



## Report on the employment of disabled people in European countries

**Country:** Portugal  
**Author(s):** Alexandra Pimenta, Andreia Marques (National Institute for the Rehabilitation/Ministry of Labour and Social Solidarity)

### Background:

The [Academic Network of European Disability experts](#) (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 ([Terms of Reference](#)) 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).



## PART ONE: GENERAL EVIDENCE

### 1.1 Academic publications and research reports (key points)

There is a lack of research and evaluation studies published in Portugal on disability and employment. Nevertheless, and very recently (2008) there was a study which was concluded and entitled: "Modelling of policies and practices for social inclusion of people with disabilities in Portugal"<sup>1</sup>. This study was promoted by the Institute for Work and Enterprise Sciences (ISCTE/University) and the Vocational Rehabilitation Centre of Gaia (CRPG). This study also had the support of the Secretary of State Adjunct and for Rehabilitation and the National Institute for the Rehabilitation made part of the Advisory Committee. Based on research updating the people with disabilities characterization in Portugal, and on the conceptual framework evolution related to disability, the study has designed a new model of policy and practices, in order to promote quality of life for people with disabilities and contribute for a decent, open and inclusive society. The main goals were:

- To extract knowledge from studies realized in Portugal in the last few years in the field of policies/programs concerning people with disabilities, producing guidelines for short term decision taking and policy making;
- To collect, organise and analyse data concerning the characterization of the population with disabilities in Portugal, through a national sampling inquiry, identifying incidences, correlations and impacts, in order to improve the knowledge and support the decision making process
- To analyse biographic life paths of people with disabilities, identifying possible correlations with the current disability policies and programs · Modelling policies, practices and their management, supporting the optimization of results and resources, through comparative analysis of conceptual models of intervention, financing and management
- To promote the deepening and systematisation of strategic and scientific reflection about the inclusion of people with disabilities: mobilising researchers, managers and staff.

From the study resulted the characterisation elements of the population with disabilities in Portugal and the determination of the main factors that affect the quality of life paths of people with disabilities (social participation or social exclusion), through establishing relations between paths of people with disabilities life and current disability policies and programs.

A key contribution for the characterization of the situation of people with disabilities in the labour market is the implementation and evaluation reports of the National Action Plans for Employment (NEP's), which reflect the strategies and the results of the employment policies for all population and specific groups, including people with disabilities.

According to the NEP 2005-2008, the **Vocational Training and Employment Programme for People with Disabilities**, with an intervention strategy based in an existing network (Centres an Nucleus of Vocational Rehabilitation, Job Centres, Enterprises and other employer entities, Vocational Training Centres and other training structures), aims to promote the employability of people with disabilities with increased difficulties in accessing or maintaining a job situation, or to pursuit in career. In the context of measures foreseen in the Action Plan for the Integration of People with Disabilities and Incapacity, the following initiatives were developed, among others:

- Creation of a pack of gesture language interpreters, to ease the Access of deaf people to services and answers of Job Centres.

<sup>1</sup> The study can be consulted in the page: [www.crbg.pt/id/modelizacao.htm](http://www.crbg.pt/id/modelizacao.htm)



- Adhesion of 6 big enterprises, among which a bank institution, to sign a protocol for the definition of their participation in the effort of creation of an affective equality of opportunities in the Access of people with disabilities to employment, job and Professional integration, seen at the level of their human resources and hiring policy, celebration of services providence contracts, creation of universal accessibility spaces and the use of equipments accessible to people with different characteristics.
- Methodology and instruments to organise training for people without conditions to access complete occupations.
- Project to develop the process of work re-adaptability of people acquiring disabilities in their adult and professional life, aiming its experimental implementation in 10 Professional Rehabilitation Centres.
- Methodology for access of people with disabilities to training actions targeted to population in general, with the support of Centres and Professional Rehabilitation Nucleus approved by the PES as Specialized Resources Centres.
- Entrepreneurship training Project, at distant, for unemployed people with disabilities.

People with disabilities can also profit from the New Opportunities initiative. This initiative was launched in September 2005 to answer the urgent challenge of improving the level of qualification of the Portuguese population through an integrated education and vocational training policy aimed at generalizing secondary education as a benchmark for the qualification of young people and adults.

Four protocols were signed for the creation of New Opportunities Centres specialized in the answer to certain types of people with disability. The mission of these protocols is to adapt and develop the referentials of Recognition, Validation and Certification Centres to the secondary school, adapted to the characteristics of people with disability.

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On the other hand the promotion of the micro-credit<sup>2</sup> has deserved increased attention, being a measure with technical and financial support by the SPE for the creation of self-employment on people with special difficulties of insertion in the labour market. Since the beginning until December 2006, 640 loans were made and 745 workplaces were created.

## 1.2 Employment statistics and trends (key points)

According to the National Population Census taken in 2001, which included questions on people with disabilities resident in Portugal, 6.1% of the total population has at least one type of disability. However, QUANTi study, a survey promoted between September 1993 and June 1995, 9.2% of the population had some type of disability – a figure close to that determined by studies conducted in other European Union

Concerning the employment of people with disabilities there has been a notable shift from individual programmes to a more mainstreamed approach in favour of people with disabilities. Nevertheless there are specialized programmes and measures addressing the specific need of people with disabilities.

