

Report on the employment of disabled people in European countries

Country: Latvia

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Background:

The <u>Academic Network of European Disability experts</u> (ANED) was established by the European Commission in 2008 to provide scientific support and advice for its disability policy Unit. In particular, the activities of the Network will support the future development of the EU Disability Action Plan and practical implementation of the United Nations Convention on the Rights of Disabled People.

This country report has been prepared as input for the *Thematic report on the implementation of EU Employment Strategy in European countries with reference to equality for disabled people.*

The purpose of the report (<u>Terms of Reference</u>) is to review national implementation of the European Employment Strategy from a disability equality perspective, and to provide the Commission with useful evidence in support of disability policy mainstreaming. More specifically, the report will review implementation of EU Employment Strategy and the PROGRESS initiative with reference to policy implementation evidence from European countries, including the strategies addressed in the EU Disability Action Plan (such as flexicurity and supported employment).

The first version of the report was published in 2008. This is the second version of the report updated with information available up to November 2009.







Summary of changes since 2008

New quantitative data:

No specific data available

New policy changes:

During 2008-2009 no new Laws or policies regarding the employment of disabled persons were developed, due to other tasks of Government and the Ministry of Welfare, mainly focusing on finding solutions to reduced finances (state budget). Reductions lead to the reorganization of several state institutions, including those working with disabled people, for example - the state agency Technical Aids Centre (provider of technical aids to disabled persons) was reorganized and incorporated with the National Rehabilitation Centre "Vaivari" (medical rehabilitation institution).

New research evidence:

Due to the economic situation in Latvia, no new research was funded in 2008-9.

The economic crisis:

The economic situation in Latvia is very difficult. According to State Employment Agency statistical data, the unemployment rate at the end of 2007 was 4,9% (or 52321 persons). At the end of 2008 it was 7% (or 76435 persons). In June, 2009 the unemployment rate was 11,5% (or 129269 persons) and on the 22nd of September 140 000 were registered as unemployed persons (State Employment Agency,

http://www.nva.lv/index.php?cid=6&mid=272&txt=278&t=stat).

The number of registered unemployed persons with disabilities is growing: in 2007 there were 3370 persons, in 2008 – 4458; at the same time the number of disabled persons receiving support for active employment measures grew, from 3370 in 2007 to 4458 in 2008 (presentation of National Council for Disabled People).

http://www.lm.gov.lv/upload/cilvekiem ar invaliditati/lm prezentacija-invalidu-padome 18022009.ppt

The economic situation is affecting state financed rehabilitation programs for disabled persons. In 2006 the state budget for social and vocational rehabilitation services was 2530.7 thousand lats (LVL) and in 2007 - 3369,8 thousand LVL. During 2008 the available state budget remained approximately the same – 3547,1 thousand LVL, but during 2009 the budget was reduced to 3084,3 thousand LVL, This is affecting the quality of services and number of service recipients.







PART ONE: GENERAL EVIDENCE

1.1 Academic publications and research reports (key points)

During recent years different institutions (University of Latvia, private companies, and research institutes) have carried out research about people with disabilities and employment opportunities. These studies have mostly been financed from European Structural Funds programmes¹.

Users of this research are state institutions such as the Ministry of Welfare, Non Governmental Organizations (NGOs) and business associations. The projects' main target groups are in connection to people with specific types of impairment/disability (persons with mental disability, wheelchair users, persons with long-term ill-health) or people with disabilities as potential employees in some branch of industry (mechanical engineering, electronics).

Although customers and research organisations vary, and the objectives of the projects differ, the main conclusions of these studies are quite similar despite some contradictions.

A common purpose in all the projects is to evaluate the possibilities for the integration of people with disabilities into the labour market and society, to state the main problems and provide recommendations.

