

Facilitators and Barriers of implementing Inclusive Job Design Methodology

Guidelines and recommendations for VET providers



This document is based on a study that addresses the feasibility of implementing Inclusive Job Design, by identifying barriers and facilities (including recommendations) in implementing the Inclusive Job Design methodology in the countries of the partners of the Work4all project.

Inclusive Job Design is the comprehensive concept for an employer-oriented method to create sustainable employment for persons with disabilities. Based on the needs of an employer, the methodology implies the re-designing of the working processes by analysis of the work process, identifying the supportive tasks and re-distribution of tasks among employees: highly qualified staff will become more available for work for which they are competent and qualified. The supportive tasks, for which highly qualified staff are 'over-qualified', will be combined into new jobs that are suitable for people with disabilities who can carry out the tasks in this new job.

The project partners carried out specific study on facilitators and barriers for implementing the methodology of Inclusive Job Design in their country. Facilitators and barriers are classified as internal and external facilitators and barriers. For the facilitators and barriers, public accessible information has been provided which is considered as evidence: specific factual information which is relevant for the country of the partner.

The partnership has analysed and discussed the opportunities to influence the identified barriers with the key question: Into what extent can the barriers be influenced by the partners of the project? For the analysis, the partnership used the model of Stephen Covey's Circle of Influence¹: to focus your energy on those things that you can influence. The discussions lead to recommendations how to influence the barriers of implementing the methodology of Inclusive Job Design.

¹ 7 Habits of Highly Effective People, Steven Covey, 1989

The Work4all project

The Work4all project aims to enlarge the employment opportunities in the open labour market for VET students with a disability, by building up the capacity of those organisations providing employment services to them. This will be achieved through the implementation of the methodology of Inclusive Job Design and by building up specific competencies of VET providers (e.g. employment specialists) working with students with disabilities.

An increasing group of persons have challenges to enter and participate at the open labour market. Especially persons with a disability and having qualifications on a lower level, face a future without realistic chances of participating in the society by finding appropriate employment fitting to their qualifications and competencies. Within a number of countries, these problems exist and it is therefore, in the Work4all project, service providers and educators to persons with a disability are looking for new strategies to create more chances in entering and participating in the labour market.

New strategy

The assumption is that a new strategy, of focussing on the employer and focussing on the added value for the employer will increase the opportunities for those students with a disability and those who have low formal qualifications. This requires a paradigm shift.

This new strategy of creating jobs that benefits employers, is called Inclusive Job Design. Inclusive Job Design is a comprehensive term for an employer-oriented method to create sustainable employment for persons with disabilities whose chances of competitive employment are limited, especially for those who have a low level of qualification and limited competences. The method of Inclusive Job Design implies the re-designing of work processes, analysing and splitting the job-activities of existing jobs by in various levels of complexity. The aim of this method is to create a positive business case for the employer and in the same time to create inclusive employment opportunities for the student with a disability.

Partnership

In the project nine partners work together: seven service providers for people with disabilities and two expert partners.

| List of Project Partners | | |
|-------------------------------------|-----------------|---------------------|
| Organisation | Country | Role |
| Stichting Rea College Pluryn | The Netherlands | Service provider |
| Frans Nijhuis Stichting | The Netherlands | Expert organisation |
| All About Quality Consultancy | The Netherlands | Expert organisation |
| Valakupiai Rehabilitation Centre | Lithuania | Service provider |
| Instituto Don Calabria | Italy | Service provider |
| Fundación Intras | Spain | Service provider |
| Santa Casa da Misericórdia do Porto | Portugal | Service provider |
| Promenaden Kongsvinger AS | Norway | Service provider |
| Dafür gem. GmbH | Austria | Service provider |

Results and Intellectual Outputs

In the project we have:

- Developed and to tested a curriculum for VET providers based on the Inclusive Job Design concept
- Created sustainable partnerships between VET Providers and Employers
- Increased the knowledge of Inclusive Job Design, Corporate Social Responsibility and Inclusive Employment strategies for students with a disability



- We have increased the competences of the partners to apply the Inclusive Job Design-methodology
- Developed 4 instruments to support the implementation of Inclusive Job Design:
 1. **Self-Assessment Instrument** to identify strengths and issues for improvement that are the key factors for implementing Inclusive Job Design.
 2. **Curriculum for employment specialists** for implementing Inclusive Job Design methodology, including examples of best practice.
 3. **Manual for employment specialists** with guidelines how to use the methodology of Inclusive Job Design for supporting companies to increase their efficiency and to create sustainable employment for students with a disability.
 4. **Guidelines and recommendations for VET providers.** This is a study on feasibility of implementing Inclusive Job Design, on barriers and facilities in the countries of the partners.

