

Benchmarking Study on Services Offered to People with Disabilities

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Danish National Agency for Enterprise and Construction

Benchmarking Study on Services Offered to People with Disabilities

Country report – the Netherlands

April 2005

Danish National Agency for
Enterprise and Construction

International Benchmarking
Study on Services Offered to
People with Disabilities

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1. Dansk resumé

Man kan overordnet sige, at den hollandske handicappolitik er baseret på de samme grundprincipper om lighed, kompensation og sektoransvarlighed, som er at finde i den danske handicappolitik. Således svarer en række foranstaltninger også til dem, der er at finde i Danmark. I modsætning til i Danmark er myndighedsopgaven i Holland i højere grad lagt ud til kommunalt niveau.

En kort sammenfatning af den centrale lovgivning og foranstaltninger på de undersøgte områder fremgår af nedenstående.

Tilgængelighed til bygninger

Generelt er tilgængelighedskravene i de danske bygningsreglementer mere detaljerede end i de hollandske forordninger. En markant forskel er imidlertid det hollandske krav om en "tilgængelighedssektor" i alle bygninger, der er større end 500 kvadratmeter. Sektoren skal sikre tilgængelighed til alle dele af bygningen. I modsætning til det danske bygningsreglement er tilgængelighedskravene struktureret i et separat kapitel.

Tilgængelighed til offentlig transport

Tilgængelighed til offentlig transport er et centralt politisk tema i Holland, og regeringen lancerede således i efteråret 2004 en langsigtet handlingsplan, som skal øge tilgængeligheden til offentlig transport. Planen indeholder målsætninger og tidspunkter for, hvornår al information, alle transportmidler (bybusser, sporvogne, metro og intercitytoge) skal være tilgængelige samt et udvalg af stationer og busstoppesteder. Handlingsplanen skal dels ses som en refleksion på en aldrende befolkning og øgede udgifter til individuelle og kollektive befordringsforanstaltninger.

Beskæftigelse

Som i Danmark er der etableret en række forskellige foranstaltninger for at sikre fastholdelse og reintegration på arbejdsmarkedet for personer med handicap. I modsætning til i Danmark er der én central rammelov (REA), som er gældende for såvel uddannelse som arbejdsmarked.

Uddannelse

Der er generelle krav til uddannelsesinstitutionerne om at sikre tilgængelighed til uddannelserne. Herudover sikrer REA-lovgivningen, at der er mulighed for specialpædagogisk støtte for personer på erhvervsuddannelserne mv. samt de videregående uddannelser. Foranstaltningens mulighederne er dog ikke så vidt favnende som i Danmark.

Boligtilpasning

Den hollandske lovgivning, som sikrer mulighed for tilpasning af den eksisterende bolig (VWG), er underlagt den kommunale myndighedsudøvelse. Lovgivningen reformeres i øjeblikket. Foranstaltningerne i loven svarer til den danske lovgivning.

Permanente botilbud

Den hollandske lovgivning for permanente botilbud (AWBZ) er i øjeblikket under betydelig reform. Dette indebærer blandt andet en øget privatisering af botilbud, samt at flere private aktører forventes at entre for denne service.

Førtidspension

Den hollandske førtidspension er baseret på en lavere grad af uarbejdsdygtighed end i Danmark, hvor alle muligheder skal være afprøvet. Der gives til gengæld differentierede satser og graden af uarbejdsdygtighed reevalueres mellem hvert og hvert femte år.

Øvrige sociale foranstaltninger

I Holland er der, som i Danmark, foranstaltninger der dækker personers merudgifter i forbindelse med handicap, om end foranstaltningens indhold er noget anderledes end den danske. Ligeledes gives der tilskud til personlig befordring. Lovgivningen om kompensation for tabt arbejdsfortjeneste i forbindelse med barn med handicap blev afskaffet i 2003.

Fjernsyn

Som i Danmark er lovgivningen mht. public service-fjernsyn meget bred, og der er ikke specifikke krav til undertekstede eller tegnsprogstolkede udsendelser. Alligevel er andelen af begge højere end i Danmark.

Bibliotek

Som i Danmark er lovgivningen omkring biblioteker forholdsvis bred, og der er ikke specifikke krav til andel af f.eks. lydbøger. I modsætning til i Danmark er andelen af lydbøger meget lille. Dette skyldes blandt andet, at man i Holland har valgt at investere i udarbejdelsen af blindskriftbøger i stedet.

Tilgængelighed til offentlige hjemmesider

Der findes ingen specifik lovgivningen om tilgængeligheden til offentlige hjemmesider, men regeringen har lanceret en handlingsplan, der fokuserer på dette emne. Ligeledes er der etableret et nationalt center, Drem-pelsweg.nl, som skal rådgive myndigheder, virksomheder mv. om at skabe en tilgængelig it-arkitektur.

2. Executive Summary

In general, the Dutch policy for people with disabilities can be said to rely on the same pillars as the Danish policy in relation to equality, compensation and sectorial responsibility.

Likewise, the current measures contained in the Dutch legislation are fairly similar to those prevailing in Denmark, although the devolution of the actual content of the interventions and government responsibilities to the local level is more prevalent in the Netherlands.

A brief summary of the main instruments used in the various fields is as follows:

- *Housing.* Both sets of legislation covering long-term care in specialized housing and the adaptation of existing housing to the resident's impairment are currently undergoing reform. Most notably, long-term care is being allocated to separate care slots, and the provision of such services will be subject to privatization.
- *Employment.* A number of different schemes are in place to ensure labour market integration. Peculiar to Denmark is the fact that one general scheme concerning labour market reintegration crosscuts the education and labour market sectors.
- *Education.* Similar measures to ensure the access to education for persons with impairments are in place in the Netherlands. However, the Dutch instruments are more restricted in scope than the Danish ones.
- *Accessibility of the physical environment.* Generally speaking, the building regulations in Denmark concerning accessibility appear to be more specific than those in the Netherlands. This may reflect a significant difference in the regulations, since the concept of the "accessibility sector" is embodied in the Dutch regulations. For instance, all buildings larger than 500 square metres must have a central accessibility sector that ensures access to all areas of the building. Additionally, a separate chapter of the regulations is devoted to accessibility issues. The accessibility of public transportation is subject to an action plan that aims to increase the accessibility of information, vehicles, stations and stops before 2030. The action plan is partially a reflection of the increasing expenditures devoted to collective and private transportation schemes, as well as of the existence of an ageing population.
- *Public administration.* No legislation exists concerning the accessibility of websites, though a government action plan does focus on this issue. A national information agency, Drempe.weg.NL, is supplying advice to the government on increasing the accessibility of its websites. A current study has shown that operating costs can be reduced by conforming to the Dutch accessibility criteria, and a working group is consequently seeking to mainstream the approach of the central government because the website content is up for renewal. Later, local governments will be targeted.
- *Leisure and quality of life.* Legislation in relation to public service television and libraries is generic, as it is in Denmark, and does not specify the number of broadcast hours of subtitled or interpreted TV programming or audio books produced. The Dutch production of audio books is very

small, but this is compensated for by a significant investment in the production of books in Braille.

- *Social services.* The threshold for receiving a disability pension as a result of work incapacity is markedly lower in the Netherlands than in Denmark. However, the scheme involves a regular review of work incapacity status every 1-5 years. Equally, persons receiving a partial disablement pension may still be required to work. There are also similar schemes to those offered in Denmark such as individual transportation, and reimbursement of additional costs. However, the actual measures offered differ in content from those of Denmark. Equally, the correlation with impairments due to ageing implies that the target group is more mixed. Parental wage reimbursement was dropped in 2003.

3. Introduction

This international benchmarking study on the services and legislative framework for services offered to people with disabilities has been prepared by Ramboll Management working in co-operation with scholars Dr. Deborah Mabbett (UK), Dr. Gerry Hendershot (USA), Wim van Oorschot (NL) and Rafael Lindquist (SE). Ramboll Management assumes the technical and legal responsibility for the contents of this report. The study has been commissioned by the Danish National Agency for Enterprise and Construction.

As a precursor to the country reports, Ramboll Management consultants mapped all legislative actions for people with disabilities in Denmark, estimated the number of people with disabilities, and assessed the level of expenditure in relation to those people with disabilities who are covered by the Social Services Act. Finally, Danish data concerning the benchmarking indicators were identified.

3.1 What is a benchmarking study?

The core analytical exercise of a benchmarking study is the identification of substantial quantifiable indicators against which the performance of a certain agent (whether a state, an organization, or an individual) can be compared. A benchmarking study does *not* seek to provide an exhaustive account of the rationale, organization and (interlinked) performances of a given agent.

The current benchmarking study can be described as an international result-oriented benchmarking at the sector level¹, with the caveat that Danish disability policy is not confined to a single sector. Because of the complexity of the current task, the availability of data, and our intention to provide some explanatory commentary for the comparison, we have based the current study on quantitative indicators. These pertain to the input, output and outcomes in relation to public interventions aimed at people with disabilities, *as well as* some more qualitative comparisons concerning the interventions; this is because definitions, target groups and substituting interventions may account for some of the quantitative differences that we have identified.

3.2 Selection of benchmarking indicators

The selection of relevant benchmarking indicators was restricted to the sectors covered by the Danish national action plan on disability. These were:

- Housing
- Employment
- Education
- Accessibility of the physical environment
- Public administration
- Leisure and quality of life

These areas were supplemented by:

- Social services.

¹ Danish Ministry of Finance (Finansministeriet) (2000): "Benchmarking i den offentlige sektor".

The indicators were identified on the basis of discussions with representatives from the study's steering group, as well as with the academic experts representing the countries overseas. The following criteria were generally applied to the identification of indicators:

- **Conceptual delimitation:** The extent to which it was possible to precisely define the content and target group of a given intervention/regulation
- **Data quality**
 - Data availability
 - Data freshness
 - Sensitivity: To what extent the indicator is susceptible to the intervention/regulation
- **Reliability** of the indicator
- **Comparability** across countries
- **Relevance** to the overarching disability policy: The extent to which the intervention/regulation is broadly aimed at people with disabilities
- **Country disability policy model:** Are the policy models comparable, e.g. in terms of payment transfers, the delivery of services, tax exemptions?

3.3 Why the Netherlands?

The benchmarking study compares data concerning the services offered to people with disabilities from Denmark, Sweden, the Netherlands, the United Kingdom and the United States of America.

Ramboll Management was responsible for the selection of the countries included in this exercise. The criterion for selecting the countries was designed to permit us to benchmark Danish disability indicators in relation to countries with comparable welfare models (Sweden); countries with somewhat comparable welfare models (the Netherlands and the United Kingdom); and countries with divergent welfare models (the USA). We attempted to select countries with comparable per capita GDPs².

3.4 Content and structure of the report

The status of this country report is that of a technical report that provides some background for the comparisons made in the main report concerning the benchmarking of the services offered to people with disabilities and their legislative frameworks.

The aim of this report is therefore to present the results of the data collection connected with the quantitative and qualitative data gathered in the Netherlands. This implies that the current report is *not* aimed at comparing the country's performance with the other countries, as this is the subject of the separate main report.

The country report is structured into 11 chapters.

Chapter 4 provides an overview of the total of 55 indicators used for the comparative study. The overview also highlights the indicators that are used

² Source: Statistics Denmark (2002): 2001 figures for GDP per capita in USD: DK: 38,822, USA: 32,020, SE: 31,614, NL: 31,340, UK: 22,262

(as well as those that are not used) in the current report as a consequence of insufficient available data.