The main conclusions from the research are:

- 1. People with disabilities have difficulties with integration into the labour market. The main reasons for this are: a lack of necessary infrastructure; attitudes from society; and, a lack of motivation both from employers and people with disabilities (Reasons of low employment level of people with disabilities and solutions for the problems, Riga, 2007).
- Employment levels differ according to the kind of impairment/disability and other social 2. demographical factors. Only 20% of all wheelchair users are employed (Integration of People with Disabilities – Wheelchair users into Labour Market, Riga, 2006).
- Women with disabilities are more subjected to financial risks and they have fewer resources 3. (mobile telephones, cars, internet) necessary for integration into labour market (Reasons of low employment level of people with disabilities and solutions for the problems, Riga, 2007, Integration of People with Disabilities – Wheelchair users into Labour Market, Riga, 2006).
- 4. Similar to non-disabled people, young people with disabilities have fewer problems with integration into the labour market. More problems are faced by people with disabilities of pre-pension age, but it is almost impossible to find work for people with intellectual disabilities in cases where this is evident or the cause of disability is mentioned in documents necessary for work.
- 5. People with disabilities with a higher level of education have more opportunities to find a job. At the same time not all universities show interest in providing higher education for people with disabilities because of lack of adequate infrastructure and educational methods.
- 6. Persons who have received education in ordinary schools have the best possibilities for integration into society but at the same time there is a lack of general acceptance about the necessity of integrated education. The main reasons mentioned are a lack of financial resources and concerns that the level of education will be lower, if children with disabilities attend the same class. There are cases, where children with disabilities have been rejected from ordinary schools because of the lack of an accessible environment.



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- 7. There is a lack of information in society about people with disabilities, their problems and potential, and a lack of success stories in mass media.
- 8. Society is sceptical about integration of people with disabilities in society, because of their difference.
- 9. Latvia has the necessary legislation, political and planning documents, but has practical difficulties in implementing them (Reasons of low employment level of people with disabilities and solutions for the problems, Riga, 2007,) At the same time, the legislation, policy and practice is not directed adequately towards education and employment of people with intellectual disabilities and mental health conditions. All people with disabilities are recognised as a single group and their specific needs according to the kind of disability are not taken into account (Possibilities of People with Mental problems in the Labour Market, Riga, 2006)
- 10. NGOs have a strong role in the field of employment, but at the same time the co-operation between different NGOs is weak.
- 11. There is a shortage of flexible working time arrangements.
- 12. Technical equipment for adjusted work places is not of high quality and does not support full integration.
- 13. There is a lack of trained social workers and occupational therapists in relation to the adjustment of work places).
- 14. There are cases of discrimination in work places refusal to employ, lower salary, dismissal from work because of disability.
- 15. Recommendations have been made about the need for a quota system (Reasons of low employment level of people with disabilities and solutions for the problems, Riga, 2007,).
- 16. There is no 'one stop shop' for employers and people with disabilities to gain information about vacancies and needs, and opportunities for people with disabilities.
- 17. Although the State Employment Agency provides public support programmes for employers (such as subsidised working places for people with disabilities) only half of employers (46%) know about these. In the future, approximately 4% of employers would like to use subsidised work programme (Possibilities of People with Mental Problems in the Labour Market, Riga, 2006).
- 18. With financial support from EU Structural Funds the opportunities for education and training have grown.
- 19. Support from state programmes does not cover the full costs, which lowers the motivation of employers.
- 20. There is a lack of a common database and statistics about the employment of people with disabilities.

Due to the economic crisis in Latvia, no new research was funded in 2008-9.

1.2 Employment statistics and trends (key points)

As stated by several research reports there is no common statistical data on the employment of people with disabilities in Latvia.







Different state institutions have their own databases about people with disabilities or other matters in connection with disability. The Ministry of Welfare produced the *Statistical Bulletin People with Disabilities 2002 - 2006*².

The State Medical Expertise Commission on Health and Working Capacities maintains a database on disability matters, including data about the status of persons (employed person, unemployed person), age, gender, kind of disability, severity of disability and other categories³.

The State Social Insurance Agency, which performs public administration functions in the area of social insurance and social services, maintains a database on pension and social benefit receivers, amount of pensions, etc.⁴

The State Employment Agency registers and records unemployed persons and persons seeking employment and helps unemployed persons and job seekers to become involved in the labour market. Their database contains general data on people with disabilities registered as employed persons or job seekers⁵.

As stated in the *Report on Progress in Implementation of the National Lisbon Program of Latvia for 2005-2008*, rapid economic development in Latvia in recent years positively influenced the situation in the labour market. From 2004 to 2006 the employment rate increased by 4.5 percentage points. The general employment rate in Latvia was 0.7 points below the EU average in 2003, but in 2006 it was 2 percentage points higher, this being 3 percentage points higher than in the previous year. Female employment grew faster, increasing by 3.1 percentage points in 2006. The male employment rate in Latvia (70.4% in 2006) exceeded the target set for 2010.