In 2004 the *framework law defining the general basis of the juridical system for prevention, habilitation, rehabilitation and participation of people with disabilities* (Law n°38/2004, of 18<sup>th</sup> of August) was adopted, which established specific rules in the employment field such as the promotion of the conciliation between family and professional responsibilities of people with disabilities, as well as those taking care of a relative with disabilities; the promotion of self-employment resource; telework, part time work and at home work.

It is important to underline the investment made in the *Local and Specialized Resource Centres Networks* within the domain of vocational rehabilitation, namely in the evaluation/vocational guidance domains, integration support and keeping in employment people with disabilities, specialized support to their training when integrated in courses and actions targeted to general publics.

The *Resources Centres Network* approved by the Institute of Employment and Vocational Training (IEFP)<sup>3</sup>, based in mobilizing partnerships with non profitable private entities acting in this field, covers currently the 83 Employment Centres, 9 of which are entities as *Specialized Resources Centres* and 74 entities as *Local Resources Centres*<sup>4</sup>.

**Table 1- Local and Specialized Resources Centres Networks by Portugal Regions, 2007**

REGION	Local	Specialized Resources Centres	TOTAL
<b>North</b>	14	2	16
<b>Centre</b>	22	1	23
<b>Lisbon-VT</b>	20	5	25
<b>Alentejo</b>	12	-	12
<b>Algarve</b>	6	1	7
TOTAL	74	9	83

Source: Institute of Employment and Vocational Training, October 2007(IEFP 2007)

<sup>2</sup> Mendes, Américo Carvalho (Coord) Study on the Evaluation of the Micro-Credit System in Portugal, 2007

<sup>3</sup> Ministry of Labour and Social Solidarity Department

<sup>4</sup> Institute of Employment and Vocational Training, 2007 data.

It is also possible to detach, among others, the following measures<sup>5</sup> promoted by the Institute of Employment and Vocational Training (IEFP): *Pre-vocational Education; Information, Evaluation and Vocational Guidance of people with disabilities; Vocational Training; Retraining to work; Incentives for employers in order to promote people with disabilities` employment; Self-Employment, Telework; Technical Assistance carried out at job station itself; Supported Employment in the normal labour market; Sheltered-Employment; Technical-Assistance.*

Within the support actions for vocational training and labour market integration of people with disabilities around 105.000 individuals were covered since 2000, as mentioned in the table below:

**Table 2- Number of beneficiaries of the measures mentioned between 2000 and 2008**

MEDIDAS	Execução Física Total								
	2000	2001	2002	2003	2004	2005	2006	2007*	2008**
<i>Pre-vocational education</i>	269	333	271	273	213	245	268	226	269
<i>Information, evaluation and vocational guidance of people with disabilities</i>	241	225	292	1.085	1.340	1.023	1.034	1.155	1.378
<i>Vocational Training</i>	5.724	5.807	6.597	7.025	6.624	6.975	6.059	6.002	6.464
<i>Retraining to work</i>	0	0	160	99	119	127	88	71	154
<i>Incentives for employers in order to promote of people with disabilities employment</i>	629	549	529	463	528	535	519	512	686
<i>Self-employment</i>	61	41	41	30	33	13	12	14	46
<i>Telework</i>	143	0	13	24	14	11	0	0	10
<i>Technical assistance carried out at job station itself</i>	0	0	1.231	1.288	1.565	1.648	1.092	1.325	1.489
<i>Supported employment in the normal labour market.</i>	0	0	0	0	0	0	0	0	0
<i>Sheltered-Employment</i>	556	490	511	517	525	540	546	445	562
<i>Technical-Aids</i>	175	354	524	403	517	551	490	615	731
<i>Jointly managed Vocational Rehabilitation Centres</i>	575	613	624	1.323	1.488	1.650	1.567	1.793	2.300
<b>TOTAL</b>	<b>8.373</b>	<b>8.412</b>	<b>10.793</b>	<b>12.530</b>	<b>12.966</b>	<b>13.318</b>	<b>11.675</b>	<b>12.158</b>	<b>14.089</b>
<i>Training of Specialists</i>	226	84	120	64	63	119	10	0	50
<i>Merit Prize</i>	52	50	72	62	88	76	0	0	0
<i>OED and Other Experimental Projects ***</i>	230	211	231	217	186	232	0	0	0

Note:

2000 a 2006 – data from the Activities Report of Institute of Employment and Vocational Training

\* - 2007 –Final Data from the balance of the Budgetary Execution

\*\* - 2008 data from the Activities Plan

\*\*\* - Uma vez que não é possível confirmar que os valores da OED se referem a pessoas em vez de se referirem a intervenções, nos últimos anos tem-se optado por publicar esta informação desagregada em RA mas por não a somar ao nº de abrangidos.

<sup>5</sup> These measures intend to intervene directly next to the people with disabilities, improving their skills, or their social environment, in order to create necessary conditions to their effective social integration.

According to the table above, it is possible to conclude that the measure that has registered more beneficiaries between 2000 and 2008 was Vocational Training.

The following table gives the evolution concerning the financial support to the activities developed by Resources Centres Network.

