

RESEARCH REPORT

# NON/EMPLOYMENT OF PERSONS WITH DISABILITIES

SUPPORTED BY THE:



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Novi Sad, 2014.

## **Non/Employment of Persons with Disabilities**

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# 1. Introduction





# 1. INTRODUCTION

The results of the research implemented by the Resource Centre for Persons with Disabilities of Ecumenical Humanitarian Organisation in the period from May to September 2014 are presented below.

The task of the research was to assess the trends of the employment of persons with disabilities and collect new information which may impact closing of individual practical issues faced by employment process participants.

The direct research target group includes persons with disability actively looking for job and/or having problem to keep their job, as well as employers which are the obligors of the Law on Professional Rehabilitation and Employment of Persons with Disabilities<sup>1</sup>.

Indirect target group includes associations of persons with disabilities, institutions, and media which may contribute that the employment of persons with disabilities does not become an accomplishment, rather a good practice.

Positions on the employment of persons with disabilities were provided by job applicants (persons with disability) and job providers (employers). The positions of key par-

ticipants were analysed within a specific and general context with the intention to determine cause and effect relations and possible areas of activity.

In addition to the satisfactory formal and legal framework in the Republic of Serbia, professional position and outlook of persons with disability are affected with the fact that private sector is rather restrictive for new positions, that new employment is forbidden in the public sector, labour market competition is very high, and the profile of universal employee is topical, which is not the characteristic of the participants of this target group.

Though the Law on Professional Rehabilitation and Employment of Persons with Disabilities prescribes quota system for employers for the employment of this target group, the total employment of persons with disability at enterprises is still below the statutorily defined minimum and the trend of the decrease of new employment in favour of pecuniary remuneration is evident.

The majority of persons with disabilities have become aware of their active role and the fact that it is not enough only to get a chance for job. A more difficult task and major challenge is to remain at work and be a chain having the position and role within work chain.

<sup>1</sup> Official Gazette of the Republic of Serbia, no. 36/2009, 32/2013.

The reason why such task is difficult to be met is seen by persons with disabilities in unwillingness of employers to use the existing potentials of persons with disabilities, which is experienced by them as discrimination.

Lack of flexibility and requirements of persons with disabilities in operation process which may not be met in the current conditions is stated by employers as the reason of poor interest in employing persons with disabilities.

The outcome of this research is that there is a need for continuing and adjusted programmes of functional training of persons with disabilities. In such manner, possibilities for employment increase and personal responsibility for own professional development and employment is fostered.

On the other hand, employers need to be provided operational support services at local level, which would result in meeting the statutory minimum for the participation of persons with disabilities at enterprises in terms of positions, instead in terms of remunerations due to non-employment.

Also, opening of new areas and possibilities for the employment of persons with disabilities should be dealt with, social entrepreneurship concept should be developed, also, individual initiatives should be supported.

Key words: person with disabilities, employment, job sustainability, obligors of the employment of persons with disabilities, disability.

# 2. Research Context



## 2. RESEARCH CONTEXT

The National Sustainable Development Strategy<sup>1</sup> includes the vision of the Republic of Serbia as a country which should until 2017 be *“institutionally and economically developed state with adequate infrastructure, compatible with the EU standards, with the knowledge based economy, efficiently used natural and created resources, higher efficiency and productivity, rich in educated people, with preserved environment, historical and cultural legacy, the state where there is the partnership of the public, private, and civil sector, and which provides equal opportunities to all citizens.”* To achieve this strategic objective, human capital development and complete social inclusion are necessary. Unemployment is the most significant indicator of social exclusion<sup>2</sup>.

Employment has got double meaning. For employee, job means income, increase of personal capacities, work satisfaction, and social status, and for society, employment is the major wealth source.

The Poverty Decrease Strategy in Serbia from 2003 emphasises persons with disabilities as one of the marginalised social groups specifically exposed to poverty risk. The World Bank researches which preceded

the adoption of this document indicate that as many as 70 per cent of persons with disabilities and members of their families live at or below poverty limit. The Strategy provides for the development of support services, inclusive education promotion, and employment rate increase.

In early 21st century in Serbia, view of disability and/or disability understanding was changed to a significant extent. Taking human rights into consideration, the concept and definition have been set up in recent years, according to which disability is neither diagnostic nor social and economic category. The new disability concept and definition redirect attention from restrictions of individual person to his capacities and the role of environment and society (social and political concept of disability). The key requirement is to ensure conditions that a person with disability is as independent as possible in his/her selected way of life.

Intensification of relations on the labour market and unemployment in Serbia have additionally affected the position of persons with disabilities on the labour market and made it even more complicated.

The institutional and legal framework in the Republic of Serbia is in compliance with

<sup>1</sup> The Government of the Republic of Serbia, 2008.

<sup>2</sup> Kolin, 2008.

international recommendations and tendencies relating to persons with disabilities.

The Convention on the Rights of Persons with Disabilities<sup>3</sup> prescribes the right of persons with disabilities to work and measures for exercising the right to work and related rights (Article 27). Special emphasis is placed by the Convention on the prevention of discrimination in this field, equal employment conditions on the open labour market, self-employment, and incentives to employers.

The Republic of Serbia Constitution<sup>4</sup> guarantees the right to work in accordance with law, and women, youth, and persons with disabilities are enabled special protection at work and special working conditions.

In the Republic of Serbia discrimination is forbidden based on physical and intellectual disabilities in the field of employment and work relations in the following regulations: the Republic of Serbia Constitution, Law on the Prevention of Discrimination of Persons with Disabilities<sup>5</sup>, Law on Discrimination Ban<sup>6</sup>, Labour Law.<sup>7</sup> The Law on the Professional Rehabilitation of Persons with Disabilities most specifically determines the legal framework of the position of persons with disabilities on the Republic of Serbia labour market. The Law governs incentive measures for employment to create conditions for equal

involvement of persons with disabilities on the labour market; assessment of work capacity, professional rehabilitation; obligation of the employment of persons with disabilities; conditions for establishment and performing activity of enterprise for professional rehabilitation and employment of persons with disabilities, and other issues significant for the employment of persons with disabilities.

There are also other by-laws<sup>8</sup> governing this area.

In addition to the negative trends of economy on the labour market, by enacting the Law on the Professional Rehabilitation and Employment of Persons with Disabilities, in the Republic of Serbia, the growth has been seen in the number of registered employed persons with disabilities, as well as higher participation of this target group on the labour market.

In perspective, high frequency of this target group on the labour market has got an adverse impact to working and motivational capacities of persons with disabilities, and, among employers, it intensifies adverse prejudices and stereotypes on their resources. In

8 Rulebook on Specific Conditions, Criteria, and Standards for Implementing Professional Rehabilitation Measures and Activities (Official Gazette of the Republic of Serbia, no. 112/2009); Rulebook on Specific Method, Costs, and Criteria for Assessing Work Capacity and Possibility of Employment or Employment Maintenance of Persons with Disabilities (Official Gazette of the Republic of Serbia, no. 36/2010); Rulebook on the Method of Monitoring the Execution of Obligation of Employing Persons with Disabilities and Manner of Evidencing such Obligation (Official Gazette of the Republic of Serbia, no. 33/2010); Rulebook on the Manner and Procedure on the Calculation and Payment of Contribution for Obligatory Social Insurance to Persons with Disabilities (Official Gazette of the Republic of Serbia, no. 72/2006); Rulebook on Set-up and Method of Operation of Expert Bodies of the Republic Fund for Pension and Disability Insurance (Official Gazette of the Republic of Serbia, nos. 59/2008 and 75/2008), and Strategy for Improving Position of Persons with Disabilities in the Republic of Serbia (Official Gazette of the Republic of Serbia, no. 1/2007).

3 In 2009, the Republic of Serbia ratified the UN Convention on the Rights of Persons with Disabilities and Optional Protocol as the international agreement which, thus, became a part of the internal law of RS (Official Gazette of the Republic of Serbia no. 42/2009). The states which ratified the Convention are bound to report the UN on the steps taken in the field of the protection and promotion of the rights of persons with disabilities, on a regular basis.

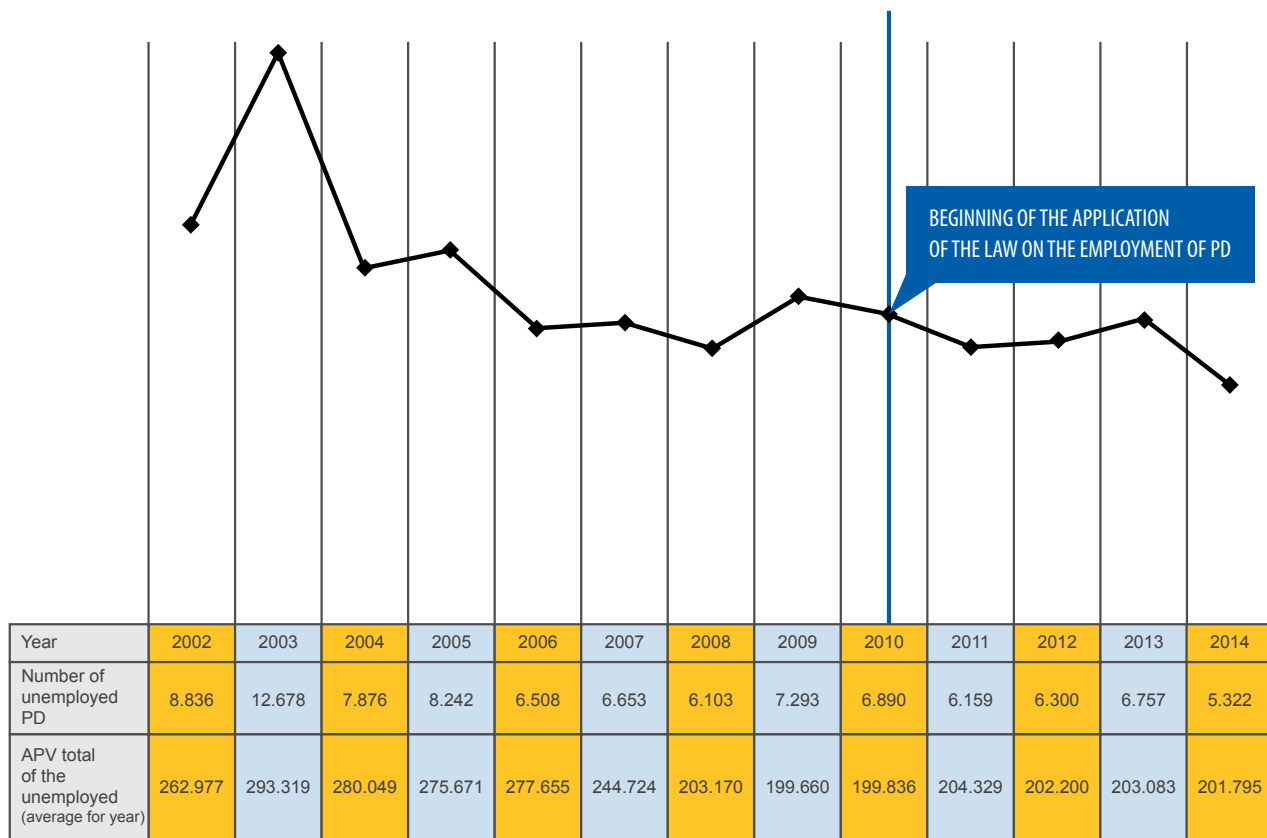
4 Official Gazette of the Republic of Serbia, no. 98/2006.