Unemployment indicators also improved accordingly. The general unemployment rate decreased especially fast in 2006 when it was 6.8% (8.9% in 2005). The number of long-term unemployed persons also decreased: the long-term unemployment rate was 2.5%, in 2006, compared with 4.1% in 2005. The unemployment of young people (15-24 years) substantially decreased in 2006 – from 13.6% in 2005 to 12.2% in 2006, and the employment rate of older people (55-64 years) also increased. In 2006 it was 53.3%, which is 3.8 percentage points higher than in the preceding year. The employment levels of older people substantially increased for both women (from 45.3% in 2005 to 48.7% in 2006) and men (from 55.2% to 59.5%). According to data from the State Employment Agency the number of registered people with disabilities as unemployed persons has fluctuated between 3,000 and 3,500 during recent years. In 2003 the number of unemployed persons with disabilities was 3,165, in 2004 it was 3,292, and in 2007 3,367 (of these 1,810 were women and 1,557 men)⁶.

The unemployment rate in Latvia in December 2006 was 6.2%; in December 2007 it was 5.4%, compared with an EU27 average of 7.6% in December 2006 and 6.8% in December 2007. During 2008-2009 the situation changed rapidly due to the economic crisis. According to State Employment Agency statistical data, the unemployment rate at the end of 2007 was 4.9% (or 52321 persons). At the end of 2008 it was 7% (or 76,435 persons). In June, 2009 the unemployment rate was 11.5% (or 129,269 persons) and on 22 of September 140,000 people were registered as unemployed.

⁹ http://www.nva.lv/index.php?cid=6&mid=272&txt=278&t=stat





² http://www.lm.gov.lv/text/151

³ http://www.vdeavk.gov.lv/

⁴ http://www.vsaa.lv/

⁵ www.nva.gov.lv

⁶ http://www.nva.lv/

⁷ http://www.nva.lv/index.php?cid=6#bezdarbs

⁸ http://www.nva.lv/index.php?cid=6#bezdarbs



The number of registered unemployed persons with disabilities is also growing: in 2007 there were 3,370 persons, 4,458 in 2008. At the same time, the number of disabled persons receiving support for active employment measures grew, from 3,370 in 2007 to 4,458 in 2008¹⁰. This reflects the number of 'disabled people' registered unemployed and suggests that people are only registering for the purpose of seeking support.

During recent years the number of people with disabilities has remained in the region of 5% of the population. The overall number of working age people with disabilities in 2006 was 112,600 or 4.9% of the total population (2,281,300); 48.6% woman and 51.4% men¹¹. The research *Study on the Possibilities of employment of People with disabilities in mechanical engineering and metal working industry states that*, in 2006, in Latvia there were 55,573 people with disabilities from 16 to 57 years of age and, according to data from the State Medical Expertise Commission on Health and Working Capacities, only 13-14% of them were employed. Of the total, 3,000-3,300 people had a visual disability, 1,400-1,600 had a hearing disability, 6,900-7,200 people had physical disability, 15,800-16,100 a mental disability and 28,300-28,600 a disability caused by illnesses¹².

Although several state institutions have databases, the availability and quality of statistical data is weak and remains unreliable. It is difficult to find reliable data on employment rates for people with disabilities; data which could be used as evidence of changes or improvements. There is a lack of statistical data that could be used to differentiate the employment of disabled woman and men, young people and older people, people with different kinds of disabilities or impairments, people who were disabled from birth or later in their life, and disabled people who are migrants or from ethnic minorities.

1.3 Laws and policies (key points)

The predominant policy approach in Latvia is the mainstreaming model. This involves provision not only of special employment services to people with disabilities but also employment-enhancing measures in all policy areas. At the same time some targeted active labour market policies have been implemented through financial incentives for employers hiring people with disabilities (e.g., subsidised work places) and through vocational rehabilitation programmes. There are few major political documents and legislative acts regulating the employment of people with disabilities.