**Table 3 – Financial support of the activities developed by Resources Centres Network**

Measures	Financial Support (EUROS)					
	2003	2004	2005	2006	2007*	2008**
<i>Pre-Vocational</i>	423.348,08	414.242,97	376.362,03	364.448,70	308.927,56	425.634,00
<i>Information, evaluation and vocational guidance of people with disabilities</i>	751.099,72	812.790,60	680.869,88	671.509,57	515.927,56	712.371,00
<i>Vocational Training</i>	49.618.686,79	49.199.818,24	46.975.666,15	47.261.687,24	49.989.447,45	43.872.196,00
<i>Retraining to work</i>	317.435,77	524.717,08	468.760,94	580.304,81	448.991,18	495.880,00
<i>Incentives for employers in order to promote of people with disabilities employment</i>	2.595.517,43	2.670.679,38	2.456.057,36	2.732.420,17	2.993.430,93	3.046.428,00
<i>Self-employment</i>	351.911,56	429.354,13	176.460,11	137.942,68	188.596,32	373.795,00
<i>Telework</i>	83.212,14	113.143,06	52.325,34	4.371,56	0,00	55.000,00
<i>Support to employment and technical assistance carried out at job station itself</i>	848.222,81	1.061.872,64	852.487,17	938.689,40	835.261,19	984.073,00
<i>Supported employment in the normal labour market.</i>	0,00	0,00	0,00	0,00	0,00	50.000,00
<i>Sheltered Employment</i>	<b>1.751.690,63</b>	<b>1.769.933,00</b>	<b>1.749.572,00</b>	<b>1.822.748,90</b>	<b>1.967.836,06</b>	<b>2.618.282,00</b>
<i>CEP</i>	1.285.574,23	1.236.419,16	1.210.555,84	1.266.304,55	1.363.276,14	1.763.268,00
<i>Enclaves</i>	466.116,40	533.514,15	539.016,47	556.444,35	604.559,92	855.014,00
<i>Technical Aids</i>	1.519.426,15	2.044.347,50	2.311.408,20	2.420.074,01	2.497.848,08	2.309.426,00
<i>Training of Specialists</i>	17.378,13	10.965,96	11.133,60	14.899,68	404,05	30.000,00
<i>Merit Prize</i>	53.470,69	49.359,44	50.585,22	53.881,90	4.000,97	60.000,00

<b>Directly managed Vocational Rehabilitation Centres *</b>	1.473.583,00	1.513.507,43	1.547.987,26	1.455.458,98	1.534.042,50	1.697.325,00
<b>Jointly managed Vocational Rehabilitation Centres</b>	6.277.893,00	6.162.000,00	6.438.836,00	6.330.710,00	6.839.853,75	7.036.395,00
<b>OED and Other Experimental Projects</b>	145.021,43	127.834,49	130.994,18	132.032,44	122.899,62	150.000,00
<b>Cooperation Employment and Vocational Training Institute/National Institute for the rehabilitation</b>	100.000,00	135.883,99	75.000,00	95.000,00	121.855,50	190.000,00
<b>SUBTOTAL</b>	<b>66.327.897,33</b>	<b>67.040.449,91</b>	<b>64.354.505,44</b>	<b>65.016.180,04</b>	<b>68.369.322,72</b>	<b>64.106.805,00</b>
<b>Rehabilitation Centres Network</b>	1.542.319,16	943.920,31	1.675.361,90	1.108.176,11	824.537,13	1.339.130,00
<b>TOTAL</b>	<b>67.870.216,49</b>	<b>67.984.370,22</b>	<b>66.029.867,34</b>	<b>66.124.356,15</b>	<b>69.193.859,85</b>	<b>65.445.935,00</b>

2000 to 2006 – Data from the IEPF's Activities Report

\* - 2007 Final Data from the balance of the Budgetary Execution

\*\* - 2008 Data from the Ordinary Budget

**Table 4 -People with Disabilities and Economic Activity according to type of disability**

	<b>Auditive</b>	<b>Visual</b>	<b>Motor</b>	<b>Mental</b>	<b>Cerebral Paralysis</b>	<b>Other Disa.</b>	<b>Total</b>
<b>Population with Economic Activity</b>	25.563	64.177	33.224	6.446	945	39.223	169.578
<b>Employed population</b>	23.103	58.151	30.272	5.466	825	35.489	153.306
<b>Unemployed population</b>	2.460	6.026	2.952	980	120	3.734	16.272
<b>Population without Economic Activity</b>	52.427	84.172	113.467	55.796	11.071	94.592	411.525
<b>Total</b>	77.990	148.349	146.691	62.242	12.016	133.815	581.103

Source: INE, Census 2001, Final results

### 1.3 Laws and policies (key points)

The Employment and Vocational Training Institute ("Instituto do Emprego e Formação Profissional" – IEPF) is the national body competent to implement the vocational rehabilitation policy by developing actions that favour the vocational integration of People with disability in the normal work market.



The vocational integration of People with disabilities is considered a decisive stage in the overall rehabilitation process. It is essential for these people to be able to live fully functional social lives in the community.

The entire rehabilitation process has the objective of fully integrating People with disability in society. This is done by guaranteeing their economic independence by equipping them with vocational skills and by letting them carry out a stable, paid vocational activity with the consequent acquisition of worker status.

The legislative instruments that the Employment and Vocational Training Institute (IEFP) puts at the disposal of People with disabilities for the carrying out of a stable and paid vocational activity can be divided into three groups:

One group, aimed at vocational integration in the normal work market that mainly addresses the important role that employers can and should play in the process of socio-vocational integration of People with disability.

Another group, aimed at the creation of independent activities by People with disability, encouraging their vocational and business capacity and providing them with consequent vocational integration. This is done by subsidising the setting up of a disabled person's own business.

