STANDARD SUMMARY PROJECT FICHE

1. Basic Information

1.1. Désirée Number 2002/000-579.04.01

Twinning EE02-IB-SO-01

1.2. Title Enhancing Employment Opportunities for People with Disabilities

1.3. Sector Employment and Social Affairs

1.4. Location Ministry of Social Affairs (MoSA), Estonia

2. Objectives

2.1. Overall Objective(s)

Enhanced employability and integration of disabled people into the labour market.

2.2. Project purpose:

⇒ Institutional network of rehabilitation teams, social insurance departments, labour market services and vocational training centres built up and strengthened in order to provide and co-ordinate rehabilitation services, labour market measures and work place adaptations for disabled people.

⇒ Increased awareness of employers about recruitment of disabled people and disability management at work. Information made available for disabled people about existing rehabilitation, labour market and training provisions.

2.3. Accession Partnership and NPAA priority

Accession Partnership 2001 (November 2001)

⇒ Social policy and employment: adopt legislation against discrimination and develop timetable for its implementation; continue to support social partners’ capacity building efforts.

⇒ Economic criteria: continue efforts to improve labour market responsiveness, in particular by upgrading education and training, in order to reduce the level of unemployment.

NPAA 2002

Chapter 13.2 on Employment refers to the National Employment Action Plan that provides for active measures to integrate people with disabilities into the open labour market.

Chapter 13.3 on Social Security refers to implementation of the Social Benefits for Disabled Persons Act. The aim of these benefits is to support independent living, social integration and equal opportunities of disabled people through partial compensation of additional disability-related costs. Within the meaning of the Social Benefits for Disabled Persons Act such costs are associated with social and medical rehabilitation, vocational counselling and training, work place adaptations and other disability-related needs. Social benefits for disabled persons, therefore, contribute to enhancing employment opportunities of disabled people in the open labour market.
Chapter 13.4 on Social Protection aims at promoting equal opportunities for disabled people by providing rehabilitation and employment opportunities for disabled people and preparing ratification of ILO convention no 159 on vocational rehabilitation and employment.

2.4. Contribution to National Development Plan

Disability issues are presented in the Employment Chapter of the National Development Plan 2000-2002, under priority 4.2.2.2.3 “Integration of disadvantaged groups into the Labour Market”. Facilitating access of disadvantaged groups such as persons with disabilities to education, vocational training and employment is among priority objectives set out in the National Development Plan as well as in the National Employment Action Plan.

Other strategic documents:
• Acquis on anti-discrimination based on Article 13 of the Amsterdam Treaty;
• Co-ordinated Employment Strategy based on A New Title on Employment of the Amsterdam Treaty;
• Mainstreaming Disability within EU Employment and Social Policy, EC 1999.

2.5. Cross Border Impact

Not applicable

3. Description

3.1. Background and Justification

Estonia has declared its commitment to promoting equal opportunities and social integration of disabled people. Considerable gains have been achieved in the promotion of the rights of disabled people over the recent years. Disabled people are, however, socially disadvantaged in a number of areas of life, including employment (for current legal and political situation see Annex 4).

It is widely recognised that opportunity to work is crucial for disabled as it enables to achieve economic independence. Working is also much more than just about earning money – it means, most importantly, inclusion in society through social networks and participation. Dramatic fall in employment rates of disabled people in Estonia, as demonstrated below, inevitably increases a risk of poverty and social exclusion.

3.1.1 Employment of Disabled People

Overall, the employment rate in Estonia declined rapidly at the beginning of the 1990s as a consequence of economic restructuring with major job losses concentrated in industry and agriculture. The number of economically active population fell by 87.500 persons in 1992-1998, reflecting both decline in labour market participation and demographic trends (decline in birth-rate and high level of out-migration).

The sharp slowdown in the economy after mid-1998 resulted in further decline in the numbers at work - to 615.000 in the second quarter of 1999 and 604.000 in the second quarter of 2000. Since the second half of 2000 employment has showed a marginal increase, however, in all, employment has fallen by some 230.000 persons, or more than one quarter, from its 1989 level.
The employment of disabled people has fallen even more dramatically. Towards the end of the Soviet period in 1987 there were 36,807 recipients of invalidity pension of whom 11,221 (30.4%) were employed. In 1995 there were 48,654 invalidity pensioners of whom 5718 (11.8) were employed. Briefly, while the total number of invalidity pensioners increased, the number of employed invalidity pensioners fell significantly.

In 2001, 45,000 disabled persons of working age received pensions of incapacity for work (reformed invalidity pension). Only 12% of them were in employment compared to 61% of non-disabled population of working age. Disabled people are twice as likely to become unemployed as non-disabled, and remain so for a longer time.

A recent survey on quality of life of disabled people in Estonia demonstrated, however, that majority of disabled people would be interested in taking up paid employment.

3.1.2. Why are disabled people in Estonia disadvantaged in the labour market?

Employment of disabled people is a complex issue. There is a need for a combination of measures both aimed at keeping disabled people in work or returning them to the labour market and those aimed at getting disabled people into employment for the first time. Working opportunities of disabled people are affected by their educational attainment and skills as well as employers attitudes towards recruitment of disabled people or willingness to accommodate the disabilities of their existing employees.

PHARE Consensus Programme “Prevention of Social Exclusion of Disabled People” (ES-9710-0052), running from March – November 1999, identified a number of reasons why disabled people in Estonia are disadvantaged in the labour market. The current project addresses the following yet unsolved problems raised by the previous programme:

- **Inadequate provision of employment support services** (vocational training, in-work-practice, individual rehabilitation services): Employment support services, including medical, social, educational and vocational rehabilitation are either provided in isolation or not provided at all due to scarce financial resources and lack of expertise.

