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DG Employment, Social Affairs and Inclusion

Peer Country Comments Paper - Italy

Targeted employment services for an inclusive labour market: a complex and innovative framework, with wide regional differences

Peer Review on "Employer service delivery"

26-28 October 2020

Written by Manuela Samek Lodovici – IRS. In collaboration with ICF.

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Unit A1

Contact: Kim Henriksson

E-mail: EMPL-A1-UNIT@ec.europa.eu

Web site: <http://ec.europa.eu/social/mlp>

European Commission

B-1049 Brussels

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1 Introduction¹

This paper has been prepared for the Peer Review on "Employer service delivery" within the framework of the Mutual Learning Programme. It provides a comparative assessment of the policy example of the host country and the situation in Italy. For information on the host country policy example, please refer to the Host Country Discussion Paper.

2 Situation in the peer country

Italy is characterised by a highly segmented labour market and relatively low employment rates compared to the EU average. In 2018 the employment rate of the population aged 20-54 in Italy was only 63% compared to an EU-28 average of 73.2% (Eurostat data). Long-term unemployment is particularly high in Italy, with the long-term unemployment rate reaching 6.2% in 2018 compared to 3% in the EU-28.

The segmentation of the Italian labour market is clearly visible in the composition of unemployment, which affects in particular young people, women, foreign-born persons, and disadvantaged groups, including persons with disabilities. Regional variation is also significant, reflecting differences in socio-economic conditions. On average people living in Southern Italy are almost three times more likely to be unemployed compared to those living in the North, with an unemployment rate at 18.4% in 2018 (compared to 6.6% in Northern Italy). The share of those unemployed for 12 months and over is 65.8% in Southern Italy compared to 50.4% in the North. Unemployed people living in the South are likely to remain outside the labour market for about 11 months more than people living in the North (ISTAT, 2017).

Health conditions also have a strong impact on labour market participation. According to ISTAT data (ISTAT, 2019) only 31.3% of people aged 15-64 with severe limitations² were employed in 2016-2017, compared to 57.8% of the population without limitations. Employment rates were even lower for women with disabilities, those with low educational levels and those living in Southern Italy. The same data show that people with disabilities are more likely to be employed in the public sector (49.7% are employed in the public sector compared to 41.3% of those without limitations), while 27% are employed in the service sector and 16.9% in the manufacturing and construction sectors. Social cooperatives have an important role for the employment of severely disadvantaged workers (e.g. persons with severe disabilities, prisoners, etc.), with around 28,000 of these workers employed in 2016-2017.

3 National policies and measures

3.1 Employment services in Italy

Active labour market policies are under regional competence in Italy. Regional measures are usually targeted to the long-term unemployed people, people aged over 50, and workers at risk of unemployment.

Besides services targeted to the unemployed people (e.g. personalised skills assessment, counselling services, job search support), Public Employment Services (PES) also provide services for local employers to support the labour market integration of unemployed people. These services for employers include the provision of information

¹ Paper written with the collaboration of Nicola Orlando - IRS

² In order to identify the persons with severe limitations Istat (Istat,2019) uses the answers to the Global Activity Limitation Instrument (GALI) question assessing the presence of long-standing activity limitation: "For at least the past 6 months, to what extent have you been limited because of a health problem in activities people usually do? Would you say you have been ..." severely limited / limited but not severely or / not limited at all?".

on labour market legislation and incentives; support for administrative practices; assessment of employers' needs for the pre-selection of job candidates and matching services and the search for qualified and difficult to recruit workers; support in the management of candidates' interviews. Specific provisions and services are also in place to support the employment of persons with disabilities.

According to the latest Monitoring Report on Employment services in Italy (ANPAL, 2018), most of PES provide mainly information and administrative services and sometimes pre-selection services to local employers. The main shortcomings relate to the provision of specialised counselling services (e.g. the individuation of firms' needs, the provision of workers-jobs matching services, the recruitment of specialised workers). This is due to the lack of personnel (indicated by 52.4% of the surveyed PES), especially business consultants, and to the lack of a targeted software for matching services (16.5%). In some regions specialised counselling services are concentrated in few job centres with qualified personnel.