The final group, although not opposing the main objective of the vocational integration of People with disability in the normal work market, is aimed at those People with disability who, for reasons related with the type and degree of handicap and the physical environment need special work conditions. This group seeks to achieve vocational integration of people with disability in a sheltered employment regime.

The legislative instruments<sup>6</sup> aimed to promote the vocational training and integration in the regular labour market and the technical and financial incentives and supports available are:

1. *Compensation Subsidy*  
Public financial payment awarded to employers who hire People with Disability aimed at compensating them for the lower work productivity during the period of their adaptation or re-adaptation to work.
2. *Subsidies for Adaptation of Work Place and Elimination of Physical Obstacles*-Granted to employers who hire People with Disability and who for this reason need to adapt equipment or work place to match the functional difficulties of these workers and need to eliminate architectural obstacles. The subsidy for elimination of physical obstacles is awarded to those employers who hire People with disability.
3. *Subsidy for Personalised Support*  
Subsidy granted to employers for each disabled person they hire. The subsidy is aimed at covering the costs of personalised support for People with disability provided during the process of their integration in the company's productive scheme and adaptation to the workstation.
4. *Integration Prize*  
Financial compensation awarded to those employers who hire People with disability on permanent contracts or who convert fixed term contracts into permanent contracts.
5. *Merit Prize*  
Financial prize awarded to those employers who, each year, stand out because of good practices in the employment of People with disability.
6. *Setting up of Own Business*  
Financial and technical support for People with disabilities to set up their own viable and paying business.

<sup>6</sup> Decree-Law No. 247/89 of 5 August 1989





The Sheltered Employment regime<sup>7</sup> covers all People with disabilities who although they cannot immediately or in the short term be covered by general work regulations, are sufficiently productive and they can, under special conditions, carry out stable, paid and profitable work.

The Sheltered Employment regime has the objective of encouraging the transition to the normal work market as soon as possible. It seeks to provide training for all People with disability who have an average work capacity equal to or greater than one third of the normal work capacity demanded of a non-disabled worker in the same job post.

These objectives are carried out mainly through Sheltered Employment Centres and Enclaves.

Sheltered Employment Centres (“Centros de Empleo Protegido” – CEP) –

The CEP’s seek to provide people with disabilities, with paid activity and the possibility of training and / or vocational improvement that allows them to be transferred whenever possible to the normal work market. CEP are developed in regular industrial, handcraft, agricultural, commercial or service units.

Enclaves – This type of work is carried out by a group of workers with disabilities in the normal work environment. The establishment of either of these modalities can be done by public, cooperative or private organisations.

The civil society (employers, trade unions, associations, and the general public) plays an important role in recognising the right of people with disability to vocational training and integration. Therefore the IEFP works in a close relation with social and local authorities with responsibility in the vocational training and employment integration of people with disability.

Regulations have been introduced for specific features of the programme to stimulate job supply, namely in the employment creation components. The features covered are:

- Support for hiring;
- Support for local employment initiatives;
- Support for employment projects put forward by unemployment benefit beneficiaries.

The National Action Plan for Inclusion and the National Action Plan for Employment aim to empower and activate those people who are excluded from the labour market, such as people with disabilities, by putting pathways towards employment and mobilising training policies to that end. Life-long learning has a high-priority in this area, due to its relation to employment, training policies and social inclusion.

It should be noted that life-long learning is a high-priority strategic area in order to improve people with disabilities qualifications, or to encourage their vocational rehabilitation and support access to employment. Thus, there are a number of vocational training programmes to provide people with disabilities with the skills that they need, particularly, through special vocational training measures, as those mentioned above.

Also it should be pointed out that the National Programme for the Participation of Citizens with Special Needs in the Information Society<sup>8</sup> is an important initiative within life-long learning for people with disabilities. It includes a priority line on work (priority 6), though the remaining eight priorities have an impact on people with disabilities` employability.

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<sup>7</sup> The sheltered employment system was formally defined in 1983 in Legislative Decree No. 40/83 of 25 January 1983. Implementing regulations were subsequently issued in Decree No. 37/85 of 24 June 1985.

<sup>8</sup> Resolution of Council of Ministers nº110/2003, of 12th of August



Several actions are being developed within priority 6, namely a manual on “Information Technology without Barriers in the Work Place”, projects on software and documentation accessibility used in labour context and incentive measures to telework.

The Social economy Sector, in its double sense of economic activity supported by the state to satisfy needs that are not satisfied by the market, and of a system to integrate disadvantaged groups through employment, is a decisive instrument to provide access for all in economic activity. Thus it is a priority to reinforce measures under Social Employment Market Programme, favouring actions aimed at increasing employability and self-sustainable job-creation initiatives.

As an addition or alternative to obligatory measures based on legislation or quota system, non-obligatory measures based on persuasion and self-regulation are found in Portugal with the express purpose of promoting employment for persons with disabilities, namely:

- *Information and awareness raising campaigns* often organized by Portuguese government in partnership with NGO ( public seminar, publications, features in newspapers, local and national radio and television programs, websites, national competition).
- *Awards:* Awards to employers for best practices and innovative approaches on private initiatives to employ people with disabilities.
- *Corporate Social Responsibility* on disability among relevant actors in the field through the assignment of partnership agreements.