Cause effect analysis

The project partners identified possible causes for the low percentage of persons with a disability to gain employment in open labour market by identifying barriers in employing persons with a disability into the workforce of employers. This Cause-Effect-Analysis has been carried out with a so-called Cause-Effect-Diagram². The diagram is used to determine root causes.

A Cause-Effect Diagram helps in the brainstorming process to identify possible causes of a problem and in sorting the causes into useful categories.

The methodology has four steps:

1. Identify the problem.
2. Work out the major factors involved.
3. Identify possible causes.
4. Analyse the visual diagram.

The barriers are expressed in a so called a Cause-Effect-Diagram for each partner.

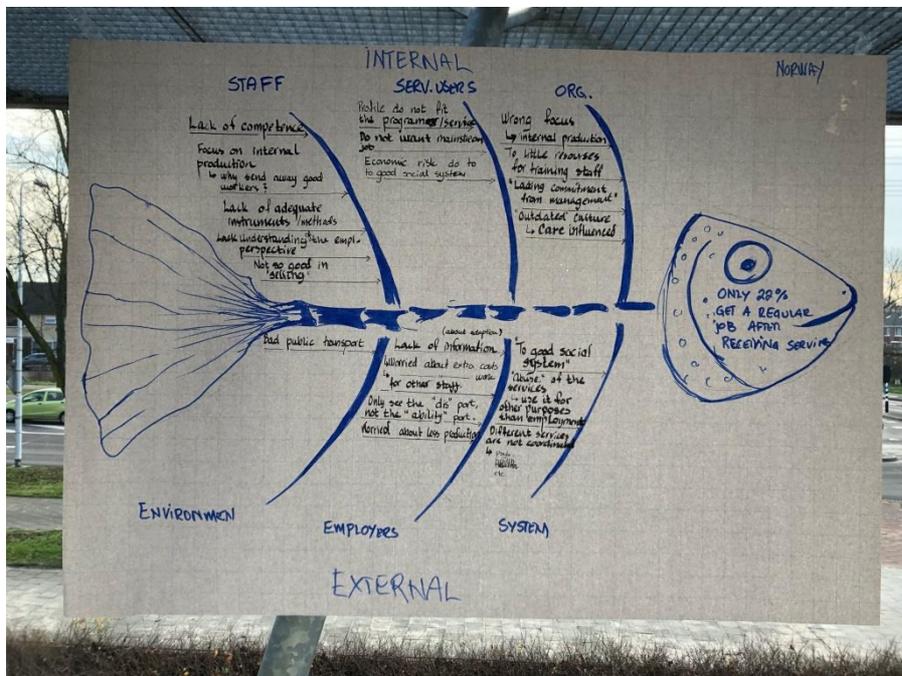


Figure 1: Example of Fishbone diagram

The following common barriers³ have been identified:

| COMMON INTERNAL BARRIERS | | |
|--------------------------|---------------|---|
| 1 | General | Communication / coordination Resistance to change Fear of the 'Unknown' |
| 2 | Staff | Lack of competence Lack of adequate instruments / methods Lack of understanding employer's perspective Focus on daily delivery of service and administrative tasks |
| 3 | Service-Users | Lack of confidence Lack of competences |

² Cause and Effect Analysis by Kaoru Ishikawa, 1982

³ The identified barriers have been identified based on the PERSONAL experiences of the partners.

| | | |
|---------------------------------|--------------|--|
| | | Discrepancy with self-perception and reality Do not want a mainstream job |
| 4 | Organisation | Lack of vision on employment strategy No commitment from management Outdated culture: Care oriented Lack of funding / resources |
| COMMON EXTERNAL BARRIERS | | |
| 1 | General | Communication / coordination Resistance to change Fear of the 'Unknown' |
| 2 | Environment | Bad public transport Focus on disability Parents overprotecting Legislation is not supporting |
| 3 | Employers | Lack of information Worried about extra costs Worried about less production Lack of employer support |
| 4 | Systems | Too good social well fare system. (Abuse of social services (other purposes than employment) Having a Job is not a goal of the system Old fashion view on disability (medical model) Bureaucratic public system |

Figure 2: Overview Common facilitators & Common Barriers to gain employment



The methodology of Inclusive Job Design

Inclusive Job Design is the comprehensive concept for an employer-oriented method to create sustainable employment for persons with disabilities. Based on the needs of an employer, the methodology implies the re-designing of the working processes by analysis of the work process, identifying the elementary tasks and re-distribution of tasks among employees: highly qualified staff will become more available for work for which they are competent and qualified. The more elementary tasks, for which highly qualified staff are 'over-qualified', will be combined into new jobs that are suitable for people with disabilities who can carry out the tasks in this new job. This new job will be a sustainable (regular and permanent) job in the workforce of a company. The methodology of Inclusive Job Design emphasises, without compromising in production or on returns, a win-win situation for the company and for the persons with a disability.