- **Limited access to mainstream labour market services**: Disabled people are excluded from the mainstream labour market provisions not only due to scarce resources, but because the local employment offices do not have sufficient information about their needs regarding employment and training. For example, possibilities for the disabled people to participate in labour market training have been so far very limited. The previous programme concluded that professional consultations regarding disabled people training and employment needs should be introduced. The programme recommended widening the range of labour market services and including, for example, free consultations on work place adaptations and individual employment support services.

- **Workplaces are seldom adapted**: Work place adaptations are one of the key factors in helping disabled people gain or retain work. Estonian employers are, however, neither obliged nor motivated to make necessary adjustments to the working environment. The previous programme pointed out that there are no financial incentives for employers to adapt work places, provide technical aids or job assistance for disabled employees. Also, employers who wish to make jobs available for disabled people are not provided with adequate consultation and financial aids.

- **Rehabilitation and labour market provisions as well as other measures designed to help disabled people into employment or keep them in work are not co-ordinated**: Relevant institutions and experts do not co-operate effectively in order to address disabled persons’
individual needs and provide for tailor-made measures and strategies. Furthermore, a link between payment of social benefits and rehabilitation provisions needs to be strengthened in order to improve operational capacity and employability of disabled people.

- **Disabled people and employers are not always aware of existing resources of support available for them:** Disabled people know little about their rehabilitation needs, employment rights and opportunities. Employers lack knowledge and experiences regarding disability management at work.

The current project is COMPLEMENTARY to the following activities already performed and financed from the national or municipal budgets:

- Formation of rehabilitation plans and provision of rehabilitation services for disabled people (financed from the national budget both on fee-for-service bases and through payment of social benefits for disabled people to compensate partially for disability related costs).

- Provision of active employment measures (counselling, training, subsidised work-places) financed from the national budget through local employment offices and from extra funding (privatisation funds, bilateral agreements, EU Phare funding, national programmes) under the National Employment Action Plan (measures such as subsidised work-places).

- Municipalities provide for rehabilitation, interpretation and transport services and personal assistance. Municipalities are also responsible for accommodating workplaces and setting up adaptation centres. However, the legislation is here permissive rather than mandatory and such provisions are subject to municipality’s priorities, availability of resources and expertise.

Social services provided for disabled people¹ (MEUR)

<table>
<thead>
<tr>
<th></th>
<th>1997</th>
<th>1998</th>
<th>1999</th>
<th>2000</th>
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</thead>
<tbody>
<tr>
<td>Rehabilitation services</td>
<td>0.383</td>
<td>0.402</td>
<td>0.530</td>
<td>0.498</td>
</tr>
<tr>
<td>Occupational training centre for disabled</td>
<td>0.562</td>
<td>0.632</td>
<td>0.734</td>
<td>0.728</td>
</tr>
<tr>
<td>Partial compensation of costs of prostheses and medical appliances</td>
<td>1.399</td>
<td>1.501</td>
<td>1.578</td>
<td>1.482</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>2.344</td>
<td>2.535</td>
<td>2.842</td>
<td>2.708</td>
</tr>
</tbody>
</table>

ADDED VALUE of the outlined project to already existing national measures and funding is to help to create and strengthen the network of all relevant institutions and actors (rehabilitation teams, social insurance departments, labour market services, vocational training centres) in order to ensure holistic and systematic approach to rehabilitation and employment needs of disabled people and to better co-ordinate provision and funding of rehabilitation services and labour market measures. The project is also aimed to propose and design – where necessary – complementary rehabilitation and labour market measures to support employment of disabled people, in particular, the scheme for work place adaptations. The latter is to be later incorporated into labour market services through

¹ Source: Social Sector in Figures 2001
National Employment Action Plan and financed from the state budget in 2004 (see also under Results p 3.3.5).

3.1.3 Involvement of Disabled People’s Organisations and Social Partners

Disability organisations have played an important role in increasing awareness about disability issues and employment potential of disabled people. Their role in promoting favourable employment policies and practices has, however, been modest. The Estonian Council for Disabled People, that unites national disability organisations and the representatives of public bodies, was established to co-ordinate, monitor and evaluate disability programmes. The Council needs to make a great effort to fulfil its statutory obligations, especially in increasing its role in drafting legislation and developing social policy measures. Today, the Council does not yet have a strong position in policy-making process.

Social partners have insofar played a modest role in increasing employment opportunities for disabled people and creating working conditions that take into account their special needs.

Further information on employment of disabled people in Estonia is available on the website of the Ministry of Social Affairs under the Review of Employment Policy for Persons with Disabilities:

⇒ http://www.sm.ee/ gopro30/Web/gpweb.nsf/ pages/Sotsiaalministeerium

3.2. Linked Activities

ES0006.01.01: Support to the Balanced Development of the Labour Market Services

The Twinning Project started in December 2001 and lasts 18 months. Estonia’s twinning partners are Germany and Sweden.

The aim of the project is to improve and increase the flexibility of the national labour market measures in order to start preparing for participation in the European Employment Strategy (EES).

Project will be focused on the following strategic aims:

- Improvement of efficiency and flexibility of public employment services through the provision of labour market services to employers and job seekers;
- Strengthening of administrative capacity of public employment service (PES) with a view of later participation in the European Employment Strategy and EURES.

Foreseen results:

- The statistical, evaluation and monitoring system is enhanced towards EU requirements;
- Employment measures and services are further developed;
• The capacities of the PES in respect of the participation in the European Employment Strategy and ESF-activities are enhanced;
• Estonian Self Service Information System is developed and implemented;
• The Estonian PES is prepared to deal with EU issues (EURES and free movement of workers);
• The capacities of the regional Tripartite Employment Councils are strengthened.