The Decree Law 29/2001, of February 3 (Employment Quota System) defines positive measures to promote the employment of people with disabilities in central and local public administration. There is a 5% quota for people with disabilities (motor, visual, hearing, mental or cerebral palsy) with a degree of incapacity greater than or equal to 60%.

The labour Code<sup>9</sup> recognizes several rights to the worker with a disability: The right to benefit from flexible working hours, the right not to perform extra working hours or night work if that is considered dangerous for health or safety reasons.

According to the Code, laws or collective agreements may introduce provisions more favourable to the protection or integration of the worker with a disability. Nevertheless, in the recent study made about the industrial relations, (Green Book about industrial relations/MTSS2007), from a total of 65 collective agreements in force in 2005, there was 6 collective agreements establishing measures of positive action in favour of workers with disabilities.

By the Law 46/2006, 28th August, which prohibits and punishes the discrimination on the basis of a disability or illness, it is considered discriminatory practice against people with disabilities in the work and employment:

- The adoption of procedure, measure or criteria, directly for the employer or through instructions given to its workers or the employment agency, that subordinates the factors of physical, sensorial or mental nature in their offers of job, the employment contract ceasing or the refusal of act of contract;
- The production or dissemination of announcements of job offers, or other forms of on advertising to pre-selection or the conscription, that contains, direct or indirectly, any specification or preference based on factors of discrimination on the basis of disability;

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<sup>9</sup> Law n.º 99/2003, 27<sup>th</sup> August



- The adoption of practices or measures by the employer that, in the scope of the labour relation, discriminates a worker to his/her service.

### **PAIPDI**

The actual Government adopted the 1<sup>st</sup> Action Plan for the Integration of Persons with Disabilities (2006-2009) (PAIPDI) by means of Council of Ministers Resolution No. 120/2006, of 21<sup>st</sup> September. This instrument marks a qualitative change in the policy on disability in Portugal and aims as a priority to guarantee and consolidate respect for human rights, promote equal opportunities, combat discrimination and ensure the full social, economic and political participation of all citizens without exception, with special emphasis on combating the discrimination and obstacles faced by persons with disabilities.

By highlighting the capacities and abilities of persons with disabilities and focussing on active policies, PAIPDI is a political instrument for far-reaching cooperation and consultation. It emphasises the social and political participation of persons with disabilities and the organisations which represent their rights and those of their families..

The Plan is a cross-policy instrument which involves 15 Ministries in its implementation and guarantees the mainstream of disability in public policies with an impact on the quality of life of persons with disabilities.

This initiative was inspired on the recommendations made by the European Union, the Council of Europe and the United Nations and is based on the following guidelines:

- Promotion of human rights and full citizenship;
- Mainstreaming of questions of disability and impairments in public policies;
- Accessibility to services, equipment and goods;
- Qualification, training and employment of persons with disabilities;
- Qualification of human resources/training of professionals and strategic knowledge.

The ninety-five measures listed in the Plan comply with the quantitative goals defined over the reference period (2006-2009) and are split into three points of intervention, namely: Accessibility and Information, Education, Qualification and Promotion of Inclusion in the Labour Market and Empowerment and Promotion of the Quality of Life”.

Overall, it defines targets for implementation and execution of the Plan and the evaluation will be carried out by an interdepartmental Group which will draw up a report annually and submit new proposals to the Council of Ministers in order to ensure that the measures comply with the effective promotion of the rights of persons with disabilities and an improvement in their living conditions.

The Plan conveys an innovative and multidisciplinary approach to the issues of inclusion and participation of people with disabilities focused on various actions associated to, accommodation, accessibilities, modern information and communication technologies, on the offer of cultural, sports and art practices, on the adjustment to education and lifelong learning, adaptability and employability of the workers in a view to social and tax protection.

It should be underlined the change of the Council of Minister procedure in 2005 in order to settle that the submission of new draft laws should make an assessment of its impact on the rights of people with disabilities.

It is also important to note that in 2005, a specific Secretary of State for the Rehabilitation was established, who was in charge of promoting an integrated policy aimed to promote the equal opportunities of all the citizens and fight the discrimination against people with disability.



The National Institute for the Rehabilitation (INR,I.P.) is the national body competent to promote this policy in partnership with other public entities and NGO's. The National Institute for the Rehabilitation, P.I. (INR,I.P.) was created by the Law of the Ministry of Labour and Social Solidarity, and it is the authority that at a national level shall proceed to the planning, execution and coordination of the national policies aimed to promote the rights of people with disabilities.

### **New Opportunities Programme**

The reform of the Portuguese vocational training system lead to the national strategy New Opportunities, which was launched in 2005 to improve the level of qualification of the Portuguese population through an integrated strategy in the education and vocational training policy aimed at generalizing secondary education as a benchmark for the qualification of young people and adults and their integration in the globalised society of knowledge.

Persons with disabilities are also a priority of this programme and are included in its scope, although there are some specialized treatments in cases of need as above mentioned.

### **Accessibility:**

There have been significant developments on accessibility which is considered a priority for the inclusion and exercise of the rights of persons with disabilities in society.

The **Decree-Law 163/2006**, establishes the technical norms of accessibility to all the public and collective equipments, public buildings and housing, this new law aims to be more effective than the previous one and reinforces the rules applicable to promote accessibility as well as the sanctions that apply to every one: public or private entity. NGO's can participate in the complain procedure against the authorities that do not comply with the law.

