student who takes part in the pilot programme is accompanied by a mentor for a year. The mentors are experienced professional individuals with academic degrees. They advise students in their studies, career and life planning. Most mentors also live with a disability.

The focus of the programme is to increase the skills of the young women with disabilities. They are encouraged to exercise their strengths and to develop self-confidence for their future jobs on the labour market.

How the project started

The gender situation of the approximately four million disabled girls and women in Germany, who face double discrimination as women and as people with disabilities, was not properly recognised until the 1980s.

The particular disadvantage of women with disabilities is reflected in their unemployment rate: women with disabilities are more affected by unemployment than men with disabilities.

The Hildegardis association is the oldest association for the promotion of women's studies in Germany. It was founded more than 100 years ago with the aim of improving educational opportunities for women. In 2007, the association

examined the situation of female students with disabilities / chronic diseases. The study was funded by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ).

The programme was divided into three one-year mentoring phases. The first phase took place from December 2008 to December 2009, the second from January 2010 to December 2010, and the third phase ran from January 2011 until February 2012.

Aims and objectives

The programme aims to identify the ideological and financial support available for students with disabilities. It also aims to ensure that these supports are synchronised with the actual needs of young women with disabilities and to compare the situation of young women with disabilities with young men with disabilities at universities in Germany.

Overall, the goal is to open up opportunities for women with disabilities and to strengthen their skills by the use of mentors to help overcome the identified gaps in support for young women with disabilities.

Intended beneficiaries

Characteristics

In the first phase of the mentoring programme a qualitative interview was conducted with eight women in order to set up an adequate questionnaire to evaluate the programme. Some of these women were studying or had stopped their undergraduate studies; others had completed their studies. Most of them had physical disabilities. Seven of the interviewees were aged between 19 and 33. One student was 54 years old. The interviewees chose higher education at universities on their own behalf. The choice of study location and the proximity to home were important considerations for all of the students. The interviews indicate that studying with disability may require great effort.

Apart from the discrepancy between individual learning capacity and the requirements of the course of study, the financial position of disabled students can be challenging. Part-time jobs are hard for students with disabilities to get. The women interviewed expressed a variety of concerns relating to finances: the strong involvement of parents in financing the studies leads, on the one hand, to a very large financial burden for the parents and, on the other hand, to a strong dependence of the students on their parents.

Relevance of a mentoring programme for female students with disabilities

Financial support seemed to be one element of the support necessary for female students with disabilities to help them manage their academic life successfully. The interviewed students also expressed their gratitude for the encouragement, advice, guidance and support in various forms given by the mentors.

Therefore, the Hildegardis association expanded the mentors' remit to include financial matters; the mentors provide information on existing structures and possible assistance for the students.

The programme is designed to increase the degree of inclusion.

Activities and processes

The Hildegardis association promotes the participation of people with disabilities and looks for interested mentors at several universities. There are no special requirements, so all German universities could theoretically participate in the programme. The mentors are thoroughly prepared by the Hildegardis association for their active role in the association and their work with the disabled students.

Relationships with other service suppliers

The Hildegardis association designed the basic structure of the mentoring programme and gets financial support from the Thalidomide Association (*Conterganstiftung*), which is responsible for people with disabilities. Further financial support is provided by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth.

In addition to this financial support some student service centres shared their information about the students' situations and support structures with other service suppliers. Some lecturers, students and disability officers at the universities have also been involved in the project.

Role of social partners

Young people with disabilities may find it particularly hard to get necessary information: which services are available for university students, how they can apply for them and, even more important, who will support them in getting access to these services.

The study environment places high demands on the students and as a result of their disability they may face several problems that restrict their independence. The absence of barrier-free structures and possible discrimination towards people with disabilities are just two examples.

The Hildegardis association had to establish a network with relevant student organisations and to hire, train and mediate adequate mentors for young female students with disabilities. The mentors had to be prepared for their job and be well informed about regional structures.

The universities and student organisations in charge of students with disabilities had to provide information about the structures and support systems in their area of responsibility. The Information Center for Studying and Disability of the Student Welfare Service (*Informations- und Beratungsstelle Studium und Behinderung*) holds much of the necessary information and provides assistance to disabled students dealing with political issues and application forms.

Scientific expertise and evaluative support was given by the University of Kassel.

Inputs

The mentors are the central element of the programme, along with the information that needs to be provided to the students to help them gain the most out of their university life and obtain the assistance they need.

The improvement of the situation of young female students with disabilities is due to the mentors who provide the disabled students with a role model, additional information about the possible services and help in getting access to these services. In addition, they reduce the risk of discrimination and help those affected to deal with it.

Outputs and evaluation

On the one hand the programme highlighted the problems for young females with disabilities at German universities and on the other hand it provided them with considerable assistance in a number of areas. Before the mentoring programme started, studying conditions had been unsatisfactory for the students:

- They needed more time to fulfil the academic requirements.
- They were dependent on the financial assistance of their parents.
- They were in need of social support and encouragement.
- They had difficulties in finding jobs.

These conditions have been improved for the 60 students who have been mentored. The 60 mentors provided specific assistance to the individual students because each of them had different difficulties in dealing with academic life. In some cases, a single phone call was able to improve the student's situation. All of the students said that the mentors had helped make academic life more accessible for them.