The capacity of PES to provide these services is very diversified across regions, with a strong territorial divide between Northern and Central regions and Southern ones, where often PES do not have the human and financial capacity to provide effective services³.

3.2 Employers services to support the hiring of people with disabilities

In Italy, the employment of persons with disabilities is supported by a compulsory quota system, which provides that public and private companies with more than 14 employees must reserve a quota of their labour force to persons with disabilities, depending on the company size⁴. Companies not complying with the obligation have to pay administrative sanctions that replenish the Regional Funds for the employment of persons with disabilities.

This is complemented by an innovative legislation enacted in 1999 (Law 68/1999, Regulation on the right to work of persons with disabilities) based on the right to work for persons with disabilities and the provision of targeted placement services to both persons with disabilities and employers, matching job requests with offers available in the market (the so-called *collocamento mirato*) funded through targeted National and Regional Funds⁵.

Besides providing for a global evaluation of the individual skills and capacity to work, as well as training needs, Law 68/1999 introduced measures to incentivise companies to employ people with disabilities through targeted support and placement services, based on the assessment of employers' needs and matching services with the work capacity and skills of people with disabilities. Financial hiring incentives and tax reliefs according to the type and degree of disability are also available, together with measures to support

³ In order to reduce regional differences in employment services and improve coordination, the 2015 Jobs Act established the National Agency for Active Labour Policies (ANPAL) for the coordination of labour market policies and the provision of technical assistance to PES. An Action Plan was launched in 2017 to strengthen PES intervention capacity, through an increase in the number of PES staff and their training.

⁴ The quota system provides that: companies with 15-35 employees, have to hire one disabled worker; companies with 36-50 employees, 2 disabled workers; companies with more than 50 employees, the quota is 7% of the company's employees. Access to targeted employment services by people with disabilities is linked to the assessment of their ability to work and of their skills and work potential. Medical Commissions carry out the disability assessment. Companies not complying with the quota system are sanctioned, unless they can demonstrate that they cannot hire people with disabilities due to the type of activities carried out (on the grounds specified by Law), or that they are in a difficult economic situation.

⁵ The National Fund for the employment rights of people with disabilities was instituted by Law 68/1999 to fund hiring incentives and workplace adaptation, as well as national pilot projects promoted by the Ministry of Labour for the work integration of people with disabilities. Regional Funds for the Employment of people with disabilities are instead used to fund Regional programmes for the integration of people with disabilities.

the adaptation of the work environment, and the possibility for companies to suspend compliance to the quota system in cases of business crisis.

Targeted employment services are under the competence of regional and local authorities. Italian regions issue their own regulations and programmes to implement the law and coordinate all related activities, encouraging cooperation among stakeholders at local level, and individuating the PES as 'competent offices' for the provisions of these services to both persons with disabilities and employers.

The fulfilment of the quota obligation by public and private companies can be accomplished also through specific agreements (*convenzioni*) involving local PES, private companies (including those with no recruitment obligation) and in some cases social cooperatives. The regulation of these agreements has evolved over time.

Programme agreements (*Convenzioni di Programma*) are the forms of recruitment most used by companies. They are meant to facilitate the gradual integration of people with disabilities in companies, establishing the times and modes of employment. Companies define, together with PES, multiannual personalised plans for the recruitment of persons with disabilities following different hiring paths: either with an initial period of employment in a social cooperative as a form of training, or through trial employment, or with fixed-term or part-time employment.

Temporary placement agreements (*Convenzioni di inserimento lavorativo temporaneo*)⁶ allow companies to fulfil their quota obligation by ensuring business orders for services or products to social cooperatives temporarily employing persons with disabilities and other disadvantaged persons in place of the company. The agreements define the time span and the modalities of employment that the employer agrees to respect. These agreements are less common than programme ones, due to their complexity and the requirements imposed on employers and social cooperatives. They are mainly implemented in those territories where there is a well-established tradition of cooperation between PES, employers and NGOs and social cooperatives.