Chapter 5 concerns the Dutch policy approach to **housing** for people with disabilities. The chapter also examines the main regulations concerning housing for people with disabilities. Subsequently, we examine the Dutch performance in relation to the housing indicators.

Chapter 6 deals with the Dutch policy approach to **employment** for people with disabilities. The chapter also examines the main regulations regarding education for people with disabilities. Subsequently, we evaluate the Dutch performance in relation to the employment indicators.

Chapter 7 explores the Dutch policy approach to **education** for people with disabilities. The chapter also examines the main regulations concerning education for people with disabilities. These include the levels of expenditure and special assistance in higher education and vocational training etc. We subsequently assess the Dutch performance in terms of the education indicators.

Chapter 8 describes the Dutch policy approach to **accessibility of the physical environment** for people with disabilities. The chapter also examines the main regulations concerning accessibility of the physical environment for people with disabilities. This includes accessibility expenditure and levels in relation to the construction of new buildings, the updating of existing buildings, as well as the accessibility of, and access to, trains and buses. We then examine the Dutch performance in relation to the indicators concerning the accessibility of the physical environment.

Chapter 9 discusses the Dutch policy approach to **public administration** for people with disabilities. The chapter also examines the main regulations concerning the accessibility of public administration for people with disabilities. In accordance with the Danish National Action plan, we concentrate on access to government websites using the WAI criteria.

Chapter 10 explores the Dutch policy approach to **leisure and quality of life** for people with disabilities. The chapter also examines the main regulations concerning leisure activities for people with disabilities. In the current context, this means access to audio books and television. Subsequently, we study the Dutch performance in relation to the leisure and quality-of-life indicators.

Chapter 11 deals with the Dutch policy approach to **social services** for people with disabilities. The chapter also examines the main regulations regarding social services for people with disabilities. This includes the levels of expenditures for social pensions, personal assistance and transportation etc. Subsequently, we examine the Dutch performance in relation to the social services indicators.

Chapter 12 gives an overview of the secondary data (surveys, censuses, studies) used in the country report. The source list includes both the sources cited and any additional background information included in our study.

Chapter 13 contains an interview log of the individuals interviewed in the course of the primary data collection.

4. Benchmarking indicators

4.1 Overview of indicators

Table 4-1 provides an overview of the full list of benchmarking indicators that were established by the researchers. The list was based on the criteria described in Section 3.2.

Due to the lack of available data, the list comprising 54 indicators has been reduced to 39 because data for 15 indicators were not available for the Netherlands.

Table 4-1 Overview of indicators³

Name	Title	Definition
Housing		
BOLIG1.1	Expenditures for housing support	Expenditures for housing support compared to the number of people with disabilities
BOLIG2.1*	Number of recipients of housing support	Number of housing support recipients compared to the number of people with disabilities
BOTIL1.1	Expenditures for specialized disability housing	Expenditures for specialized disability housing compared to the number of permanent slots
BOTIL2.1	Number of specialized disability housing slots	Number of permanent, specialized disability housing slots compared to the number of people with disabilities
BOTIL2.2	Square meters per slot in specialized disability housing	The number of square meters per occupant compared to the number of slots
BOTIL2.3	One-room slots in specialized disability housing	The number of one-room slots in specialized disability housing compared to the total number of slots in specialized disability housing
Employment		
BESK3.1	Labour market participation rate of people with disabilities	Number of people with disabilities in the labour force compared to the total number of people with disabilities, including gender distribution
BESK3.2	Unemployment rate of people with disabilities	Number of unemployed people with disabilities compared to the total number of people with disabilities in the labour force, including gender distribution
BESK3.3	Employment on special terms (flexible jobs)	Number of person employed on special terms compared to the total number employed, including gender distribution
BESK1.1*	Expenditures for employment on special terms	Expenditures for special terms employment compared to the number of persons employed on special terms
Education		
UDD1.1	Expenditures for special needs teaching support	Expenditures for special needs teaching support in relation to vocationally oriented and professional education compared to the total number of people with disabilities in the 18-29 age group
UDD2.1	Number of special needs teaching support recipients	Number of special needs teaching support recipients in relation to vocationally oriented and professional education compared to the total number of people with disabilities in the 18-29 age group

³ The indicators where Danish data were not available are marked with * in the name column

Name	Title	Definition
UDD3.1*	Completion of education	Completion rate of special needs teaching support recipients in vocationally oriented and professional education
UDD1.2	Expenditures for special needs teaching support	Expenditures for special needs teaching support in relation to higher education (BA or higher) compared to the total number of people with disabilities in the 18-29 age group
UDD2.2	Number of special needs teaching support recipients	Number of special needs teaching support recipients in relation to higher education (BA or higher) compared to the total number of people with disabilities in the 18-29 age group
UDD3.2*	Completion of education	Completion rate of special needs teaching support recipients in higher education (BA or higher)
UDD3.3	Education level of people with disabilities	Number of people with disabilities who have completed an accredited education (vocational, professional, higher) compared to the total number of people with disabilities in the 30-64 age group
Accessibility of Physical Environment		
BYG1.1	Expenditures for level-free access to buildings	Expenditures for construction of ramps in existing buildings
BYG1.2	Expenditures for disability access toilets	Expenditures for construction of disability access toilets in existing buildings
BYG1.3	Expenditures for elevators	Expenditures for construction of elevators in existing buildings
BYG1.4	Expenditures for disability parking slots	Expenditures for construction of disability parking slots in connection with existing buildings
NYBYG1.1	Expenditures for level-free access to buildings	Expenditures for construction of ramps in newly constructed buildings
NYBYG1.2	Expenditures for disability access toilets	Expenditures for construction of disability access toilets in newly constructed buildings
NYBYG1.3	Expenditures for elevators	Expenditures for construction of elevators in newly constructed buildings
NYBYG1.4	Expenditures for disability parking slots	Expenditures for construction of disability parking slots attached to newly constructed buildings
TOG1.1	Financing for public transportation	Financing for investments in renovation and construction of public transportation facilities in connection with train travel compared to the number of people with disabilities
TOG1.2*	Costs of refurbishment for accessibility	Costs of refurbishment for accessibility
TOG2.1	Number of accessible trains	Number of trains accessible for self-aiding wheelchair users from platforms to trains compared to the total number of trains for one predefined city-to-city connection
TOG2.2	Number of accessible platforms	Number of platforms accessible for wheelchair users compared to the total number of platforms for one predefined city-to-city connection
TOG2.3*	Number of accessible ticket machines	Number of ticket machines accessible for people with visual impairment compared to the total number of ticket machines for one predefined city-to-city connection
TOG3.1*	Number of people with disabilities using the facilities	Number of passengers with disabilities compared to total passenger population for one predefined city-to-city connection
BUS1.1*	Financing for public transportation	Financing for investments in the renovation and construction of public transportation facilities in connection with bus travel compared to the number of people with disabilities
BUS1.2	Costs of refurbishment for accessibility	Costs of refurbishment for accessibility compared to the number of people with disabilities

Name	Title	Definition
BUS2.1	Accessible buses	Number of buses accessible for wheelchair users from access point to bus compared to the total number of buses for two predefined major cities
BUS2.2	Accessible access points for people with visual impairment	Number of access points accessible for people with visual impairment compared to the total number of access points for two predefined major cities
BUS3.1*	Rate of persons with disabilities using these facilities	Number of passengers with disabilities compared to the total passenger population for two predefined major cities
Public Administration		
FORV2.1	Government website accessibility	Government website accessibility score for people with disabilities
FORV2.2*	Government website openness	Government website openness score for people with disabilities
FORV2.3*	Government website utility	Government website utility score for people with disabilities
Leisure and Quality of Life		
BOG1.1	Expenditures on audio books	Public expenditure on audio books compared to the total number of people with visual impairment
BOG2.1	Audio book titles	Number of audio books in public libraries compared to the total number of library books
BOG3.1	Audio book loans	Number of audio book loans compared to the total number of loans
TV1.1*	Expenditures for subtitling and interpreting	Expenditures for subtitling and interpreting in relation to public service channels
TV2.1	Number of hours with interpreted television	Number of hours of interpreted television compared to the total number of hours of television broadcasting
TV2.2	Hours with subtitled television	Number of hours of subtitled TV programs compared to the total number of hours of television broadcasting
TV2.3	Subtitled/interpreted news broadcasts	Number of subtitled and interpreted news broadcasts per year that are either subtitled or interpreted during the entire broadcast compared to the total number of news broadcasts
Social Services		
FORS1.1	Expenditures for State disability pensions	Expenditures on State disability pensions for persons incapacitated from working compared to the total number of recipients
FORS2.1*	Number of recipients	Number of social disability pension recipients compared to the population of people with disabilities
MERUD1.1	Total expenditures	Total added costs related to transportation, participation in leisure and personal assistance (Danish Social Services Act, art. 84) compared to the total population of people with disabilities
MERUD2.1	Number of recipients	The number of recipients receiving assistance to cover added costs related to transportation, participation in leisure and personal assistance compared to the total population of people with disabilities
BIL1.1	Expenditures for cars for disabled persons	Total annual expenditure on cars for persons with disabilities compared to the total number of people with disabilities in the 18-64 age group
BIL2.1	Number of recipients	Number of car recipients compared to the total number of people with disabilities in the 18-64 age group
ORLOV1.1	Expenditures for parental wage reimbursement	Expenditures for parental wage reimbursement when caring for a child with disability in the household compared to the total population of people with disabilities

Name	Title	Definition
ORLOV2.1	Parental wage reimbursement recipients	Number of parental wage reimbursement recipients per 1,000 persons with disabilities

5. Housing

This section is divided into two subsections. The first outlines the main features of the Dutch housing policy for people with disabilities (Section 5.1). The six figures concerning benchmarking indicators in Section 5.2 can be explained in relation to this background.

5.1 Policy approach to housing for people with disabilities

The Dutch policy concerning housing for people with disabilities falls under two different areas of legislation. The Services for the Disabled Act (WVG) covers people with impairments who are entitled to claim allowances for the adaptation of facilities in relation to accommodation (housing), as well as for transportation. The qualifying groups consist of people with disabilities (mental, physical, sensorial or psychological) and the elderly.

The other area of legislation is the Exceptional Medical Expenses Act (AWBZ). Care applicants must submit their applications to the CIZ (Centrum Indicatiestellende Zorg, www.ciz.nl), which decides each individual's entitlement to care. The decision is based on the assessed functional needs that will entitle the recipient to a given number of hourly or daily slots of care, as well as the nature of the care. This Act covers nursing homes, care homes, home care and institutions for the mentally ill. It also covers medical expenditures that are not covered by private medical insurance. It may be noted that the extensive care which in Denmark is provided under the Social Services Act falls under health care legislation in the Netherlands.

In the future, it is planned that (privatized) insurance providers will identify the suitable care solution being offered by service providers (both private and public). The visitation will be based on the needs assessment made by CIZ. The involvement of the insurance company will be based on the differential between the provision costs for the provider and government funding.

Both legislations are currently undergoing reform. Most significantly, the AWBZ is undergoing significant reform towards a more market-oriented system. This involves more freedom of price, extent of provision and investment, but without these parameters being completely unrestricted. Some institutions that provide services are already in the private sector. This also implies a further decentralization of services and the strengthening of the role played by the local level; currently, the principal responsibility falls on the national level.

Currently, WVG is and will remain at local government level.

The tables below illustrates the differences in the two sets of legislation.