Good practice in active inclusion

A higher school degree and access to university does not guarantee a barrier- and discrimination-free life at all. At German universities young female students may face several difficulties that could slow them down or force them to abandon their studies. A mentoring programme provides the disabled students with the necessary support at the right place and time. The structural deficiencies within the German academic system, and variations in the amount of support provided, increase the impact of disability as well as gender-correlated aspects and make the students feel uncomfortable. Using mentors will not change the system, but it can help fill the gap between the service providing institutions and those with disabilities. It seemed to be a small step for the Hildegardis association and all relevant social partners, but it is a major approach in increasing the quality of life of young women with disabilities.

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Content

Skill-building (including VET and further education)	✓
Job placement (such as supported employment)	
Self-employment	
Activation	✓
Condition relevant (including mental health difficulties)	✓
Other:	

Approach

Proactive: reaching out to the target groups	✓
Focus on an individual pathways approach (open employment as the goal)	✓
Targeting the individual and the community (including parents and employers)	✓
Empowerment processes (e.g. decision-making, self-advocacy)	✓
Partnership, networking and links (to other agencies and private companies) that assist in achieving the goals	✓
Links to national policy or programmes	✓
Training and support for staff	✓
Social partner involvement	(✓)
Monitoring and measurement (i.e. data on output, impact or cost effectiveness and individual benefits)	✓
Regional or local sphere of activity	
De-institutionalised and community focused	

Case Study 3: AutoMobil: Vocational Training without Barriers

Summary

The overall goal of this project was to secure sustainable vocational training opportunities for young people with disabilities or health problems by overcoming barriers that exist both for potential applicants and for those who are responsible for appointing and employing applicants. The project focused on the development and implementation of barrier-free apprenticeship opportunities and application procedures in order to recruit severely disabled adolescents into industrial training programmes. In cooperation with leading companies of the German automobile industry, the barriers to providing occupational training programmes were identified from the perspective of the companies. In a second step new strategies for removing these barriers throughout the entire recruitment process were developed and tested. The evaluation of the project resulted in guidelines for companies to promote their willingness to recruit more young people with disabilities ('10 Barriers and How to Remove them – Investment in the Future!').

How the project started

In spring 2005, a young man applied for a three-year vocational training opportunity at Daimler's Mercedes Benz Company in Bremen. Anton was different from most other applicants: he is deaf and he communicates in sign language. So the first reaction of the Human Resources Department was well-intentioned advice: 'Why don't you join a vocational training center for the deaf? Their programme is individually adapted to your needs!' But Anton wanted to be trained in a real company alongside hearing colleagues. And he was not easily discouraged. He applied again and contacted Daimler's representative for employees with disabilities, Alfons Adam, who processed Anton's application. With his support various barriers were removed, Anton got the chance to be interviewed in sign language and to take a recruitment test in simple language. Anton passed the recruitment and finally he received the apprenticeship.

After three years, Anton not only passed his final state-recognised exam, he gained the highest mark in his year. So Anton's history became well known and people began to realise that if he was able to manage such a demanding training programme, maybe other young people with disabilities or health problems could do so, too. But why do other young people in a comparable situation not apply for vocational training in a company? Are there special barriers and how could companies motivate and encourage them? Through the work of the task force of representatives for employees with disabilities in the German automobile industry, other enterprises became interested in these questions and the idea of the AutoMobil project was born. Although this aspect has not been explicitly investigated it can be assumed that corporate social responsibility (CSR) is a possible motive.

Aims and objectives

The aim of the AutoMobil project is to improve occupational training opportunities for young people with disabilities or health problems by removing barriers during the recruitment and application process as well as during the occupational training. In conjunction with five companies from Germany's automobile industry the project identified technical, social, communicative, and structural barriers. Based on the results of this analysis, a task force was formed consisting of representatives from the companies, the social partners and the science sector. Its objective was to improve the situation by practical, immediate and effective action, for example:

- developing adequate strategies to encourage young people with disabilities or health problems before and during the application process;
- developing adequate strategies to encourage the companies;
- providing information to stakeholders about legal support services as well as public funding for companies that train and employ people with disabilities;
- designing guidelines for companies that are willing to train young people with disabilities for the first time.

Intended beneficiaries

Characteristics

The target group of the AutoMobil project is young people with certain types of disability and health problems (physical and sensory disabilities as well as chronic diseases) who are officially diagnosed and registered as ‘severely disabled’. To be eligible for a regular vocational training position, the applicant needs to have a school-leaving certificate. This meant that young people with intellectual and mental disabilities were formerly excluded. Most of the school-leavers addressed by this project are between 16 and 20 years old. About half of them have attended a school for special education. Many of them have applied unsuccessfully for an in-company training position or have signed up for vocational preparation schemes in the hope of improving their chances on the job training market.

Relevance to the needs of beneficiaries

The AutoMobil project is improving the chances of young people with disabilities by removing several barriers among companies which are recruiting vocational trainees. In Germany it is highly desirable for the target group to complete vocational training in the dual system (practical training in the company and theoretical work at the vocational school) instead of special training centres for people with special needs. They get the chance

- to complete their occupational training in a real situation instead of an overprotected environment;
- to gain social skills in the contact with other young people without disabilities;
- to find an adequate job after they have successfully completed their vocational training.

Activities and processes

The task force of the AutoMobil project has developed a package of measures to encourage employers to make better use of active recruitment strategies. Representatives of the five participating enterprises, who are involved in the recruitment process, have adapted these measures to the specific needs and culture of their company and initiated different interventions, including:

- holding training courses and informational events
- forming task force groups for recruitment
- extending networks with external institutions
- developing and distributing publicity material
- adapting selection procedures.

Relationships with other service suppliers

The different activities of the AutoMobil project were conducted in close coordination with other service suppliers, especially the Federal Employment Agency. This agency is primarily responsible for the promotion of active employment, the development of vocational training and vocational rehabilitation. The project has connected the participating companies with the various units of the Federal Employment Agency and other rehabilitation organisations to implement joint activities.