5 Official Gazette of the Republic of Serbia, no. 33/2006.

6 Official Gazette of the Republic of Serbia, no. 22/2009.

7 Official Gazette of the Republic of Serbia, nos. 24/2005, 61/2005, 54/2009, 32/2013, and 75/2014.

**Chart 1:** Presentation of the movement of registered unemployment of persons with disabilities 2002-2014 in relation to the average number of registered unemployed persons in the AP Vojvodina



addition, high frequency of persons with disabilities intensifies lack of precision of statistical indicators on the position of persons with disabilities on the labour market, therefore, there is often apparent employment rate increase and low job sustainability. This occurrence is also contributed by current subsidies for employment for definite period.

For the territory of the Autonomous Province of Vojvodina, the Secretariat for Economy, Employment, and Gender Equality has established monitoring, analysis, and reporting on statistical indicators of persons with disabilities on the labour market. Also, the application of the Law on Professional Rehabilitation and Employment of Persons with Disabilities and the impact of the current eco-

conomic context to this target group are monitored.

The obligors of the Law on Professional Rehabilitation and Employment of Persons with Disabilities include all of the employers within the public and private sector having more than 20 employees. They are able to perform their legal obligation by selecting one of the three methods: employment of person with disabilities, payment to Budget Fund, or Agreement on Cooperation with Enterprises for Employing Persons with Disabilities<sup>9</sup>.

<sup>9</sup> In the Republic of Serbia, there are 46 enterprises for the professional rehabilitation and employment of persons with disabilities. Out of these enterprises, there are 10 in the territory of the AP Vojvodina, 3 (three) in the territory of the City of Novi Sad.

With the employers which are the obligors of the Law, in the territory of Vojvodina until June 2014, there were total of 144,545 employees, among whom there are 2,988 persons (2.06%) having decision on disability<sup>10</sup>. Based on their obligation, the employers pay remuneration into the Budget Fund for further 2,278 persons with disabilities (1.57%), and for 75 persons (0.05%) they execute their obligation under agreements on business and technical cooperation with enterprises for the professional rehabilitation and employments of persons with disabilities. The legal capacities for the employments of persons with disabilities<sup>11</sup> are 54% in the private sector and 46% in the public sector.

The Law on Professional Rehabilitation and Employment of Persons with Disabilities defines person with disabilities as a person with the permanent consequences of bodily, sensory, mental, or physical impairment which cannot be eliminated by any treatment or medicinal rehabilitation. Due to such situation, a person is faced with social and other restrictions such as impact to work capability and possibility of employment or keeping job.

Persons with disabilities belong to heterogeneous target group whose position on the labour market depends on many factors, above all, personal characteristics, motivation sources, disability complexity and rehabilitation degree, occupation and education degree, specific and general environment, legal grounds of disability occurrence, place of domicile and accessibility of area, material

and family circumstances, existing skills and potentials.

Common factor for the members of this target group is a difficult opportunity of finding a job which will be appropriate both to such person and employer at general satisfaction and for social benefit. The following may be stated as the main reasons of the employment problem – high general unemployment and job deficit due to the economic depression, high competition on the labour force market, and current profile of universal worker, as well as prejudices and stereotypes<sup>12</sup> to the target group.

Status of person with disabilities is acquired by filing application for the assessment of work capacity to the organisation competent for employment activities (National Employment Agency). Expert authority assesses the condition of an individual on the labour market and impact to capacity for work.

Four categories are defined:

- zero degree – if it is assessed that there are no difficulties and impediments in work or they are neglectable;
- I degree – if it is assessed that difficulties and obstacles are low;
- II degree – if it is assessed that difficulties and obstacles are moderate;
- III degree – if it is assessed that difficulties and obstacles are high or multiple and prevent employment under general and special conditions.

<sup>10</sup> Data of the Tax Administration from report on meeting the obligation of employing persons with disabilities by employers with their registered offices in the territory of the AP Vojvodina for the first quarter of 2014.

<sup>11</sup> The statutory quota considering the number of applied number of employees in the public and private sector.

<sup>12</sup> The most frequent prejudices of employers on persons with disabilities are that they are non-reliable and that they often use sick leave, therefore, they are burden to employer in social and economic terms. Widespread stereotype in the world of employers is that person with disabilities may not create capital which is a necessary condition (*conditio sine qua non*) on the capital market.



Also, any acquired rights from the previous periods and other regulations are recognised under the Law on Professional Rehabilitation and Employment of Persons with Disabilities if there is appropriate documentation (persons characterised as “disabled workers” of II and III category “disabled war veterans”, “disabled war veterans in peacetime”, or “disabled war veteran in civil service”). Yet, the practice has shown that Decision on Assessing Capacity for Work is rather formal document, without any major functional significance for employer or person with disabilities.

Standard form and content of the document on assessed capacity for work are confusing for employment participants, and, on the other hand, they open up possibility for fraud. The interest of employer is to cover its statutory obligation with its employees, therefore, employer is often participant in determining changed capacity for work even when this is not important to employee. The interest is different when employee wants to get the status of person with disabilities due to the reasons of higher security and better position.

In recent years, in the Republic of Serbia, the number of disability pension users has significantly decreased, above all, due to more restrictive approach in exercising the rights to disability pension. Also, the revisions of disability pensions are on-going in Serbia, and the first results indicate the frequency of misuse of the status of retired person with disabilities.

## 2.1. Economic Environment and Labour Market Requirements

For 2015, in the Republic of Serbia, more favourable economic environment and employment growth are announced. This information should be significant to the participants of social integration in order to adjust their plans and programmes with regular market flows and requirements.

Based on the applied research implemented by the National Employment Agency<sup>13</sup>, it is assessed that in 2015, the gross rate of job creation<sup>14</sup> at enterprises will amount to 5.3%, which would result in the positive net rate of job creation<sup>15</sup> of 2.6%. The employment growth is forecast in all micro sectors. Above the average growth is expected in the micro sectors of processing industry (3.4%), trade (3.9%), and other service activities (5.4%). In Vojvodina region, above the average employment rate by 3.3% is expected.

Planned job creation by education degree is of such nature that persons with secondary school degree (III and IV degree), primary school degree, as well as university degree will be represented the most. The occupations where the highest employment rate is forecast in 2015 include retail shop assistants, textile sewers, simple occupations<sup>16</sup>, property and

13 Major report findings: Employer Survey, April 2014.

14 Gross rate of job creation is the ratio of the total number of the newly employed and the total number of employees at enterprises at the beginning of respective year multiplied by 100.

15 18 Net rate of job movement is the difference of gross job creation rate and gross job closing rate. Gross job closing rate is the ratio of closed jobs and the total number of employees at enterprises at the beginning of respective year multiplied by 100.

16 According to occupation classification, simple occupations are those implying the performance of simple and routine jobs which, most often, require the use of manual tools and physical effort. Simple occupations include street sales, cleaning, washing, ironing and operation of manual workers in mining, agriculture, fishery, construction, transport, industry, etc.

person security personnel, trade and related occupations. According to the same survey, employers pay higher attention to transferrable knowledge and competences rather than to expert knowledge, which is the imperative for operation plans and programmes intended for persons with disabilities. Also, distant work and work outside employer's registered office is a new option which may also be suitable to some persons with disabilities, which is defined in the new Labour Law.

The affirmative measures and the National Employment Agency programmes for employment intended to promote the employment of persons with disabilities are rather complicated and rigid in the opinion of employers, and they are insufficiently used and the efficiency thereof is not reviewed.

Having regard to the institutions providing support to this target group to find and keep job, the National Employment Agency has, at the county level, set up Centre for Professional Rehabilitation and Employment of Persons with Disabilities. Considering the Centre's activities, an impression is gained that that it, above all, satisfies the needs of physical accessibility, but it has failed in the field of professional and rehabilitation activities, which should, considering the name of the Centre, be its primary role.

The City of Novi Sad has set up the Office for Persons with Disabilities whose activity is predominantly of advisory nature. Also, the City of Novi Sad has, for more than ten years, supported the activities of Work Centres at secondary school Milan Petrović where youth with development disabilities work and develop their potentials. Though this organisational form of professional rehabilitation is recognised in the Law on Professional Rehabilitation and Employment of Persons with

Disabilities, it may still not significantly support the national policy of improved employability, above all, of youth with development disabilities. Even though having minor status in formal sense, the Work Centres in the territory of Novi Sad are the examples of a good practice not only in Serbia, but also abroad.

The associations gathering and/or dealing with persons with disabilities as well as stakeholders, in general, do not show significant interest in the activities which could impact higher social integration of their members through work.

## **2.2. Data on the Position of Persons with Disabilities on the Labour Market in the AP Vojvodina<sup>17</sup>**

The number of the registered unemployed persons with disabilities on the labour market, as a parameter, is not sufficient indicator of the change of the position of persons with disabilities on the labour market. However, quantitative analyses indicate that this number depends on the social context, therefore, it should be monitored and analysed including other characteristics of this target group and exercising the right to professional life.

In late June 2014, in the AP Vojvodina, 5,322 unemployed persons with disabilities were registered, thereof, 29.7% are women (1,581). Within the total unemployment (197,302 persons), this category accounts for 2.7%. 73% have got the status of long-term unemployed persons with disabilities<sup>18</sup> (3,849). From the beginning of the year to 30 June 2014 in the AP Vojvodina, 297 persons with disabilities were employed, which is significantly less in relation to the same period last year (936).