Danish legislation	Gap analysis		Dutch legislation	
Social Services Act, Article 102 ⁴	Persons with permanent mental or physical functional impairments that require special adaptations to housing interior and exterior	Target group	Persons, including the elderly, with permanent mental or physical functional impairments that require special adaptations to housing interior and exterior	WVG, para. 1, articles 1b and 1c. Article 5 lid 3 concerns the individual who receives the financial support for housing, namely the owner of the property
	The aim is to enable the person to reside in his or her own home despite their impairment	Problem addressed	The aim is to enable the person to reside in his or her own home despite their impairment	
	Financial assistance in relation to special adaptations to house such as railings, door knobs, ramps, washroom facilities etc. May also cover rent supplement when a new residence is needed.	Measure provided	Financial assistance for a) Costs for general capital maintenance Specific modifications/ activities covered include toilet handles, installing raised toilet, house moving and furnishing, rebuilding, alteration; b) Non-permanent fittings, e.g. a chair for use in the shower or a mobile commode, maintenance, testing, inspection, quality checks, repairs, temporary housing, lodging, removal of installations, temporary shortfall of rent	

The gap analysis indicates that the WVG target group is broader than that defined by the Danish legislation – however, data for recipients below the age of 65 can be identified. The concept of compensating for functional impairments with equipment that allows the recipient to remain in his/her own home is the same. Equally, the measures themselves are also similar.

⁴ LBK nr 708 af 29/06/2004 samt LBK nr 664 af 8. august 2002

Danish legislation	Gap analysis		Dutch legislation	
Social Services Act, Article 92 ⁵	Persons with mental or physical impairments requiring extensive help, care or treatment	Target group	People receiving long-term hospital care, elderly people, people with disabilities suffering from mental illness, people with disabilities suffering from chronic impairments.	AWBZ General Exceptional Medical Expenses Act
	Care, help, treatment and residence for persons with extensive needs	Problem addressed	Care, help, treatment and residence for persons with extensive needs	
	Provision of specialized treatment, care, help and housing that fits the person's needs	Measure provided	Nursing home care and care in a person's own home for people with impairments includes medical help and treatment, care and nursing provided by the home plus any associated rehabilitation, physiotherapy and occupational therapy.	

The AWBZ provides care and nursing corresponding to the functional impairment of the individual, irrespective of age and disability. In other words, by virtue of being a general social/health service provision, the services offered to people with disabilities are mainstreamed via the same legislation. Overall, the measures provided take the form of nursing homes, care homes, home care and institutions for the mentally ill. The providers are increasingly opting for flexibility, with both intramural (full care), semi-mural and extramural care being provided by the institution.

Mainly, "care homes primarily provide care for elderly people who are no longer capable of living entirely independently... Care homes are extending their service to 'elderly people in the district' and offering a more extensive package of services for intramural residents, often in cooperation with a nursing home. This therefore entails, for example, somatic supplementary care and group care for elderly people with senile dementia. Nursing slots are also being set up, as care home capacity is converted into nursing home capacity. The nursing slots are intended for psychogeriatric people requiring care (but without serious behavioural disorders) and for somatic clients without specialist nursing needs."⁶

In other words, people with disabilities are catered for by the same institutions/service providers which are already providing care for elderly people. While separate specialised institutions may provide care for people with disabilities only, this may become less widespread as the institutions are marketized, since this process implies that each institution will require greater flexibility and a high occupancy rate as a prerequisite for achieving satisfactory financial returns.

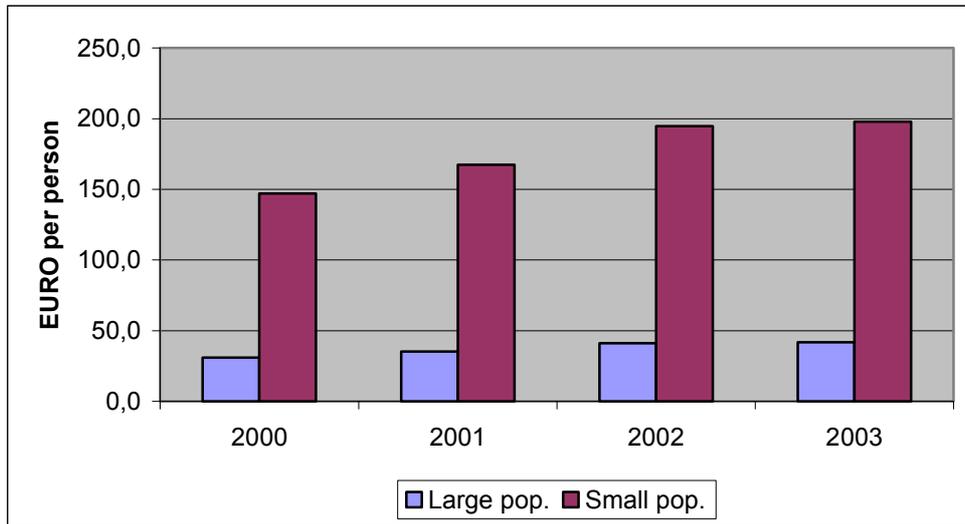
⁵ LBK no. 708 of 29/06/2004

⁶ Dutch Ministry of Health, Welfare and Sports: Care Sector Report 2000-2003, p. 5.

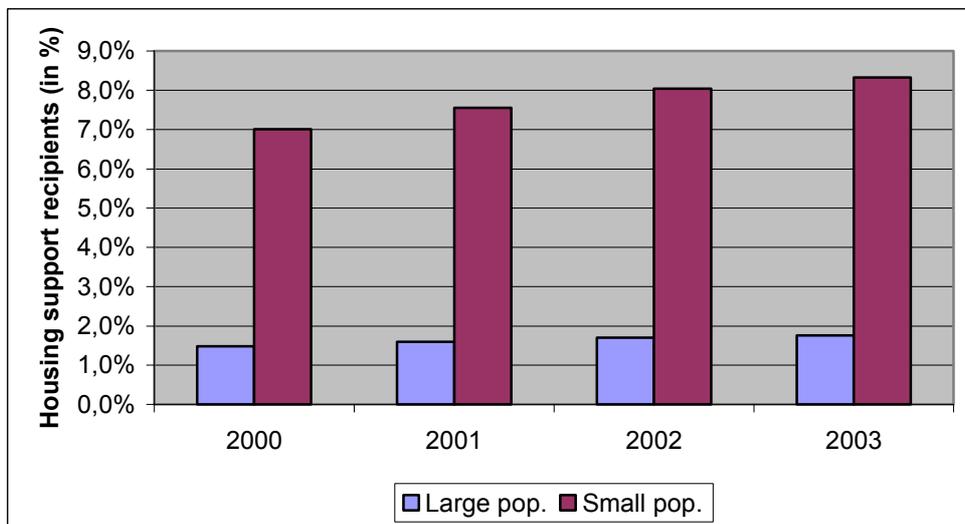
5.2 Housing indicators

For data sources, methodological constraints and other considerations, see Technical Report NL.

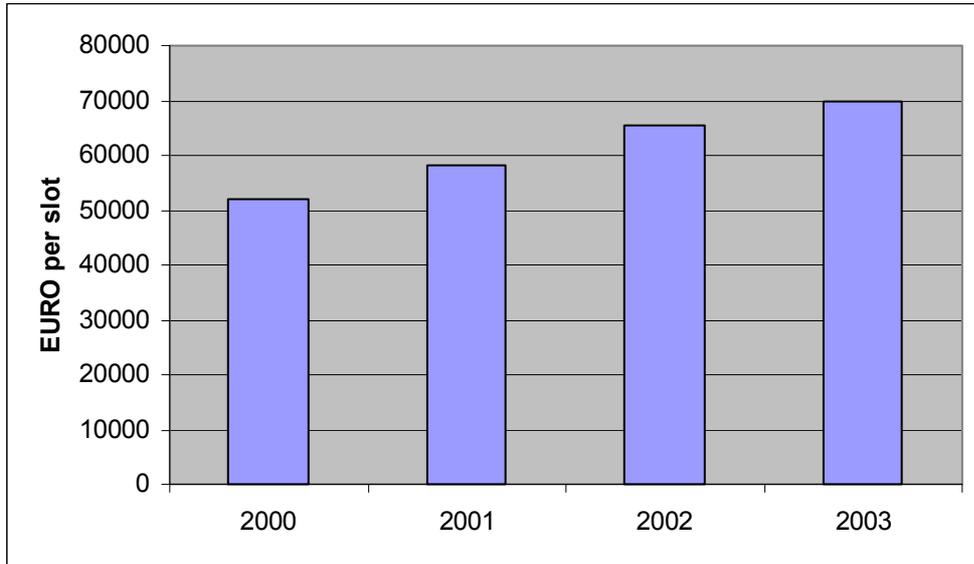
5.2.1 Expenditures for housing support



5.2.2 Number of recipients of housing support as a proportion of the population



5.2.3 Expenditures for specialized disability housing



5.2.4 Number of specialized disability housing slots

Respectively 15 (large population) and 70 (small population) per 1000 persons.

5.2.5 Square meters per slot of specialized disability housing

14.3 square meters per slot.

5.2.6 One-room slots in specialized disability housing

94.8 per cent of the available slots consists of one-room accommodation.

6. Employment

This section is divided into two subsections. The first outlines the main features of the Dutch policy governing the employment of people with disabilities (Section 6.1). The four figures concerning benchmarking indicators in Section 5.2 can be explained in relation to this background.

6.1 Policy approach to employment for people with disabilities

Throughout the 1990s, the Netherlands experienced a rate of GDP growth which exceeded that of the 15 other EU countries. The rate of unemployment correspondingly fell below the EU average. The Dutch labour market situation was all the more remarkable in the light of the fact that the proportion of the working population that was not working due to disability was twice as high as that prevailing in the rest of the EU⁷.

In the Netherlands, more than one out of eight people between 18 and 64 is receiving temporary or permanent disability benefit. Since the mid-1980s a number of legislative measures have been taken to reduce both long-term and short term disability⁸.

In the late 1990s, social security policies and labour market policies were subjected to considerable reforms. Key aspects of the social security reform are described in Chapter 11. In this chapter we briefly outline the main features of the Dutch labour market policy in relation to active labour market policies, reintegration/retention policies and policies concerning sheltered work.

Active labour market policies

The substantial rise in the number of disability benefit claimants since the late 1970s meant that the Dutch Government needed to identify additional measures to induce claimants to actively seek employment. Thus, similar to many other EU countries, a general commitment to activation became the core issue in Dutch socio-economic policy from the early 1990s onwards.

A number of different policy measures were adopted, many of them consisting of (financial) incentives designed to influence the choices and behaviour of employers and of workers with disabilities. According to Oorschot and Boos: "The Dutch Activation Strategy encompassed those policy measures that aim to increase the labour market prospects of workers with disabilities, and thus to increase their actual labour market participation. In the Netherlands, this was traditionally done by means of vocational rehabilitation and the adjustment of working conditions. The WAO benefit scheme contained some opportunities for this. In addition, there was and still is a relatively extended system of sheltered workplaces. However, there has been little pressure on the people with disabilities to make use of any of these provisions, and employers have not been pressured to promote the employment of people with disabilities." (Oorschot and Boos 2000: 350). Basically, Dutch people with impairments have no job-seeking obligations as such. They are only legally obliged to seek work if they are partially impaired and the re-

⁷ Source: Edwin L. de Vos: "Rehabilitation Legislation: Evaluation of the Dutch practice", 2002, p. 1

⁸ See Oorschot, Wim van & Kees Boos (2000): The Battle Against numbers. Disability Policies in the Netherlands, European Journal of Social Security, vol 2/4, pp 343-61

remainder of their income consists of unemployment benefit. This obligation is linked to their receipt of unemployment benefit, not of a disability benefit.