In cases of **severe disability**, it is also possible to establish **Territorial Framework agreements** (*Convenzioni Quadro territoriali*) between PES, employers' associations and associations of social cooperatives. These agreements are considered particularly appropriate for workers with severe psychic or mental health problems, and are viewed positively by employers because they reduce the recruitment management costs associated to hiring people with severe disabilities. The services externalised to social cooperatives hiring the persons with disabilities instead of the companies under the quota system are usually cleaning, gardening, reception, data entry, and some other administrative services. Social cooperatives also consider these agreements positively because they may ensure a stable market for their products and services, thanks to the obligation for companies to externalise some services to social cooperatives employing people with disabilities in order to comply to their quota obligation. The main issue relates to the weak position of social cooperatives in the definition of the amount of externalised services and their price.

Specific agreements are also envisaged for persons with disabilities presenting difficulties to be placed in ordinary workplaces, the so-called **Agreements for the labour market integration of disadvantaged persons** (*Convenzioni di integrazione lavorativa*). According to these agreements, PES have to define personalised integration

⁶ The 'trilateral' agreements with the targeted employment services and social cooperatives support the hiring of individuals with disabilities on a temporary basis. Workers with disabilities are temporarily placed in social cooperatives, from which the company has to buy products or services. The so-called 'type B' social cooperatives provide temporary employment for disabled people to prepare them for subsequent placement in private companies. These cooperatives may also employ permanently workers unable to find employment in the open market. Social cooperatives have proven particularly suited to the integration of people with psychic and intellectual disabilities, because they provide both the necessary technical skills to carry out the required tasks, and to learn to cope with the uncertainty, insecurity and stress resulting from the working environment.

plans and activate trial employment contracts to be monitored and supported with accompanying, tutoring and monitoring services in the workplace. Trial employment contracts may also be activated in social cooperatives.

Legislative Decree 151/2015 further revised the incentive system for companies, generalising the use of the so-called nominative hiring⁷ and increasing hiring incentives according to the type and degree of disability⁸, and contributions to the adaptation of the workplace and working conditions. The Decree also reduced the administrative burden on employers (although at the cost of reducing the information collected from companies on the employment of people with disabilities), and strengthened personalised support to workers with disabilities in the workplace, introducing the figure of the *tutor*. In addition, the Decree provided for the creation of a National Targeted Employment Database⁹ and increased financial resources allocated to the National Fund for the employment of people with disabilities.

The 'Second Biennial Action Programme for the promotion of the rights and the integration of people with disabilities in implementing national and international legislation' adopted on 12th of October 2017¹⁰ in the framework of the United Nations Convention for the rights of people with disabilities, supports the set-up in private companies, on a voluntary basis, of a 'Corporate Observatory' and of a 'Disability manager', to facilitate the inclusion of workers with disabilities in the workplace, from the delicate moment of their first insertion, enhancing their autonomy and professionalism and reconciling their specific needs of life, care and work. Pilot experiments are currently implemented in some large companies in Northern Italy.

The monitoring data reported in the latest available Relation to the Parliament on the implementation of Law 68/1999¹¹, referring to years 2014-2015, show that the number of persons with disabilities registered in Public Employment Services reached 775,095 individuals in 2015, with a 14.5% increase compared to 2013 and a 7.5% increase compared to 2008. The large majority (90%) of registered persons with disabilities are civil invalids. Over 29,000 persons with disabilities registered in PES were hired in 2015. A large share of the hirings (40% in 2015) were defined through agreements, mainly programme agreements (reaching more than 70% of the hirings through agreements in 2015).

Fixed-term contracts are the most common form of recruitment (over 63% in 2015), resulting a the very high turnover rate registered by workers with disabilities, with one termination of employment every 1.2 hirings in 2015. Contractual resolutions in 2015 were due to the termination of the employment contract in 50.4% of the cases. Layoffs represented 5.9% of employment resolutions, while individual dismissals

⁷ Before 2015 nominative hirings (i.e. the possibility for the company to select the person to be hired under the quota system according to her/his skills and characteristics) were allowed under specific conditions and in the case of programme agreements. In the remaining cases, hirings had still to follow the so-called numerical system (i.e. taken from the list of people with disabilities registered in targeted PES according to their position in the ranking).