Role of social partners

Various social partners were involved:

The metalworker's union IG Metall and the German Social Association (*Sozialverband VdK Deutschland*), representing the interests of 1.5 million elderly, chronically ill, and disabled people, were part of the project task force and conducted the in-house training courses and informational events. The interests of the target group were also represented by the Association of the Representatives for Employees with Disabilities in the German Automobile Industry, one of the main drivers of the project. Within the companies the inclusive process was promoted by the representatives for employees with disabilities.

Connection to policy or legislation

German Social Code IX is designed to bring about fundamental improvements in the lives of people with disabilities or those at risk of being disabled. People with disabilities are to be enabled to participate in the life of the community and, notably, in working life. According to section 71 of the code public and private employers have to fill 5% of positions with severely disabled persons or pay a compensatory levy for unfilled compulsory places. This legislation obliges companies to employ and train people with disabilities. On the other hand, the employers receive benefits such as technical equipment for the workplace, aids for the disability-specific adaptation, training subsidies and integration assistance. Vocational training measures form the core of benefits aimed at participation in working life.

Inputs

Two different kinds of input were provided: measures to identify the barriers present in the company and measures to overcome the identified barriers:

- 62 interviews were conducted with disabled trainees and representatives from the participating companies to identify the various barriers.
- 5 kick-off events were held in the companies to establish the project goals and to coordinate the approach.
- 168 representatives of the companies participated in special in-house information and training events.
- 5 closing events with more than 300 participants in total were held at the companies to present the results and to discuss conclusions for establishing active recruitment strategies.

Outputs and evaluation

- Ten specific barriers were identified and appropriate counter-strategies and measures were developed and tested.
- During the project (2006–2009) almost 200 representatives of the participating companies (HR personnel, representatives of the employers, trainers, representatives for disabled employees, Disability Management and others) were trained in the use of active strategies for the recruitment of young people with disabilities.
- The number of applicants with disabilities for a vocational training position in the participating companies almost doubled towards the end of the project. One company has employed a disabled trainee for the first time. In total, the participating companies employed nine young people with disabilities in training positions at the end of the project.
- In two companies a formal agreement was concluded, in which the HR management pledges to employ every year at least two young people with disabilities in each of their plants.
- At several conventions and congresses more than 300 company representatives were informed about the project results and measures of active recruitment.
- 300 brochures with guidelines ('10 Barriers and How to Remove them – Investment in the Future!') were distributed to companies that are willing to train young people with disabilities.

Good practice in active inclusion

The AutoMobil project enables young people with disabilities and health problems to attend a vocational training programme together with able-bodied trainees. The project supports the idea of collaborative learning in an inclusive situation. Young people with disabilities, who grew up in a protected environment, will be empowered to reach their full potential. Many of them realise for the first time that they are able to compete with other young people.

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Content

Skill building (including VET and further education)	✓
Job placement (such as supported employment)	✓
Self-employment	
Activation	✓
Condition relevant (including mental health difficulties)	
Other:	

Approach

Proactive: reaching out to the target groups	✓
Focus on an individual pathways approach (open employment as the goal)	✓
Targeting the individual and the community (including parents and employers)	✓
Empowerment processes (e.g. decision-making, self-advocacy)	✓
Partnership, networking and links (to other agencies and private companies) that assist in achieving the goals	✓
Links to national policy or programmes	✓
Training and support for staff	✓
Social partner involvement	✓
Monitoring and measurement (i.e. data on output, impact or cost effectiveness and individual benefits)	✓
Regional or local sphere of activity	✓
De-institutionalised and community focused	

Case Study 4: Temporary work for young people with disabilities

Summary

Young people with disabilities are at risk of missing the connections to the regular labour market. Especially considering the importance of initial work experience for future career success, the odds of young people with disabilities gaining initial work experience had to be increased. The company Füngeling Router is an integration enterprise that not only advises young people with disabilities about employment opportunities but also places its severely disabled employees in temporary jobs at regional enterprises.

This means that the employees do not have to work in sheltered workshops, but can gain experiences and skills related to the mainstream labour market. This job placement is preceded by individual and specific skill building: the severely disabled employees are intensively prepared by Füngeling Router and gain an operational qualification.

How the project started

The initiative started in October 2003 with the aim of complementing and coordinating the existing integrative and rehabilitative options for young people with disabilities. Before the foundation of Füngeling Router, the initiator Monika Labruier worked in a company dedicated to landscapes and nature, which was at the same time an integration enterprise that trained disabled people. She describes the beginnings of Füngeling Router as a reaction to the disappointing situation for many young people with disabilities: ‘There were no niche jobs for those who did the training and who belonged neither in the (sheltered) workshop nor in the mainstream labour market.’ A change in legislation paved the way for longer-term temporary work and Monika Labruier used this opportunity to place and guide young people with disabilities in enterprises.

Aims and objectives

Füngeling Router believes that its integrative approach can be seen as bridge-building between the sheltered workshops and the mainstream labour market. Temporary work is a way of placing young people with disabilities on the labour market for the first time and Füngeling Router provides them with any means necessary to secure that placement. It provides not only work-related assistance but also personal and social help. In this way, Füngeling Router aims not only to get labour placements for its candidates, but also to help them develop self-confidence and a well-balanced social life.

Intended beneficiaries

Characteristics

The employees to be placed are young people with severe disabilities, especially those with psychological or learning disabilities as well as those who lack professional qualifications as a result of their disability. Some of them are persons with autism. Without ongoing support after school they have little chance of achieving vocational integration and would otherwise probably enter sheltered workshops.