Reintegration/retention in the labour market

In conjunction with the trend towards the activation of economically inactive members of the labour force and people with disabilities, the National Assistance Act (ABW) was restructured in 1996, introducing an obligation for the unemployed to actively search for and find employment. A number of policy measures were introduced which made it possible to finance an increase in the rate of return to work.

The table below provides an overview of the Dutch measures.

Name of Act	Financed by	Provision	Implemented by
REA Act on the Reintegration of Handicapped People	Insurance premium paid by employer. Tax revenues	Various provisions like a bonus for an employer who hires an impaired person, or a reduction in their insurance premium. Training and education for people with impairments. Transport and work adjustments etc. Targeted at people with disabilities specifically to achieve labour market reintegration	Social security agency. Local authority, municipality. Public Employment Service
WIW Job Seekers Integration Act	Tax revenues	Subsidising work experience jobs offered by employers in private and public sector: about 45,000 jobs in 2000. Training and education programmes. The scheme applies to unemployed people in general. It can also be used by people with disabilities who are seeking work	Local authority, municipality
I/D jobs scheme for the long-term unemployed	Tax revenues	Additional jobs with local authorities and health care institutions, lower section of the labour market, wage costs fully covered by the state: about 45,000 jobs in 2000. The aim is a transition to regular employment and/or more skilled jobs. The scheme applies to unemployed people in general. It can also be used by people with disabilities who are seeking work	Local authority, municipality
WSW Sheltered Employment Act	Tax revenues	Since 1969 the WSW has offered sheltered work for people with disabilities. In 1998, the eligibility requirement criteria were tightened: about 90,000 jobs in 2000. Targeted at people with disabilities, and aiming specifically at labour market reintegration	Local authority, municipality
WVA Salaries Tax and Social Security Contribution Act	Reduced remittance tax	Includes six rebates for the employer to promote employment at the lower end of the labour market and to encourage hiring of the long-term unemployed The scheme applies to unemployed people in general. It can also be used by people with disabilities who are seeking work	Employer and Tax Authority

Source: Edwin L. de Vos: "Rehabilitation Legislation: Evaluation of the Dutch practice", 2002

These particular measures should also be seen in relation to the government's efforts to implement a more effective reintegration policy, the Act on the Reintegration of Handicapped People (REA), which was introduced in 1998. REA provides a comprehensive legal framework for measures aimed at inducing employers, employees and administrative bodies to promote the integration or reintegration of people with disabilities (see also Chapter 6 concerning education).

Alongside incentives for employers, the REA placed additional responsibility on people with disabilities. One example is the introduction of the experimental 'person-related budgets' offered to people with disabilities, enabling them to buy services to enhance their labour market prospects⁹. However, research from the Dutch Social and Cultural Planning Office suggests that the REA has failed to adequately acknowledge the interests of people with disabilities and give them a legal right to reintegration and guidance¹⁰.

The provision of sheltered work

While the overall integration scheme for people with disabilities is specified by the REA, the WSW makes provision for a limited number of jobs for people with fairly severe mental or physical impairments, in the form of a quota. An average impaired Dutch worker who suffers from lower back pain will not be entitled to this kind of employment. The total number of WSW places is about 90,000 nationally. There is a waiting list for people with disabilities to enter WSW workplaces.

The scholars Van Oorschot and Boos have written the following about the Sheltered Employment Act (WSW):

"The 1969 WSW Act on Sheltered Workplaces provided working places for those disabled persons who could carry out certain types of activities and were thus capable of work, but for whom, due to personal circumstances, employment under normal conditions and at a normal pace was not possible. Municipalities organised workplaces in which the working capabilities of disabled persons could be preserved, recovered or stimulated. The 1969 WSW was not primarily aimed at reintegrating people into regular paid labour. It offered a wage level just above the minimum wage, implying that most disabled persons would gain from being employed in a WSW job. Taking up a WSW job was unrelated to the level and duration of the AAW/WAO benefit. In 1998, a new WSW Act on Sheltered Labour came into effect, defining the responsibilities of municipalities more strictly. In this piece of legislation, the 'normalisation' of disabled labour became a goal, and it became possible and desirable to place workers in regular workplaces. The possibility of a placement in a sheltered workshop still remains but it can be concluded that, in the WSW 1998, the reintegration of disabled people into regular paid labour became substantially more important."

The generic legal scheme for reintegrating people with disabilities into the labour market, the WSW, covers measures aimed at reintegrating or retaining people with disabilities on the labour market that are comparable with Danish legislation. The table below compares the Danish and Dutch legislation.

⁹ See Oorschot, Wim van & Kees Boos (2000): The Battle Against Numbers. Disability Policies in the Netherlands, *European Journal of Social Security*, vol 2/4, pp 343-61

¹⁰ See: SCP Rapportage Gehandicaptten 2000 (Rijswijk, Sociaal en Cultureel Planbureau, 2000).

Danish legislation	Gap analysis		Dutch legislation
Active Labour Market Measures Act, Articles 51-67 ¹¹	Applies, among others, to persons under 65 with a reduced work capacity who receive a State disability pension (= DK førtidspension)	Target group	WSW, Sheltered Employment Act, article 7
	Re-entry to the workforce and labor market for persons who because of their impairment cannot find ordinary employment and who have been unemployed for 18 months.	Problem addressed	
	Employment with public <i>supplement</i> to wage (= DK skånejob)	Measure provided	Same as below

Danish legislation	Gap analysis		Dutch legislation
Active labour Market Measures Act, Articles 74 ¹²	Applies, among others, to persons under 65 with reduced work capacity who are <i>not</i> recipients of a State disability pension (= DK førtidspension)	Target group	WSW, Sheltered Employment Act, article 7
	Re-entry to the labour market for persons who because of their impairment cannot find regular employment	Problem addressed	
	Employment with public <i>supplement</i> to wage on special terms (= DK fleksjob)	Measure provided	Same as below

¹¹ Act no. 419 of 10/06/2003

¹² Act no. 419 of 10/06/2003

Danish legislation	Gap analysis		Dutch legislation	
Active labour Market measures Act, Articles 46-67, 74 ¹³	Applies, among others, to persons less than 65 with reduced work capacity who are <i>not</i> recipients of a State disability pension (= DK førtidspension)	Target group	Persons between 18-65 qualifying for disability pension on the basis of their level of work incapacity	WSW, Sheltered Employment Act, article 7
	Designed to create inclusive labour market where retention is ensured via employment-oriented activities and supplementary funding	Problem addressed	Designed to create inclusive labour market where retention and reintegration is ensured through employment-oriented activities and supplementary funding	
	Supplementary funding (rehabilitation supplement) when undertaking training/trainee with employment focus (= DK revalideringsydelsen)	Measure provided	Local government may subsidize an employer who signs a contract with an employee belonging to the target group, if supported by medical documentation. Measures may include expert guidance in relation to the workplace, and ensuring that the workplace is adapted and properly cared for and maintained.	

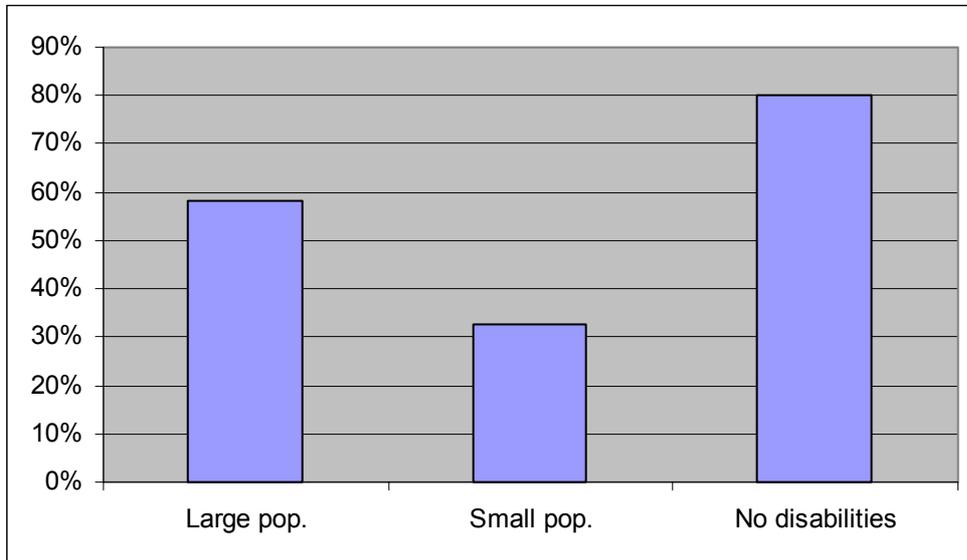
It appears that the Dutch legislation is somewhat more generic, covering both retention and reintegration. However, it applies to the lower thresholds for being granted disability benefit (according to WAO), implying that about one third of those granted WAO are required to take up employment.

¹³ Act no. 419 of 10/06/2003

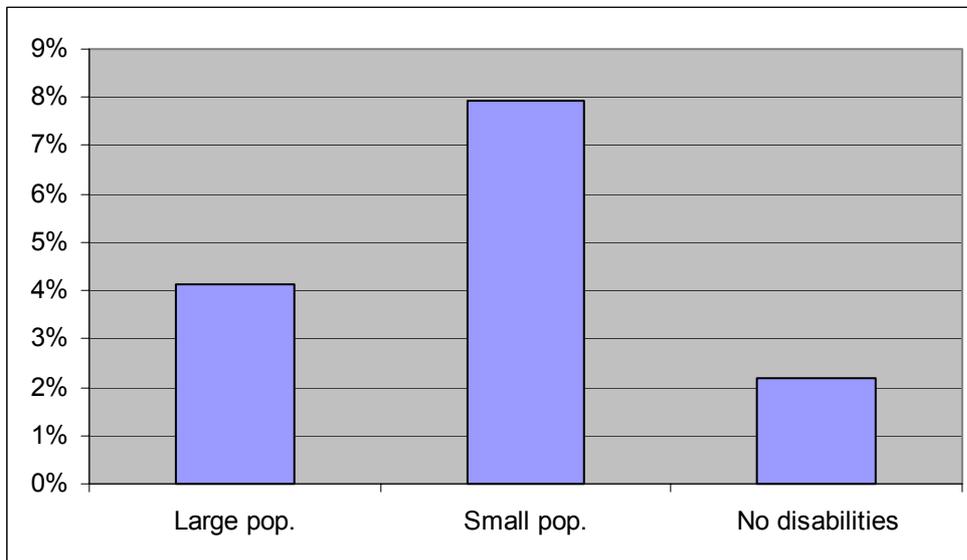
6.2 Employment indicators

For data sources, methodological constraints and other considerations, see Technical Report NL.