ES-9710-0052: Consensus “Prevention of Social Exclusion of Disabled People”

Running from March – November 1999, leading to the following results:

• Amendments to the Social Protection of the Unemployed Act and drafting of the Labour Market Services Act that improved access of the disabled people to the mainstream labour market provisions;
• Disabled people were defined as a socially disadvantaged group in the labour market. Special provisions were targeted at increasing employment of disabled people in the framework of the National Employment Action Plan. The National Programme to Increase Employment, Prevent Long-Term Unemployment and Promote Employment of the Disadvantaged Groups was drawn up and is currently carried out on yearly basis.

3.3. Results

3.3.1. Analysis of legislation and existing institutional network of rehabilitation teams (20), regional social insurance departments (4), public employment offices (15) and regional vocational training centres (4) regarding provision, funding and co-ordination of rehabilitation and other employment support measures for disabled people. Review and evaluation of current active labour market measures.

3.3.2. MoSA presented with recommendations on:

• necessary amendments to existing legislation and/or policies;
• strengthening implementation structures and services;
• improving co-operation between relevant actors and co-ordination of rehabilitation and labour market provisions;
• widening the range and scope of rehabilitation, labour market and other employment support services – if necessary;
• allocating funding responsibilities (national government, municipalities, employers, disabled people) and improving funding schemes.

MoSA will be responsible for transposing relevant recommendations into legislation, National Employment Action Plan and practice.

3.3.3. Example training programmes on institutional co-operation and networking to promote multidisciplinary approach to rehabilitation and employment needs of disabled people are
prepared. Training provided for selected general practitioners and occupational health practitioners, rehabilitation teams, regional social insurance departments and their commissions determining degree of disability, labour market consultants, representatives from the regional vocational training centres (for expected number of participants see indicators in the log frame).

3.3.4 Increased awareness among both disabled people and their (potential) employers about different resources of support to employment of disabled people. Relevant information provided about existing rehabilitation and other measures to support employment of disabled people (project and MoSA website; leaflets, good practice guides for employers, media coverage); project activities and results made public (media coverage, closing seminar organised).

3.3.5 Scheme for work place adaptations set up: experts on work place adaptations trained; funding scheme proposed; financial incentives and consultation services for employers designed.

Designed scheme will be implemented under the National Employment Action Plan in 2004 with national financing. The extent to which work place adaptations are to be financed from the national budget, local budgets and/or employers’ resources depends on proposed parameters and funding arrangements of the scheme. However, in any case free consultations to employers on work place adaptations are to be provided by the state employment services and from national budget from 2004 onwards.

For sustainable financing of the scheme this is to be shaped for possible ESF eligibility. The project is in accordance with the priority of “Integration of disadvantaged groups into the labour market” as drafted in Estonia’s Single Programming Document (SPD) on implementation of Structural Funds. Project activities and foreseen results are taken into account when finalising SPD.

3.4. Activities

3.4.1. Analysis of legislation, existing institutional network and funding schemes as well as of services provided by rehabilitation teams, regional social insurance departments, public employment services and regional vocational training centres

3.4.2. Drafting changes in legal framework and amendments/updating proposals for the strategic documents; designing complementary labour market and rehabilitation measures (if necessary) to support employment of disabled people; drafting proposals to improve co-ordination and funding schemes.

3.4.3. Development of training programmes on institutional co-operation and networking among relevant actors to promote multidisciplinary approach to rehabilitation and employment needs of disabled people and, thereby, to ensure that activities prescribed in the individual rehabilitation plans are carried out.

As a target group all relevant actors will be selected:
20 rehabilitation teams,
15 local employment offices,

3 After completion of this project the pilot projects in the regions are invited. Pilot project applications can be filed to MoSA whose task is to coordinate preparation, funding arrangements and implementation of the employment related projects and programmes. Projects and programmes are financed from the national budget and/or other available resources (20 projects in 2000 were prepared, financed and implemented).

4 Training is aimed at building up institutional network, the most effective scheme for co-operation and co-ordination.
4 regional social insurance departments and their commissions determining the degree of disability.

3.4.4. Information campaign targeted at both disabled people (contracted under twinning) and their (potential) employers about different resources of support the employment of disabled people. Information is made available on project and MoSa website; also written materials such as leaflets and good practice guides for employers are published and disseminated. Project activities and results made public via media coverage (press briefings organised, project report disseminated); closing seminar organised in January 2004.

The TA (service) agreement will be concluded based on advice of the PAA.

Project information activities are carried out in accordance with the objectives and measures of the European Year of People with Disabilities 2003 as set out in Council’s Resolution 2001/903/EC. Where possible project information activities are linked with other related initiatives (meetings, events, campaigns) under the European Year of People with Disabilities.

3.4.5. Development of work place adaptation scheme: training experts on work place adaptations, designing the parameters of the service, including proposals for funding of the scheme, financial initiatives and consultation services for employers. In the frames of twinning contract the direct agreement will be concluded based on advice of the PAA and the selected expert will be approved by the project Steering Committee.

**Expert tasks**

<table>
<thead>
<tr>
<th>Activity /expert</th>
<th>Task of expert</th>
<th>Profile</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Contract 1</strong></td>
<td></td>
<td></td>
<td>12 months</td>
</tr>
<tr>
<td>PAA</td>
<td>• Co-ordinate project activities in Estonia, ensure the continuity of project implementation, providing overview/ quality management of STE-s inputs.</td>
<td>• Professional experience in the field of rehabilitation and/ or disability management at work.</td>
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<tr>
<td></td>
<td>• Review active labour market measures and present recommendations on improving access of disabled people to mainstream labour market measures; provide training for labour market consultants.</td>
<td>• Good/fluent in English;</td>
<td></td>
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<tr>
<td></td>
<td>• Develop institutional network of relevant actors (rehabilitation teams, social insurance departments, labour market services, vocational training centres) in order to ensure holistic and systematic approach to rehabilitation and employment of disabled people; provide training (co-operation, teamwork, co-ordination)</td>
<td>• Good strategic planning and management skills;</td>
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<tr>
<td></td>
<td></td>
<td>• Good teamwork and communication skills.</td>
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</tbody>
</table>

5 will be mainstreamed into state programmes and legal framework; see more in detail Results p 3.3.4
for relevant actors.