In 1998 the Cabinet of Ministers accepted the policy paper *Concept of 'Equal Opportunities for All'*¹³. The goal of the Concept was to create equal opportunities for people with disabilities, promotion of social rehabilitation, restoration of working capacities and involvement in labour market. The main problems in the employment field were stated as being:

- Lack of stimulating mechanisms for people with disabilities and low educational levels;
- Lack of a system for engaging the interest of employers in employing people with disabilities;
- Lack of finances for adjustments of work places for people with disabilities;
- Lack of vocational diagnostics and vocational orientation;
- Approximation of minimum salary and disability pension.

The main task in the employment field was said to be to ensure equal rights for people with disabilities to productive and well paid work in the open labour market.

¹³ http://www.lm.gov.lv/upload/normativie akti/koncepcija viv.doc





presentation of National Council for Disabled People, http://www.lm.gov.lv/upload/cilvekiem_ar_invaliditati/lm_prezentacija-invalidu-padome_18022009.ppt

¹¹ http://www.lm.gov.lv/text/151

¹² http://sf.lm.gov.lv/CMS/modules/EReditor/jscripts/tiny_mce/plugins/filemanager/files/esf/Petijumi/petijumsletera_inva_liduiesp.pdf



Following the *Concept "Equal Opportunities for All"*, which included an action plan to 2010, the Cabinet of Ministers accepted a new policy planning document 'Policy Guidelines for Reduction of Disability and its Consequences' prepared by the Ministry of Welfare in cooperation with NGOs.

On October 19, 2005, the Cabinet of Ministers approved the National Reform Programme (NRP) for 2005-2008 (in response to the Lisbon Strategy goals and Integrated Guidelines for Growth and Jobs approved by the European Council in July 2005). The Programme for 2005-2008 defined the following main tasks for fostering employment: promotion of an inclusive labour market; encouragement of economic activities in the least developed regions and reduction of undeclared employment. However, people with disabilities were not included as a specific group 14.

Disabled people were more visible in the 2008-2010 NRP¹⁵ but there was still no reference to employment trends or quantitative indicators of the situation of disabled people. Reporting on progress since the last period, the 2008-10 NRP noted a general strengthening of efforts for disadvantaged labour groups (p 12). Disabled people were also referred to in relation to action on 'Promoting an inclusive labour market' (see Measures 3.1, 3.2 and 3.3 of Annex 1). Measures 3.1-3.3 included commitments to wage subsidies for disabled people and other vulnerable groups: 'establishing subsidized work positions for the disabled and other social exclusion risk groups' (p 50).

In terms of support for projects providing subsidised job places for risk groups, the report identified 616 persons supported in 2006 and 202 in 2007. Further financial commitments were made to aid employment integration via a range of measures (the exact levels of commitment were not stated). Educational mainstreaming for young disabled people was also mentioned.

Under priority 3 the report provided a statement on 'Development of Human Resources and Promotion of Employment' that included reference to special measures planned to promote involvement of social exclusion risk groups. Specifically, it planned to provide better accessibility to ICT by creating conditions for e-employment, distance education and development of professional skills. It aimed to provide ICT appropriate to particular types of impairment (p 67).

Looking at the 2009 Implementation report, the visibility of disability issues was slightly more prominent than in the original 2008-2010 NRP, with evidence of involving disabled people in policy development. The creation of 'subsidised work positions' for disabled people in 2009-10 is identified (p39 and Annex 1, p35). There are proposals to target employment skills training for disabled people through a 'complex support programme' (p39) and to 'modernise' social care institutions with a view to promoting 'return of disabled and their family members to the labour market' (p51).

No comprehensive employment data appears, and this underlines the concerns outlined earlier. It was more encouraging to see evidence of new strategic consultation with disabled people's organisations, as follows: 'To involve non-governmental organisations representing disabled persons in all stages of decision-making, in 2008, a new type of cooperation was launched with non-governmental organisations representing persons with disabilities. These organisations were provided the opportunity, via the National Council for the Disabled, to participate in the decision making at the highest national political level, thus ensuring an equal opportunity and the inclusion of important proposals in these decisions and their further implementation' (p42).

There was no reference to the UN Convention, which Latvia has signed but not yet ratified.

The main legislative acts are the Labour Law and Law on Support for Unemployed Persons and Job-Seekers.