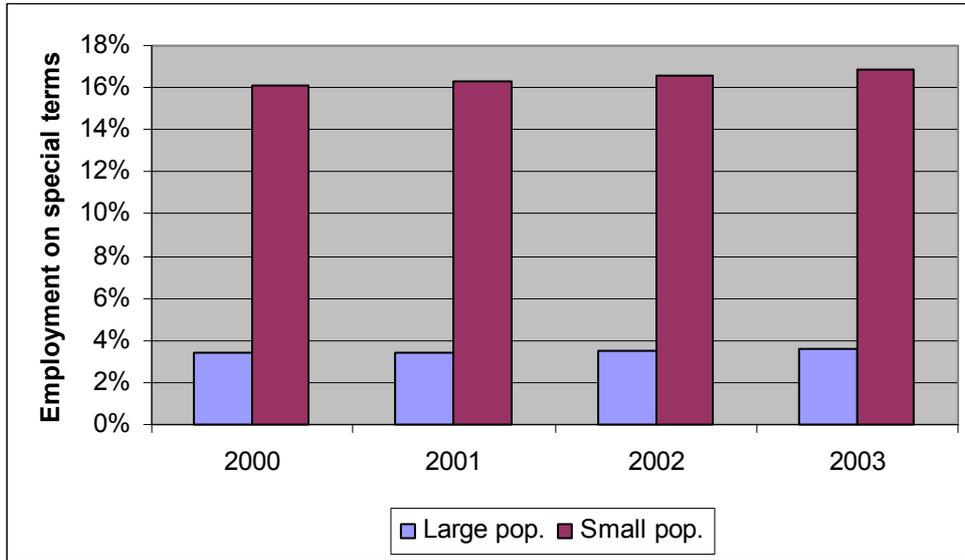
6.2.1 Labour market participation rate of people with disabilities



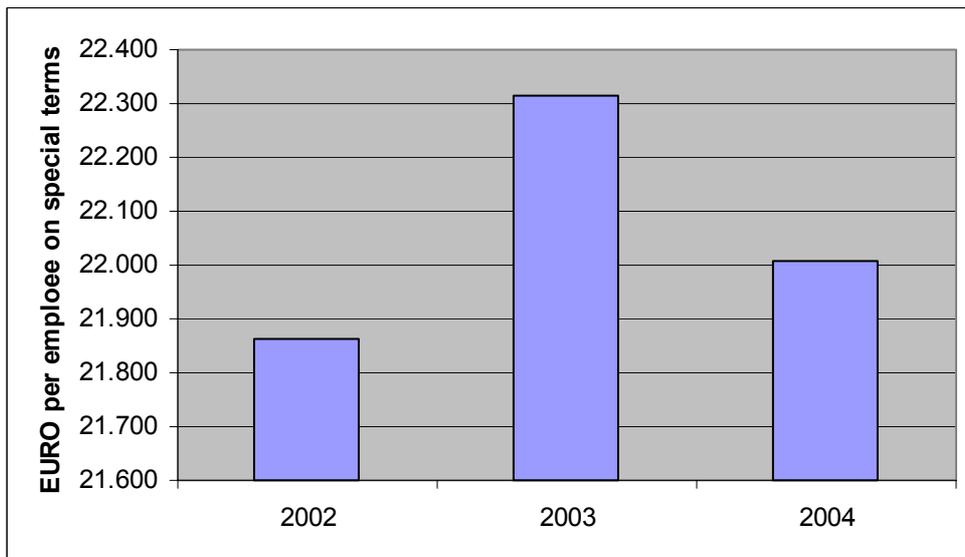
6.2.2 Unemployment rate of people with disabilities



6.2.3 *Employment on special terms (flexible jobs)*



6.2.4 *Expenditures for employment on special terms*



7. Education

This section is divided into two subsections. The first outlines the main features of the Dutch policy governing education for people with disabilities (Section 7.1). The five figures concerning benchmarking indicators in Section 7.2 can be explained in relation to this background.

7.1 Policy approach to education for people with disabilities

The Dutch Act on Equal Treatment of the Disabled and Chronically Ill stipulates that measures must be taken to ensure equal treatment of people with disabilities. With regard to the field of education, the Act applies to vocational education at upper-secondary level and higher professional and academic education at tertiary level. Currently a Committee composed of key stakeholders and legal bodies processes complaints in accordance with the law.

Other legislation, however, stipulates that education must be accessible to students with disabilities. According to the Law on Higher Education (WHW), in the reference book that covers its education and examination rules a higher education institution must describe the measures being undertaken to ensure that examination procedures are adjusted to accommodate people with disabilities. Equally, the institution must provide financial support to students who have prolonged the duration of their education as a consequence of their impairment. The institution is supposed to provide these services from the lump sum it receives from the Ministry of Education, Culture & Science for all the costs of their education, including these costs.

The overall system of financial support for higher education students also makes provision for extra financial support for up to a year for students with disabilities who interrupt their education.

The financing of special services and provisions is based on the Act on the Reintegration of People with Disabilities into the Labour Market (REA). This Act applies to people with disabilities who are transitioning into the labour market, including students with disabilities both above and below the age of 16. The legislation stipulates that the student is entitled to receive several different individually evaluated provisions to facilitate his/her studies. Currently, the REA falls under the Ministry of Employment and Social Affairs, but the provisions concerning education may eventually be transferred to the Ministry of Education, and separate legislation will then be required.

The boxes below compare the Danish and Dutch legislation. Note that a single legislative provision applies in the Netherlands where two separate Acts are in force in Denmark.

The comparison of the legislative provisions indicates that target groups, problems addressed and measures provided are similar. The main difference is that in the Netherlands the provisions are encompassed by a broader legislative framework, while in Denmark they consist of separate and highly specialized Acts.

It is therefore not possible to separate out the exact measures covered by the legislation. However, the breakdown of expenditures for students indicates that the measures provided are similar to those in the Danish legislation (see Technical Report).

Danish legislation	Gap Analysis		Dutch legislation	
Law on special needs teaching support in vocationally oriented and professional education, Articles 1-15 ¹⁴	Pupils in upper secondary vocationally oriented and professional education with impairment or other similar challenges	Target group	Persons with impairment aged 18-65 who are either studying or working	REA, Law on the Reintegration of People with Disabilities into the Labour Market, article 30
	Students in the target group are accepted on the same terms as all applicants The aim is to facilitate support that keeps the pupil/student in education	Problem addressed	Students in the target group are accepted on the same terms as all applicants The aim is to facilitate support that keeps the pupil/student in education	
	The school and student assess the needs and measures. These may comprise: <ul style="list-style-type: none"> • Special courses • Tutoring • Special educational material or equipment • Personal assistance • Special form of examination 	Measure provided	The employer/ educational institutions apply for supporting measures to enable the employee/student to perform his work/studies. This will be based on a company plan including company viability so as to ensure that an occupation can be followed independently.	

Danish legislation	Gap Analysis		Dutch legislation	
Law on special needs teaching support in higher education, Articles 1-24 ¹⁵	Students with physical or mental impairments in need of support to complete their education	Target group		REA, Law on the Reintegration of People with Disabilities into the Labour Market, article 30
	Students in the target group are accepted on the same terms as all applicants The aim is to facilitate support that keeps the student in education	Problem addressed		
	The school and student assess the needs and measures. These may include: <ul style="list-style-type: none"> • Special courses • Tutoring • Special educational material or equipment • Personal assistance • Interpreting 	Measure provided	Same as above	

¹⁴ Proclamation no. 1030 of 15/12/1993

¹⁵ Proclamation no. 1242 of 18/12/2000

7.2 Education indicators

For data sources, methodological constraints and other considerations, see Technical Report NL.

7.2.1 Expenditure for special needs teaching support

€ 1.82 (large population) and € 15.69 (small population) per person respectively in the 18-29 age group (expressed in terms of 2003 prices) in relation to higher vocational education.

7.2.2 Number of recipients of special needs teaching support

0.7% (large population) and 5.9% (small population) respectively in the 18-29 age group in relation to higher vocational education.

7.2.3 Completion of education

Omitted

7.2.4 Expenditures for special needs teaching support

€ 0,80 (large population) and € 6,92 (small population) per person respectively in the 18-29 age group (expressed in terms of 2003 prices) in relation to higher education (BA or higher).

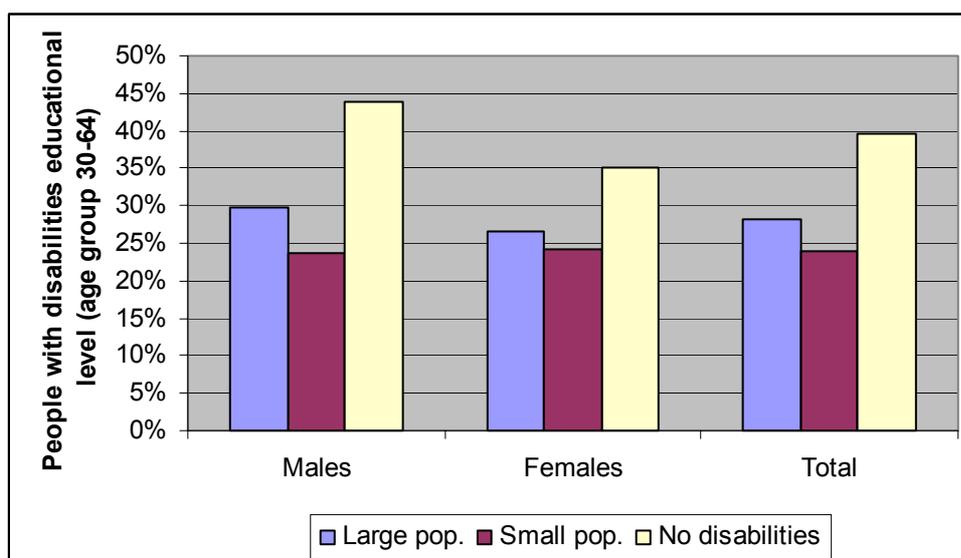
7.2.5 Number of recipients of special needs teaching support

0.4% (large population) and 3.1% (small population) per person respectively in the 18-29 age group in relation to higher education (BA or higher).

7.2.6 Completion of education

Omitted

7.2.7 Educational level of people with disabilities



8. Accessibility of the physical environment

This section is divided into two subsections. The first outlines the main features of the Dutch policy governing accessibility of the physical environment for people with disabilities (Section 8.1). The 14 figures concerning benchmarking indicators in Section 8.2 can be explained in relation to this background.

8.1 Policy approach to accessibility of the physical environment for people with disabilities

This section briefly addresses the policy approach to accessibility for people with disabilities. The section is divided into:

- Accessibility of buildings
- Accessibility of public transportation (buses and trains).

8.1.1 Buildings

In a recent comparative study concerning European building regulations that focused in particular on the Dutch Building Decree, the authors noted that one element distinguished the Dutch regulations from their European counterparts: this was that the content of the accessibility requirements was *integrated* into a topical chapter (e.g. concerning lifts), whereas in the Dutch regulations the accessibility requirements were given a separate chapter devoted to the accessibility sector¹⁶.

An 'accessibility sector' is defined as an area comprising residential blocks, flats, or a large residential building, such as homes for the elderly, that must ensure a given level of accessibility. The purpose of the sector is to provide an accessible platform so that people with disabilities will be able to gain access to all areas of the building. However, Dutch local government may permit exemptions to these regulations with regard to the modification of existing constructions.

The conclusion of the comparative study was that in general, the Dutch building regulations contain few specific guidelines concerning building accessibility.

In the past five years there have been general improvements to improve the accessibility of the built environment in the Dutch regulations, such as specifying fewer steep stairs, higher ceilings and taller doors. Currently, there are no plans in the Dutch government to undertake major policy changes in this area.