- Develop work place adaptation scheme: provide training for experts on work place adaptations, designing the parameters of the service, including proposals for funding of the scheme, financial initiatives and consultation for employers.

- Assistance in the orientation, development and preparation of information activities targeted at disabled people and employers on existing resources of support.

- The provision of follow-up legal, advisory and training support (in co-operation with all STEs) and development of specific procedural and operational manuals, draft ordinances, draft inputs to NAP 2004 etc for MoSA & other services.

### PAA Assistant

<table>
<thead>
<tr>
<th>Role</th>
<th>Responsibilities</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>PAA Assistant</td>
<td>Organises the actions of the PAA;</td>
<td>12 months</td>
</tr>
<tr>
<td></td>
<td>Organises technical questions related to the project.</td>
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</tr>
</tbody>
</table>

### 3.4.1. STEb: Review and development of labour market measures

<table>
<thead>
<tr>
<th>Role</th>
<th>Responsibilities</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.4.1. STEb</td>
<td>Review of legislation (Employment Services Act) concerning active labour market measures and present recommendations on improving access of disabled people to mainstream vocational consultation and training and other labour market measures, including the provision of training of labour market consultants;</td>
<td>3 months</td>
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<td></td>
<td>As necessary present recommendations on widening the range and scope of labour market measures with necessary adaptations and targeting at disabled people.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Role</th>
<th>Responsibilities</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Good knowledge and experience in the field of implementation of active labour market measures, especially for disadvantaged groups such as disabled;</td>
<td>3 months</td>
</tr>
<tr>
<td></td>
<td>Good/fluent in English;</td>
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</tbody>
</table>

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* the division of tasks and number of STAs is indicative, the actual division of tasks will be stated in the covenant, because it is hard to predict what kind of knowledge, skills and experience person could have in this field.
<table>
<thead>
<tr>
<th></th>
<th>Development of the strategic documentation (NDP, SOP, NAP etc.) to incorporate the recommendations of this project relating to enhancing employment opportunities for people with disabilities.</th>
<th>Good teamwork and communication skills.</th>
<th>15.05.02</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.4.3. STE: Rehabilitation Teamwork</td>
<td>Analysis of the current and develop further the institutional framework (audit &amp; recommendations) for the management of multidisciplinary rehabilitation approach (co-operation and networking between rehabilitation teams, labour market services, social insurance departments and their special commissions determining disability, vocational training centres and, if necessary involving other relevant actors).</td>
<td>Good experience in teamwork and training teams; Good/fluent in English; Good knowledge and experience in the field of rehabilitation for disabled people and creating multidisciplinary teams and networks between relevant actors.</td>
<td>3 months</td>
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<tr>
<td></td>
<td>Develop ‘training programmes’ for rehabilitation teams, labour market services, social insurance departments and their special commissions determining disability, vocational training centres aimed improving institutional co-operation and networking to promote multidisciplined rehabilitation as a means for the disabled to access the employment market; develop quality standards;</td>
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<tr>
<td></td>
<td>Provide training for selected rehabilitation teams and other staff from above-mentioned institutions (approximately 60 persons from four regions formed around respective regional social insurance departments); participants are selected by the Project Steering Committee.</td>
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<tr>
<td>3.4.5. STE: Work Place Adaptation</td>
<td>Develop work place adaptation scheme: provide training for experts on work place adaptations, designing the parameters of the service, including proposals for funding of the scheme, financial initiatives and consultation for employers.</td>
<td>Have a good knowledge in the field of work place assessment and adaptations and the employment of disabled people and disability management at work; Good experience</td>
<td>3 months</td>
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<tr>
<td></td>
<td>Provide ‘procedural guidance’/technical know-how and develop ‘training</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
programmes’ for experts on work place adaptation; in teamwork and training teams; • Good/fluent in English.

Media campaign
3.4.4.

• Carrying out information activities in co-operation with MoSA, local media and PR experts.
• Preparing a good practice guide for employers.
• Elaborating written materials and designing project website
• Printing of materials.

* Have a relevant university degree and at least 5 years experience in the media or public relations; * Have good teamwork and communication skills* Be fluent in English and be computer literate.

2 months

Development of work place adaptation scheme
(3.4.5.)

A direct agreement will be concluded in order to get practical recommendations from a person who has been an employer of disabled people.

Give practical recommendations on work place adaptation services.

• Experience in employment of disabled people and disability management at work;
• Familiar with strategic planning;
• Fluent in English;
• Good teamwork and communication skills.

TA for 2 weeks

3.5. Lessons Learned

In 2001 the project on creation of subsidised jobs for young disabled people was carried out in Hiiumaa County in co-operation with the Labour Ministry of Denmark. Lessons learned from the project encouraged to promote further activities focussed on integration of disabled people into the open labour market for following reasons:

? 14 young disabled persons gained a permanent job; under the National Employment Action Plan 2002 the project was extended to five other regions, for now project has provided subsidised jobs for 45 young disabled persons.

? Project was a good example of an active and efficient co-operation between the public and private sector.

? Project activities and results were scrutinised by the media and received good publicity (both in local and national media), which, in turn, changed remarkably the attitudes towards disabled people and their working abilities in the region.