Methodology

Employees, working in companies, who cannot keep up the work due to huge variation of tasks and increasing demands towards productivity, may fall down to a decreased production which will have an expected impact on the financial and non-financial interest of the company. Current employees' activities have become increasingly various in complexity and therefore not always appealing to the competences and qualification of the employees. In the Inclusive Job Design method, the more complex tasks will be distinguished from the less complex tasks. An important principle in the process re-design is that working processes in the company are subject of reconsideration and that the new jobs that have been created, need to retain or increase the level of productivity.

The characteristics of these new jobs fit with the competences of workers. Many persons with intellectual disabilities, mental illness, and employees of sheltered workshops may meet the demands of these new jobs. The higher qualified employees can focus on the more complex tasks of their job.



Facilitators and barriers to implement Inclusive Job Design

The project partners have identified **facilitators and barriers in their own country** for each step of implementing the Inclusive Job Design in their country.

Facilitators are defined as: *“People, measures, elements, structures etc. that **contribute** to successful implementation of method of Inclusive Job Design.”*

Barriers are defined as: *“People, measures, elements, structures etc. that **hinder** successful implementation method of Inclusive Job Design”.*

Facilitators and barriers can be classified as **internal** facilitators and barriers and **external** facilitators and barriers. (Internal: those barriers and facilitators which are within the organisation and therefore directly has impact on the implementation of the methodology of Inclusive Job Design. External: those factors which can be considered as pre-conditions for successful implementation)

The project partners carried out specific research on facilitators and barriers for implementing the methodology of Inclusive Job Design in their country. Each facilitator is illustrated with **specific factual information** so the facilitator is evidenced with specific information which is **relevant for the country of the partner**. For each facilitator a reference to public access information has been provided. Also, each barrier is illustrated with **specific factual information** so the barrier is evidenced with specific information which is **relevant for the country of the partner**. For each barrier a reference to public access information has been provided.

Facilitators

Facilitators in the organisation providing Social Service

The study shows the following key facilitators in the organisation providing Social Services.

Competences of staff

Social Service Providers (SSPs) have various experiences and competences of supporting persons with a disability into employment in open labour market. They have different methodologies for fostering the inclusion of service users through employment. SSPs will have interest in new methodologies that contribute to achieve their mission and to increase their outcomes of their efforts.

Employer-oriented approach

More and more, SSPs follow an employer-oriented approach in their cooperation with employers. In other words, they take the interest of the employer into account while finding a job for its service users. SSPs show interest in new strategies of cooperation with employers, good practice examples in Europe and country.

Teamwork

National and European quality requirements for Social Services require a 'Multi-disciplinary approach' in providing social services.⁴ Due to this requirement, SSPs have set up multi-professional teams including employment specialists with different backgrounds from public or the private sector. In the multi-disciplinary team, different perspectives of finding a job in the open labour market will be subject of consideration.

Facilitators in the organisation of employers

The study shows the following key facilitator in the organisation of the employers:

Willingness to include person with a disability into the workforce

Employers show willingness to include persons with a disability in the workforce because it improves the work environment, it facilitates the requirements of Corporate Social Responsibility, it contributes to a positive image of the company which may have positive impact on employer branding. Due to positive experiences, employers are more aware of the competences of the persons with a disability. This awareness contributes to a more pragmatic and open attitude to including persons with a disability into their workforces.

Facilitators in the environment for implementing Inclusive Job Design

The study shows the following key facilitator in the environment for Implementing Inclusive Job Design:

Legislation

In all countries there is legislation to encourage employers to include persons with a disability into their workforce. In all cases this legislation is based on a so-called quota system: to employ a percentage of persons with a disability related to total number of employees.

Financial support

⁴ European Framework for Quality in Social Services, Social Protection Committee, 2010

National Authority grants the inclusion of persons with a disability into the workforce of employers. (wage cost reduction, tax reduction, financing workplace adaptation and funding job coaching)

Social Responsibility

More and more companies are encouraged and rewarded to take responsibility for environmental, social and ecological issues.