Relevance to the needs of beneficiaries

Füngeling Router helps young people with disabilities to prepare for work in the mainstream labour market and provides general support during their first years in work.

The time spent preparing depends on the individual as well as on the type and the degree of the disability. It usually lasts up to 12 months and is ended as soon as the transition into an employment relationship within one of the participating enterprises is possible.

Young people with disabilities are carefully trained for their specific tasks and will be supported over many years by coaches. In some cases, five to eight years are needed in order to stabilise the vocational and the private life of the participants.

Thus, Füngeling Router addresses both the work and family affairs of young people with disabilities and offers solutions to a broad range of individual difficulties. This guarantees that the level of support is very specific to the individual concerned.

Activities and processes

Enterprises that may offer temporary work have to be found and prepared for the work with disabled people. Füngeling Router evaluates the enterprises and their workplaces in order to guarantee well-balanced working conditions for young people with disabilities. Many enterprises have to be persuaded to hire disabled people. Füngeling Router’s slogan ‘Give it a try’ is part of the recruitment process. Today Füngeling Router is connected to several different workplaces, including EDEKA and the University Hospital of Cologne.

The coaches not only prepare the young people with disabilities for their first experiences on the first labour market, but they also accompany them and assist them in order to analyse structural and social difficulties at work. They take on the situation and match it with their knowledge about the individual skills and limits of power of the participants. This means that the first working experiences may have the character of supported employment, but the ultimate aim is to enable the young people with disabilities to work independently.

Relationships with other service suppliers

Füngeling Router has strong relationships with the enterprises in which it places young people, and it is also in regular contact with the integration office of the Landschaftsverband Rheinland (LVR), which provides financial support for workplaces designed for people with severe disabilities. This support helps meet the costs of the participating enterprises and is also intended to compensate for the lower working performance of the young people with disabilities (there is a flat rate of €210 per severely disabled participant). The compensation for the lower working performance amounts to 30% of the gross wage.

The role of different actors

Three different actors are important for the success of the scheme: (1) Füngeling Router itself, (2) the participating enterprises and (3) the social environment of the disabled people. First of all, the enterprises must be willing to accept young people with disabilities and must understand that the possible additional expenditures may also benefit the non-disabled employees and the enterprise as a whole.

It is equally important to consider the wishes of the participants and their families. Experiences have shown that there must be the will to work on the first labour market in order to succeed. Young people with disabilities may see the chance to assert themselves and to earn more money than in sheltered workshops. But they are often in need of social support that can be provided by their families. Therefore, Füngeling Router tries to inform all parties as thoroughly as possible about the opportunities available and other relevant information.

Connection to policy or legislation

The placement of young disabled people in regular jobs on the mainstream labour market is in accordance with the right to equal work for people with disabilities laid down in section 27 of the UN Convention.

Furthermore, Füngeling Router was founded because of a change in the law governing temporary work, which allowed for longer periods of temporary work than before. This change was essential for the whole project because temporary work for young people with disabilities is only sustainable if the young people with disabilities are legally allowed to stay long enough in the enterprises to finish their qualifications.

Inputs

Twenty coaches, including social workers, educators, occupational therapists and journeymen, some of whom are partly disabled themselves, are trained within Füngeling Router for up to two years in order to work with the participants.

After training the coaches work in finding suitable enterprises to provide temporary work for disabled people, preparing and placing the young people in the enterprises and guiding them and the enterprises from their first day of work for as long as necessary.

At least five seminars are held each year for the young people with disabilities, covering work and general life skills and information. A broad range of recreational activities are also offered to the participants.

Outputs and evaluation

Füngeling Router employs more than 120 people with disabilities in various forms. They cooperate with more than 50 companies in Germany.

A long-term study of 27 of Füngeling Router's temporary workers found that there have been only five dropouts, and two workers had to cross over into sheltered workshops. From the remaining 20 there are three who work completely independently on the mainstream labour market, and five are ready to leave temporary work in order to get a real job in the participating enterprises. The other 12 participants are still on course for a real job and the amount of support they need is constantly falling as their abilities increase.

Many people with disabilities who have migrated from company entry qualifications in other forms of supervised employment leave their jobs after a time, but a very high rate of young people in this project continue working successfully for many years.

Good practice in active inclusion

Temporary work can be considered as good practice in active inclusion because the approach uses legal structures that are not usually designed for people with disabilities and create niche workplaces for those who are too qualified for sheltered workshops but in need of initial work experience on the mainstream labour market. This model takes an individual, tailored approach offering a variety of services for young people with disabilities. As with most rehabilitation services, the participants will be trained for their work on the regular labour market but instead of simply qualifying them, Füngeling Router places them as soon as possible on the labour market. Thus, Füngeling Router covers qualification, activation and job placement in accordance with the participants' condition.

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Content

Skill building (including VET and further education)	✓
Job placement (such as supported employment)	✓
Self-employment	
Activation	✓
Condition relevant (including mental health difficulties)	✓
Other:	

Approach

Proactive: reaching out to the target groups	✓
Focus on an individual pathways approach (open employment as the goal)	✓
Targeting the individual and the community (including parents and employers)	✓
Empowerment processes (e.g. decision-making, self-advocacy)	✓
Partnership, networking and links (to other agencies and private companies) that assist in achieving the goals	✓
Links to national policy or programmes	✓
Training and support for staff	✓
Social partner involvement	(✓)
Monitoring and measurement (i.e. data on output, impact or cost effectiveness and individual benefits)	✓
Regional or local sphere of activity	✓
De-institutionalised and community focused	

Future policy directions and plans

The National Plan of Action on Implementation of the United Nations Convention on the Rights of Persons with Disabilities describes the challenges in promoting active inclusion conditions and covers nationwide actions for the next nine years. The German Federal Government organised a social dialogue aimed at addressing the particular concerns and needs of people with disabilities. These improvements are supposed to cover the entire life of people with disabilities, starting with their education, vocational and social participation up to their financial affairs and health. The general goals focus on equal participation in political, social, economic and cultural life in accordance with the UN Convention.