? Young disabled people involved in the project acquired not only professional, but also social skills, they grew more outgoing and self-confident.
Project was able to join the international project “Local Partnership in Europe” uniting several projects aimed at combating social exclusion.

Conclusion:

The target group towards which this project was oriented is defined as young persons whose disabilities are significant enough to warrant the inclusion of special measures in the hiring process. The relative success of the project is more a product of the integration model than any special characteristics in the target group. There are good chances that the project might also be successful if applied to other groups in Estonia faced with social exclusion.

Source: Assessment of work methods and implementation process behind the social project geared towards the labour market, "Protected Jobs for Disabled Young Persons in Estonia" I. Mortensen Formidlings Centre, Aarhus.

4. Institutional Framework

The Labour Market Department of the Ministry of Social Affairs will be responsible for overall co-ordination of the project. Experts of the MoSA will review legislation and institutional framework of rehabilitation system. The Ministry is responsible for transposing relevant recommendations into legislation and practice.

General role in the national policy on disabled people:

*co-ordination of employment policies, reviewing, designing and supervising implementation of mainstream and targeted active labour market measures;

*promoting integration of disabled people into the open labour market via prescribing specific measures in the yearly National Employment Action Plans;

*supervision of employment laws and regulations to prevent discrimination against disabled people and restriction of their employment;

*co-operation with employers' and employees' organisations to ensure fair employment policies, fair working conditions and fair remuneration, also to introduce measures to improve working environment aimed at avoiding accidents and injuries as well as rehabilitation appliances for those workers who suffer from occupational injuries;

*initiation and support of public awareness-raising campaigns aimed at overcoming negative attitudes and prejudice towards disabled workers.

The implementation of project activities will be co-ordinated with Social Security, Social Welfare and Health Care departments of the MoSA; rehabilitation and labour market institutions (Labour Market Board and local employment offices); Social Insurance Board and its regional social insurance departments; the Council for Disabled People, social partners and other stakeholders.

Labour Market Board and local Employment Services activities are concerned with designing and providing active labour market measures for disabled people.

General role in the national policy on disabled people: paying unemployment benefits and providing labour market services (counselling, training, employment and business start-up subsidies); promoting employment opportunities of disabled persons.
Social Partners and Disability Organisations activities concerned with promoting employment and employment rights of disabled people and assisting management of disability at work. Social partners and disability organisations are consulted throughout the project.

**Trade unions** are, among other things, competent to submit to State and government bodies proposals for adopting and amending legal acts and regulations; enter into collective and other agreements.

**Employers' associations** shall carry out their activities on the basis of their approved Statutes. The objectives of the employers' associations are to unify employers' views and represent employers' interests in socio-economical negotiations in the field of employment and social relations; to negotiate with the Government and workers' organisations, taking into account ILO conventions and practices; to protect the interests of employers and commerce in the legislative process; to submit proposals for adopting and amending legislation in the field of employment, social affairs, taxation, commerce, regional affairs, etc. and for the implementation of economic policy that protects the interests of employers.

Until now social partners have played a modest role in increasing the employment of disabled persons and creating working conditions that meet their special needs.

**The Estonian Council for the Disabled** is among other things obliged to participate in developing national social policy and initiation and implementation of legislation, strategies, programmes and projects related to disabled people; support employment of disabled persons; raise awareness about issues related to medical care, rehabilitation, general and vocational education, re-training, employment and independent living.

**Social Insurance Board, regional social insurance departments and their special commissions determining disability:** Social Insurance Board and regional social insurance departments are to be involved in activities to develop multi-disciplinary rehabilitation system; linking assessment of disability and incapacity for work to rehabilitation services and other employment support measures; strengthening link between payment of social benefits and rehabilitation provisions.

General role in the national policy on disabled people: implementing social protection provisions; determination of disability and incapacity for work, referring disabled people to rehabilitation teams in order to draw up an individual rehabilitation plan, granting incapacity for work pensions and social benefits to cover activities prescribed in rehabilitation plan.

### 4.1. Beneficiaries:

The project will involve disabled people of working age who are referred to rehabilitation teams for drawing up an individual rehabilitation plan and/or seek for assistance from local employment services.

Disability is a multi-faceted concept that represents the relationship between an individual and his or her social environment. An individual who is limited in his or her ability to function in one environment may not be limited when components of that environment are modified or when functioning in alternative environment. In addition, disability status may be dependent on the skills or abilities an individual had prior to the onset of impairment and how the impairment has reduced or destroyed those abilities.

Therefore, a nature of the disability (physical, visual, mental etc) is not relevant in the context of this project. The project should be open to all disabled people of working age who have lost over 40% of their capacity to work irrespective of the nature of their disability. It is widely recognised
that all disabled people benefit from rehabilitation as rehabilitation provisions either improve or maintain operational capacity.
5. **Detailed Budget (in MEUR)**

<table>
<thead>
<tr>
<th>Phare Support</th>
<th>Investment Support</th>
<th>Institution Building</th>
<th>Total Phare (=I+IB)</th>
<th>National Cofinancing *</th>
<th>IFI*</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Contract 1</strong></td>
<td></td>
<td></td>
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<td></td>
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<tr>
<td>PAA 12 man-months</td>
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<td>0.18</td>
<td>0.18</td>
<td></td>
<td>0.18</td>
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<tr>
<td>3.4.1-3.4.4</td>
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</tr>
<tr>
<td>3.4.1 STA 3 man-months recommendations</td>
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<tr>
<td>3 man-months work places adaptation concept</td>
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<td>0.028</td>
<td>0.033</td>
<td>0.0017</td>
<td></td>
<td>0.0347</td>
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<tr>
<td>Development of work place adaptation scheme (Direct Agreement)(3.4.5)</td>
<td></td>
<td>0.005</td>
<td>0.005</td>
<td>0.005</td>
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<td><strong>Total</strong></td>
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<td><strong>0.4103</strong></td>
<td><strong>0.0267</strong></td>
<td><strong>0.4370</strong></td>
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*In cases of co-financing only*