<sup>17</sup> Data source: Provincial Department for Employment for the period 1 January-30 June 2014.

<sup>18</sup> Persons waiting for job longer than one year.

The highest number of the unemployed persons with disabilities include low qualified 50% (2,663) and qualified persons 45% (2,441), while the share of job seekers with college and university degree is 4% (92).

Among unemployed persons with disabilities, the predominant group is more than 40 years old. Those are mostly the persons with employment experience who have lost their job due to various reasons. This group also includes candidates for disability pension, i.e. users of temporary disability pension. Youth up to the age of 30, without longer working experience, account for 20%.

Observed by disability categories<sup>19</sup>, the majority of the unemployed are within group “categorised youth” - 32% (1,691), “disabled workers” account for 19% (995), and “disabled war veterans” account for 16% (836). Other categorised persons with disabilities participate with 33% (1,800).

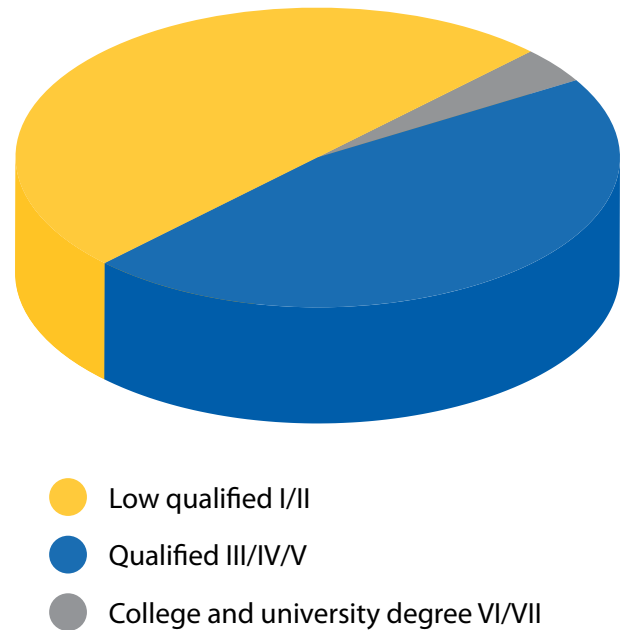
### 2.3 Data on the Position of Persons with Disabilities on the Labour Market in Novi Sad

In late June 2014, in the City of Novi Sad, 1,395 unemployed persons with disability were registered (out of that number 27.7% are women). Within the total unemployment of the City of Novi Sad (29,280 persons), this category accounts for 4.8%.

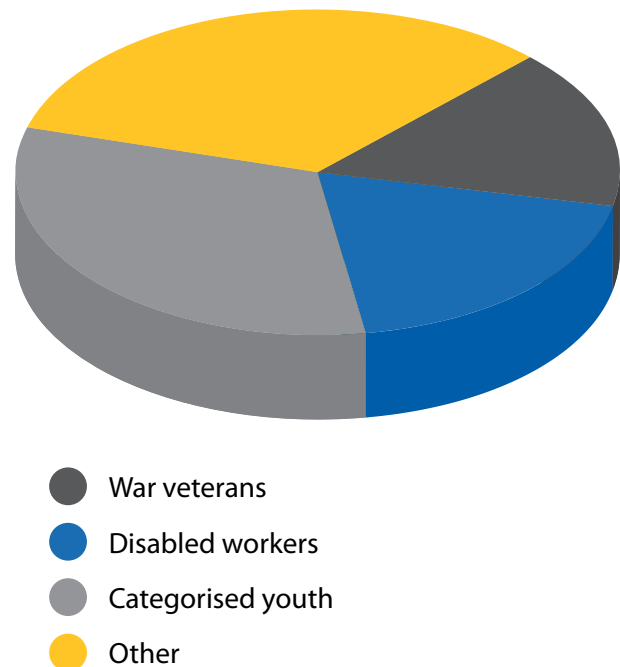
In the City of Novi Sad, 50% (625) of unemployed persons with disabilities have got a qualification while 45% (625) do not have any qualification. The share of persons with disabilities with college and university degree looking for job is somewhat higher than the average for the AP Vojvodina and amounts to 5% (70 persons).

By disability categories, the highest number of the unemployed are within the group

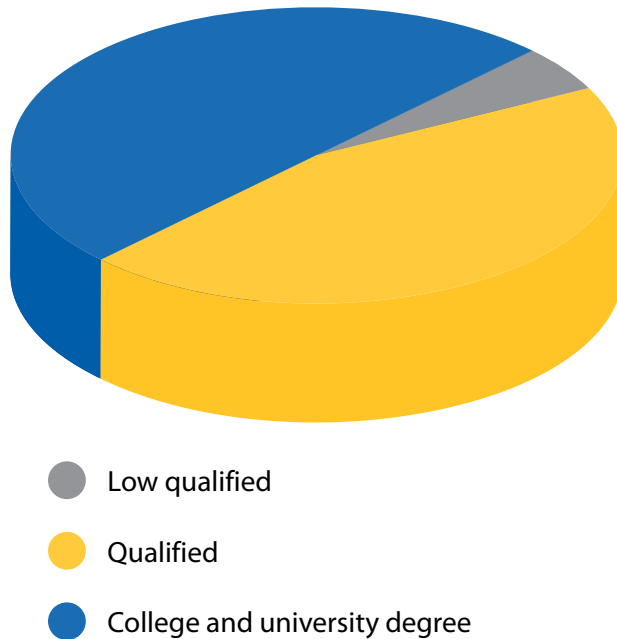
**Chart 2:** Educational Structure of PD on the AP Vojvodina Labour Market in Mid-2014



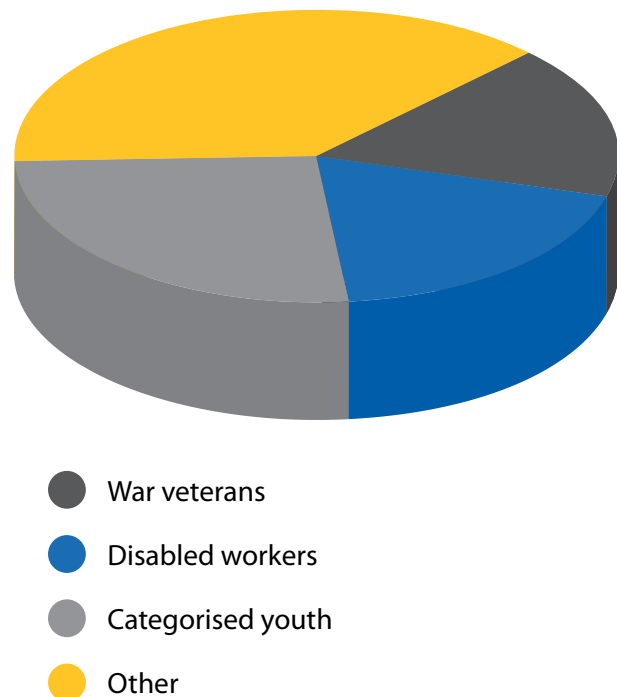
**Chart 3:** Structure of Unemployed PD by “Categories” in the AP Vojvodina



**Chart 4:** Educational Structure of Unemployed PDs in Novi Sad



**Chart 5:** Structure of Unemployed PDs by “Categories”



“disabled workers” – 38% (529 persons) and group “categorised youth” – 26% (364 persons) while “disabled war veterans” account for 19% (271 persons). Other persons with disabilities account for 17% (231 persons) of registered unemployed persons.

In Novi Sad, 83.4% (1,163) persons with disabilities have got the status of the long-term unemployed. From the beginning of the year to 30 June 2014, in Novi Sad, 53 persons with disabilities were employed, thereof 16 women, which is even lower (3.8%) share in the employment<sup>20</sup> than the provincial average for the same period (5.8%).

50 persons with disabilities are involved in the training of active job search by the National Employment Agency. In the first half of 2014, 7 trainings were implemented by the National Employment Agency for persons with disabilities, and 33 persons with disabilities attended some of the offered trainings: the English language, basic IT training, training for business secretaries, training for business bookkeeping, training for binders, and sewing training.

# 3. Research Objectives



### 3. RESEARCH OBJECTIVES

**The general research objective is to assess the current trend in employing persons with disabilities in the territory of the AP Vojvodina and the City of Novi Sad, and collect the new information necessary for solving certain practical issues within employment process.**

It is assumed that unfavourable economic situation and forecast stagnant vacancy creation rate in 2014 and slight growth in 2015 may affect opportunities or new employments of persons with disabilities. Tendency of recruiting persons with disabilities from the existing economic capacities with the aim of reaching the statutory quota, prohibition of employment in the public sector, and remunerations paid to the Budget Fund as a pref-

erential method of executing the statutory obligation may even further affect the flagrant relations between job seekers and providers even though there is a satisfactory formal and legal framework in the Republic of Serbia.

**The specific research objectives include:**

- review of employers' positions on the employment of persons with disabilities and reasons for such positions;
- determination how to impact higher employability and sustainability of persons with disabilities at their job;
- promotion of the right to work and the right to job as the most rational social inclusion instrument;
- determination which support departments and/or services are insufficiently developed and necessary to increase the employability and sustainability of persons with disabilities at their jobs;
- proposal of activities.





# 4. Research Methodology



## 4. RESEARCH METHODOLOGY

Three research issues were defined and key questions were set up:

- **How do employers treat the statutory obligation of employing persons with disabilities?**

The research area – Report of the Tax Administration with reference to the public and private sectors and the analysis of methods of executing the obligation of employing persons with disabilities by employers.

- **Why is sustainability of employing persons with disabilities unattainable?**

Research area – the National Employment Agency Nov Sad (NEANS), persons with disabilities, and employers.

- **What are the expectations of persons with disabilities in terms of employment and are they realistic for the current market conditions?**

Research area – long-term unemployed persons with disabilities, associations of persons with disabilities.

