

## DESCRIPTION OF THE PRACTICE

### 1. Title of the practice

- *'JOB COACHING AND SUPPORTED EMPLOYMENT IN HELSINKI'* -

### 2. Organisation responsible for the practice

Helsinki social services

### 3. Contact person(s)

|        |                                                          |
|--------|----------------------------------------------------------|
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|--------|----------------------------------------------------------|

### 4. Summary of the practice

Supported employment through job coaching has been offered by the City of Helsinki as part of its social services since 1995. Job coaches find and negotiate tailored jobs in the open labour market for their clients. Each client has two coaches who work together as a pair. Only a handful of other bigger cities in Finland offer this type of service, i.e. employment in the open labour market (see also section 5). Access to this service is voluntary.

Social services in the city of Helsinki provide employment and training services to people with learning disabilities and people on the autism spectrum, aged 18 and over.

### 5. National/regional/local context of the practice

Only a few municipalities offer the kind of job coaching offered by the City of Helsinki. Most often the municipalities offer only work activities in sheltered workshops, whereas Helsinki aims for supported employment in the open labour market, in line with the legislation (see below).

Furthermore, and although the legislation legally foresees it, people with disabilities still face difficulties in getting services from employment offices.

A research report (Vesala et al. 2015 – see ref. below) published in 2015 estimates that there are about 40,000 people with learning disabilities in Finland, of which:

- about 25,000 of working age
- about 15,000 registered with the employment services for people with disabilities
- about 5,000 – 6,000 in daytime activity centres
- more than 6,000 in sheltered work/workshops
- more than 2,000 in work at ordinary workplaces (integrated sheltered work)
- about 400-500 in paid employment on the open labour market

The previous government [prior to the 2015 elections, which led to a coalition government made of the Centre Party, the Finns Party - a euro-sceptic, populist party - and the National Coalition Party] and especially, its Ministry of Social Affairs and Health, had introduced a special programme to improve policies concerning people with disabilities called VAMPO (2010-2015). In particular, Vampo promotes paid employment for people with disabilities in the open labour market. This is done mainly through an individual job coach provided by the city's employment services like it is done in Helsinki City. This job coaching method is in a pilot phase and is being tested out in a few pilot cities.

The new government has pursued the same objective, notably by continuing to use the model and practises set out in the Vampo programme, including job coaching.

#### Legislation

There is a gap between the legislation and its implementation.

In accordance with **the Social Welfare Act**, Finnish municipalities are responsible for organizing services and activities supporting access to employment and specific work for people with

disabilities. Furthermore, in accordance with the Act on Special Care, Finnish municipalities are also responsible for organizing job coaching for people with intellectual disabilities.

<https://www.finlex.fi/en/laki/kaannokset/1982/19820710> (in English)

However, many studies (e.g., Vesala et al. 2015) have shown that only a few municipalities offer the kind of job coaching Helsinki City is offering. Most often, the municipalities offer only work activities in sheltered workshops, which is different from the kind of employment that the Helsinki-supported employment service is aiming for, and which would correspond to the legislation.

**The Act on public employment and business service** entered into force in 2013. It opened employment services to people on a disability pension, making it possible for them to register as unemployed job seekers at an employment office, which was not the case before 2013. The Ministry of Employment introduced specific training to teach these new rules to employment counsellors. It seems, however (see Seppälä, 2013), that it remains difficult for people with disabilities to get services from employment offices.

<https://www.finlex.fi/en/laki/kaannokset/2012/20120916> (in English)

### Salary and pension

In Finland, it is possible for people on a disability pension to earn up to EUR 750 per month without losing their pension. If the monthly income rises above that level, the pension is not paid at all. Disability organisations in Finland have long asked that pension and salary be reconciled in a more flexible way so that it would be profitable also for people with disabilities to work as much as they want in a job that is suitable for them (e.g., with the help of a job coach).