**National co-financing**

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<td>3.4.4 Media campaign</td>
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<td>0.0017</td>
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<td><strong>Total national co-financing</strong></td>
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<td></td>
<td></td>
<td></td>
<td><strong>0.0267</strong></td>
</tr>
</tbody>
</table>

The Estonian contribution of co-financing provides for the office supplies (0.014 MEUR), rent of rooms and equipment for seminars (0.005 MEUR), fees of the Estonian experts (0.006 MEUR) and for printing materials (0.0017 MEUR). The co-financing of Activity 3.4.3 is joint to the EC Phare contribution concerning the rehabilitation teamwork and parallel concerning the training and seminars.
6. Implementation Arrangements

Implementing Agency

The CFCU will be the Implementing Agency responsible for DIS related tendering and contracting. Open tendering by CFCU for services (p. 3.4.4. and p 3.4.5) will take place in accordance with Phare DIS prior announcement in the EU Official Journal at the appropriate time.

Programm Authorising Officer:
Mr. Renaldo Mändmets,
Deputy Secretary General of the Ministry of Finance
Phone. +372 611 3558
Fax. +372 631 7810
Suur Ameerika 1
15006 Tallinn
Estonia

Programm Officer:
Pille Liimal, Advisor to Ministry of Social Affairs
Gonsiori 29, Tallinn, Estonia
tel +372 6269 953, fax +372 6269 743,
Pille.Liimal@sm.ee

Project Leader:
Mrs. Aili Petti,
Chief Specialist of the Labour Market Department
Gonsiori 29, Tallinn, Estonia
Tel: +372 626 9810
Fax: +372 626 9778
e-mail: aili.petti@sm.ee

A Project Steering Committee, with overall supervisory responsibility as well as a co-ordination function, will be established by representatives from MoSA (chair), Social Insurance Board, National Labour Market Board, Council for Disabled People, Social partners representatives; EC Delegation in Estonia, Ministry of Finance, plus the PAA & Project Leader and Observers. It will meet at least every three months to review and evaluate the project’s activities and delivery of outputs. On a project management level, a weekly meeting will be held between MoSA (Head of Labour Market Department and other Heads of Department, plus specialists) and the PAA (plus other specialists).

6.2. Twinning

The Beneficiary institution and counterpart of the twinning is the Employment Department of the Ministry of Social Affairs in co-operation with the Labour Market Board.
The contact person of the PAA is
Ms Pille Liimal
Advisor
Gonsiori 29, Tallinn, Estonia
Tel +372 6269 953
E-mail: Pille.Liimal@sm.ee.

6.3. Non-standard aspects
None

6.4. Contracts
There will be 1 contract: EUR 437 000 (including Estonian co-financing 26 700 EUR).

7. Implementation Schedule

7.1. Start of tendering/call for proposals
September 2002

7.2. Start of project activity
January 2003

7.3. Project Completion
January 2004

8. Equal Opportunity
Equal opportunity for men and women to participate in the project will be guaranteed.

All contractors will be required to provide regular monitoring data recording the participation of men and women in terms of experts/consultants employed and trainees participating in funded actions (as an integral component of all project progress reports and as a pre-condition for SOE’s approval of disbursement of funds).

Such monitoring data will be reported to the Project Steering Committee and in Monitoring & Assessment Reports prepared during the implementation of the project.

9. Environment
-not applicable

10. Rates of Return
-not applicable

11. Investment Criteria
-not applicable

12. **Conditionality and Sequencing**

Review of current legislation, rehabilitation measures and practice must be completed prior beginning of the project.

The project will be conditional upon formal agreement with all participants to fulfil their obligation in participating in training. Ministry of Social Affairs will take into account the recommendations of this project after the completion.

Participants in training programme will be selected among relevant actors from rehabilitation teams (team members), local employment offices (employment consultants), regional social insurance departments (inspectors granting social benefits for disabled people and experts determining disability and its degree of severity). Steering Committee will select up to 60 participants from four regional networks (divided by 'service areas' of four regional social insurance departments), thereafter, written agreements are signed with participants to determine their obligations and commitment.

For an indicative implementation time schedule for project activities, see *Annex 2.*
ANNEXES TO PROJECT FICHE

1. Logical Framework Matrix
2. Detailed Implementation Chart (*indicative*)
3. Cumulative Contracting and Disbursement Schedule (*indicative*)
4. Employment of people with disabilities: legal situation in Estonia
## Annex 1 Logical Framework Matrix

<table>
<thead>
<tr>
<th>Enhancing Employment Opportunities for People with Disabilities</th>
<th>Programme number:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Contracting period expires: 30 November 2004</td>
</tr>
<tr>
<td></td>
<td>Total budget: 0.4370 MEUR</td>
</tr>
</tbody>
</table>

### Overall Objective

Enhanced employability and integration of disabled people into the labour market.

### Objectively Verifiable Indicators

- Number of disabled people in active employment increases by 20% by year 2006 (base-line: 2001 = 5400)

### Sources of Verification

- MoSA and NLMB statistical reports

### Project Purpose

Institutional network of rehabilitation teams, social insurance departments, labour market services and vocational training centres built up and strengthened in order to provide and co-ordinate rehabilitation services, labour market measures and work place adaptations for disabled people.

Increased awareness of employers about recruitment of disabled people and disability management at work. Information made available for disabled people about existing rehabilitation, labour market and training provisions.