⁸ Hiring incentives depend on the type and degree of disability, and provide for: i) a reduction of 70% off the monthly gross taxable income for social security purposes for a thirty-six month period for each permanent contract offered to a person with reduced work capacity exceeding 79% or with physical impairments as per lists attached to the legislation on war pensions; ii) a reduction of 35% off the monthly gross taxable income for social security purposes for a thirty-six month period for each permanent contract offered to a person with a reduced work capacity exceeding 79% or with physical impairments as per lists attached to the legislation on war pensions; iii) 70% off the monthly gross taxable income for social security purposes for a period of 60 months for each permanent or temporary contract (of at least 12 months) offered to a person with a learning or mental disability resulting in a reduced work capacity superior to 45%.

⁹ Art.8 of the Legislative Decree 151/2015

¹⁰ Decreto del Presidente della Repubblica 12 ottobre 2017, Adozione del secondo programma di azione biennale per la promozione dei diritti e l'integrazione delle persone con disabilità' (17A08310) (GU Serie Generale n.289 del 12-12-2017) <https://www.gazzettaufficiale.it/eli/id/2017/12/12/17A08310/SG>

¹¹ Ministry of Labour and Social Policies, Relazione sullo stato di attuazione della legge recante norme per il diritto al lavoro dei disabili (Anni 2014 e 2015), 28 February 2018 http://www.condicio.it/allegati/340/Relazione8_68.PDF. The new Relation for years 2016-2018 is currently under preparation. Monitoring data are reported also in INAPP, 2018 and Istat, 2019.

were the motivation of another 14% and termination of the trial period for 3.9%, an indication of the high risks of an early termination of the employment relationship if not adequately supported and monitored.

Specific measures to support employers in recruiting persons with disabilities and in the adaptation of the workplace are also envisaged in the 'Italian Partnership Agreement' 2014-2020¹², supporting the implementation of measures promoting diversity in the workplace (e.g. awareness raising on diversity management and career path management of workers with disabilities) and the development and dissemination of assistive technologies facilitating the employment for persons with disabilities.

In recent years collective agreements have also increasingly paid attention to the situation of people with disabilities in the work place, although to very different extent. For example, the December 2018 the social partners signed a 'Pact on health and safety in the workplace'¹³ which, among others, includes a section on the re-employment of persons with disabilities and the adaptation of the workplace, of working time and work organisation to improve the working conditions of workers with disabilities. Other collective agreements, like the one for the credit sector, provide for the creation of a specific fund to incentive the hiring of disadvantaged workers with open-ended contract; the agreements in the metalworking and in the credit sector also pay attention to the need to remove architectural barriers.

According to a recent study (IRS, 2018), based on interviews to national and local stakeholders (representatives of the social partners, targeted PES, and the main NGOs operating in the field), there is an overall positive perception of the approach adopted with the targeted employment services. However, employers underline limited knowledge on the available services and incentives for the placement of people with disabilities, the difficulty to find people with disabilities with the skills and work capacity needed for job openings and the wide territorial differences in the support services provided by targeted PES. Other stakeholders underline the difficulty to place persons with psychic or mental disabilities or with severe disabilities, as they need more intensive targeted measures and a greater involvement of social cooperatives. Representatives of NGOS find that small and medium enterprises (SMEs) provide a better working environment to the employment of persons with disabilities, although they need targeted counselling services to support the integration of a person with disability in the workplace. They also stress the potential contrasting effects of digitalisation on the employment of people with disabilities, on the one hand facilitating their employment in occupations and tasks before difficult to access, but on the other eliminating those intermediate and low-skilled occupations traditionally covered by workers with disabilities. PES operators underline the progressive reduction of financial means and human resources in PES and the increasing difficulty to comply with all the complex tasks and services required by targeted employment services.

The IRS report also collected a number of local experiences of territorial networks and agreements promoted by local targeted PES, and involving social and healthcare services, social cooperatives, and employers. In some cases, the agreements are promoted by social cooperatives or associations of people with disabilities and

¹² Partnership Agreement with Italy - Agreement between the European Commission and Italy on funding through the European structural and investment funds, 29 October, 2014. https://ec.europa.eu/info/publications/partnership-agreement-italy-2014-20_en

¹³ Confindustria e Cgil, Cisl e Uil (2018), Patto sulla Salute e Sicurezza - Attuazione del patto per la fabbrica. https://www.confindustria.it/wcm/connect/0fa71f55-7464-4dd9-b52a-ee357c607e90/Patto+per+la+fabbrica+-+salute+e+sicurezza+.pdf?MOD=AJPERES&CONVERT_TO=url&CACHEID=ROOTWORKSPACE-0fa71f55-7464-4dd9-b52a-ee357c607e90-mVGPQjV

employers¹⁴, in others it is the local employers' associations that promotes integration services with the cooperation of the local PES and social cooperatives¹⁵.