In collecting the data, the following **instruments and techniques** were used:

- Content analysis and comparative analysis of the collected data, documents, and literature;
- Thorough interview with job seekers using the predetermined questions including permitted deviations in discussion. The material was recorded in writing and analysed (Appendix 1.1);
- Questionnaire for reviewing positions of employers on employing persons with disabilities, applied electronically (Appendix 1.2);
- Focus groups with various participants in the process of employing persons with disabilities: employers, job seekers within the group of persons with disabilities, NEANS representatives, representatives of the associations gathering and/or dealing with persons with disabilities (Appendix 1.3);
- Questionnaire for reviewing positions and activities of the associations of persons with disabilities, applied electronically (Appendix 1.4).

The obtained results were discussed in the narrow context, with narrow conclusion considerations, and general conclusions. Based on the conclusions drawn, the recommendations for practical activities were proposed.

**The target groups of the research include: persons with disabilities who are job seekers; employers which are the obligors of the Law on the Rehabilitation and Employment of Persons with Disabilities; associations gathering and/or dealing with persons with disabilities; and representatives of the system institutions; media, and enterprises for the professional rehabilitation and employment of persons.**

Due to the heterogeneous structure of the target group, it was not possible to set up the representative sample of job seeker for the thorough interview. Job seeker sample was formed according to the principle of voluntary participation, which may be a weakness of this research. From the base of the users of the Resource Centre for Persons with Disabilities of Ecumenical Humanitarian Organisation, all of the persons with disabilities recorded as job seekers having the Decision on Assessed Capacity for Work were contacted. The invitation for the interview was sent to

31 addresses of the persons registered as the active job seekers having some type of disability. 11 persons with disabilities applied for the interview, 4 men and 7 women, with various disability type and degree.

The representation of the sample of the employers which are the obligors of the Law was achieved through the participation of the public and private sector, coverage of micro, small, medium, and large enterprises<sup>1</sup>, and regional representation<sup>2</sup>. The sample of the employers was set in such manner that the questionnaire was electronically distributed to 365 addresses of the enterprises from the territory of the AP Vojvodina including 15 public utility companies from the territory of Novi Sad. 31 enterprises responded (including 5 public companies) and they comprise the employer sample (Appendix 2.4).

The sample of the associations gathering and dealing with persons with disabilities was set up in such manner that the questionnaire was electronically distributed to 40 addresses of the associations gathering and/or dealing with persons with disabilities. The questionnaire was filled in by 17 associations (Appendix 2.3). In addition, the focus group participated by 8 representatives of various associations from Novi Sad was organised (Appendix 2.2).

The sample of the representatives of the system institutions, media, and enterprises for professional rehabilitation and employment of persons with disabilities comprises 13 representatives who participated in the focus group organised for this target group (Appendix 2.1).

<sup>1</sup> Micro enterprises – up to 10 employees; small enterprises – up to 50 employees; medium enterprises – up to 250 employees; large enterprises – more than 250 employees.

<sup>2</sup> The employers registered in the territory of the AP Vojvodina.

# 5. Research Results



## 5. RESEARCH RESULTS

### 5.1. Persons with Disabilities as Job Seekers

**In order to find out what job seekers think about their employment, what are their experiences and expectations, how much they value active job search, and what they perceive as the aggravating factor for employment, we used the technique of the thorough, partially structured interview.**

11 persons with disabilities with the following characteristics were interviewed:

- The average age of the interviewed was 34 (the youngest was 23, and the oldest 50);
- 46% of the interviewed had the secondary school degree, and 54 had higher than the secondary school degree (VI0 - 18% and VII0 - 36%);
- As many as 91% of the respondents had additional educations with the intention of increasing the level of competences and skills;
- Based on relatively equal gender structure of the sent invitations to the interview, valuating the applications for the interview as the activity in finding job, women (63%) were more active than men (37%);
- According to the medical classification, 63% of the interviewed had a kind of motor disabilities<sup>1</sup>, 27% were the persons with sensory disabilities<sup>2</sup>, 10% of the persons with moderate mental and combined disabilities;
- 82% of the interviewed persons have already had the experience of employment while 12% have not been employed;
- the participants who were previously employed, state the following as the most frequent reason of losing their job: employment for definite period 55%, employment termination upon employer's request 34% and upon personal request 11%.

After they were informed on the interview matrix, the job seekers were offered the following choices:

- direct interview in two destinations within selected term;
- telephone interview;

<sup>1</sup> Restrictions of movement and limb and body functions.

<sup>2</sup> Sight loss (1 person), complete hearing impairment (1 person), speech disability (1 person)

- electronic interview (electronic mail, sms);
- combination of offered selections.

The majority selected the combination of the direct interview with previously filled in matrix.

The average interview duration was 1 hour.

The material obtained in the interview was quantitatively and qualitatively analysed and the regularities of observed aspects were commented.

In the interview with persons with disabilities, questions on the activities taken relating to job search, position to employers, and compromises they were willing to make, were raised.

The following results were obtained in the interview:

- 91% of the respondents had a prepared CV as a method of presentation to employer.
- The great majority of the interviewed persons visit trade fairs and go to discussion with job counsellor<sup>3</sup>. The majority positively assess discussion relating to job search regardless of results.
- All of the interviewed think that, in the current conditions of the labour market, they need additional support to find job.
- None of the interviewed persons stated that he/she needed assistant in work.
- As many as 91% of the interviewed persons support eight-hour work time.

<sup>3</sup> 28 Officer at the National Employment Agency at competent branch maintaining formal database on job seekers with disabilities.

- All of the interviewed (100%) would be willingness to be trained including paid travelling costs, while only 54% would accept voluntary work as a method of presentation to employer.
- Only 18% of the respondents stated that they would rather be engaged without employment in order not to lose their pecuniary remuneration<sup>4</sup>.
- All of the respondents stated that they expected average salary for the job worked and that they would not accept the job not covering basic work costs (below minimum wage).
- 18% of the respondents expect benefits from employer and collective while 82% do not expect any benefits.

The respondents were offered to provide proposals and recommendations deemed important for employment and better sustainability of persons with disabilities at their job. They stated the following:

- to verify employer's motives for the employment of persons with disabilities including subsidy use;
- to expand the offer of vacancies for persons with disabilities;
- to accept drawbacks and qualities of persons with disabilities;
- that persons with disabilities need money, but they their job is also important;
- that persons with disabilities are supported to increase chances to get job;
- that persons with disabilities are supported in finding adequate job;
- to impact solving of problem of commuting.

<sup>4</sup> "Disabled war veterans" users of pecuniary remuneration.



### 5.1.1 Conclusive Considerations

1. Скоро сви интервјуисани тражиоци посла 1. Almost all of the interviewed job seekers have got prepared CV in writing, and leave the impression that they are capable of being integrated in the world of work. However, due to high competition of the labour force market and general social and economic status, they require additional support to find and keep their job.
  2. In addition to CV, job seekers are aware that it is necessary to inform employers on any restrictions in performing their work tasks and how they may be overcome in the best way possible. However, there is an impression that negative presentation to employer – “I must not”, “I cannot” is more present than positive – “I can”. It is assumed that such manner of presentation does not stimulate employer to review this.
  3. The above mentioned inertness of employer is additionally substantiated by official document on work capacity, which is rather formal document without any significant functional value for employer or person with disabilities. Persons with disabilities construe their Decisions in an arbitrary manner and they, very often, distance themselves from activity, even personal responsibility and protection at work. It is indicative that “partnership pointer” from job seeker to adequate job is not functionally developed and there is space for activity and additional support regarding it.
  4. The majority of the interviewed persons with disabilities have got the experience of short employment despite over the average educational structure of the sample.
- Getting and keeping job is a problem to the majority of persons with disabilities. And when they get job, it is of limited duration. This results in high fluctuation of this target group on the labour force market and apparent social integration. One of the causes of this phenomena may also be employer’s pretensions to using current employment measures with agreed employment duration (public work, agreed obligation in the duration 1-2 years, internship/apprenticeship, etc.) promoted by the government as the active employment measures. This claim is also supported by the datum that employment termination is mostly caused by either employment for definite period and/or upon employer’s request.
5. Higher education degree has not facilitated job finding to this target group though it is expected. From employers’ sources, it is seen that even the obligors of the employment of persons with disabilities do not require or put up jobs requiring university degree. Taking contextual circumstances into consideration, this may be the consequence of lack of information by employers on the development of human capital among this target group, but also a search for cheaper labour force with the aim of meeting statutory obligation.
  6. The majority of persons with disabilities expect average salary for the job they do, permanent employment, and full time job, and do not expect benefits from employers or collective.
  7. Passive measure of remuneration for unemployment may have non-stimulating effect. It is noticed that persons with disabilities exercising the right in the field of veteran and disability protection receive related remuneration based on unemploy-

ment, above realistic opportunities of salary. In the situation of choice between salary and higher or same remuneration for unemployment, remuneration is chosen rather than job. Persons with disabilities in this situation would rather accept job, but without employment in order not to lose their remuneration.

8. On the other hand, persons with acquired disability may not, prior to employment, receive any remuneration based on unemployment and wish for getting job. Permanent employment is, for a great majority of this target group, in addition to professional challenge, also certain security in the future, in sense of acquiring the right under the Law on Pension and Disability Insurance.
9. Public works are frequent affirmative measure of the government for this target group. Engagement of persons with disabilities up to 6 months are more of a sinecure to this target group, thus, within the circle of educated persons with disabilities, public work is experienced as “artificial breathing”. A good point of public works is that they ensure temporary economic progress, with all of the positive effects. Also, they provide jobs to this target group in the conditions of employment prohibition in the public sector and limited capacities in the private sector. It is not good that there is no continuity and impact to work capacity development, in accordance with the principles of professional rehabilitation which is emphasised as the mechanism. In addition, the connotation of the public work role for persons with disabilities is negative. Instead of qualitative effect (what has been done by this target group/what it has dealt

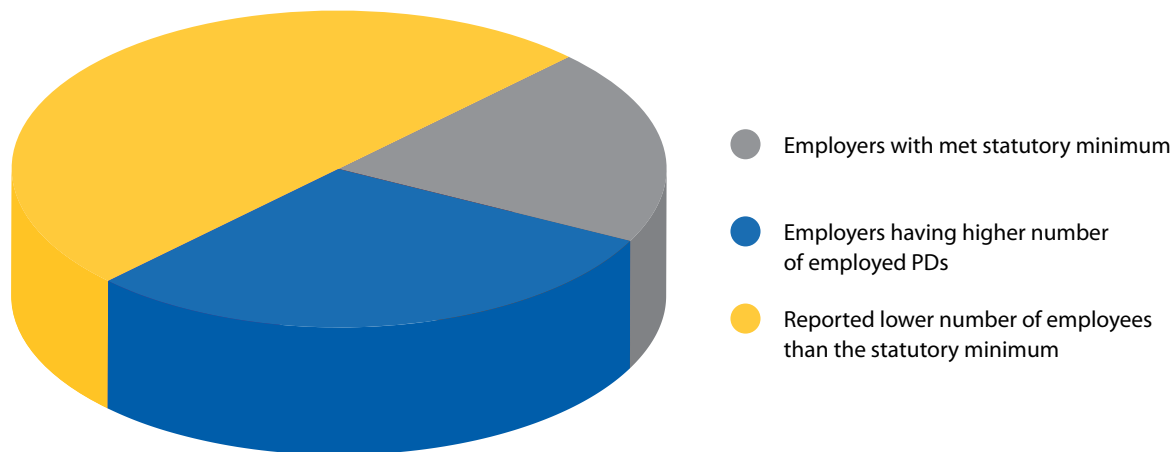
with), the number of engaged persons with disabilities through public work is emphasised, which intensified adverse prejudices and stereotypes to this target group, i.e. substantiates the position that it is unimportant what is produced by the work of person with disabilities.