### Objectively Verifiable Indicators

- 4 respective regional networks established and operating as a result:
  - 20,000 personal rehabilitation plans concluded and carried out for disabled people of working age by the end of 2004 (base-line: 2001 = 0)
  - 500 disabled people benefiting from active labour market measures in year 2004 (base-line: 2001 = 100)

### Sources of Verification

- Reports from the regional social insurance boards
- MoSA, annual reports
- NLMB annual reports

### Assumptions

- Continued review of legal acts and policy measures against discrimination and other obstacles disabled people face
- Active participation of disabled people, employers and unions

### Results

3.3.1. Analysis of legislation and existing institutional network of rehabilitation teams (20), regional social insurance departments (4), public employment offices (15) and regional vocational training centres (4) regarding provision, funding and co-ordination of rehabilitation and other employment support measures for disabled people. Review and evaluation of current active labour market measures.

### Objectively Verifiable Indicators

- Procedural/operational manuals etc. on rehabilitation and other employment support measures for disabled people;

### Sources of Verification

- Project reporting,
- Twinning Team, MoSA

### Assumptions

- State funding for implementation of National Employment Action Plan (NAP) provides resources allocated to active labour market measures for disabled
- Active participation of disabled people, employers and unions
3.3.2. MoSA presented with recommendations on necessary amendments to legislation and/or policies; strengthening implementation structures and services; improving co-operation between relevant actors and co-ordination of rehabilitation and labour market provisions; widening the range and scope of rehabilitation, labour market and other employment support services (if necessary); allocating funding responsibilities (national government, municipalities, employers, disabled people) and improving funding schemes. MoSA will be responsible for transposing relevant recommendations into legislation, National Employment Action Plan and practice.

3.3.3. Example training programme on institutional co-operation and networking to promote multidisciplinary approach to rehabilitation and employment needs of disabled people are prepared. Training provided for selected general practitioners and occupational health practitioners, rehabilitation teams, regional social insurance departments and their commissions determining degree of disability, labour market consultants, representatives from the regional vocational training centres.

3.3.4 Increased awareness among both disabled people and their (potential) employers about different resources of support to employment of disabled people. Relevant information provided about existing rehabilitation and other measures to support employment of disabled people (project and MoSA website; leaflets, good practice guides for employers, media coverage); project activities and results made public (media coverage, closing seminar organised).

<table>
<thead>
<tr>
<th>Recommendations of the project incorporated into relevant policies and legislation by 2004.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Twinning Team, MoSA</td>
</tr>
<tr>
<td>MoSA</td>
</tr>
</tbody>
</table>

Example training programme approved by MoSA, training provided for 60 persons from 4 regions by the end of the project.

Project web-page active, good practice guide for employers (2500 copies) produced; project report disseminated, seminar held by the end of the project.
### 3.3.4. Scheme for work place adaptations set up:

- Experts on work place adaptations trained;
- Funding scheme proposed; financial incentives and consultation services for employers designed.

- 10 experts on work place adaptations trained; technical and operational manuals etc relating to work place adaptation scheme produced (1000 exemplars) and distributed to social partners organisations, rehabilitation centres, public employment services, and vocational education institutions.

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.4.1 Analysis of legislation, existing institutional network and funding schemes as well as of services provided by rehabilitation teams, regional social insurance departments, public employment services and regional vocational training centres.</td>
<td>PAA 12 months&lt;br&gt;STA 3 months (3.4.1)&lt;br&gt;STA 3 months (3.4.3)&lt;br&gt;STA 3 months (3.4.4)&lt;br&gt;Media campaign 2 months (3.4.5)&lt;br&gt;Direct agreement (3.4.4) 2 weeks&lt;br&gt;Audit</td>
<td>0,18&lt;br&gt;0,045&lt;br&gt;0,045&lt;br&gt;0,045&lt;br&gt;0,033&lt;br&gt;0,005&lt;br&gt;0,003</td>
</tr>
<tr>
<td>3.4.2 Drafting changes in legal framework and amendments/updating proposals for the strategic documents; designing complementary labour market and rehabilitation measures (if necessary) to support employment of disabled people; drafting proposals to improve co-ordination and funding schemes.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.4.3 Development of training programmes on institutional co-operation and networking</td>
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<td></td>
</tr>
</tbody>
</table>
among relevant actors to promote multidisciplinary approach to rehabilitation and employment needs of disabled people and, thereby, to ensure that activities prescribed in the individual rehabilitation plans are carried out.

3.4.4 **Information campaign** targeted at both disabled people and their (potential) employers about different resources of support the employment of disabled people. Information is made available on project and MoSa website; also written materials such as leaflets and good practice guides for employers are published and disseminated. **Project activities and results made public via media coverage** (press briefings organised, project report disseminated); closing seminar organised in January 2004.

3.4.5 Development of work place adaptation scheme: **training experts on work place adaptations**, designing the parameters of the service, including proposals for funding of the scheme, financial initiatives and consultation services for employers.

<table>
<thead>
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<tbody>
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## ANNEX 2
### TIME IMPLEMENTATION CHART

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<td>3.4.1 STA 3 months recommendations</td>
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<td>3.4.3. STA 3 months rehabilitation teamwork</td>
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<td>3.4. STA 3 month workplace adoption concept</td>
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<td>TA for media campaign printing materials</td>
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<tr>
<td>Development of workplace adaptation scheme 3.4.5.</td>
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### CUMULATIVE CONTRACTING SCHEDULE (by quarters)  
**ANNEX 3a**

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<td>III</td>
<td>IV</td>
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### CUMULATIVE DISBURSEMENT SCHEDULE (by quarters)  
**ANNEX 3b**

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<td>II</td>
<td>III</td>
<td>IV</td>
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<tr>
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<td>0.1620</td>
<td>0.2472</td>
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</table>
Annex 4: Employment of people with disabilities: legal situation in Estonia

3.1.1 Legal Situation

- The Estonian Constitution provides that “persons with disabilities are under the special protection of the state and local municipalities” (§ 28)


The National Disability Policy refers to the right of disabled people to be gained in beneficial and productive employment. Legislation must not discriminate against disabled people nor restrict their employment. The state is obliged to provide active employment measures and incentives to employers to support integration of disabled people into the labour market. The government supports, as stated in the policy document, public awareness-raising campaigns aimed at overcoming negative attitudes and prejudice towards disabled employees.