¹⁵http://ec.europa.eu/archives/growthandjobs/pdf/member-states-2008-2010-reports/LV Report on NLPL Oct%202008.pdf



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¹⁴ http://www.em.gov.lv/em/images/modules/items/item_file_18074_2.pdf



During 2008-2009 no new Laws or policies regarding the employment of disabled persons were developed, due to other tasks of Government and the Ministry of Welfare, mainly focusing on finding solutions to reduced finances (state budget). Reductions have led to the reorganisation of several state institutions, including those working with disabled people. For example, the state agency Technical Aids Centre (a provider of technical aids to disabled persons) was reorganised and incorporated with the National Rehabilitation Centre 'Vaivari' (medical rehabilitation institution).

1.4 Type and quality of jobs (summary)

Within the 'mainstreaming' model, according to the Law on Support for Unemployed Persons and Job-Seekers, the State Employment Agency ensures organisation and implementation of the following active labour market policy measures, which seek competitiveness of unemployed people and job-seekers in the labour market, thus facilitating professional mobility:

- professional training, improvement of professional skills and retraining;
- measures for raising competitiveness;
- paid temporary employment

These apply to people with disabilities, and some specific measures for people with disabilities are also specified.

According to the state Employment Agency data, the number of workers with disabilities in subsidised employment in 2003 was 619 persons, in 2004 it was 415; in the first nine months of 2005 it was 296. The number of people with disabilities in temporary employment at the same time in 2003 was 322 persons, 410 in 2004, and in the first nine months of 2005, 349. Professional training services were received by 415 disabled persons in 2003; 146 in 2004, and 431 in the first ninemonths of 2005.

It should be noted that Latvia has not implemented a quota system. Policy planning documents foresee the introduction of other measures for theas clients of day care centres. Earlier, in 2001 the Latvian association 'Rupju berns' started supported employment in Latvia for people with intellectual disabilities, within a project financed from PHARE programme.







PART TWO: SPECIFIC EXAMPLES

2.1 Reasonable accommodation in the workplace

The Labour Law makes it a duty of employers to ensure reasonable accommodation in the workplace. Through a state programme on subsidised employment, employers receive financial support but, as stated earlier, research reports have shown that financial support is insufficient and does not cover the real costs. The other relevant conclusion is that available technical equipment and technical aids for people with disabilities are of poor quality.

2.2 Other activation policies

Many employers have stated that people with disabilities need personal assistance at work. Such assistance was made available within the programme of subsidised employment via a co-worker (programme offered by the State Employment Agency) or a job coach (provided by the Supported Employment Agency). Personal assistance in subsidised employment was financed from state programmes or from EU Structural Funds but in supported employment financing was variable – from project financing to state or municipality or even NGO financing.

The beneficiaries of subsidised employment programs were people with all kinds of disabilities. The beneficiaries in supported employment have been mainly people with intellectual disabilities, young people attending day care centres.

2.3 One example of best practice

An example of good practice in the employment of people with disabilities in Latvia is the supported employment service for people with intellectual disability. Supported employment was introduced by the Latvian association 'Rupju berns' in 2001 within a project financed from the PHARE programme. The agency provides job coaches to people with intellectual disability. Approximately 50 persons have found work in the open labour market on the same work contracts as other people.

The other example is the internet site http://www.varcentrs.lv maintained by the NGO APEIRONS which is used both by people with disabilities and employers as a place to exchange information about vacancies and search for work. People with disabilities have opportunities to submit their CV, to receive practical suggestions on how to compile a CV, and to get basic information about rights and other information. At this point, there is no additional independent evidence about numbers of beneficiary outcomes or effectiveness evaluation.







PART THREE: SUMMARY INFORMATION

3.1 Conclusions and recommendations (summary)

People with disabilities remain significantly disadvantaged in respect of their quantity and quality of labour force participation. Employment rates of people with disabilities are unsatisfactory.

There is some evidence of improvement in the employment of disabled people with certain kinds of disability, by introducing subsidised employment or supported employment. However, the demands and expectations of people with disabilities arising from the 'rights and responsibilities' policy agenda (including UN Convention) are increasing.

The economic situation is affecting state financed rehabilitation programs for disabled persons. In 2006 the state budget for social and vocational rehabilitation services was 2,530,700 LVL and in 2007 it was 3,369,800 LVL. During 2008 the available state budget remained approximately the same at 3,547,100 LVL, but during 2009 the budget was reduced to 3,084,300 LVL, which is affecting the quality of services and number of service recipients.