### 6. Staff involved

The service is run by 13 job coaches and a head coach. Some job coaches are trained following a specific vocational training programme (*työvalmennuksen erikoisammattitutkinto*), available in a number of universities of applied sciences and vocational colleges. Coaches are encouraged to complete such training within their working hours.

### 7. Target group

People with intellectual disabilities and autism aged 18 years old or over.

### 8. Aims of the practice

Train people with learning disabilities and autistic individuals for employment. Help them to find employment in the open/regular labour market.

### 9. Issues for social services

|                                                        |   |                                                    |   |                     |  |
|--------------------------------------------------------|---|----------------------------------------------------|---|---------------------|--|
| Service Integration/<br>Cooperation across<br>Services |   | Service<br>Planning                                |   | Contracting         |  |
| Technology                                             |   | Skills development (of<br>the workforce)           |   | Quality of services |  |
| Others: active<br>inclusion                            | x | Employment of people<br>with learning disabilities | x |                     |  |

## ANALYSIS OF THE PRACTICE

### 10. Status

|                             |  |                      |  |                                         |   |
|-----------------------------|--|----------------------|--|-----------------------------------------|---|
| Pilot project (ongoing)     |  | Project (ongoing)    |  | Implemented practice (restricted areas) | x |
| Pilot project (terminated ) |  | Project (terminated) |  | Widely spread practice/rolled out       |   |

### 11. Scope of the practice

*Describe the setting of the practice, considering the following criteria:*

- *Micro-level practice:* a practice that involves individuals at the local level
- *Meso-level practice:* a practice that involves organisations or communities
- *Macro level practice:* a practice that involves large population groups

This service is offered at the micro level in and by the City of Helsinki.

### 12. Leadership and management of the practice

*Description of the leadership of the practice, considering the following criteria:*

- *Collaborative management:* shared between large partnerships, often of central, regional and local representation
- *Organisational management:* by one organisation
- *Professional management:* managed by a single person
- *Shared management:* shared with no defined leadership

The City of Helsinki's unit manages the service for social services for people with disabilities. The head coach leads the service unit.

### 13. Engaging stakeholders in the practice

*Description of the engagement of stakeholders, considering the following criteria:*

- *Individual practice:* individuals have sought practice change
- *Network approach:* one or more organisations develop a network
- *Collaborative approach:* large collaboration with relevant stakeholders

The City of Helsinki, its social services for people with disabilities and their 13 job coaches work with employers in a collaborative way to implement this programme. Employment services are also involved, to a smaller extent.

### 14. Involvement of service users and their families

*Description of the involvement of service users, considering the following criteria:*

- *Team involvement:* service users and carers were part of the practice team
- *Consultative:* a consultative body of users was set up for an ongoing dialogue and feedback
- *Involvement in care:* person-centred approaches to care/support

In supported employment, the plan is co-created and implemented by the job coach together with the client. The client is involved at all stages of the process and as much as possible. The goal is that he/she defines what he/she wants and where he/she needs support in order to get a job. The client also defines who, how and to what extent the people near them can be brought into the process. Indeed, the service co-operates with the client's network - provided he/she allows it and provided it supports the client's goals.

Social workers are an exception and are involved in any case if need be. The client is informed of this at the first meeting.

### 15. Costs and resources needed for implementation

*Description of how the practice is financed, considering the following criteria:*

- *Within existing resources:* staff time and other resources are provided 'in-house'
- *Staffing costs:* costs for staff investment
- *Joint/Pooled budgets:* two or more agencies pool budgets to fund services
- *Funded project:* external investment

The service is funded by the City of Helsinki and offered free to employers and clients. Daily costs per client per day are estimated to be EUR 22.43 (2014).