In 2007 it was adopted the National Plan of Promotion of the Accessibility which defines the strategy to ensure accessibility to buildings, transports and technologies of information and communications. The promotion of the accessibility is a key issue to reach four objectives of the strategy of the European Council of Lisbon: to increase the competitiveness, to reach the full employment, to reinforce the social cohesion and to promote the supported development.

**The National Plan of Promotion of the Accessibility (NPPA)** constitutes an instrument of measures which aim is the improvement of the quality of life of all the citizens and, in special, the realization of the rights of citizenship of the persons with special needs.

The objective of The National Plan of Promotion of the Accessibility is to remove obstacles and barriers faced by the citizens through an integrated and coordinated policy to promote accessibility in Portugal up to 2015.

The application of the PNPA considers two phases. For the period up to 2010 the measures and concrete actions are defined, indicating the respective terms of realization and promoters. The actions for the period from 2011 to 2015 will be defined during the second semester of 2010 in function of a point of situation on the application of the PNPA. Though the objectives claimed with the application of the PNPA storms to be fitted in these two phases, it was understood to consider important measures and concrete and feasible actions to define, though the difficulty is recognized in planning out to a distance superior to three / four years.

## **1.4 Type and quality of jobs (summary)**

According to the Census 2001 information on the type of jobs of people with disabilities, the largest professional group is the blue-collar one, representing 21.5% of individuals, followed by services (20.5%) and individuals with no qualifications (20.3%). Managers and similar professions represent a meagre 1%. Two variables are introduced in the regressions to control if individuals received unemployment benefits (30.2%) or underwent a training experience (47.5%), following their registration at the job centre.



Table 1. Descriptive Statistics

Variables		All		No Disabled				Disabled					
		Mean	S.d.	Mean	S.d.	Intellectual		Organic		Muscular/Skeletal		Other	
						Mean	S.d.	Mean	S.d.	Mean	S.d.	Mean	S.d.
Age	Age of individual	32,633	11,761	32,639	11,768	25,885	7,998	32,398	10,568	33,718	11,077	34,090	10,370
Male	Male individual	0,395	0,489	0,394	0,489	0,592	0,493	0,542	0,500	0,648	0,479	0,694	0,463
Married	Married individual	0,450	0,498	0,452	0,498	0,092	0,291	0,301	0,460	0,324	0,470	0,284	0,452
No Dependent	No dependent people	0,609	0,488	0,608	0,488	0,915	0,279	0,687	0,465	0,704	0,458	0,664	0,474
One Dependent	One dependent people	0,193	0,395	0,193	0,395	0,046	0,211	0,169	0,376	0,141	0,349	0,187	0,391
Two Dependent	Two dependent people	0,137	0,344	0,138	0,344	0,031	0,173	0,108	0,312	0,085	0,279	0,090	0,287
Three Dependent	Three or more dependent people	0,061	0,238	0,061	0,239	0,008	0,088	0,036	0,187	0,070	0,257	0,060	0,238
No Education	No education	0,058	0,233	0,058	0,234	0,038	0,193	0,018	0,134	0,035	0,185	0,015	0,122
Education4	4 years of education	0,231	0,421	0,230	0,421	0,408	0,493	0,211	0,409	0,204	0,405	0,328	0,471
Education6	6 years of education	0,217	0,412	0,216	0,412	0,231	0,423	0,265	0,443	0,282	0,451	0,254	0,437
Education9	9 years of education	0,192	0,394	0,192	0,394	0,200	0,402	0,211	0,409	0,176	0,382	0,194	0,397
Education11_12	11 or 12 years of education	0,216	0,411	0,216	0,412	0,023	0,151	0,187	0,391	0,225	0,419	0,164	0,372
Education_over12	over 12 years of education	0,087	0,282	0,087	0,282	0,100	0,301	0,108	0,312	0,077	0,268	0,045	0,208
No Disability	No disability	0,994	0,078	-	-	-	-	-	-	-	-	-	-
Intellectual	Intellectual or psychological problems	0,001	0,037	-	-	-	-	-	-	-	-	-	-
Organic	Blind, deaf or linguistic problems	0,002	0,042	-	-	-	-	-	-	-	-	-	-
Muscular/Skeletal	Muscular or skeletal problems	0,002	0,039	-	-	-	-	-	-	-	-	-	-
Other	Geniatric, sensorial or aesthetical problems	0,001	0,038	-	-	-	-	-	-	-	-	-	-
First job	Looking for first job	0,194	0,395	0,193	0,395	0,546	0,500	0,355	0,480	0,296	0,458	0,172	0,378
Student		0,069	0,253	0,069	0,253	0,077	0,268	0,084	0,279	0,099	0,299	0,045	0,208
Ex-Student		0,093	0,291	0,093	0,291	0,131	0,338	0,133	0,340	0,092	0,289	0,015	0,122
End of Training Period		0,018	0,133	0,018	0,131	0,208	0,407	0,048	0,215	0,056	0,231	0,067	0,251
Fired	Motivation to the registration	0,180	0,384	0,180	0,384	0,085	0,279	0,163	0,370	0,162	0,370	0,164	0,372
Resignation		0,124	0,330	0,125	0,330	0,038	0,193	0,120	0,327	0,085	0,279	0,119	0,325
End of Temporary Job		0,363	0,481	0,364	0,481	0,138	0,347	0,241	0,429	0,113	0,317	0,254	0,437
Other motivation		0,153	0,360	0,152	0,359	0,323	0,469	0,211	0,409	0,394	0,490	0,336	0,474
Managers and Direction		0,010	0,100	0,010	0,101	0,000	0,000	0,006	0,078	0,000	0,000	0,000	0,000
Specialist and Teachers		0,077	0,267	0,077	0,267	0,000	0,000	0,030	0,171	0,056	0,231	0,015	0,122
Technicians		0,075	0,263	0,075	0,263	0,008	0,088	0,120	0,327	0,099	0,299	0,082	0,276
White Collars	Profession	0,170	0,376	0,170	0,376	0,115	0,321	0,211	0,409	0,415	0,495	0,172	0,378
Services		0,205	0,404	0,205	0,404	0,108	0,311	0,133	0,340	0,063	0,245	0,134	0,342
Agricultural and Fishing		0,044	0,206	0,044	0,206	0,131	0,338	0,024	0,154	0,021	0,144	0,037	0,190
Blue Collars		0,215	0,411	0,216	0,411	0,123	0,330	0,199	0,400	0,141	0,349	0,179	0,385
No Qualified		0,203	0,402	0,202	0,402	0,515	0,502	0,277	0,449	0,204	0,405	0,381	0,487
Benefit	Received unemployment benefit	0,302	0,459	0,303	0,460	0,131	0,338	0,235	0,425	0,155	0,363	0,187	0,391
Training	Received vocation training	0,475	0,499	0,475	0,499	0,546	0,500	0,500	0,502	0,599	0,492	0,485	0,502
Wage	Wage offered	40,955	90,857	40,943	90,975	41,101	42,173	38,916	50,917	48,785	106,739	43,791	59,643
Norte		0,346	0,476	0,346	0,476	0,223	0,418	0,337	0,474	0,317	0,467	0,321	0,469
Centro		0,162	0,368	0,162	0,368	0,269	0,445	0,199	0,400	0,218	0,415	0,127	0,334
Lisboa	Region of residence	0,362	0,480	0,361	0,480	0,385	0,488	0,386	0,488	0,380	0,487	0,448	0,499
Alentejo		0,076	0,265	0,076	0,266	0,077	0,268	0,042	0,202	0,021	0,144	0,045	0,208
Algarve		0,054	0,226	0,054	0,226	0,046	0,211	0,036	0,187	0,063	0,245	0,060	0,238
Y98		0,151	0,358	0,151	0,358	0,100	0,301	0,139	0,347	0,113	0,317	0,194	0,397
Y99		0,227	0,419	0,227	0,419	0,323	0,469	0,247	0,433	0,268	0,444	0,201	0,403
Y00	Year dummies	0,206	0,404	0,206	0,404	0,192	0,396	0,175	0,381	0,254	0,437	0,187	0,391
Y01		0,199	0,399	0,199	0,399	0,169	0,376	0,205	0,405	0,183	0,388	0,209	0,408
Y02		0,218	0,413	0,218	0,413	0,215	0,413	0,235	0,425	0,183	0,388	0,209	0,408
lnstock_u	Log of stock of unemployment	8,931	0,780	8,931	0,780	8,936	0,759	8,902	0,784	8,997	0,701	8,881	0,792
lnstock_v	Log of stock of vacancies	4,615	0,739	4,614	0,739	4,781	0,737	4,666	0,766	4,786	0,682	4,700	0,683