10. Work competitiveness and continuity mostly do not characterise this target group, and it is the priority to the majority of employers in Serbia. Frequently, person with disabilities readily accepts to be declared as redundant upon the proposal of employer, which meets expectations of person with disabilities only during short-term.
11. Persons with disabilities expect that employer understands their restrictive disability, but do not expect benefits from their superior and collective.
12. The message of persons with disabilities is that better logistics and exchange of all three sectors (public, private, and civil) are necessary in order for the employment of those who really want to participate in an active manner to be successful and at mutual satisfaction.

## 5.2. Employers as Obligors of the Employment of Persons with Disabilities

**Employers are involved in the research with the aim of determining how the obligors of the Law treat the employment of persons with disabilities, whether they would employ a person with disabilities, whether they need support therein, and whether they have got effective proposals for practical policy relating to this topic.**

**Chart 6:** Manner of Executing Statutory Employment of PDs among the Employers which Participated in the Survey



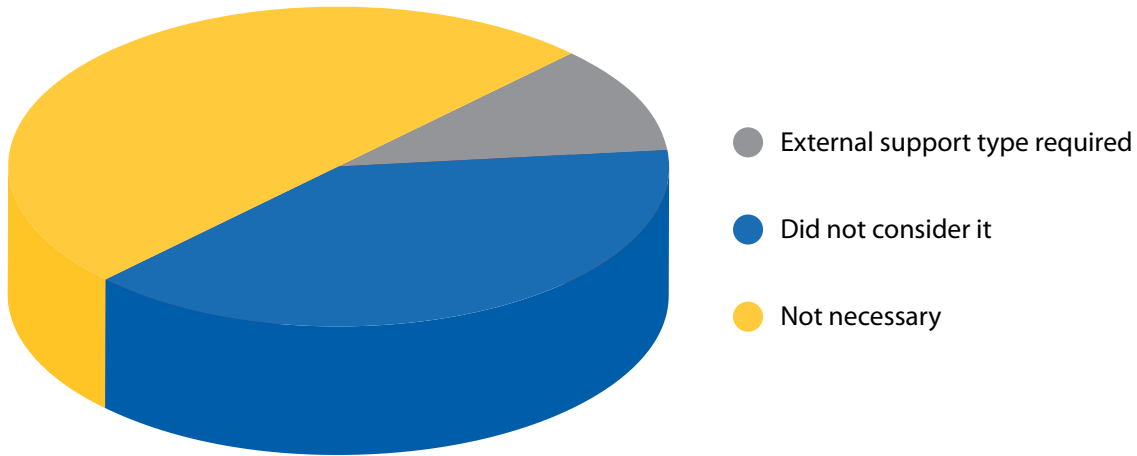
- The research was participated by 31 enterprises from the territory of the AP Vojvodina, thereof 5 (16.1%) are public utility companies from the territory of the City of Novi Sad.
- By the number of employees, the research was participated by 38% small enterprises, 28% middle ones, 26% large enterprises, and 8% micro enterprises.
- 30 enterprises have got at least one employed person with disabilities. As many as 50% (15) have got only statutory minimum, 30% (9) have got higher number of the employees than the statutory minimum, while 20% (6) of the obligors have got lower number of the employees than the statutory minimum and the obligation is executed in the two remaining manners prescribed in the Law.
- Only one of the surveyed employers (4%) has got the obligation, but does not execute it in any of the statutory prescribed manners.
- All 5 public companies report that they have got persons with disabilities, thereof,

as many as three companies have got higher number than the mandatory number. Only two companies out of 5 have got lower number of the employees and compensate the obligations with agreements on business and technical cooperation with enterprises for professional rehabilitation and employment of persons with disabilities.

22.5% (7) of the employers answered the question about the reasons of the non-employment of persons with disabilities and making decision about using one the two remaining manners of executing their statutory obligation.

- **As the most frequent reason, 60% of employers state that they have not found an adequate person, and 28% state as the reason long waiting to the assessment of work capacity upon employer's request. Other reason is stated by 12% of the employers.**
- The impression is gained that employers, when meeting the obligation of employing

**Chart 7:** Position of Participating Employers in the Survey on the Requirement of "External" Support in Employment Process



persons with disabilities, cease to consider employing persons with disabilities as the resource which may be of use to them, and, for such reasons, they did not want to answer other questions which would represent the general position of job provider.

- 22% (7) enterprises report higher number of persons with disabilities than the mandatory number.
- It is symptomatic that medium and large enterprises recruit persons with disabilities among their own personnel and that they are rather unwilling to open vacancies regarding persons with disabilities. On the other hand, personal initiative of employees to acquire the status of person with disabilities is evident due to the reason of the protection against some jobs and higher security to keep their job.
- 20% (6) enterprises have got smaller number of employed persons with disabilities, thereof 2 companies (public companies) execute their statutory obligation through the agreements with the enterprises for the

employment of persons with disabilities, while 3 companies make payments into the Budget Fund. One enterprise reports that it does not execute the obligation in any of the prescribed manners, and, as the reason, they state that they may not find adequate persons for work.

- Only 30% (9) employers provided responses to the invitation to present requirement and briefly describe requirements of a vacancy they would offer for the employment of persons with disabilities. Offered vacancies include: assistant baker, administrative officer, sewer, weaver, packer, welder, locksmith, shop assistant, storekeeper, assistant worker, hygienist, and wire solderer. It is seen from the offer that employers consider persons with disabilities for simple jobs, of lower educational degree.
- None of the employers nominated job with university degree.
- This fact is based on prejudices and stereotypes relating to the resources of persons with disabilities. As the reason for non-employment, the employers state that

they cannot employ persons with disabilities, “because they operate with various machines and tools”, they have got “specific and responsible operations”, or “do not have jobs for persons with disabilities”.

- Only 35% (11) employers answered the question whether education is necessary for the above mentioned jobs, thereof 29% (9) consider education as necessary while 6% (2) employers think that it is not necessary.
- 55% (18) employers answered the offered question whether they would accept professional support in terms of recommendation in the process of employing persons with disabilities, preparation for job, and monitoring during work, thereof 50% (9) say that they would accept the support, 39% (7) did not consider it, while 11% (2) did not want such type of support.

Only 24% of the employers provided their remarks and proposals regarding the topic, which relate to the criticism of the operation of Commission for Work Capacity Assessment, in sense of long waiting and the costs which are, under the requirement for the assessment of work capacity paid to competent physician (fee RSD 4,500).

### 5.2.1. Conclusive Remarks

1. The transition and privatisation period had an adverse impact to many enterprises; many failed to survive, and those which managed to survive have still been burdened with the current economic environment and reforms. Accordingly, there is a distinguished lack of interest in the questions which are not directly related to economic interest and were rather within

the domain of social responsibility. Very low response of the employers (9.5%) to the invitation to participate in the research may be explained with limited motivation for dealing with this target group.

2. The research included those employers which wanted to report that they met the obligation – as many as 97% have got at least one employed person with disabilities.
3. The employers who met the obligation of employing persons with disabilities were mostly not motivated to provide answers to present the general position of employers to this topic.
4. The impression is gained that the Law on Professional Rehabilitation and Employment of Persons with Disabilities, by prescribing the quotas for the employment of persons with disabilities, has made imposition on employers, especially regarding the enterprises not having the opportunity of “inheriting or rendering” persons with disabilities among their personnel, as well as the enterprises with less flexible work frame.
5. Higher number of persons with disabilities than the statutory minimum number are mostly reported by large and medium enterprises, i.e. enterprises where the impact of work physiology and psychology to employees is higher.
6. The enterprises where the number of persons with disabilities is below the statutory minimum, but which meet the obligation in a different manner, state, as the reason, that they did not find an adequate person and that they did not have a job for such person.
7. The position of the employers on the resources of persons with disabilities is characterised with prejudices and stereo-

types, which is indicated by the offer of exclusively simple jobs. None of the employers nominated occupation with university degree.

8. A high number of the employers consider that there should be a support and monitoring service which would facilitate procedures to employer relating to the employment of persons with disabilities, thus, amortising fears, ambiguities, and specifics regarding the target group. Also, the majority consider that education for performing jobs is necessary at the beginning. This indicates that there is room for the activity of different support service which will, above all, render services to job providers and seekers.
9. The employers do not have any questions regarding the topic, and propose more efficient activity of the Commission for Work Capacity Assessment and cost cancellation.