However, there are accessibility standards in the Netherlands (the NEN1814 standards) which are similar to the Danish DS 3028 standards.¹⁷

According to officials from the Dutch Ministry of Housing, Spatial Planning and Environment, the major challenge is to ensure that developers and ar-

¹⁶ Sheridan, L., H.J. Visscher, and F.M. Meijer (2003): "Building Regulations in Europe. Part II. A Comparison of technical requirements in eight European countries" Delft University Press, Delft

¹⁷ Nederlandse Norm NEN 1814. Accessibility of environment, buildings, and dwellings. Nederlands Normalisatie Instituut

chitects adhere to the regulations when designing and constructing their buildings.

While it is integrated into neither the Building Decree nor the NEN1814, it is a key intention of the Dutch Ministry of Housing, Spatial Planning and Environment to disseminate the "Design for All" principle in the practice of construction. If it is applied, it will imply that buildings in the Netherlands will be accessible to approximately 95% of the population¹⁸.

Danish legislation	Gap Analysis			NL legislation
Construction and Building Regulations <i>Level-free access</i> Ch. 4.2.1 <i>Disability Washroom</i> Ch. 4.3.3. <i>Elevators</i> Ch 4.2.1., Sections 2-5, Ch. 12.7 <i>Disability parking</i> Ch. 2.1.3., Section 3	People with disabilities (especially wheelchair users) and the general public	Target group	People with physical disabilities	Dutch Building decree (Bouwbesluit) Accessibility sector, Ch. 4
	Ensuring accessibility of the building for all persons	Problem addressed	Ensuring access to and within buildings for all persons	
	Construction specifications concerning <ul style="list-style-type: none"> • Level-free access (level-free access, 1.5 x 1.5 m. platform in front of entrance) • Disability washroom (min. 1.1 m of free movement) • Elevators (building with 2 levels above ground level must have elevator) • Disabled parking 	Measure provided	<ul style="list-style-type: none"> • Level-free access: Access in front of entrance, ramps for new building and reconstruction • Disability washroom: At least one universally accessible toilet compartment, located in the accessible sector (building > 500 m²). Size (1.65 m x 2.2 m, 2.3 m high.) • Elevators: Lift or ramp for all differences in height greater than 2 cm between floors. Lift for differences in height greater than 2 cm between flat and floor of entrance to accessible sector, 1.05 m x 2.05 m (lift between flat and entrance to accessible sector, 1.05 m x 1.35 m (lift between floors in accessible sector)) 	

¹⁸ KITZ (Quality Institute for Applied Home Care Innovation): "Design For All". 2004, Groningen

			<ul style="list-style-type: none"> • Parking: No requirements covering the external environment 	
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The comparison with the Danish building regulations shows that the Danish regulations are more detailed. However, the dimensions specified are fairly similar. Requirements for the gradient of ramps differ; Dutch ramps can be steeper than Danish ones. What is especially notable is the lack of Dutch requirements governing the buildings' external environment, one example being that there are no requirements that cover disability parking.

8.1.2 Public transportation

The Dutch disability policy for public transportation must be considered in the context of the Services for the Disabled Act (WVG) which covers people with impairments who are eligible for an allowance for the adaptation of facilities in the areas of accommodation (i.e. housing) and transportation. One measure under the WVG is the provision of a collective door-to-door paratransit transportation service.

However, with the general ageing of the population, the future scenario which the current legislation will create will involve a probable significant increase in the expenditures payable under its provisions. Therefore a new public transportation policy strategy was recently published by the Ministry for Transportation and Water Management¹⁹.

The new action plan for the accessibility of rail transport (one of the responsibilities of the national government) and buses (one of the responsibilities of local governments) is to create a long-term plan for the gradual improvement of accessibility.

- By 2010, it is the intention that all buses, trams and metros must be accessible
- By 2030, it is the intention that national rail transport must be accessible

In relation to accessibility, the action plan distinguishes between access to (i) vehicles, (ii) infrastructure (platforms, stops), and (iii) service (e.g. travel information). In the action plan, a number of priorities have been set that take into account the significant costs of refurbishment:

- 100% of vehicles must be accessible
- 100% of services must be accessible
- Selected infrastructure (i.e. selected bus stops and stations) must be accessible

As of January 2005, local governments will receive annual lump-sum funding from the central government. It is the responsibility of the local government to set priorities (one of which is the accessibility of public transportation) and will define operational targets for the expenditures.

The policy should be viewed in the context of the relatively extensive measures specified in the WVG concerning collective and individual transportation.

¹⁹ Ministry of Transportation and Water Management 23 November 2004: "Stappenplan Toegankelijkheid van het openbaar vervoer"

This may partially explain the less well developed access to mainstream public transportation infrastructure and vehicles. However, given the ageing population, the WVG expenditures are likely to rise. It is therefore in the immediate interest of local government to create an accessible mainstream public transportation system which will enable the paratransit system to be restricted to shuttles operating between central hubs (i.e. railway and bus stations), and thereby provide transportation for people with disabilities.

The table below compares the Danish and Dutch legislation in this area:

Danish legislation	Gap Analysis		Dutch legislation
<p>Act on Transport²⁰</p> <p>Also Danish State Railways' (DSB) contract with the Ministry of Transport (Ch. 3).</p> <p>Construction and Building Regulations are applicable to train stations</p>	Persons with disabilities	Target group	<p>Persons with disabilities</p> <p>Passenger Transport Act (Article 32, 2.g.)²¹</p> <p>Dutch Building Decree (applicable to train stations)²²</p> <p>Nota Basisstations²³</p> <p>NS-Norm toegankelijkheid stationscomplex²⁴</p> <p>Public Transport Process Plan²⁵</p>
	Ensuring access to stations, platforms, and trains in order to ensure access for all groups in society.	Problem addressed	Improved access to public transport so that all groups can be integrated and participate in society.
	<p>Renovation of stations, equipping of platforms with ramps and elevators, purchase and leasing of trains with improved accessibility.</p> <p>Danish State Railways stipulates space and seats for people with disabilities as well as certain services and obligations towards people with disabilities</p>	Measure provided	<p>Enabling access for people with impairments to be specified when granting a concession.</p> <p>Specifying regulations concerning accessibility of train stations.</p> <p>Specifying functional requirements for train stations.</p> <p>Specifying the technical requirements for train stations.</p>

²⁰ LBK 02/08/2001 (712)

²¹ Wet personenvervoer, van 6 juli 2000

²² Bouwbesluit Stb. 2001, 410

²³ December 1999

²⁴ Railinfrabeheer, 1997

²⁵ MINVENW, 23. November 2004, Stappenplan Toegankelijkheid van het openbaar vervoer, DGP/MDV/BMD/u04.03421

			Specifying the process plan for improved access to public transportation for people with disabilities.	
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According to the Ministry of Transportation and Water Management, the aim of the Passenger Transport Act is improved access to public transportation for all groups in society²⁶. However, the Dutch Passenger Transport Act only briefly mentions accessibility for people with disabilities, in a reference to the granting of concessions. Both the Danish and the Dutch building regulations specify rules for the accessibility of train stations. The Nota Basisstations and the NS-Norm toegankelijkheid stationscomplex stipulate more explicit functional and technical requirements for the stations.

Danish legislation	Gap Analysis			Dutch legislation
Law on Specifications for Buses, article 6 ²⁷	Persons with physical impairments (especially wheel-chair users)	Target group	Persons with physical impairments (especially wheelchair users)	Passenger Transport Act (Article 32, 2.g.) ²⁸ Public Transport Process Plan ²⁹
	Ensuring access to stations, platforms, and trains for all groups in society.	Problem addressed	Improved access to public transport	
	Regulations concerning space in buses reserved for wheelchairs	Measure provided	Enabling access for people with impairments to be specified when granting a concession. Specifying the process plan for improved access to public transportation for people with disabilities.	

According to the summary tabulated above, the Dutch legislation is less demanding in its regulations governing the accessibility of bus transportation for people with disabilities, as only the granting of concessions is mentioned in the Passenger Transport Act.

8.2 Accessibility of physical environment indicators

For data sources, methodological constraints and other considerations, see Technical Report NL.

8.2.1 Expenditures for level-free access to buildings, existing and new

Expenditures for construction of ramps in buildings amount to € 12,434-19,894 (expressed in terms of 2003 prices). The price range average is € 16,164.

²⁶ <http://www.minvwn.nl/dgp/wetpersonenvervoer/uk/toegankelijkheid.aspx#0>

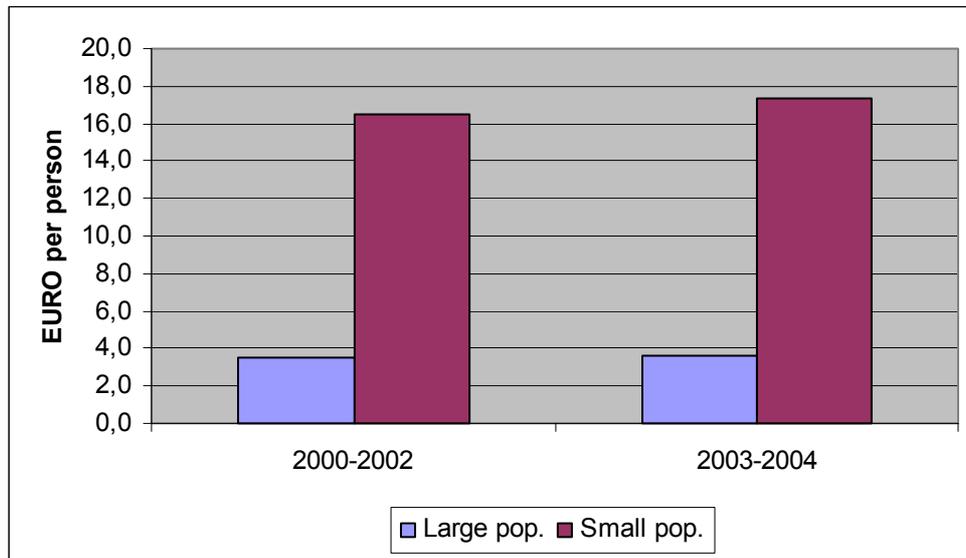
²⁷ Proclamation no. 700 of 08/08/2003 and no. 845 of 10/10/2003

²⁸ Wet personenvervoer, van 6 juli 2000

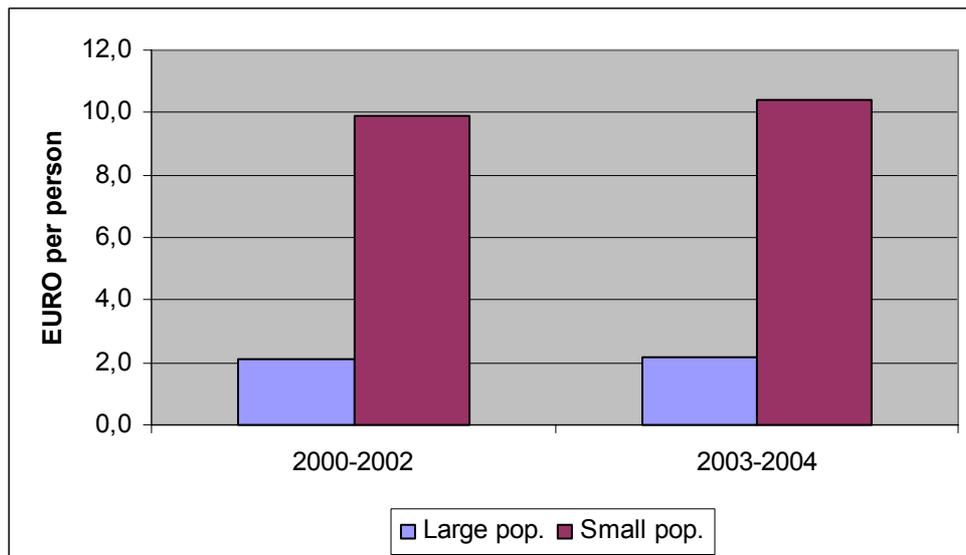
²⁹ Stappenplan Toegankelijkheid van het openbaar vervoer, DGP/MDV/BMD/u04.03421