Recommendations:

- 1. Inform society about people with disabilities, their employment needs, problems and their potential.
- 2. Draft legislative acts, policy planning documents and action plans, taking into account the employment needs and problems of people with different kinds of impairments/disabilities.
- 3. Establish a common database and compile statistics about the employment situation of people with disabilities.
- 4. Develop financial support programmes for employers, covering the costs of reasonable accommodation in work places for people with disabilities.
- 5. Extend the use of technical aids and equipment for people with disabilities, including IT technologies both in work places and in ordinary life.

3.2 References

Effective involvement of People with Disabilities as unused labour force potential in enterprises of electronic and electrotechnical producing in Latvia, Riga, 2005 Available in Latvian:

http://sf.lm.gov.lv/CMS/modules/EReditor/jscripts/tiny mce/plugins/filemanager/files/esf/Petijumi/petijumsletera_invaliduiesp.pdf

Study on the Possibilities of employment of People with disabilities in mechanical engineering and metal working industry, Riga, 2005

Available in Latvian:

http://sf.lm.gov.lv/CMS/modules/EReditor/jscripts/tiny_mce/plugins/filemanager/files/esf/Petijumi/petijumsletera_invaliduiesp.pdf

Possibilities of People with Mental problems in the Labour Market, Riga, 2006 Available in Latvian:

http://sf.lm.gov.lv/CMS/modules/EReditor/jscripts/tiny mce/plugins/filemanager/files/esf/Petijumi/detalizetie rezultati gar marketlab.pdf







Integration of People with Disabilities – Wheelchair users into Labour Market, Riga, 2006 Available in Latvian:

http://sf.lm.gov.lv/CMS/modules/EReditor/jscripts/tiny mce/plugins/filemanager/files/esf/Petijumi/BISS/biss ritekrslu lietotju integrcija.pdf

People with Threatened Disability in the Labour Market, Riga, 2006 Available in Latvian:

http://sf.lm.gov.lv/CMS/modules/EReditor/jscripts/tiny_mce/plugins/filemanager/files/esf/Petijumi/sustento_petijums.pdf

Risk Possibilities and Reasons for Unemployment and Social Exclusion of People with Disabilities, Riga, 2006

Available in Latvian:

http://sf.lm.gov.lv/CMS/modules/EReditor/jscripts/tiny_mce/plugins/filemanager/files/esf/invalidu_nodarbinatiba.pdf

Reasons of low employment level of people with disabilities and solutions for the problems, Riga, 2007

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http://sf.lm.gov.lv/CMS/modules/EReditor/jscripts/tiny mce/plugins/filemanager/files/esf/Petijumi/lu_invalidu_nodarbinatibas_problemas.pdf

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http://www.vsaa.lv/

http://www.lm.gov.lv/text/151

http://www.lm.gov.lv/news/id/371







Annex 1: quantitative data on the employment of disabled people

Year:	Absolute? (N)	Percentage (%)	Change (from previous year)
Disability rate	121500	5,4	No changes, the same 5%
Employment rate of disabled people	No data	-	-
Activity rate of disabled people	No data	-	-
Inactivity rate of disabled people	No data	-	-
Employment in open labour market	No data	-	-
Employment in sheltered workshop	No data	-	-
Reason for leaving the labour market due to disability or long standing health problem	No data	-	-

Year:	% Permanent	% Temporary
Permanent contracts vs.	No data	No data
short term contracts		

Year:	% Full-time	% Part-time
Full time vs. part time jobs	No data	No data

Year:	Public sector	Private sector	(e.g. comment or
Fulfilment of employment quota (if it exists)	No quota system	No quota system	give % employers meeting obligations?)

Participation in training of disabled people	510 people with disabilities received state financed vocational rehabilitations services	(e.g. comment or give number of people participating in vocational or work-related employment)







Annex 2: 2008-9 laws and policies on the employment of disabled people

Name of law:	No new laws or policies on the employment of disabled people
Date of entering into force:	-
Objective:	-
Impact assessment (positive/negative):	-







Annex 3: 2008-9 research/evaluation on the employment of disabled people

Publication details (author, date, title, etc):	No new research
Key findings from the research:	-
Comment or assessment:	-