These experiences involve in many cases persons with severe disabilities (mainly psychic or intellectual disabilities), and appear effective in providing personalised integrated services to both persons with disabilities and employers. In most of the cases the process starts with the assessment of the work capacity and training needs of the person with disability in relation to the skills required in the jobs available in local companies, targeted training is then provided either in social cooperatives or directly in the workplace through internships finalised to the placement in the company, or in cases of severe disabilities, in social cooperatives on the basis of specific agreements with companies. The process is accompanied by qualified tutors who support both the worker and the employer particularly in the initial phases of the employment relation.

Employers hiring a person with disability have access to hiring incentives reducing the cost of labour and to financial support for the adaptation of the workplace and work organisation. In some cases, regions provide additional hiring incentives for particularly disadvantaged people. For instance, in its Regional Programme for 2018-2019, Veneto Region provides additional incentives to companies for hiring long-term unemployed persons with disabilities and a targeted information campaign. Some regions, like the Puglia Region in 2015, also established an office of the Ombudsman for the rights of people with disabilities. In Lombardy, regional authorities have established a register of organisations that can provide job placement and integration support. Service providers can be non-profit agencies (e.g. social cooperatives), for-profit labour agencies (e.g. private human resource consultancy firms such as Adecco or Man Power), or local public employment services. A targeted funding scheme is available for persons with disabilities to support training and job integration and job maintenance services (*Dote Lavoro persone con disabilità*). A specific scheme is also available for employers (*Dote Impresa collocamento mirato*) to provide financial hiring incentives, counselling services and contributions for workplace adaptation. The Lombardy Region also funds local projects supporting an inclusive culture.

The following table summarises the main strengths and weaknesses of the Italian targeted employment system.

Strengths	Weaknesses
<p>The attention to measures helping employers to comply with the quota system: quotas have been revised in order to increase labour demand in some occupations, to smooth access to employment, to promote the implementation of targeted services, to enhance effective placement also through recruitment subsidies and financial support to workplace adjustment.</p>	<p>The high turnover rate and the difficulty to maintain people with disabilities at work.</p> <p>The scarce implementation of the figure of the 'tutor' responsible for the integration of persons with disabilities in the workplace.</p>
<p>The assessment of the actual skills and work abilities of people with disabilities rather than of their residual work-capacity, and the role of (local) targeted</p>	<p>The wide regional differences in the quality of services provided. Only in some territories PES have been able to network and cooperate effectively with the other relevant actors, offering</p>

¹⁴ An example is the case of the cooperation between the Brembo Ltd. And the Bergamo Association of Blind people, for the on the job training and job placement of blind people in the Brembo company. Another example is the Job Station project promoted by the Italian Accenture Foundation with the NGO Progetto Itaca, promoting a workplace for distance workers with psychic disabilities.

¹⁵ An example is the experience of the Association of SMEs in the province of Varese, providing a targeted matching service to its associates, thanks to a territorial agreement with six local social cooperatives and the local targeted PES.

<p>employment services in assessing the actual changes made in the workplace to support workers with disabilities.</p> <p>The programme and territorial agreements and the role of 'social cooperatives' and NGOs, based on the long-standing tradition of social cooperatives in the employment of people with disabilities, with successful experiences especially in the employment of people with mental and psychic disabilities.</p> <p>The creation of a monitoring system on the implementation of Law 68/99 providing data every two years to the Parliament. Data are disaggregated by sex and by type of invalidity or categories of disability. The main drawback of the monitoring system is the delay in reporting. The latest report (the 8th), published in 2018 refers to the years 2014-2015.</p>	<p>services and tools customised to both people with disabilities and employers.</p> <p>The lack of controls and the tendency of private and public companies to avoid compliance to quotas, counting on delays or lack in public controls.</p> <p>The lack of knowledge among companies on the legislation and of the opportunities available to comply with the law.</p> <p>The lack of a well-trained operators in PES. The current public budget constraints and institutional changes¹⁶ have led to a reduction in the targeted employment services staff. Therefore, it is increasingly difficult for these services to continue ensuring their supporting and monitoring services.</p>
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4 Assessment of success factors and transferability