The designated areas for action are (NAP 2011: 36):

- labour and employment
- education
- prevention, rehabilitation, health and care
- children, youth, family and partnership
- women
- older people
- construction and housing
- mobility
- culture and leisure
- social and political participation
- privacy rights
- international cooperation.

In the coming years the NAP will be continuously updated and will provide news on the topic of active inclusion online at '<http://www.einfach-teilhabe.de>' as well as on several public events aimed at increasing public awareness of the rights and position of people with disabilities. This plan and its goals are based on direct collaboration with disability organisations. Their particular perspective has been taken into account for all key interventions considered.

For this reason, a new type of Disability Report for the German Federal Government will be implemented. It is supposed to cover a broader focus on disability-related issues and describe active inclusion beyond participation in the mainstream labour market as well as income-related issues. The scientific community has created an inventory of existing measures and is analysing these measures. It has also created new statistical instruments to help gain better data on the issue.

The UN Convention on the Rights of Persons with Disabilities has also influenced existing institutions like the sheltered workshops. They have begun to expand their services to social enterprises and are attempting to approximate more closely to market conditions by increasing vocational education and training and liaising with additional services outside sheltered workshops. This approach is similar to the extended services of vocational training centres (*Berufsbildungswerke*), described in the first case study. The idea is to use various approaches to make it easier for enterprises to provide jobs for people with disabilities. One of the new approaches of the sheltered workshops is called 'work-to-measure' (*Maßarbeit*). Additional information can be found online at <http://www.bagwfbm.de/file/659>.

Conclusions and key messages

Statistical surveys indicate that 11.7% of all German citizens have one or more disabilities. According to the German Mikrozensus many of these people (48.0%) are economically inactive and do not work on the mainstream labour market. Instead, 63.0% of all people with disabilities obtain pensions as the main source of maintenance. This is because disabilities are related to an older age, but also because of income-related differences. People with disabilities work more often as blue-collar workers than non-disabled people and they have lower chances of being self-employed. Social inequality seems to continue even within the group of people with disabilities. For instance, men are more likely to work despite their disability and women are more likely to be covered by family arrangements. There is also a risk of leaving the school system without suitable qualification for the mainstream labour market. As a result, despite the ambitions for an inclusive society, people with disabilities cannot yet participate equally in society.

Therefore, a highly elaborated and differentiated rehabilitation system has been established and is constantly being improved. New measures like the personal budget since 2008 and supported employment since 2009 increase the amount of independence for all people with disabilities within Germany. The rehabilitation system is supplemented by a highly sophisticated social security system that prevents disability-related poverty and inequity in health. The overall goal of the German rehabilitation system is prevention instead of aftercare. But all disability-specific arrangements have to consider the common requirements of people with disabilities. 'Nothing about us without us' is considered a political objective, but it requires a change in society's attitudes. Current inclusive approaches within the German school system are intended to help achieve this change. The signing of the United Nations Convention on the Rights of Persons with Disabilities in 2009 is considered as the beginning of this paradigm shift and the establishment of the Map of Inclusion in 2011 marks the promotion and communication of good practice.

The current quality of data on disabled people presents a challenge. Different data sources are provided by different authorities and they use different ways to address the target groups. However, public data states that many young people with disabilities use the benefits and measures provided by the Federal Employment Agency. Most of the young people with disabilities enter the vocational rehabilitation system and only a few seem to cope with entry into the mainstream labour market, although the quota system that is intended to counterbalance opposing market forces and ensure the rights of people with disabilities is constantly monitored, and financial support is provided for integrative measures within enterprises.

In summary, many initiatives and programmes require flexible solutions tailored to the individual needs of people with disabilities. Public benefits and administrative support within the German rehabilitation system can stimulate individual actions within enterprises and society. Cooperating with private and personal partners to achieve active inclusion leads to bottom-up solutions that seem to be most appropriate considering the heterogeneity of the target group. Therefore, the current political orientation seems to promote flexibility and transparency. Further developments remain to be seen.

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Annex 1: Legislation and programmes

Table A.1: Policy and legal framework for young people with disabilities or health problems