Implementing disability policy has proven to be a serious challenge, given the novelty of disability issues in Estonia as well as scarce financial and professional resources. However, the objectives set out in the National Disability Policy are a starting point for political decision-making and serve as a long-term social policy development plan.

Labour Market Services Act provides for active labour market measures such as vocational counselling, labour market training, employment subsidies and community placements. Employers, who employ less competitive persons such as disabled people, but also young and long-term unemployed, mothers with young children, people of pre-retirement age and ex-prisoners, are granted a wage subsidy. The subsidy is paid for the 12 months of employment and employers are not obliged to maintain employment when the subsidy period is ended. The subsidy is equivalent to a minimum wage for the first six months.

Expenditure on labour market policies in Estonia accounted for 0.24% of the GDP, which is very low compared to the EU countries. Moreover, active labour market measures comprise only about 34% of total labour market expenditure, subsidies to employers mere 1% of the whole budget spent on active measures. Disabled people, therefore, account for mere 2-3% of unemployed enrolled in labour market training programmes and only a few disabled employees benefit from employment subsidies.

Estonia’s National Employment Action Plan 2002 is based on the four pillars of the European Employment Strategy:

- Improving employability,
- Developing entrepreneurship,
- Encouraging adaptability of businesses and their employees and,
- Strengthening equal opportunities policies for women and men.

Special emphasis is placed by the Action Plan on the integration of disadvantaged groups, defined as disabled people, young unemployed and long-term unemployed.
In the specific area of support to disabled people, two activities under the 2002 Action Plan are targeted at raising employment levels: (1) setting up 120 subsidised workplaces for disabled youth in six regions and (2) training employment consultants to work with disabled youth.

**Rehabilitation institutions (rehabilitation teams)** draw up individual rehabilitation plans and provide for rehabilitation services. The following experts form the rehabilitation team: social worker, general practitioner, special practitioner or psychiatrist (in the case of persons with special psychiatric needs), psychologist-vocational counsellor, speech therapist and/or special teacher, physical therapist, occupational therapist. The rehabilitation team may also, where necessary, ask for expertise from other specialists such as employment services counsellor or technical aids consultant.

The rehabilitation team evaluates following disability related interactions and needs of the disabled person:

- Operational capacity, including capacity to work, and the need for external assistance, guidance or supervision;
- Living conditions and daily environment, including social network and personal relationships with family members, relatives, friends, colleagues;
- The need for means of communication and technical aids, adaptation of habitation or workplace and working arrangements;
- The need for vocational training, re-training or in-work practice;
- The need for medical and social-psychological rehabilitation etc.

Each member of the rehabilitation team evaluates different elements (corresponding to his/her field of expertise), sets out the objectives, methods, extent and frequency of the activities required to support independent living and social integration of the disabled person, and the schedule for achieving the objects.

There are 20 rehabilitation institutions and teams, but in practice they provide mainly for medical and social rehabilitation. Educational and occupational rehabilitation needs to be developed. Moreover, there is a need to build up an efficient network between different actors and institutions, for example, between the rehabilitation team and local employment and social services built up.

**Social Benefits for Disabled Persons Act** aims at promoting independent living, social integration and equal opportunities of people with disabilities through partial compensation of additional disability-related costs such as costs associated with medical and social rehabilitation; special educational needs, vocational training, retraining and employment; the need for personal assistance or special technical aids; use of transport, communication and other public services. The benefits are designed to recognise the individuality of disabled people’s needs, foremost rehabilitation and employment needs.

The scheme of social benefits of disabled people is a fairly new scheme (fully operational since January 2001). Several changes were, however, introduced to the scheme by the amendments to the Social Benefits for Disabled Persons Act (came into force on 1 January 2002). The amendments are aimed at strengthening a link between benefits and rehabilitation provisions that are, in turn, closely connected with employment opportunities of disabled people.
According to the State Audit Office Report from January 2002 the implementation of the scheme needs to be further improved to ensure that benefits serve the purpose of raising abilities of disabled people, facilitating their social integration and active participation in the community life.

The Regular Report from the Commission on Estonia’s Progress Towards Accession (2001) underlines that although Estonia has made a considerable progress in the area of social policy and employment since the last Regular Report, efforts should be made to improve monitoring, implementation and enforcement of legislation. Further efforts are also required to ensure alignment with the acquis on anti-discrimination based on Article 13 of the Amsterdam Treaty. Promoting anti-discrimination policies and legislation in relation to disabled people is, therefore, one of the priorities. Employment is clearly one of the fields where various measures must be taken to promote equal opportunities for disabled people.

Furthermore, the Report draws Estonia’s attention on the issue of combating of social exclusion. The combating of social exclusion as laid down in Article 136 of the Treaty is part of the objective of the EU social policy. As decided at the Lisbon and Nice European Councils, policies to combat social exclusion combine commonly agreed objectives at the EU level and the National Action Plans. The Gothenburg European Council in June 2001 invited countries to translate Union’s objectives of promoting social inclusion in their national policies.

The project on Enhancing Employment Opportunities for People with Disabilities proposed by Estonia aims at promoting social inclusion of disabled people and is, therefore, in line with the objectives of EU social policy.