4.1 Success factors

Most of the tools adopted by the Dutch PES are similar to those performed by the Italian PES with targeted employment services for people with disabilities (e.g. the single contact point for the provision of free advice at local level on subsidies/benefits available; the possibility to post job openings on PES' on line vacancy site; the provision of administrative support and of job-worker matching services; the support to workplace adjustment; trial placements and on the job coaching; financial incentives; training support).

The main features that characterise the Italian system and differentiate it from the Dutch case are: the combination of a compulsory quota system and advanced employment services targeted to both people with disabilities and employers, with the assessment of the work capacity of persons with disabilities¹⁷ and a key role of social cooperatives and of NGOs / associations of people with disabilities.

The Italian model of territorial cooperation between PES, companies and social cooperatives is rather innovative and could provide interesting inputs for other

¹⁶ Italy is carrying out two major territorial and institutional reforms. The first one is the transfer of responsibilities from the provinces to regions and municipalities, with the aim to abolish provinces through a revision of the Constitution; in the meantime, provinces would keep some transitory functions. After many revisions to the initial approach, provinces have been transformed in inter-municipalities, with their complete suppression through a modification of the Constitution still on the agenda. The second major aspect of the reform was the creation of metropolitan cities, which correspond to the territory of the provinces in which the city is located (OECD, 2017).

¹⁷ For each registered person, a Technical Committee composed by experts of social and health services, PES, forensic medicine and regional offices, creates a file where relevant information, such as qualifications, skills, personal preferences, and the nature and degree of disability, are noted down. The committee, which consists of experts from social, healthcare and employment services, also analyses the tasks that can be performed and workplace adaptations that may be required. The targeted employment services are responsible for matching job requests with offers available in the market. These Committees may also ask Medical Commissions to periodically assess whether the abilities, skills and potential of the people with disabilities placed at work are still suitable to the workplace environment and/or working activities or have changed.

countries. Social cooperatives have indeed proven particularly suited to the labour market integration of people with psychic and intellectual disabilities, because they provide both the necessary technical skills to carry out the required tasks, and to learn to cope with the uncertainty, insecurity and stress resulting from the working environment.

The Dutch success factors that could be transferred to Italy relate instead to the strong involvement of the social partners in the Job Agreement, setting targets for employers in hiring disadvantaged groups.

Another interesting aspect is the idea to use the corporate social responsibility framework to incentive companies, and the attention to information and awareness rising measures targeted to employers.

4.2 Weaknesses

As in the Dutch case, in Italy the main weaknesses relate to:

- The lack of knowledge among employers (particularly SMEs) on available measures and incentives
- The difficult to effectively involve companies in hiring disadvantaged and disabled people;
- The difficulty to find a good match between the available jobs and workers' skills and work capacity and to support permanence in the job through on the job coaching and work adjustment;
- The regional diversity in the capacity of PES to network with other relevant stakeholders and to provide high quality services to both employers and people with disabilities;
- The difficult placement of people with psychic or mental disabilities.

In order to improve the effectiveness of the measures available in Italy, the following suggestions emerge in the Italian debate among key stakeholders on targeted employment services (IRS, 2018):

- Increase the number and quality of PES staff with specialist knowledge;
- Differentiate tools and incentives according to disability types, as well as to employer's characteristics (e.g. company size, activity, needs) and improve flexibility in their use;
- Strengthen the working abilities and capacities of people with disabilities by defining training measures possibly in cooperation with companies in order to take into account their specific skills needs;
- Increase knowledge among employers (especially SMEs) on targeted employment opportunities and facilitate companies' access to hiring incentives and to the reimbursements of the cost of workplace adaptation;
- Promote a cultural change in the approach of companies to disability: corporate social responsibility and new human resource management (HRM) approaches (disability or diversity manager) as suggested in the NL host paper appear interesting in this respect;
- Strengthen the involvement of associations of people with disabilities, of social cooperatives, and of employers' associations in targeted employment services;
- Reinforce continuous mentoring and support services for companies and workers in order to support job maintenance for workers with disabilities, especially in case of people with intellectual and psychic disabilities.