Policy area	Title of legislation/policy	Date	Reference	Responsible authority	Purpose	Intended beneficiaries	Short description
Inclusive Labour Market & Support for adequate income	Supported employment (<i>Unterstützte Beschäftigung</i>)	2009	Section 38a German Social Code IX	Federal Employment Agency (<i>Bundesagentur für Arbeit</i>) and Federal Task Force: Supported Employment (<i>Bundesarbeitsgemeinschaft für Unterstützte Beschäftigung – BAG UB</i>)	People with disabilities can gain first-hand experience on the mainstream labour market and enterprises can familiarise themselves with disabled people.	Young people with disabilities and adolescents who are too independent for sheltered workshops but not yet prepared to work on the mainstream labour market without assistance.	Supported employment covers vocational education and training in the workplace. Individual vocational qualification measures (<i>Individuelle betriebliche Qualifizierung – InbeQ</i>) support people with disabilities for between 24 and 36 months at the enterprises. Prepared workshops within supported employment are intended to increase their degree of independence and knowledge. While assisted by supported employment, people with disabilities can obtain financial support for their maintenance and the costs of their qualification.
Inclusive Labour Market	Compulsory employment and compensatory levy (<i>Ausgleichsabgabe</i>)	In this form since 2001	Sections 71 and 77 of German Social Code IX	Integration offices (<i>Integrationsämter</i>)	Financial adjustment for enterprises which do not employ people with disabilities.	All people with severe disabilities who intend to participate in the open labour market.	This law states that an enterprise with more than 20 employees must employ at least 5% severely disabled employees. Otherwise they have to pay a compensatory levy for each post reserved for disabled employees that has not been filled. The compensatory levy is used for the expansion of integration services at job centres, the encouragement of practical training and the cost of having workplaces tailored to the needs of the disabled.
Inclusive Labour Market	Additional vacation time for severely disabled (<i>Zusatzurlaub für Schwerbehinderte</i>)	In this form since 2001	Section 125 German Social Code IX	Federal Ministry of Labour and Social Affairs (<i>Bundesministerium für Arbeit und Soziales – BMAS</i>)	To increase and maintain the capacity of work of people with severe disabilities.	All people with accredited severe disabilities for the whole year (§ 125 Abs. 1 SGB IX) or for major parts of the year (§ 125 Abs. 2 SGB IX).	People with accredited severe disabilities have the right to request five additional days' leave each year. This request is to be directed towards the employer.
Support for adequate income	Unemployment benefit I and unemployment benefit II (<i>Arbeitslosengeld I und Arbeitslosengeld II</i>)	In this form since 2001	Section 117 German Social Code III and § 7a German Social Code II	Federal Employment Agency (<i>Bundesagentur für Arbeit</i>)	Financial support in case of unemployment for people with or without disabilities.	All people (with or without disabilities) who lost their previous job or cannot find a job after leaving school.	Unemployment benefit I is based on a previous job and a percentage of its salary while unemployment benefit II is granted for all people who have no job at all for a long period of time or who have tried unsuccessfully to enter the mainstream labour market after leaving school. Unemployment benefit II is considered to be the lowest income necessary to maintain social participation and basic living conditions.
Access to quality services	Free access to public transportation services (<i>Unentgeltliche Beförderung</i>)	In this form since 2001	Section 145 German Social Code IX	Federal Ministry of Labour and Social Affairs (<i>Bundesministerium für Arbeit und Soziales – BMAS</i>)	Compensation for disability-related circumstances in public transportation systems.	People with severe disabilities and difficulties in participating in public transportation systems.	The maintenance councils (<i>Versorgungsamt</i>) test the degree of disability and in case of severe disabilities they can provide people with disabilities with a special badge entitling them to free transportation.

Active inclusion of young people with disabilities or health problems

Policy area	Title of legislation/policy	Date	Reference	Responsible authority	Purpose	Intended beneficiaries	Short description
Inclusive Labour Market	Special right of cancellation (Sonderkündigungsrecht)	In this form since 2001	Section 85 German Social Code IX	Integration offices (Integrationsämter)	To protect people with severe disabilities from disability-related cancellations.	People with severe disabilities who work on the first labour market.	It may happen that employers are unsatisfied with employed people with severe disabilities. In order to take any other action necessary to improve the working conditions for the employer and the employee, the integration offices have to be informed before employment is terminated. They test the right of cancellation under the given circumstances and try to maintain the job for the severely disabled person.
Support for adequate income	Tax incentives for severely disabled people (Steuererleichterungen für Schwerbehinderte)	In this form since 2001	Section 33b Personal Income Tax Code (Einkommensteuergesetz)	Finance authority (Finanzamt)	To compensate for disability-related additional charges and efforts.	All people with severe disabilities earning a salary.	German law provides several forms of tax relief for people with severe disabilities. This may be in the form of a lower tax rate or some sort of standard deduction (Pauschbetrag).
Inclusive Labour Market & Access to quality services	Activities of specialist integration services (Aufgaben der Integrationsfachdienste)	In this form since 2001	Section 109 German Social Code IX	Special integration offices (Integrationsfachdienste)	Evaluation and training of people with disabilities and collaboration with the Federal Employment Agency.	All people with disabilities who intend to participate in the mainstream labour market.	The special integration offices evaluate the performance of disabled people and bring them in touch with adequate measures and service providers in order to achieve participation in the mainstream labour market.
Lifelong learning	Act on promoting vocational training (Ausbildungsförderung)	1997	§ 235a and § 236 German Social Code III	Federal Employment Agency (Bundesagentur für Arbeit)	People with disabilities can gain first-hand experience on the mainstream labour market and enterprises can familiarise themselves with disabled people (same purpose as in supported employment but without assistance).	Young people with disabilities (section 236 SGB III) and severe disabilities (section 235a SGB III).	The act on promoting vocational training covers a certain amount of the financial burdens of the enterprises in order to create vocational training places for young people with disabilities or severe disabilities. Up to 60% of the training costs of young people with disabilities will be paid. Up to 80% is available for severely disabled people.
Lifelong learning & Inclusive Labour Market	Special regulations regarding the framework conditions of vocational education and training of young people with disabilities (Besondere Ausbildungsregelungen für behinderte Menschen)	2006	Section 66 Vocational Training Act (Berufsbildungsgesetz – BBiG) and section 42m Crafts Code (Handwerksordnung – HwO)	Federal Employment Agency (Bundesagentur für Arbeit) and Federal Institute for Vocational Education and Training (Bundesinstitut für berufliche Bildung – BIBB)	Generally accepted and qualified jobs for people with disabilities.	Young people with disabilities who would be overwhelmed by vocational education and training conditions without consideration of disability-related issues.	The special regulations regarding the framework conditions of vocational education and training of young people with disabilities create new jobs for people with disabilities. These jobs and their vocational education and training are adapted to the needs of disabled people without separation from the mainstream labour market.