- 8.2.2 *Expenditures for disability access toilets, existing and new*
Expenditures for construction of disability access toilets in newly constructed buildings amount to € 2,487-12,434 (expressed in terms of 2003 prices). The price range average is € 7,461.
- 8.2.3 *Expenditures for elevators, existing and new*
Expenditures for the construction of elevators in newly constructed buildings amount to € 24,867-74,602 (expressed in terms of 2003 prices). The price range average is € 49.735
- 8.2.4 *Expenditures for disability parking slots, existing and new*
Expenditures for construction of disability parking slots in connection to new constructed buildings amount to € 1,989-3,979 (expressed in terms of 2003 prices). The price range average is € 2,984.
- 8.2.5 *Financing of public transportation*
Omitted
- 8.2.6 *Costs of refurbishment to provide accessibility*
Omitted
- 8.2.7 *Number of accessible trains*
None of the trains on the predefined connections are accessible to wheelchair users.
- 8.2.8 *Number of accessible platforms*
All platforms on the predefined connections are accessible to wheelchair users.
- 8.2.9 *Number of accessible ticket machines*
None of the ticket machines on the predefined connections are accessible to people with visual impairments.
- 8.2.10 *Number of people with disabilities using the facilities*
Omitted

8.2.11 Financing of public transportation



8.2.12 Costs of refurbishment for accessibility



8.2.13 Accessible buses

Approximately 40% of the buses (and trams) are accessible to wheelchair users in the predefined cities.

8.2.14 Accessible access points for people with visual impairment

Omitted

8.2.15 Number of persons with disabilities using these facilities

Omitted

9. Public administration

This section is divided into two subsections. The first outlines the main features of the Dutch policy governing public administration for people with disabilities (Section 9.1). The single figure concerning benchmarking indicators in Section 9.2 can be explained in relation to this background.

9.1 Policy approach to public administration for people with disabilities

The Dutch government has a generic e-government policy which is intended to ensure e-inclusion – that is, enabling access to electronic resources for as many people as possible. It is the intention that all public websites should apply the same technical standards for structuring Internet-based information. The standards refer to both the technical basis and the organization of website content.

The policy is not being enforced through any legal provision, which means that the strategy for implementing these standards has to be information-based (e.g. naming and shaming) rather than regulatory. Consequently the government has established an organization, “Thresholds Away” (www.drempelsweg.nl), to advise local governments and other bodies on how to increase access on the Internet. Also, there is considerable involvement of disability organizations in the work of promoting accessibility.

A recent restructuring of the website of the Ministry of Health in compliance with these standards has resulted not only in increased accessibility but in increased website operating efficiency. The website will be used as exemplar in the redesign of about 1300 websites over the next 2-3 years. The strategy is to focus on ensuring that the websites of the various ministries, and subsequently of central government agencies, conform to the common standards. Local governments represent the final focus area³⁰. Meanwhile, there is also a dialogue underway with the providers of web solutions to ensure that they are informed about the accessibility criteria and that they will meet them in the solutions they provide to both their public and private clients.

9.2 Public administration indicator

The indicator demonstrates the extent of accessibility of public web sites for people with disabilities by giving them an ‘accessibility score’. Accessibility of the information on a public website is the primary indicator for scoring the website’s user-friendliness. The user-friendliness assessment is based on an evaluation of whether the website is accessible to all users, including people with disabilities.

The World Wide Web Consortium (W3C) has defined some general principles of accessibility design, such as guidelines for designing web pages that are aimed at promoting accessibility for people with disabilities as well as IT illiterates³¹. Each guideline includes a list of checkpoint definitions that explain how the guideline applies in typical content development scenarios. Each checkpoint is assigned a priority level – priority 1, 2 or 3 – that is based on the impact of the checkpoint on accessibility. The priority 1 cate-

³⁰ Despite the existence of accessibility standards, a recent survey of local government websites showed that 90% did not comply with these criteria.

³¹ <http://www.w3.org/TR/1999/WAI-WEBCONTENT-19990505/#toc>.

gory includes those checkpoints that a web content developer *must* address in order to ensure that the content is accessible for all user groups. The priority 2 category includes those checkpoints that a web content developer *should* address, while the priority 3 category includes checkpoints that a web content developer *may* address.³²

On the basis of these checkpoints, the EU Commission has developed a method of benchmarking the accessibility of public websites for people with disabilities in its 'Top of the Web' project. This project is structured to encompass priority 1 checkpoints and those priority 2 checkpoints which can be evaluated 100% automatically. In addition, a few priority 2 and 3 checkpoints that are similar to or related to priority 1 checkpoints have been included. Guidelines which do not contain priority 1 checkpoints or priority 2 checkpoints that can be evaluated 100% automatically are therefore *not* included, so as to ensure the practical feasibility of the exercise. Using these criteria, the benchmarking explores how the public websites conform to the following guidelines:

- 1) Provide equivalent alternatives to auditory and visual content.
- 2) Do not rely on colour alone.
- 3) Use mark-up and style sheets, and do so correctly.
- 4) Clarify natural language use, e.g. by using mark-up that facilitates the pronunciation or interpretation of abbreviated or foreign-language text.
- 5) Create tables that transform gracefully, e.g. by ensuring that tables have the necessary mark-up to be transformed by accessible browsers and other user agents.
- 6) Ensure that pages featuring new technologies transform gracefully, e.g. by ensuring that pages are accessible even when newer technologies are not supported or are turned off.
- 7) Ensure user control of time-sensitive content changes, e.g. by ensuring that moving, blinking, scrolling or auto-updating objects or pages can be paused or stopped.
- 8) Are designed for device independence, e.g. by using features that enable page elements to be activated using a variety of input devices.
- 9) Provide context and orientation information to help users understand complex pages or elements.
- 10) Provide clear and consistent navigation mechanisms – orientation information, navigation bars, a site map etc. – to increase the likelihood that users will find what they are looking for on a site.

The maximum accessibility score possible is 10.0. The benchmarking study demonstrates that the average accessibility score for the 172 public websites was 6.3³³.

For data sources, methodological constraints and other considerations concerning the Public Administration indicators, see Technical Report NL.

9.2.1 *Government website accessibility*

The average government website accessibility score is 6.3.

³² <http://www.w3.org/TR/1999/WAI-WEBCONTENT-19990505/#priorities>.

³³ Non-published data from: Project 'Top of the Web. Preliminary Review on Accessibility', Rambøll Management, November 2003.

9.2.2 *Government website openness*
This indicator has been omitted.

9.2.3 *Government website utility*
This indicator has been omitted.

10. Leisure and quality of life

This section is divided into two subsections. The first outlines the main features of the Dutch policy governing leisure and quality of life for people with disabilities (Section 10.1). The five figures concerning benchmarking indicators in Section 10.2 can be explained in relation to this background.

10.1 Policy approach to leisure and quality of life for people with disabilities

The Dutch Ministry of Culture has launched the Dutch cultural policy initiative *More than the sum. Cultural policy letter 2004-2007* with almost no statements discussing the specific measures to be undertaken in order to ensure the inclusion of people with disabilities within the scope of the overall measures being initiated³⁴. However, the initiative does acknowledge the role of culture (e.g. via television and libraries) as a mechanism of social integration. There are corresponding demands being made for the strengthening of the role of the institutions of the media and libraries in promoting the prosperity of Dutch society.

It is notable that the Dutch production of audio books is not a highly prioritized measure. Instead, the priority in this area has been to produce books in Braille. The results of this approach are evident from the benchmarking study.

With regard to television, however, the benchmarking study has shown an exceptionally high degree of subtitled TV programmes (Dutch-Dutch). Also, the number of interpreted TV programmes is remarkably high. This area is clearly highly prioritized.

Danish legislation	Gap Analysis			Dutch legislation
Library Act, article 1 ³⁵	Users of public libraries, <i>inter alia</i> people with disabilities	Target group	Users of public libraries, <i>inter alia</i> people with disabilities Blind library users	Specific Cultural Policy Act 1994, article 11a and 11b ³⁶ No formal legislation, rules or contracts specify the libraries' obligations towards the blind
	Provision of various informative or educational materials and cultural activities	Problem addressed	The current legislation concerning public libraries is restricted to an extremely narrow legal framework that makes no reference to accessibility for people with disabilities.	
	Provision of audio books as part of selection	Measure provided	Libraries for the blind provide audio books as a component of their selection (on Daisy CD-Rom), even though no formal legislation exists	

³⁴ Ministry of Education, Culture and Science: "More than the sum. Cultural policy letter 2004-2007"

³⁵ Act no. 340 of 17/05/2000

³⁶ Wet op het specifiek cultuurbeleid van 18 maart 2004

As is pointed out above, no formal contract exists between the four Dutch libraries for the blind and the Ministry of Education, Culture, and Science that specifies the obligations of the former; only the 5-year State Facilities Plans which specify their activities, outputs, services and budgets.

Danish legislation	Gap Analysis			Legislation
Public service contract with DR and TV 2/DANMARK A/S concerning public service broadcasting ('Programvirksomhed') DR: Ch. 1 and TV2: Section 2.3	People with physical impairments (especially those who are deaf or have reduced hearing capacity)	Target group	People with physical impairments (especially those who are deaf or have reduced hearing capacity)	Media Act, article 17 ³⁷ Media Act, article 54a and 71o Media Decree, article 16 ³⁸
	Creating access to information for all	Problem addressed	Creating access to information for deaf and people with reduced hearing capacity.	
	Improving access to information for people with disabilities through subtitling and sign language interpreting	Measure provided	Providing teletext programme service and subtitling	

The Dutch Media Act only describes the responsibility of the Broadcasting Foundation of the Netherlands for providing teletext programme services for national broadcasting. The Media Act does not mention any obligation to provide news or other programmes with sign language interpretation, as is specified in the Danish public service contracts.

10.2 Leisure and quality of life indicators

For data sources, methodological constraints and other considerations, see Technical Report NL.

10.2.1 Expenditures for audio books

Omitted

10.2.2 Audio book titles

0.07% of the total comprises audio books.

10.2.3 Audio book loans

0.8% of the total comprises audio book loans.