- Strengthen controls and improve data collection, monitoring and evaluation activities.

5 Questions

- a. How do the different actors involved in the support of people with disabilities in The Netherlands interact between them? How are the social partners concretely involved in supporting the implementation of the Job Agreement? What mechanisms are in place to ensure their cooperation?
- b. How do PES operators ensure employers' involvement and support them in matching workers with jobs and in maintaining people with disabilities in the job? Is support based on the assessment of the employers' needs and the disabled person's skills and needs? Is job coaching provided, and if so for how long?
- c. Are PES operators specifically trained to address employers' needs in order to ensure the commitment of employers in hiring people with disabilities and other severely disadvantaged people? Or are specialists involved in PES for this type of services?
- d. How do PES promote an inclusive organisational culture and provide counselling and guidance for employers concerning diversity management strategies and tools?
- e. How are services to support the employment of people with disabilities connected with the UN Convention for the rights of people with disabilities?
- f. Is there a Monitoring and evaluation system in place?

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Annex 1 Summary table

The main points covered by the paper are summarised below.

Situation in the peer country

- Italy is still characterised by relatively low employment rates and a highly segmented labour market compared to the EU average.
- Health and disability conditions have a strong impact on labour market participation: only 31.3% of people aged 15-64 with severe functional limitations were employed in 2016-2017 compared to 57.8% of the population without limitations.
- People with disabilities are more likely to be employed with fixed term contracts compared to the rest of the population, resulting in a high turnover of people with disabilities in the workplace.

National policies and measures

- Active labour market policies and PES are under regional competence in Italy. Regional measures are usually targeted to the long-term unemployed, the over 50, and workers at risk of unemployment.
- PES services to local employers mainly relate to information and administrative services and sometimes pre-selection services. The provision of specialised counselling services is instead often lacking, mainly due to the lack of personnel. In order to overcome these shortcomings, some regions concentrate more specialised counselling services in few job centres with qualified personnel.
- The capacity of PES to provide effective services is very diversified across regions, with a strong territorial divide between Northern and Central regions and Southern ones.
- In relation to employment services for people with disabilities, the Italian system is characterised by an approach based on the combination of a compulsory quota system and advanced employment services and incentives targeted to both people with disabilities and employers.
- Social cooperatives are also key actors in the Italian system, especially for the employment of people with severe disabilities or disadvantage, including people with psychic or mental disabilities.
- The inclusion of people with disabilities in companies is largely based on the assessment of their actual skills and work capacity and on hiring incentives and services provided to employers, including the possibility to sign local agreements involving PES, employers and social cooperatives.
- Despite positive developments, there is still the need to support more effectively the placement and the retention in employment of people with intellectual and psychic disabilities, as well as to increase the awareness and attention of public and private employers on disability.

Assessment of success factors and transferability

- Particularly interesting for Italy are the Dutch information and communication measures to support companies' attitude on corporate social responsibility; the involvement of the social partners in the Job Agreement; and the capacity of PES to involve and activate companies to voluntarily hire people with disabilities.

- Conversely, an interesting aspect of the Italian model is the assessment of the work capacity of people with disabilities and the use of local agreements involving PES, companies and social cooperatives to support the employment of people with severe disabilities.

Questions

- How do the different actors involved in the support of people with disabilities in The Netherlands interact between them? Are the social partners concretely involved in supporting the implementation of the Job Agreement? What mechanisms are in place to ensure their cooperation?
- How do PES operators ensure employers' involvement and support them in matching workers with jobs and in maintaining people with disabilities in the job? Is support based on the assessment of the employers' needs and the disabled person's skills and needs? Is job coaching provided, and if so for how long?
- Are PES operators specifically trained to address employers' needs in order to ensure the commitment of employers in hiring people with disabilities and other severely disadvantaged people? Or are specialists involved in PES for this type of services?
- How do PES promote an inclusive organisational culture and provide counselling and guidance for employers concerning diversity management strategies and tools?
- How are services supporting the employment of people with disabilities connected with the UN Convention for the rights of people with disabilities?
- Is there a Monitoring and evaluation system in place?