### 16. Evaluation approaches

*Description of the evaluation method of the practice, considering the following criteria:*

- *Multi-method:* use of both a qualitative and a quantitative approach
- *Single method:* a qualitative or quantitative approach
- *Audit:* looks at data sources such as existing medical records and/or other routinely collected service data.
- *Informal:* refers to in-house service evaluation using locally designed tools and/or collecting opportunistic feedback
- *No evaluation*
- *An evaluation is planned*

In 2002-2004, the Vates Foundation carried out an evaluation based on a cost-benefit analysis of Helsinki's programme for supported employment. The study found out that every euro spent on running this service brought back EUR1.34 to the general economy, thus proving genuinely cost efficient. A detailed report (in Finnish) is available at:

[http://www.vates.fi/media/julkaisut\\_raportit/\\_2011/2004\\_vajaakuntoisten-tuettu-tyollistymisenhelsingin-kaupungin-sosiaalivirasto-pasi-ylipaavalniemi.pdf](http://www.vates.fi/media/julkaisut_raportit/_2011/2004_vajaakuntoisten-tuettu-tyollistymisenhelsingin-kaupungin-sosiaalivirasto-pasi-ylipaavalniemi.pdf) (last accessed on 18/01/2016)

### 17. Measurable effects of the practice and what it has achieved for...

| Service users                                                                   | <p>On average, 150 clients per year are in a paid job thanks to the programme, among which 100 are people with learning disabilities. In 2016, 142 clients out of 225 were in a paid job in ordinary workplaces. As clients of the service, they continue to get support, e.g., through monthly meetings (1 to 4 of them) with their coaches.</p> <p>The other clients who are not in a paid job yet are trained and coached to find one. Every year, 5 to 10 clients leave workshops to enter the open labour market through this programme. 20 other clients are referred to this service by (special_ schools or employment services, who deal mainly with the long-term unemployed. Every year 35 to 40 new jobs are contracted through the service.</p> <p>The programme has taken on an increasing proportion of people with autism over the last years.</p> <table border="1" data-bbox="359 689 1273 1104"> <thead> <tr> <th></th> <th>2002</th> <th>2014</th> </tr> </thead> <tbody> <tr> <td>Total number of clients</td> <td>171</td> <td>258</td> </tr> <tr> <td>- Among which in a paid job</td> <td>78</td> <td>157</td> </tr> <tr> <td>- Among which people with LD</td> <td>139 (81%)</td> <td>142 (55%)</td> </tr> <tr> <td>- Among which people with autism and other disorders such as dysphasia of ADHD.</td> <td>32 (19%)</td> <td>116 (45%)</td> </tr> </tbody> </table> <p><i>Evolution of the beneficiaries of the supported employment service in Helsinki between 2002 and 2014 (source: ESN member's contribution).</i></p> |           | 2002 | 2014 | Total number of clients | 171 | 258 | - Among which in a paid job | 78 | 157 | - Among which people with LD | 139 (81%) | 142 (55%) | - Among which people with autism and other disorders such as dysphasia of ADHD. | 32 (19%) | 116 (45%) |
|---------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------|------|------|-------------------------|-----|-----|-----------------------------|----|-----|------------------------------|-----------|-----------|---------------------------------------------------------------------------------|----------|-----------|
|                                                                                 | 2002                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | 2014      |      |      |                         |     |     |                             |    |     |                              |           |           |                                                                                 |          |           |
| Total number of clients                                                         | 171                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | 258       |      |      |                         |     |     |                             |    |     |                              |           |           |                                                                                 |          |           |
| - Among which in a paid job                                                     | 78                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | 157       |      |      |                         |     |     |                             |    |     |                              |           |           |                                                                                 |          |           |
| - Among which people with LD                                                    | 139 (81%)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | 142 (55%) |      |      |                         |     |     |                             |    |     |                              |           |           |                                                                                 |          |           |
| - Among which people with autism and other disorders such as dysphasia of ADHD. | 32 (19%)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | 116 (45%) |      |      |                         |     |     |                             |    |     |                              |           |           |                                                                                 |          |           |
| Formal care givers                                                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |           |      |      |                         |     |     |                             |    |     |                              |           |           |                                                                                 |          |           |
| Informal carers                                                                 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |           |      |      |                         |     |     |                             |    |     |                              |           |           |                                                                                 |          |           |
| Organisations                                                                   | <p>Cost-efficiency (see section 16). Each euro invested in this service, 1,34€</p> <p>Better targeting of services for those most in need of them, by shifting a number of clients and service users from workshops and day centres to the labour market.</p> <p>Every year, 5 to 10 clients operate this transition from sheltered employment/workshops to the open labour market.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |           |      |      |                         |     |     |                             |    |     |                              |           |           |                                                                                 |          |           |