Source: Own elaboration based on IEFP data.

**Note:** This information is based in a Study **"Unemployment Duration and Disability: Evidence from Portugal"**, António Gomes de Menezes, Dario Sculli, José Cabral Vieira, Institute for the Study of Labour, September 2007



## PART TWO: SPECIFIC EXAMPLES

### 2.1 Reasonable accommodation in the workplace

The Employment and Vocational Training Institute grants the benefits to companies with an aim at removing structural barriers in employment:

#### **Grant for job adaptation and the elimination of architectural obstacles**

These are non-repayable grants given to companies or other bodies to adapt their equipment or installations to the functional difficulties of the worker with disabilities. Each one these grants may not exceed 12 times the amount of the minimum monthly wage regarding the highest point it can reach.

#### **Grant for personalised Assistance**

This grant is given to companies and to other enterprises who engage people with disabilities within their staff, in order to cover the costs concerning their personalised assistance. It is granted for a three month period, extendible to a maximum of six months, and its assessment is based on the employer's expenditure with the actions regarding personalised assistance. It cannot exceed, each month, twice the monthly minimum wage ensured within its highest amount.

#### **Technical Aids:**

The *System for the Attribution and Financing of Technical Subsidies* seeks to promote the elimination of social, physical, communication barriers amongst others that disabled people are confronted to in their daily life. It is a public and universal system and covers health, education, vocational training and independent living.

### 2.2 Other activation policies

Summary information on actions to support disabled people is described on the government information websites here:

[www.mtss.gov.pt](http://www.mtss.gov.pt)

[www.iefp.pt](http://www.iefp.pt)

[www.inr.pt](http://www.inr.pt)

### 2.3 One example of best practice

The partnership with private entities and civil society has been a very important instrument to promote the employment of people with disabilities. The Ministry of Labour and Social Solidarity in partnership with the Association GRACE made a study on CSR toward People With Disabilities and the manual "The Integration of People with Disabilities in Enterprises: How to act". These instruments were published and disseminate in Portuguese enterprises (such as Portugal Telecom, IBM, BP, Logoplaste and Vodafone)/([www.grace.pt/novo/docs/Integracao.pdf](http://www.grace.pt/novo/docs/Integracao.pdf) and [www.grace.pt/novo/docs/Guia\\_RSE.pdf](http://www.grace.pt/novo/docs/Guia_RSE.pdf))

*Annual Merit Prize* - Financial prize awarded to those employers who, each year, stand out because of good practices in the employment of People with disabilities. This year, almost 600 Employers presented a Bid to this Prize.