### 5.3. Civil Sector and Support Activities

**The questionnaire intended for the associations of persons with disabilities was designed to assist in considering the situation and problems faced by persons with disabilities during employment. Also, the objective of the questionnaire was to determine how the associations value the employment of their members, whether they promote employment, and how.**

Analysing 17 questionnaires received from the associations gathering and dealing with

persons with disabilities, we got the following results:

- At the associations, the number of male and female members is different and ranges from 30 to 1,500.
- The number of the employed persons with disabilities who are the members of the associations (employment contract for indefinite or definite period) is very low, varies, and ranges 2-8 employees for indefinite period and 1-11 employees for definite period.
- The analysis of the questionnaire indicates that the training on active job search is a regular association activity. Most often, those are the trainings on writing CV, motivation letter, and completion of application documentation. Members are also supported in terms of employment through public works by the National Employment Agency.
- One of the association states that it, within the enterprise founded by the association, employs its members and, so far, it has employed 22 persons with disabilities.
- The associations have got the updated databases on their members, and 15 associations (88%) stated that they were fully aware of the capacities of their members who are active job seekers. Such fact confirms the assumption that since they have good awareness of their members, they are able to adequately respond when contacting potential employers.
- 70% of the associations state that they have used the opportunity of member employment at the association and emphasise that such employment has been successful.
- The associations emphasise that, in the process of job seeking and employment, mediation by the association representa-



- tives, participation in various trainings on active job search, and involvement by the association representatives during the adjustment of job conditions would be helpful to their members.
- Out of the total number of the Associations which completed the questionnaire, 60% of them indicate that they have made contacts with the employers who would employ persons with disabilities.
  - All of the associations indicate that they are aware of the Law on Professional Rehabilitation and Employment of Persons with Disabilities, and they have informed their members using all of the available means (in person, by telephone, organisation of lectures, discussions, in writing).

**The focus group was organised for the representatives of the associations of persons with disabilities with the aim of detailed review of the issues faced by their members. The results are the following:**

- The focus group participants emphasised that the fear by persons with disabilities from the loss of the existing benefits as the consequence of employment is one of the reasons of the passive relation to employment. They see their role in mediation during employment.
- They specifically emphasise their the role in mediation relating to the employment of young persons with disabilities whom active job search is still unknown.
- They emphasise that it is necessary to organise professional support at work at the level of the City of Novi Sad.
- They emphasise the significance of media support, especially in the field of the discrimination of persons with disabilities.
- They support informal education and programmes of retraining, additional training.
- The associations see the capacities for new employments in new enterprises for professional rehabilitation and employment of persons with disabilities, which may be independent or within major systems.

### **5.3.1. Conclusive Considerations**

- 1. The associations of persons with disabilities and the associations dealing with persons with disabilities assign significance to the employment topic, but not to the extent in which it is actual requirement and problem.**
2. The associations recognise that their more active approach to the employment topic is necessary.
3. The associations consider that it is necessary to impact more efficient application of the Law on Professional Rehabilitation and Employment of Persons with Disabilities, and increase the information of persons with disabilities on requirements and opportunities on the labour market.
4. The associations are opened for cooperation with employers and for the provision of support during adjustment to job.
5. There is interest in dealing with social entrepreneurship.
6. Women with disabilities, as especially sensitive group, need to be provided opportunity of employability increase through the programmes of empowerment and personal competence increase.
7. The general position of the associations is that the Resource Centre for Persons with

Disabilities of Ecumenical Humanitarian Organisation should continue with the programmes relating to active job search and increase in the employability of persons with disabilities, especially in the field of the organisation of knowledge courses and skill development.

8. The Ecumenical Humanitarian Organisation is recognised as the organisation which may contribute to the development of social entrepreneurship at local level.
9. Intersectorial cooperation is the topic which should be developed in the following period. Restructuring of the existing associations, in order to have different purpose and more results, is the field which is important to invest in in the following period, in order for the associations to, from passive support recipients, and by changing their activity style, become active partners both to the government and to international donors.
10. The associations must deal with own strategic planning and activity style change, as well as with the empowerment of members to write projects and raise funds. .

#### 5.4. System Institutions and Support Activities

**The focus group was implemented with the representatives of the system institutions, media, and enterprises for professional rehabilitation and employment of persons with disabilities with the aim of reviewing positions relating to the employment of persons with disabilities, as well as providing recommendations for solving certain practical issues among employment participants.**

- The participants consider that the new Labour Law (August 2014), is, in some of its parts, insensitive to this target group;
- The participants consider that work capacity assessment does not follow actual situation;
- The participants emphasise the importance of making difference between personal and professional assistance with employers;
- They emphasise the problem of commuting as the aggravating circumstance in employing persons with disabilities due to inaccessible public transport;
- The need of strengthening expert teams to amortise any misunderstandings between persons with disabilities and employers is emphasised, which would provide support to employers and increase the sustainability and satisfaction of persons with disabilities at their job;



- The system institutions continually provide various training types for persons with disabilities. The trainings are implemented in partnership with the National Employment Agency;
- The National Employment Agency offers subsidies to employers for employing persons with disabilities. Unfortunately, there is a frequent occurrence that employer uses subsidy for known person with disabilities less taking care whether such person has got development potential for performing such work. In such situation, employer's right to choice is undisputable, which is rather important to this target group;
- The participants appraise mutual cooperation of all stakeholders at the city level;
- The Office for Persons with Disabilities established by the Local Administration for Social and Children's Protection does not directly deal with employment, but it is open up for cooperation;
- At the level of the City of Novi Sad, there is no formal network dealing with the employment of persons with disabilities, but there is the Action Plan created by the City;
- At the level of the AP Vojvodina, the Provincial Employment Council is active;
- The Provincial Secretariat for Economy, Employment, and Gender Equality is recognised as the partner to the institutions and associations for many activities to be developed, but also changed.

### 5.4.1. Conclusive Considerations

1. **The system institutions and media are recognised as important participants in the process of employing persons with disabilities;**
2. It is necessary to achieve better cooperation among the institutions dealing with or which may impact the field of the employment of persons with disabilities;
3. The institutions should strengthen cooperation with the civil sector and associations, because this is the weakness which is recognised;
4. In parallel with subsidies, it is necessary to activate the employment capacities with the employers which are the obligors of the law;
5. Opportunity of four-hour working time, home work, and work outside employer's registered office are the opportunities which should be used;
6. Media are a very significant participant in raising awareness of the public and employers relating to the employment of persons with disabilities, as well as the activation of persons with disabilities;
7. It is necessary to develop the existing personal and corporate assistance as services in local community;
8. Already developed administrative offices at enterprises for professional rehabilitation and employment of persons with disabilities may be significant factors in setting up operational teams providing support to employers.



# 6. Research Conclusions



## 6. RESEARCH CONCLUSIONS

Based on the research results, taking into consideration specific and general context, previous knowledge, and experience of the researches, the following may be concluded:

1. The transition and privatisation period had an adverse impact to many enterprises; many failed to survive, and those which have managed to survive are still burdened with the current economic environment and reforms. Accordingly, there is distinguished lack of interest in the questions which are not directly related to economic interest and were rather within the domain of social responsibility;
2. Restrictive policy of employment in the public sector and the economic stagnation of the private sector have additionally aggravated the position of persons with disabilities on the labour market;
3. Though the Law on Professional Rehabilitation and Employment of Persons with Disabilities ensures mandatory participation of this target group, the total employment of persons with disabilities at enterprises is still below statutory defined minimum, with the tendency of slowed down trend of new employment in favour of pecuniary remuneration by the law obligors;
4. Both in the territory of the AP Vojvodina and in the territory of the City of Novi Sad, the number of newly employed persons with disabilities has decreased, and the number of applications for the recognition of decreased work capacity by enterprises has increased, which is the indicator of recruiting persons with disabilities among personnel;
5. In the territory of the AP Vojvodina, 44% of obligations are indirectly executed by employers through payment of funds, rather than offering job. This is especially distinguished in the public sector due to the current restrictive employment policy;
6. The use of special purpose funds of the government for the employment of persons with disabilities often occurs due to tri-partite interests, with poor investment. Often, employer uses the government subsidy and employs a person with disabilities until the expiry of agreed obligation, after which such person with disabilities returns to the labour market and becomes the user of remuneration based on re-unemployment. Persons with disabilities usually experience it as misuse and discrimination, thus, expected partnership is affected. Competent in-

- stitutions emphasise the primary interest in the implementation of planned programmes for employment promotion, with the lack of the valuation of achieved results;
7. The fluctuation of this target group on the labour market is very high intensifying negative prejudices and stereotypes to all of the participants of this target group, which may impact lower effectiveness of the statutory quota, in sense of employer's choice to make payments to the Fund instead of offering job;
  8. The current economic climate in the field of the employment of persons with disabilities portrays the below the average potential of this target group, and, as such, it is not appropriate to the most potent part of the participants of this target group. Persons with disabilities having university degree are not recognised by employers. This is another prejudice on the limited capacities of persons with disabilities;
  9. Persons with disabilities see the interest of employers to use specific subsidies as well as hidden discrimination as the reason of their non-continuing employment status and high fluctuation;
  10. CV is an integral part of the professional presentation of persons with disabilities. They opt for getting the official status of person with disabilities (Decision by the National Employment Agency) for the purpose of easier employment and job keeping. They are mostly aware of the statutory obligation of employer, but they are less aware of the fact that employer has got the opportunity of choice to meet its obligation through payment in the Budget Fund;
  11. Persons with disabilities do not expect any benefits at work relating to working time duration and salary, but expect understanding for their restrictive disability. This is very often identified as a point of misunderstanding between employer and employed person with disabilities, therefore, it is necessary to further specify and define this segment;
  12. Decision on assessed work capacity is the document without any functional significance for person with disabilities, therefore, it is often arbitrarily interpreted which impacts that employer opts for not employing person with disabilities. The consequence of this problem is that person with disabilities does not get chance or, if he/she gets it, it is often related to the inadequate job choice;
  13. Persons with disabilities highly value the work economic dimension, but they have got a strong need for professional self-affirmation;
  14. Job should not be source of frustration for person with disabilities, therefore, objective assessment of capabilities at work and development of work capacities, as well as information on existing restrictions are often necessary;

15. Pretension to passive remunerations to persons with disabilities is justified with the rational decision in the conditions of the low economic standard. When remunerations for individual participants in this target group are somewhat lower or the same as salary opportunities, persons with disabilities choose not to work. Yet, they prefer to work without being registered;
16. Adequate job selection is the best investment in the tri-partite relation: employer, person with disability, and government;
17. In the current economic conditions, jobs should be sought where employer has made the choice not to employ person with disabilities, but to pay for it;
18. Though persons with disabilities are the target group on the labour market to which special attention is paid, it is necessary to develop activities in accordance with the trends of employment and keeping job through permanent information, education, and empowerment;
19. Passive waiting on the labour market decreases working and motivational potential of persons with disabilities, more than it is the case with average job seeker without disabilities;
20. The areas of work rehabilitation should be implemented at local levels including the integration of local community resources;
21. The basic principles to be adhered to in the area of work rehabilitation of persons with disabilities include: integration, continuity, programme variety, active role of persons with disabilities, fostering education and psychological and social development, and permanent training.