|                                                                                                                                                                                                                                                                                                      |                                                                                                                |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------|
| Other                                                                                                                                                                                                                                                                                                |                                                                                                                |
| <p><b>18. Anticipated or 'aspirational' effects of the practice and what it has achieved for...</b></p> <p><i>This category can include outcomes which are not documented, quantified, or properly evaluated. They can include such elements as improved knowledge, quality, workforce, etc.</i></p> |                                                                                                                |
| Service users                                                                                                                                                                                                                                                                                        | <p>The user receives a higher income (see also section 5), while performing a job perceived as meaningful.</p> |
| Formal care givers                                                                                                                                                                                                                                                                                   |                                                                                                                |

|                 |                                                                                                                                                                                                                             |
|-----------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Informal carers |                                                                                                                                                                                                                             |
| Organisations   | Social services are better targeted and more efficient. Better targeting of services for those most in need of them, by shifting a number of clients and service users from workshops and day centres to the labour market. |
| Other           | Employers find their needs met in terms of workforce (self-reported evaluation).                                                                                                                                            |

### 19. How the practice has changed the way the service is provided (lessons learned)

People with disabilities are considered a valid, competent workforce, by both social services, employers, and the public. Both sectors have been showing more and more support for and interest in employing people with learning disabilities.

Finland has a long tradition of 'integrated sheltered work', where people work in ordinary places and receive monetary compensation (5-6€ a day on average) from social services, instead of receiving wages from the employer. A number of employers of people with disabilities are therefore reluctant to turn this compensation into wages.

'integrated sheltered work' is still widely accepted as an easy and satisfactory practice, although it has been increasingly opposed in the name of the right of every person to paid employment.

### 20. Sustainability of the practice

*Description of whether the practice is sustainable, considering the following criteria:*

- *Potential for sustainability:* practice was newly started or is on-going/not yet mainstreamed. How could the practice be sustained (in terms of resources)?
- *Organic sustainability:* service users have been empowered to take the practice forward
- *Established:* the project has been operational for several years

This service, introduced in 1995, has been growing ever since. However, this type of job coaching is not available in all municipalities.

Another difficulty lies in the implementation gap between the legislation and its implementation as regards the actual access of people with disabilities to employment services.

### 21. Transferability of the practice

*Description of whether the practice has been transferred, considering the following criteria:*

- *Transferred:* transfer to other regions, countries, service user groups, etc.
- *Potential for transferability:* there is interest from the outside; elements of the practice have been taken up and used elsewhere; material for transferability (for ex. training material) has been developed

A handful of municipalities offer the kind of job coaching offered by the City of Helsinki. Job coaching is also performed in a number of specialised schools.

This practice has potential for transferability:

- *To other geographical areas:* At least in the cities where the work that could be tailored to special groups is available.
- *To other sectors:* Specialised schools could have their own job coaches to support their students in getting a paid job.

- *To other groups:* this service could be used for other groups (e.g., other types of disabilities, long-term unemployed).

Supported employment is widespread in Europe, notably through the methods described by the European Union of Supported Employment (EUSE) – see

<http://www.euse.org/index.php/resources/supported-employment-toolkit>

Guidelines for supported employment in Finland were developed by VATES foundation, following the EUSE model.