Change in policy and regulations

Specifications for employment services of Social Services Providers shifted from sheltered employment towards employment in open labour market. Disability benefits systems are reconsidered. New initiatives of funding (allocation to the persons with a disability, public procurement, tendering) have been launched, tested and implemented.

Barriers

Barriers in the organisation providing Social Services

The study shows the following key barriers in the organisation providing Social Services for Implementing Inclusive Job Design:

Lack of monitoring

Social Service Providers do not keep track on persons with a disability who have successfully been included in the workforce of an employer. So, information of the sustainability of the created employment is not available.

Lacking competences

Professionals working in the organisation providing Social Services have traditionally a social, educational, therapeutic or psychological background. Competences on legislation, on business economics, on marketing strategies and for understanding the interest of employers often are lacking.

Resistance to change

Change is always inevitable but so is resistance to change. It is basic human nature of people to try and keep their methods and customs constant. Constant and frequent changes initiated by authorities and funders may have impact on motivation of employees. Resistance to change may also be encouraged when the Social Service Provider has interest in keeping the status quo.

Barriers with Employers

The study shows the following key barriers in the organisation of the employers for Implementing Inclusive Job Design:

Willingness to change

A limited number of employers is willing to change their organisation (re-designing working processes by splitting up different tasks) in such a way that people with less competence can be included in the workforce to do parts of the job. Many of the tasks and jobs in a company are considered to be increasingly complex and standardised. Therefore, difficult to be splitted up in smaller task. A limited percentage (5 %) of the employers is willing to employ a person with a disability.

Lack of knowledge and information

In the Netherlands, Austria, Italy, Norway and Portugal, evidences show that employers have a lack of knowledge about the method of Inclusive Job Design and other methodologies to include persons with disabilities into open labour market. Employers are not aware of the financial and other supported measures that facilitate the inclusion of persons with a disability into their workforces.

Employers have good intentions to include persons with a disability in to their workforce, but only a limited number come to concrete plans. While a few of them knows how to realise these plans.

Believes and experiences

In Spain and Austria, evidences show that a substantial number of employers still believe that Persons with a disability are not able to perform properly in a job and that the employer is responsible for the cost of job accommodation. Employers, when asked about including persons with disabilities in their workforce have doubts about lower productivity, possible needed workplace adjustment, negative influencing the team attitude, higher risk for sick leaves. Employers are worried about possible burdens related to the employment of Persons with a Disability, for example: more complicated

procedures to lay-off employee with disabilities, and other aspects about extra costs related with the employment.

Due to disappointing experiences of employers with including persons with a disability in the workforce of the employer, employers prefer to pay off their responsibilities and pays the fees (or the penalties) instead of having new experiences in employing persons with a disability.

Barriers in the environment

The study shows the following key barriers in the environment for Implementing Inclusive Job Design:

Legislation

In all countries there is legislation to encourage employers to include persons with a disability into their workforce. In all cases this legislation is based on a so-called quota system: to employ a percentage of persons with a disability related to total number of employees. The percentage varies between the countries.

In many countries specific legislation is defined and approved, there is no implementation of the penalties when requirements for employing persons with a disability are not met by the employer. Due to an increase bureaucracy, lack of monitoring and increased complexity and slow functioning of the systems, employers have little incentives to be committed to old and new methodologies to employ people with a disability.

Perception on disability

A traditional view of disability, the so-called “Medical Model of Disability”, still prevails in the countries of the partners. In a ‘medical model of disability’, disability is seen as a medical problem that needs to be solved or an illness that needs to be “cured”. A person with a disability is considered to be broken or sick and that he/she needs to be fixed or healed through medical intervention; The burden on the person’s “problem”, which therefore should be “fixed”. In a more up-to-date view of disability, disability is caused by barriers in the environment. This new perspective wants to eliminate barriers created by society or the physical environment that limit a person from enjoying and exercising their human rights. Persons with disabilities can participate as active members of society and enjoy the full range of their rights.

Most of the employers and members of the society in the countries of the partners generally see a person in a wheelchair, wearing a hearing aid, or carrying a white stick with red bars as a person who may be disabled. Other disabilities, especially those disabilities which are invisible (e.g chronic pain, chronic fatigue, mental illness or sleep disorder) are not taken into consideration. There is also a social stigma towards persons with mental illness that makes it much more difficult than for any other people with a physical disability to be included into a job.