Policy area	Title of legislation/policy	Date	Reference	Responsible authority	Purpose	Intended beneficiaries	Short description
Access to quality services	Personal budget (Persönliches Budget)	2008	Section 17 German Social Code IX	<p>Personal budget has a cross-provider basis related to the cause of the rehabilitation and is also called multi-provider personal budget (Trägerübergreifendes persönliches Budget). The integration offices (Integrationsämter) may be in charge of the personal budget as well as the health insurance institutions and care funds (Krankenkassen und Pflegekassen) or the rehabilitation service providers (Rehabilitationsträger) such as:</p> <p><i>Federal Employment Agency</i></p> <p><i>Accident insurance carrier</i></p> <p><i>Pension insurance fund, Association of Farmers' Pension Fund</i></p> <p><i>War Pensions Office</i></p> <p><i>Youth welfare organisations</i></p> <p><i>Social services organisations</i></p> <p><i>Long-term care insurance carrier</i></p> <p><i>Local integration office</i></p> <p>When multiple providers are involved, the primary provider will ask the other providers to issue a statement regarding the application form of the person with disabilities within two weeks.</p>	Instead of providing services, the personal budget enables people with disabilities to take care of their needs in terms of rehabilitation. This enhances their independence.	All people with disabilities and in need of rehabilitative services who intend to participate independently in society.	<p>Personal budget is an alternative type of support and is designed to promote social integration and rehabilitation by the use of money and coupons instead of fixed services.</p> <p>At least once every two years individual needs will be reassessed and the personal budget will be adjusted as appropriate.</p>

Table A.2: Relevant programmes on active inclusion

Policy area	Title of programme	Type of intervention	Eligibility criteria	Funder	Service providers	Short description
Inclusive Labour Market & Access to quality services	Map of Inclusion (Inklusionslandkarte)	Informative purpose and prime examples of active inclusion.	None	Federal Government Commissioner for the concerns of disabled people (Beauftragter der Bundesregierung für die Belange behinderter Menschen)	None	The Map of Inclusion is a political approach in giving information on inclusive measures within Germany and is intended to function as a data pool for practical examples and research in the field of active inclusion.
Inclusive Labour Market	Incorporated training (Verzahnte Ausbildung) and AutoMobil: Vocational Training without Barriers within Jobs without Barriers (job – Jobs ohne Barrieren)	The initiative promotes corporate programmes to improve the educational situation of disabled people. The BMAS provides contact information and administrative as well as financial support in order to increase the chances of disabled people starting vocational education and training. It encourages new approaches as well as paradigm shifts within the well known rehabilitation measures. Incorporated training (case study 1) is one of the many examples for best practice supported by 'Jobs without Barriers'.	Companies need to open up on the issue of disability and start training people with disabilities. Furthermore, they should try to keep employees with disabilities in their company even when vocational education and training as well as the support given by 'Jobs without Barriers' has ceased. The programme aims at people with disabilities and severe disabilities.	Federal Ministry of Labour and Social Affairs (Bundesministerium für Arbeit und Soziales – BMAS)	As shown in the example of incorporated training, many service providers may be included. Many 'Jobs without Barriers' measures are based on the combined work of the BMAS, the Federal Employment Agency (Bundesagentur für Arbeit) or rehabilitation measures as provided by the vocational training centres (Berufsbildungswerke).	In some cases enterprises need a push to deal with disabilities. 'Jobs without Barriers' initiates first attempts and covers financial and administrative risks in order to increase the autonomy of enterprises and people with disabilities in this area.
Access to quality services	Mentoring programme for female students with disabilities (Mentoring-Programm für Studentinnen mit Behinderung)	The programme analyses the situation of female students with disabilities and the support provided within academic education, and tries to improve the situation by giving administrative and financial support. Mentors accompany the female students with disabilities at university.	Young women with disabilities who may face certain inequalities while undergoing academic education.	The Hildegardis association, the oldest association for the promotion of women's studies in Germany, gained financial support from the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (Bundesministerium für Familien, Senioren, Frauen und Jugend – BMFSFJ)	The Hildegardis association establishes networks about information and available support for female students with disabilities and recruits mentors for the students. It does this in cooperation with the Information Center for Studying and Disability of the Student Welfare Service (Informations- und Beratungsstelle Studium und Behinderung).	Even young people with disabilities who have a good school qualification and access to academic education may face certain difficulties in terms of active inclusion. Structural deficiencies in the German academic system impede equal opportunities and barrier-free access. Mentors aim to try to make up for these deficiencies.