# 7. Recommendations for Further Activities



## 7. RECOMMENDATIONS FOR FURTHER ACTIVITIES

**Programmes of active policy of the employment of persons with disabilities must take into consideration the expected movements on the labour market and general employment policy objectives.**

The programmes of functional training will be most efficient if implemented in local communities including local community resources use.

Specific programmes within the general recommendations are to be developed in accordance with the specifics of this target group.

Recommendations for the areas of activity:

**A) Increased opportunity of employing persons with disabilities through personal responsibility for own professional development and employment (programmes of functional training):**

- Support and develop the activities of Work Centres with specified and mixed activities;
- Develop individual employment plans including representation and monitoring;

- Develop the method of monitoring the efficiency of the programmes intended for persons with disabilities;

**B) Increased opportunity of employing persons with disabilities through personal responsibility for own professional development and employment (programmes of functional training):**

- Programmes of professional trainings with impact area onto:

- work and expected efficiency;
- recommended behaviour (independence, responsibility, reliability);
- recommended quality/standard;
- social interaction and team work;
- safety at work;
- rights and obligations;
- self-assessment and adjustment of own behaviour;

- Programmes of continuing psychological and social rehabilitation:

- social skills trainings (Club);

**C) Ensuring new opportunity for the employment of unemployed persons**

**with disabilities in the areas of work and entrepreneurship incentive, especially social entrepreneurship:**

- Job exchange for working outside employer's registered office and home work including mediation;
- Promotion and development of social entrepreneurship concept among the organisations of persons with disabilities and support to individual initiatives;

**D) Ensuring operational services at local level to be adjusted to employers' needs:**

- Virtual enterprises<sup>1</sup> and programme development (programme licensing);
- Education programme for external employer's associates..

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<sup>1</sup> Model of functional training by simulating work situations and tasks.

# 8. Appendices



# 8. APPENDICES

## 1. Instruments

- 1.1. Interview Guideline
- 1.2. Questionnaire for Employers
- 1.3. Focus Group Guideline
- 1.4. Questionnaire for Associations of Persons with Disabilities

## 2. Lists of Participants

- 2.1. Focus group for institution and employer representatives
- 2.2. Focus group for representatives of non-governmental organisations dealing with and/or gathering persons with disabilities
- 2.3. List of associations of persons with disabilities which completed the questionnaire
- 2.4. List of the enterprises which participated in the survey

## APPENDIX 1. Instruments

### Appendix 1.1. Interview Guideline

#### GUIDELINE FOR THOROUGH INTERVIEW WITH PERSONS WITH DISABILITIES

This is the guideline to be used in the research for the thorough interview with unemployed persons with disabilities.

**The interview objectives include:**

1. consideration of objective unemployment causes i.e. job loss;
2. consideration of subjective aggravating facts for finding and sustaining job.

**The intention** is to determine the future investment areas of human resources for whom planned support programmes will be used:

Interview date and place:	
---------------------------	--

GENERAL DATA ON RESPONDENT:			
1. Name and surname:			
2. Year and date of birth:			
3. Person's contact data: (telephone, e-mail)			
4. Address and place of residence:			
5. Decision on disability:	Yes	No	
	<input type="checkbox"/> I <sup>0</sup>	<input type="checkbox"/> II <sup>0</sup>	<input type="checkbox"/> III <sup>0</sup>



DATA ON RESPONDENT'S EDUCATION:		
1. Education degree:	<input type="checkbox"/> Primary <input type="checkbox"/> Secondary <input type="checkbox"/> College <input type="checkbox"/> University <input type="checkbox"/> Master/MSc <input type="checkbox"/> Doctorate	
2. Education type:		
3. Have you had any additional educa- tions?	Yes	No
	If "Yes", please state which:	
4. Have you any additional knowledge and skills?	Yes	No
	If "Yes", please state which:	

DATA ON WORKING CAREER:		
1. Have you been regularly employed so far?	Yes	No
	If "Yes", please state for how long:	
2. Reason of employment termination:	<input type="checkbox"/> Personal reasons <input type="checkbox"/> Upon employer's request <input type="checkbox"/> Other, please state:	
3. Have you worked without being em- ployed (non-registered work)?	Yes	No
	If "Yes", please state for how long:	
4. Have you had any difficulty at work?	Yes	No
	If "Yes", please state which:	

5. Have you considered that it may not be overcome:	Yes	No
	If "Yes", please state why:	
6. How long have you been looking for job?		
7. What is the major problem for you in looking for job?		

ACTIVE JOB SEARCH:			
1. Have you got written CV?	Yes	No	
2. Have you ever written motivational letter?	Yes	No	
3. Does your CV state that you are a person with disabilities?	Yes	No	
4. How do you present to employer that you are a person with disabilities? (several answers may be stated)	<ul style="list-style-type: none"> <li>• You only state degree from the NEA Decision</li> <li>• State your limitations</li> <li>• State your strengths and limitations</li> <li>• State what employer gets from the government</li> </ul>		
5. Do you go to job fairs?	Yes	No	Sometimes
6. Do you have discussions with any of employment counsellors?	Yes	No	Sometimes
7. If "Yes", how have you felt after discussion?	<ul style="list-style-type: none"> <li>• Better, because I have had an impression that somebody cares that I find a job</li> <li>• It has not impacted my motivation and success</li> <li>• Other, please state:</li> </ul>		
8. Do you think that additional support would be helpful?	Yes	No	Sometimes

	Yes	No	Sometimes
9. Do you believe in yourself and your capacities?	Please explain the answer:		
10. What do you consider to be your obligation relating to job finding/ (several answers may be stated)	<ul style="list-style-type: none"> <li>• To apply on the labour market and wait to be called</li> <li>• To be informed on the requirements of employers in the environment</li> <li>• To be informed on events on the labour market (what is sought, courses and trainings, subsidies, etc.)</li> <li>• To present my potentials and any limitations in the best way possible</li> <li>• To be informed on rights and obligations at work</li> </ul>		
12. What do you consider to be employer's obligation? (several answers may be stated)	<ul style="list-style-type: none"> <li>• To give me priority in the course of employment</li> <li>• To give me the chance through trial work and make decision afterwards</li> <li>• To invite me to interview and make decision</li> <li>• To ensure me salary and job</li> </ul>		

EMPLOYMENT SPECIFICS:	
1. Please state your 3 strengths (positive characteristics) which may help you in employment;	
2. Please state aggravating things which may be a problem for you:	
3. Have you got any proposal how to overcome, enhance, or minimise them?	

4. What is your biggest motivation to work? <i>(several answers may be stated)</i>	<ul style="list-style-type: none"> <li>• Salary</li> <li>• Personal fulfilment</li> <li>• Professional fulfilment</li> <li>• Social integration</li> <li>• Other, please state:</li> </ul>
5. If you could choose, <b>where</b> would you work and why there?	
6. If you could choose, <b>what</b> would you work and why?	
7. What must you not or cannot do due to health or safety reasons?	
8. What kind of support would be helpful to you?	
9. Do you need personal assistant for everyday life activities?	
10. Do you advocate:	<ul style="list-style-type: none"> <li>• Eight-hour working time</li> <li>• Four-hour working time</li> </ul>

EXPECTATIONS:	
1. What salary do you expect?	<ul style="list-style-type: none"> <li>• Minimum</li> <li>• Average for the job I do</li> <li>• Higher than the average for respective job</li> </ul>
2. For which salary you would not work?	<ul style="list-style-type: none"> <li>• Minimum</li> <li>• Average</li> <li>• Which does not cover costs</li> </ul>
3. Do you expect any benefits from employer?	Yes
	No
	If "Yes", which?

4. Do you expect any benefits from collective?	Yes	No
	If "Yes", which?	
5. Are you willing to go to training if travelling expenses are paid?	Yes	No
6. Would you accept voluntary work as a way to present yourself to employer?	Yes	No
7. Do you prefer to be engaged in work without employment?	Yes	No
	If "Yes", please explain:	
8. Can you work full time (8 hours a day)?	Yes	No
9. A recommendation or proposal for the end:		

## Appendix 1.2. Questionnaire for Employers

### QUESTIONNAIRE FOR EMPLOYERS

GENERAL DATA ON EMPLOYER:	
1. Employer name:	
2. Telephone and fax:	
3. E-mail address:	
4. Contact person:	
5. Total number of employees:	

## DATA ON THE NON/EMPLOYMENT OF PERSONS WITH DISABILITIES:

6. Do you have employed persons with disabilities (persons with the Decision by competent authority)??	Yes	No
	If “Yes“, please write the number:	
7. If you have got the statutory obligation of employing persons with disabilities (Law on Professional Rehabilitation and Employment of Persons with Disabilities), how do you execute it? ( <i>check one of the answers</i> )	<ul style="list-style-type: none"> <li>• You have got the mandatory number of employed persons with disabilities</li> <li>• You have got higher number of persons with disabilities than the mandatory number</li> <li>• You execute your obligation through the payment of the prescribed amount in the RS Budget Fund</li> <li>• You execute your obligation through agreement on business and technical cooperation with enterprise/s for professional rehabilitation and employment of persons with disabilities</li> <li>• Nothing of the above mentioned</li> </ul>	
8. If you meet your obligation through the payment in the RS Budget Fund, what has made you do so? ( <i>several answers may be checked</i> )	<ul style="list-style-type: none"> <li>• You have been guided with the fact that the simplest way is to pay</li> <li>• You have not found the person who may meet job requirements</li> <li>• Previously, you have had bad experience</li> <li>• Lack of adequate support service which would provide support in selecting persons</li> <li>• Other – please state:</li> </ul>	

9. Have you had a chance to employ a person with disabilities:	<ul style="list-style-type: none"> <li>• Yes, we have had a chance, but we have chosen person without disabilities</li> <li>• We plan to execute our obligation of employment by employing person with disabilities</li> <li>• Other – please state:</li> </ul>		
10. State your requirement or idea and briefly describe the requirements of the job which would be offered for employing persons with disabilities:			
11. Are additional education and/or training necessary for performing such jobs?	Yes	No	
12. Would you accept support in the form of recommendation in the process of employing persons with disabilities and job preparation (preparation, recommendation, person monitoring).	Yes	No	We have not considered it
13. If you have a question or suggestion regarding the topic, please write it:			

Thank you for participating in the research!