Functioning of the system

In many European Countries, the legislation that supposed to support to encourage employment for persons with a disability, is not fully implemented: There is no adequate system of monitoring and penalties are not given. Additional to this, the system is bureaucratic, services are not will coordinated, often not well planned or followed up. The current system is felt as demotivating with a negative impact on the self-esteem of the person with a disability. Due to complexity of many of the systems, employers have little incentives to offer employment opportunities to people with a disability. In some countries they prefer to pay off their duty with insurance measures.

All factors that are identified as barriers for implementing the methodology of Inclusive Job Design have been categorised according the following categories:

1. The Social Service Provider has limited / no opportunities to influence the barriers?
2. The Social Service Providers is able to influence this barrier?

Recommendations

Recommendations for reducing the barriers in organisations providing social services

When asked to the project partners what measures can be initiated for breaking down the barriers within the organisations providing social services, the following recommendations have been identified:

1. Monitoring service users after successfully been included in the workforce of an employer by collecting frequently relevant information about functioning and wellbeing though collecting information about employers, business cases, number of successful employment for service users, sustainability of employed service users etc. Job coaches could play an important role in this.
2. Assessing employee's needs, interest and expectations in the context of the implementation of the IJD methodology.
3. Building up knowledge and competences (through education and training) in applying the Inclusive Job Design methodology and in understanding the employer's interest.
4. Sharing and exchanging information between Social Service providers about examples of best practice of Inclusive Job Design. Creating internal teams that ensure sharing of information and external contacts.
5. Creating an organization culture where cooperation with employers is a natural and important factor for achieving successful experiences.
6. Communicating the benefits of being a part of the society through employment: financial and non-financial benefits.
7. Including the practice of empowerment in the services by implementing the knowledge and competences of empowerment both among staff and service users.
8. Providing and sharing information and interpretation of:
 - a. The concept and methodology of Inclusive Job Design (Win-Win concept)
 - b. National legislative requirements and opportunities for Social Service providers to adapt their services to a changing context.
 - c. Offering support-services, monitoring and training programs to Employers provided by Social Service Providers
 - d. Setting up channels for communication, a platform or community and networking among employers that have experiences and gain competences in employing persons with a disability.
9. Reducing resistance to change at employees: by working in a multidisciplinary team could contribute to increase the willingness to change.
10. Reducing fluctuation of staff: sharing individual networks and making them visible in a database - follow-up system.
11. Promoting a new and more positive approach on disability: focus on strengths and abilities instead of the current system is focusing on the DISabilities
12. Enhancing motivation of service users to be involved in employment: discussing with service users that employment has various benefits and having a job is more than being financial independent. Emphasizing the social aspect of having a job.

Recommendations for reducing the barriers in the organisations of the employers

When asked to the project partners what measures can be initiated for breaking down the barriers within the organisations of the employers, the following recommendations have been identified:

1. Sharing and providing information about examples of best practice, case studies in problem solving, strategies and workplace adaptation.
2. Organising 'job fairs' with good experiences of Inclusive Job Design.



3. Creating opportunities for employers to contact directly other employers and share information and experiences.
4. Providing information and interpretation of:
 - a. The concept and methodology of Inclusive Job Design (Win-Win concept)
 - b. Provide information that shows the positive impact of including PwD in the mainstream labour market.
 - c. National legislative opportunities and requirements for employers by including persons with a disability in their workforces.
 - d. Opportunities of receiving supported services provided by Social Service Providers
 - e. Facts and figures of research about:
 - i. Efficiency of Implementing Inclusive Job Design Methodology
 - ii. Productivity and sick leave of including persons with a disability in the workforce

Recommendations for reducing the barriers in the environment

When asked to the project partners what measures can be initiated for breaking down the barriers within the environment, the following recommendations have been identified:

1. Sharing and providing information about examples of successful employment of persons with a disability by:
 - a. involving persons with a disability
 - b. involving companies with good experiences
 - c. Storytelling
 - d. Factual information about efficient Job Inclusion
2. Raising awareness among funding entities by showing them reliable and valid fact and figures about efficient job inclusion and benefits for the society.
3. Creating better understanding by providing information about various types of disability and the capacity / competences of persons with a disability.
4. Providing education and training to persons with a disability to gain new competences and training them on-the-job in the companies.
5. Changing the perspective on disability can be done through different PR-strategies that focus on abilities and added value for the individual and the society.
6. Increasing familiarity in new technology and computer skills by awareness raising, education and training.