Policy area	Title of programme	Type of intervention	Eligibility criteria	Funder	Service providers	Short description
Inclusive Labour Market	Job4000	The 'Job4000' programme has three main objectives: (1) Creating at least 1,000 new jobs on the mainstream labour market, particularly for people with severe disabilities. This is to be done by through new financial support. (2) Creating 500 new vocational education and training places for young people with severe disabilities on the mainstream labour market. (3) Placing at least 2,500 people with severe disabilities, particularly school leavers, on the mainstream labour market using the specialist integration services (Integrationsfachdienste).	Same as for 'Jobs without barriers'	Federal Ministry of Labour and Social Affairs	Responsible for implementation are the specialist integration services (Integrationsfachdienste), the umbrella organisation of the vocational training centres and the umbrella organisation of supported employment (Bundesarbeitsgemeinschaft für Unterstützte Beschäftigung).	The 'Job4000' programme is intended to intensify the professional integration of people with severe disabilities and to create more job opportunities for people with severe disabilities outside of sheltered workshops.
Inclusive Labour Market	Temporary work for young people with disabilities	Temporary work is a form of bridge-building between sheltered workshops and the mainstream labour market. It places young people with disabilities on the labour market and provides necessary support in order to minimise the risks for enterprises.	This type of intervention aims especially at those with psychological or learning disabilities without qualifications on the first labour market while working in sheltered workshops.	The temporary work provided by Füngeling Router is in accordance with the rules pertaining to the mainstream labour market and the organisation funds itself.	Enterprises need to accept people with disabilities and in any case a workplace has to be rearranged for disability-related issues. The integration office (Integrationsamt) will finance the programme.	Temporary work aims to ensure that people with disabilities do not have to work in sheltered workshops and may gain experience on the mainstream labour market.
Inclusive Labour Market & Access to quality services	National Plan of Action (Nationaler Aktionsplan der Bundesregierung zur Umsetzung der UN-Behindertenrechtskonvention – NAP)	The National Plan of Action runs until 2020 and will be continuously updated during this period. It provides information on disability-related issues online at www.einfach-teilhaben.de and on public events. It aims for equal participation in political, social, economic and cultural life and is a direct response to the United Nations Convention on the Rights of Persons with Disabilities. Key interventions are: <i>Inventory</i> <i>Analysis</i> <i>Improvement of existing disability policy</i>	None	Federal Ministry of Labour and Social Affairs	Several; at present the scientific community is creating an inventory of existing measures and analysing their potential, as well as coming up with new instruments within a new type of Disability Report.	In response to the United Nations Convention on the Rights of Persons with Disabilities, Germany is developing a new type of Disability Report that is supposed to help improve the situation of people with disabilities in several areas. A major public awareness campaign accompanies the programme in order to create greater awareness people with disabilities and of equality.

Annex 2: Glossary of terms

Arbeitslosengeld I – unemployment benefit I

Arbeitslosengeld II – unemployment benefit II

Ausbildungskosten – training costs

Ausbildungszuschüsse – public financed benefits

Ausgleichsabgabe – compensatory levy

Beauftragter der Bundesregierung für die Belange behinderter Menschen – Federal Government Commissioner for the concerns of disabled people

Behindertenbericht – report on disability

Berufsbildungsgesetz (BBiG) – Vocational Training Act

Berufsbildungswerk (BBW) – vocational training centers for disabled juveniles

Berufsförderungswerk – vocational training centers for adults with disabilities

Beschäftigungspflichtquote – proportion of employers with disabilities that must work in a company

Bundesagentur für Arbeit (BA) – Federal Employment Agency

Bundesarbeitsgemeinschaft der Berufsbildungswerke – umbrella organisation of the vocational training centers

Bundesarbeitsgemeinschaft der Integrationsämter und Hauptfürsorgestellen (BIH) – national association of the integration offices

Bundesinstitut für Berufsbildung (BIBB) – Federal Institute for Vocational Education and Training

Bundesministerium für Arbeit und Soziales (BMAS) – Federal Ministry of Labour and Social Affairs

Bundesministerium für Familie, Senioren, Frauen und Jugend (BMFSFJ) – Federal Ministry for Families, Senior Citizens, Women and Youths

Conterganstiftung – Thalidomide Association

Duale Ausbildung – dual vocational training system

Förderkindergarten – kindergarten for children with special needs

Förderschule – school for children with special needs

Gesamtschule – comprehensive schools

Gesellschaft für Integration, Sozialforschung und Betriebspädagogik (ISB) – Society for Integration, Social research and Business pedagogy

Grundschule – primary school

Gymnasium – upper secondary schools

Handwerksordnung (HwO) – Crafts and Trades Regulation Code

Hauptschule – lower secondary school

Informations- und Beratungsstelle Studium und Behinderung – Information Center for Studying and Disability of the Student Welfare Service

Inklusionslandkarte – Map of Inclusion

Integrationsämter – integration offices

Integrationsfachdienst (IFD) – specialist integration service

Integrationsunternehmen – social enterprises that create special jobs for people with disabilities

Kindergarten – kindergarten

Leiharbeit – temporary work

Mentoring-Programm für Studentinnen mit Behinderung – mentoring programme for female students with disabilities

Persönliches Budget – personal budget

Probefbeschäftigung – work trial

Realschule – intermediate secondary schools

Schwerbehindertenvertretung (SBV) – representatives for employees with disabilities

Sozialgesetzbuch II (SGB II) – German Social Code II

Sozialgesetzbuch III (SGB III) – German Social Code III

Sozialgesetzbuch V (SGB V) – German Social Code V

Sozialgesetzbuch IX (SGB) – German Social Code IX

Sozialgesetzbuch XII (SGB XII) – German Social Code XII

Sozialverband VdK Deutschland – German Social Association

Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland (KMK) – Standing Conference of the Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany

Statistisches Bundesamt (DESTATIS) – Federal Statistical office

Teilhabe behinderter Menschen am Arbeitsleben – participation of people with disabilities on the labour market

Unterstützte Beschäftigung – supported employment

Verzahnte Ausbildung mit Betrieben (VamB) – Incorporated training and assistance by the vocational training centers

Werkstatt für behinderte Menschen (WfbM) – sheltered workshops