Annex 2 Example of relevant practice

Name of the practice:	Endowment for targeted placements in companies (<i>Dote Impresa collocamento mirato</i>)
Year of implementation:	Since 2010
Coordinating authority:	Lombardy Region
Objectives:	To improve the job integration of people with disabilities in companies. The Dote provides financial hiring incentives, counselling services and contributions for workplace adaptation to companies. The management of the Dote is in charge of provinces and Metropolitan areas, which define Provincial Action Programmes.
Main activities:	<p><i>The Dote Impresa.</i></p> <p>The company beneficiary of the Dote can select the services to use among the following, provided by accredited operators:</p> <ol style="list-style-type: none"> 1. Hiring Incentives for the recruitment of a person with disability for at least 3 months. The amount of incentives depends on the degree and type of disability, the type and duration of the employment contract, whether the hiring is for the fulfilment of the quota obligation. It is also possible to get a reimbursement of the costs associated to traineeships. 2. Counselling services and support or the adaptation of the work environment, including: <ul style="list-style-type: none"> • <u>Counselling services</u> on work organisation and corporate social responsibility, training of workers with disabilities and their tutor; counselling on administrative requirements and on the opportunities offered by targeted services; counselling on the accommodation and adaptation of the work place to the needs of the worker with disabilities; counselling and accompanying services for the certification of invalidity of workers with declining work capacity; • <u>Contribution to the purchase of assistive devices</u> and the adaptation of the workplace for the worker with disability; • <u>Contribution to the costs for the creation of specific working and training environments</u> for on the job training for persons with disabilities registered in targeted employment services, in order to improve their work capacity and job insertion in the same company or in others. 3. Support to social cooperatives for the work integration of persons with severe disabilities: <ul style="list-style-type: none"> • <u>Contributions to the creation of new social cooperatives</u> or new branches of social cooperatives promoting the employment of persons with disabilities;

	<ul style="list-style-type: none"> • <u>Incentives to social cooperatives</u> supporting with accompanying services the transition to other companies of workers with disabilities already working in the cooperative for at least 12 months.
Results so far:	<p>An overall assessment of the measures promoted in the Lombardy region for the placement of people with disabilities was commissioned by the Regional Council in 2018¹⁸. The main results in relation to the Dote Impresa are that, although considered useful by employers using it, because it increases the autonomy of employers on the operators and services to use, it is still little known among employers. In addition, there is a need to improve its accessibility, reducing the administrative burden and making it more stable and less linked to the tendering procedures adopted by provinces. In addition, according to the report the Dote Impresa, while reducing the workload on the targeted employment services, it also reduces their control on the results of the measures financed in terms of the job integration of people with disabilities.</p> <p>Another issue is the difficulty of local PES operators to manage these instruments in an effective way due to the lack of personnel.</p>

Name of the practice:	Promoter 68 (<i>Promotore 68</i>)
Year of implementation:	Started in January 2019
Coordinating authority:	Lombardy Region
Objectives:	The Region funds local projects supporting an inclusive culture. The <i>Promotore 68</i> project started in 2019 to train business counsellors promoting the placement of persons with disabilities in local companies.
Main activities:	<p>To improve the effectiveness of employment measures for people with disabilities, the Lombardy Region in January 2019 promoted a new project, selecting 29 accredited counsellors operating in the 12 provinces of the regional territory.</p> <p>In each province the counsellors have to contact all companies under the quota system and provide them counselling and disability management services.</p> <p>In addition, they have to promote awareness rising measures to promote the employment of people with disabilities in the other companies, especially SMEs. Employers can contact the accredited counsellors operating in their territory.</p>

¹⁸ Polis Lombardia (2018), L'inserimento lavorativo dei disabili. Ostacoli e opportunità
Missione valutativa- Rapporto finale, Luglio 2018

Results so far:	The creation of the <i>Promotore 68</i> is meant to support PES in their relation with businesses, although it is too early to assess the effectiveness of the measure.
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