### Appendix 1.3. Focus Group Guideline

#### FOCUS GROUP GUIDELINE WITH VARIOUS STAKEHOLDERS

##### Participants:

Competent authorities: Provincial Secretariat for Economy, Employment, and Gender Equality; National Employment Agency, Office for Persons with Disabilities of the City of Novi Sad;  
 Stakeholders: persons with disabilities, associations of persons with disabilities, media;  
 Relevant: employers;

**Objective:** Assess methods of support provided to persons with disabilities by employees at relevant institutions and organisations, as well as proposals of innovative services and support forms.

Discussion topics:

1. Legal and strategic framework
2. Awareness and consideration of employment of persons with disabilities
3. Assessment of the existing forms of support in the City of Novi Sad
4. Views about cooperation among institutions and associations regarding the employment of persons with disabilities
5. Challenges and proposals for the future support forms

Focus group duration: 2 hours

Questions:

#### 1. LEGAL AND STRATEGIC FRAMEWORK

- How would you assess the current legal and strategic framework in the RS, APV, and the City of Novi Sad for the employment of persons with disabilities?
- What could be improved?

#### 2. AWARENESS AND CONSIDERATION OF EMPLOYMENT OF PERSONS WITH DISABILITIES?

- What does your establishment/institution/organisation do in terms of the employment of persons with disabilities?
- What should you do, but do not do for some reasons?
- What would you like to do, but have no capacities for that?
- What are, in your opinion, major obstacles for the employment of persons with disabilities?

#### 3. ASSESSMENT OF THE EXISTING FORMS OF SUPPORT

- To what extent does your establishment/institution/organisation provide support in employing persons with disabilities?
- Which support methods have turned to be the best and most efficient?
- Which support methods do not give any results?
- Which type of support do you provide to users on a daily basis?
- May users come to you to be provided service?

#### 4. VIEWS ABOUT COOPERATION AMONG INSTITUTIONS AND ASSOCIATIONS REGARDING THE EMPLOYMENT OF PERSONS WITH DISABILITIES

- How do you assess the cooperation at the level of the City of Novi Sad?
- How good is, according to you, the cooperation among institutions and associations in the City?
- What may be done to improve the cooperation?
- Have you got any ideas how the issue of employing persons with disabilities may be approached in a multi-sector manner?
- What impact may be exerted by media?
- Who is, according to you, the most important in this cooperation chain?

#### 5. CHALLENGES AND PROPOSALS FOR THE FUTURE SUPPORT FORMS

- What do you consider as the main obstacles regarding the employment of persons with disabilities and how may they be overcome?



- What would be the most useful to be initiated in the City of Novi Sad in order to facilitate the employment of persons with disabilities?
- What would be the most useful to offer to employers to opt for the employment of persons with disabilities?
- What may your institution/organisation change in relation to its current activity?

#### Appendix 1.4. Questionnaire for Associations

#### QUESTIONNAIRE FOR ASSOCIATIONS OF PERSONS WITH DISABILITIES

GENERAL ASSOCIATION DATA:		
1. Association name:		
2. Telephone and fax:		
3. E-mail address:		
4. Contact person:		
5. Total number of members:		
6. How many of your members are employed? ( <i>employment contract for indefinite or definite period</i> )	We do not have any data	
	If you have the data, please write the number:	
	• For indefinite period:	
	• For definite period:	
7. Are your members aware of the Law on Professional Rehabilitation and Employment of Persons with Disabilities?	Yes	No
	If "Yes", please write how they are aware thereof:	

8. Does your association offer or has it offered the members a kind of training in job search?	Yes	No
	If “Yes”, please write the number of the members who have attended the training:	
9. Do you have any other support programmes of the employment of your members?	Yes	No
	If “Yes”, please write which type of support programmes you offer:	
10. Are you aware of the work capacities of your members looking for job?	Yes	No
11. Have you ever had an opportunity to recommend any of members to an employer?	Yes	No
	If “Yes”, please write whether such employment has been successful:	
12. What would facilitate the employment of your members?	<ul style="list-style-type: none"> <li>• Mediation</li> <li>• Training</li> <li>• Adjusted conditions</li> </ul>	
13. So far, have you established contact with any of employers?	Yes	No
	If “Yes”, please write when and with whom:	
14. Proposal or recommendation of the future activities relating to the employment of persons with disabilities:		

Thank you for participating in our research!

## APPENDIX 2. Focus Groups

### Appendix 2.1. Focus Groups for Institution/Employer Representatives

Name and surname		Institution	Telephone	E-mail
1.	J. S.	Provincial Secretariat for Economy, Employment, and Gender Equality	/	/
2.	T. R.	DES d.o.o. Novi Sad	/	/
3.	D. V.	DES d.o.o. Novi Sad	/	/
4.	M. G.	School for Primary and Secondary Education Milan Petrović	/	/
5.	J. P.	SPSE Milan Petrović	/	/
6.	V. J.	National Employment Agency	/	/
7.	S. B.	DES d.o.o. Novi Sad	/	/
8.	D. M.	Nursing Home Veternik	/	/
9.	T. S. P.	Manevar d.o.o. Novi Sad	/	/
10.	R. Š.	From media and NGO PwD	/	/
11.	N. Ć	Office for PwD - City council for social and children's protection	/	/
12.	T. B.	RC PwD	/	/
13.	I. K.	Provincial Institute of Social Welfare	/	/

## Appendix 2.2. Focus Group for the Representatives of Association of Persons with Disabilities

Name and surname		Institution	Telephone	E-mail
1.	T. B.	RC PwD	/	/
2.	G. G.	“Pantransplant” association of the transplanted of Vojvodina	/	/
3.	B. O.	Association of Diabetics and Disabled Persons with Transplanted Kidneys	/	/
4.	S. P.	“Multis” association of the Diseased with MS	/	/
5.	N. G.	The South Bačka District Association of Dystrophy	/	/
6.	S. N.	The South Bačka District Association of Dystrophy	/	/
7.	S. S.	Training and Recreation Centre - COR	/	/
8.	S. R.	Novi Sad Organisation of the Blind	/	/

## Appendix 2.3. List of the Association which have filled in the questionnaire

Association name		Telephone	E-mail
1.	Srem District Association of Dystrophy, Ruma	022/461877 022/461877	udruzdistkrle@open.telekom.rs
2.	Association of the Diseased of Multiple Sclerosis of Srem “Moj Srem”	022/565351	mojsrem@sezampro.rs

3.	Local Organisation of the Blind, Novi Sad	021/4728996	gosns@open.telekom.rs
4.	Civil Association for Cerebral Palsy and Polio Novi Sad "Sunce"	021/466643	sunceudruzenje@gmail.com
5.	Vojvodina Association of the Transplanted "Pantransplant"	065/3776253	pantransplant021@gmail.com
6.	Association for Aiding Mentally Disabled Persons of Srebobran Municipality "Biser"	021/732577 021/731814	bisersrbobran@gmail.com
7.	Training and Recreation Centre Association - COR	060/0463659	savacors@gmail.com
8.	The South Bačka District Association of Dystrophy, Novi Sad	021/524781	udfvoj@eunet.rs
9.	Organisation of the Deaf, Novi Sad	021/528526	organizacija.gluvih@yahoo.com
10.	...IZ KRUGA – VOJVODINA, organisation for the support to women with disabilities	021/447040 021/6334584	office@izkrugavojvodina.org
11.	"Mali razvojni klub"	063/7868137	malirazvojnklub@gmail.com
12.	Association for the Support to Persons with Mental Disability of the City of Novi Sad	021/527799	mnrons@neobee.net
13.	"Multis" association of the Diseased with Multipla Sclerosis of South Bačka District with its registered office in Novi Sad	021/527799	ns.multis@opentelekom.rs

14.	Association of Novi Sad Region Paraplegics and Quadriplegics, Novi Sad	021/6363150	parapleg@eunet.rs
15.	Organisation of the Blind "Severni Banat" Kikinda	0230/22447	slepikikinda@open.telekom.rs
16.	Association for Support to Persons with Psychical and Physical Disabilities "Za Jedno" of the Town of Subotica	024/524366 064/1485185	mnrosu@eunet.rs
17.	Federation of Organisation for Support to Persons with Development Disabilities "SOPOR" Novi Sad	021/527858 021/5477010	sopornovisad@gmail.com

#### Appendix 2.4. List of employers which responded to the Questionnaire

1.	VISA PROM d.o.o.
2.	HEMOTEHNA d.o.o., Subotica
3.	COLLEGE OF PROFESSIONAL STUDIES OF MANAGEMENT AND COMMUNICATION, Sremski Karlovci
4.	Bakery MILAN d.o.o., Novi Sad
5.	MIX TRADE d.o.o., Kulpin
6.	BLAŠKO d.o.o.
7.	KONKAB d.o.o., Kovačica
8.	BB ELECTRONIC d.o.o.
9.	STANDARD GAS d.o.o., Novi Sad
10.	ALLTECH SERBIA AD, Senta

11.	TEHNOEXPORT d.o.o., Indija
12.	MOKRIN d.o.o., Mokrin
13.	TOPEX AD, Bačka Palanka
14.	TIM COP d.o.o., Temerin
15.	INFOSTOOD 3 d.o.o., Subotica
16.	TETRAVAGONKA BRATSTVO, Subotica
17.	ZAM d.o.o., Indija
18.	BANAT PRESS d.o.o., Zrenjanin
19.	NEIMAR d.o.o., Zrenjanin
20.	GOMEX d.o.o., Zrenjanin
21.	SIGMA AZ Beograd, (pogon Ruma)
22.	ČIKOŠ ŠTAMPA d.o.o., Subotica
23.	TERMIKA AD, Zrenjanin
24.	FUNERO d.o.o., Subotica
25.	Z.R. MREZA, Ruma
26.	BB TRADE AD, Žitište
27.	PUBLIC LOCAL ENTERPRISE, Novi Sad
28.	PUBLIC UTILITY COMPANY LISJE, Novi Sad
29.	PUBLIC COMPANY SPORT AND BUSINESS CENTRE VOJVODINA, Novi Sad
30.	PUBLIC UTILITY COMPANY NOVI SAD HEATING PLANT, Novi Sad
31.	PUBLIC UTILITY COMPANY ČISTOĆA, Novi Sad