In 2007, two protocols were signed between the IEFP and the administration board of two large public enterprises with the aim to promote employment and training of people with disabilities. This initiative was defined in the PAIPDI and it will be implemented in 20 enterprises until 2009. The target is to create 200 jobs and 400 traineeships.



## PART THREE: SUMMARY INFORMATION

### 3.1 Conclusions and recommendations (summary)

The National Action Programme for Growth and Jobs (PNACE) 2005-2008 is Portugal's answer to the new guidelines established by the Lisbon Strategy. The objectives aimed by the PNACE 2005-2008 are to establish the country's public deficit below the maximum limit permitted by the Stability and Growth Pact until 2008; to double public investment and to create the necessary conditions to triple the private investment for research and development, as well as to attain an annual growth rate of the GDP of 2,6% and a global employment rate of 70%.

The priorities in what concern vocational training and employment programme for people with disabilities are: adjustment and reinforcement of employment and training measures in order to attain professional re-adaptation of disabled persons, namely by starting a business; qualification, special professional training, promoting its adequate recognition and certification; continuous support to insertion and active job seeking. The target is to facilitate integration of people with disabilities, covering 46,000 persons (2005-2008). (*Qualification, Employment and Social Cohesion - Measure 16*)

Bearing in mind the low participation, low level of qualification and high levels of unemployment and inactivity of people with disabilities, it is very important to reinforce the implementation of the measures already defined in the Education, Vocational training and employment and combat to discrimination (PAIPDI 2006-2009). Portugal has a very comprehensive legal framework on disability and it is important to reinforce the concrete application of the laws.

In what concerns employment it is important to define a system that combines active and passive social measures in order to stimulate the participation of these citizens in labour market. The improvement of the participation of social partners in the dissemination of laws and good practices is also a key instrument to combat discrimination on the grounds of disability.

### 3.2 References

*Ministry of Labour and Social Solidarity (Strategy and Planning Office), "National Action Plan for Employment 2005-2008", Lisbon, October 2006*

<http://www.dgeep.mtss.gov.pt/estudos/pne/pne2005.pdf>

*Ministry of Labour and Social Solidarity (Strategy and Planning Office), "National Action Plan for Employment – Follow-up Report 2007", Lisbon, January 2008*

<http://www.dgeep.mtss.gov.pt/estudos/pne/pne2007.pdf>

ISCTE/CRPG, Estudo "Modelização das Políticas e das Práticas de Inclusão Social das Pessoas com Deficiências em Portugal", 2008

Dario Sciulli, António Gomes de Menezes, José Cabral Vieira, "Unemployment Duration and Disability: Evidence from Portugal", Discussion Paper Series, Institute for the Study of Labour, September 2007

Green Book about Industrial relations (Livro verde sobre as relações industriais) MTSS 2007

Mendes, Américo Carvalho (Coord) António Manuel Figueiredo, Carlos Manuel Ferreira dos Santos, Mariana Rodrigues, Mário Pedro Leite Almeida Ferreira, Matilde Soares de Carvalho, Sofia Lopes, Sofia Miranda, Tiago Gomes da Silva Tavares, Study on the Evaluation of the Micro-Credit System in Portugal, Porto, Abril 2007



**Links:**

Ministry of Labour and Social Solidarity:  
[www.mtss.gov.pt](http://www.mtss.gov.pt)

National Institute for the Rehabilitation  
[www.inr.pt](http://www.inr.pt)

Employment and Vocational Training Institute  
[www.iefp.pt](http://www.iefp.pt)

Lisbon Strategy  
<http://www.estrategiadelisboa.pt>

Cabinet of Strategy and Planning (Ministry of Labour and Social Solidarity)  
[www.qep.mtss.gov.pt](http://www.qep.mtss.gov.pt)

Citizen's Portal  
[www.portaldocidadao.pt](http://www.portaldocidadao.pt)

Company's Portal  
[www.portaldaempresa.pt/cve/pt](http://www.portaldaempresa.pt/cve/pt)

Government Portal  
[www.portugal.gov.pt](http://www.portugal.gov.pt)

Institute of Social Security  
Institute for Financial Management of Social Security  
[www.seg-social.pt](http://www.seg-social.pt)

National Agency for Qualification (English version)  
[www.en.anq.gov.pt](http://www.en.anq.gov.pt)

New Opportunities Initiative  
[www.novasoportunidades.pt](http://www.novasoportunidades.pt)

National Institute of Statistics  
[www.ine.pt](http://www.ine.pt)

Observatory of Employment and Vocational Training  
<http://oefp.iefp.pt>

POEFDS - Employment, Social Training and Development Operational Programme  
Public Relations and Information Centre of the Ministry of Education  
Representation in Portugal of the European Commission  
[www.poefds.pt](http://www.poefds.pt)

Youth Portal  
[www.juventude.gov.pt](http://www.juventude.gov.pt)