10.2.4 Expenditures for subtitling and interpreting

Omitted

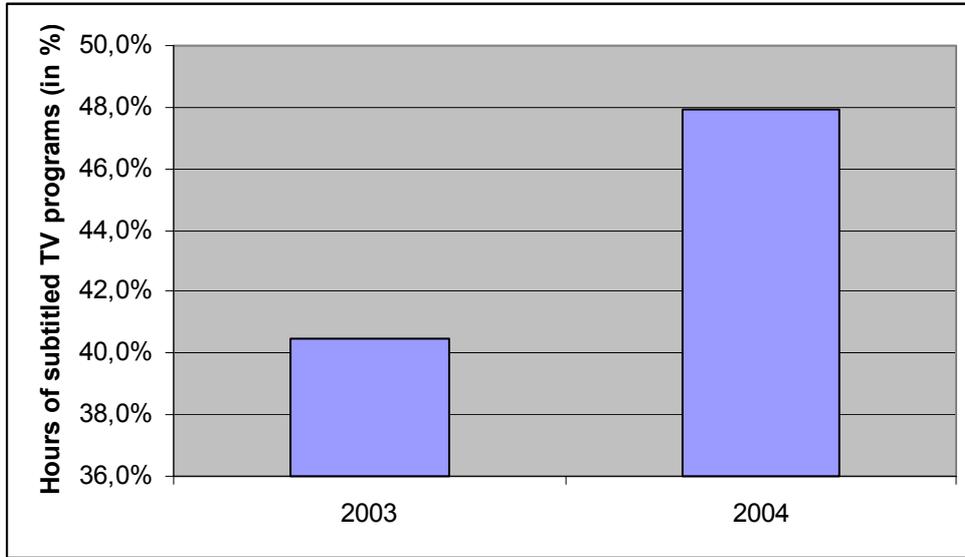
10.2.5 Number of hours of interpreted television

4.2% of programming hours broadcast consists of interpreted television.

³⁷ Mediawet, Stb. 1987, 249

³⁸ Mediabesluit, Stb. 1987, 573

10.2.6 Hours of subtitled television



10.2.7 Subtitled/interpreted news broadcasts

75.5% of the news broadcasts are either subtitled or interpreted during the entire broadcast.

11. Social Services

This section is divided into two subsections. The first outlines the main features of the Dutch policy governing social services for people with disabilities (Section 11.1). The four figures concerning benchmarking indicators in Section 11.2 can be explained in relation to this background.

11.1 Policy approach to Social Services for people with disabilities

Compared with the Danish legal framework, in the Netherlands social services for people with disabilities fall under many different legislative frameworks and levels of government.

A number of different social security schemes covering disability pensions may apply, depending on an individual's attachment to the labour market, and hence they are linked to their social insurance. All schemes are run by a national government body.

Individual transportation and any additional disability costs incurred are covered by the Services for the Disabled Act. The Act is implemented by local government bodies.

The parental wage reimbursement payable in respect of children's disabilities is covered by yet another area of the legislation, the Contribution Towards the Upkeep of Disabled Children Living at Home Act, TOG. As of 1 January 2004, the element of TOG concerning parental wage reimbursement was withdrawn. This issue may be incorporated in the overall labour agreements involving the social partners. This ministry is unable to supply any information concerning how often this measure has been used.

In general, it appears that the social policy approach with regard to the same basic principles (equality, sectoral responsibility and compensation) largely resembles the Danish model.

11.1.1 *State-funded disability pensions*

The Dutch social security system has been established since the 1950s. Although cutbacks have been evident over the past fifteen years, the system is still generous in the overall European context. A key concern in the case of the Netherlands has been to offset a significant growth in the number of persons with disabilities and the associated expenditures by seeking to implement various labour market retention or reintegration measures (see also the remarks above concerning ALMP and education).

All Dutch residents are covered by national insurance schemes. In addition, (former) employees belong to special insurance schemes that protect against loss of income due to unemployment or disability. In 2001, self-employed people with low taxable incomes were insured under the Health Insurance Act and an occupational disability insurance scheme. The table below provides an overview of the various social security schemes.

Name of Act	Financed by	Entitlement	Implemented by
SOCIAL PROVISIONS			
ABW: National Assistance Act	Tax revenues	Provides a minimum temporary (means tested) income in the event of inadequate financial resources for meeting essential living costs. Obligation to look for work, otherwise sanctions apply	Local authority, municipality
WAJONG Disablement Assistance Act for Handicapped Young Persons	Tax revenues	Minimum benefit for young persons with impairment who upon reaching 17 are incapacitated for work or became impaired as students. Review after 5 years. Benefit depends on degree of work incapacity (at least 25%) and age	Employees' social security administration (UWV)
NATIONAL INSURANCE SCHEMES			
WAZ Self-employed Persons Disablement Benefits Act ³⁹	Insurance premium payable by employer	Payable in the event of loss of earnings resulting from long-term disability (at least 25%). Re-review after 5 years	UWV
EMPLOYEE INSURANCE SCHEMES			
WAO Disablement Benefits Act (Long-term disability)	Insurance premium payable by employer	Payable after 1 year of sick leave if still incapacitated for work in 7 degrees of incapacity (at least 15%). Review after 1 and 5 years. Benefit depends on degree of work incapacity and age	UWV
WW Unemployment Benefits Act	Insurance premium payable by employee and employer	Salary-related benefit for 6 months (with employment record of 4 years) to 5 years (with employment record of 40 years). Obligation to look for work, otherwise sanctions apply	UWV
ZW Sick leave Benefits Act (Short-term disability)	Various funds to which mostly employers contribute	In general employers continue to pay wages for 1 year during a period of sickness. ZW is a safety net for employees who do not have, or no longer have, an employer, or for employees in special circumstances (temporarily employed, apprentices etc)	UWV

Source: Edwin L. de Vos: "Rehabilitation Legislation: Evaluation of the Dutch practice", 2002

³⁹ WAZ was abolished as of 1-8-2004. Therefore people with disabilities are covered by 2 (not 3) benefit schemes: WAO and WAJONG

| People with disabilities are covered by two schemes, WAO and WAJONG.

Danish legislation	Gap Analysis		Dutch legislation	
Disability social pensions, articles 16-21 ⁴⁰	Persons between 18-65 years old with permanent mental or physical impairment who will be unable to be self-supporting	Target group	WAO: All employees under the age of 65. WAJONG: Residents of the Netherlands under the age of 65 who are incapable for work when reaching the age of 17 or have become impaired since that date and were students for a period of at least 6 months in the year immediately prior to that date.	WAO WAJONG
	To ensure financially-sustainable publicly-funded support for persons incapacitated from working	Problem addressed	To ensure financially-sustainable publicly-funded support for persons incapacitated from working	
	State disability pension ⁴¹	Measure provided	State disability pensions may be granted with or without an obligation to work (WAO). Impairment is reassessed at least every 5 years.	

The principal difference between the Danish and the Dutch disablement pension schemes is the extent of the schemes' inclusiveness. In the case of Denmark, once a disability pension is granted, it stays in force for the remainder of an individual's time in the labour market unless the individual himself seeks to revoke it. In the case of the Netherlands, a person who is entitled to benefit may still have some work capacity remaining (80%+) and will therefore be obliged to work. Status and entitlement to disablement benefit are also evaluated periodically (every 1-5 years).

⁴⁰ LBK nr. 42 af 28/01/2004

⁴¹ As of 1 January 2003, the State disability pension was altered to a flat rate with individually assessed personal assistance, in accordance with the articles contained in the Social Services Act.

11.1.2 Other assistance

The Dutch policy covering the reimbursement of additional costs for people with disabilities is contained in the Services for the Disabled Act (WVG), which applies to people with impairments who are eligible to be reimbursed for additional daily living costs that are incurred because of their disability. Those qualifying are people with disabilities (mental, physical, sensorial or psychological) and the elderly.

Danish legislation	Gap Analysis		Dutch legislation	
Social Services Act, article 84 ⁴²	Persons aged 18-65 with permanent mental or physical impairments	Target group	All persons with permanent mental or physical impairments	WVG
	To ensure that persons with disabilities are enabled to participate in leisure activities through the provision of transportation and assistance	Problem addressed	To ensure that persons with disabilities are enabled to participate in leisure activities through the provision of transportation	
	Individualised financial assistance to cover daily living expenses The article is subsidiary to other articles in the Act, which implies that it should only be used when expenses are not covered by other articles	Measure provided	Individualised financial assistance to cover transportation expenses	

The comparison shows that the Dutch legislation is broader than the corresponding Danish legislation in terms of the age groups covered, but is less broad in terms of the measures provided, as it covers transportation to the location where leisure activities are undertaken, but does not cover other measures (such as personal assistance) that might enable an individual to participate in them. However, such measures are covered by other legislation that may well have a corresponding compensatory effect.

⁴² LBK nr 708 af 29/06/2004. Persons that received disability social pension prior to the reform of the Act on 1 January 2003 are not entitled to such assistance unless they are also entitled to personal assistance (Article 77 of the Social Services Act)

11.1.3 Transportation

The measures covering the provision of individual (and collective) transportation for people with disabilities are contained in the Services for the Disabled Act (WVG), which applies to people with impairments who are eligible to be reimbursed for added daily living costs that are incurred because of their disabilities. Those qualifying are people with disabilities (mental, physical, sensorial or psychological) and the elderly.

In relation to the use of individualized transportation facilities (the adaptation of cars) it is notable that a para-busing (or paratransit) scheme is also in operation, whereby elderly people and those with disabilities are picked up at their own residences and taken to their requested destinations. Consequently the Care Sector Report expenditures for individualized transportation for the elderly and those with disabilities amounted to EUR 266,500,000, while the provision of collective transportation facilities amounted to EUR 165,700,000⁴³.

Danish legislation	Gap Analysis		Dutch legislation
Social Services Act, Article 99 ⁴⁴	Persons aged 18-65 with permanent mental or physical impairment	Target group	Persons with permanent mental or physical impairment
	To enable members of the target group to retain or seek employment or undertake education	Problem addressed	To enable persons to take part in society with the help of transportation
	Financial support to purchase an automobile Support is provided as a loan without either interest or payments Normal support rate is DKK 136,000 over six years; 50% of the loan is repaid	Measure provided	Financial support for: Individual means of transport, e.g. bicycles modified to the clients' needs, tricycles, seats on bikes adjusted to transport children, provision of tandems etc. A car which is modified to the client's needs; an electric scooter with a roof; all other means of individual transport
			WVG, article 2

It is noteworthy that the measure for car adaptation does *not* imply the disbursement of interest-free loans or a supplement towards the purchase of a new vehicle, but solely a grant for the adaptation of a vehicle. In this sense the Dutch measure may be regarded as being limited in terms of purchasing a new vehicle, but also as being more extensive through providing a grant rather than a loan for the adaptation of the vehicle.

It is significant that the Dutch measure also covers other modes of transport in addition to car adaptations, implying that expenditures under this measure also encompass more than just car adaptations.

⁴³ Dutch Ministry of Health, Welfare and Sports: Care Sector Report 2000-2003, p. 62

⁴⁴ LBK nr 708 af 29/06/2004

11.1.4 Parental wage reimbursement

Danish legislation	Gap Analysis		Dutch legislation
Social Services Act, Article 29 ⁴⁵	Parents with children and youths under 18 suffering from significant and permanent mental or physical impairment	Target group	TOG, Article omitted
	Ensuring that addressing the needs and proper care of a child does not have serious economic consequences for the family	Problem addressed	
	Reimbursement of loss of income due to care of own child. A condition is that parental care is considered the most relevant action. Reimbursement is calculated on the basis of the previous gross parental income	Measure provided	

Until the end of 2003, the parents of children with disabilities were entitled to wage reimbursement of up to 10 days in the event of the disability-related illness of their children. This issue now falls within the scope of the collective labour agreements, and may be sector-specific. It therefore appears that the Danish legislation contains a measure that is no longer universally available in the Netherlands.

11.2 Social Services indicators

For data sources, methodological constraints and other considerations, see Technical Report NL.

11.2.1 Expenditures for State disability pensions

12,557.3 euros per person (expressed in terms of 2003 prices).

11.2.2 Number of recipients

33.4% (large population) and 158% (small population) respectively.

11.2.3 Total expenditures

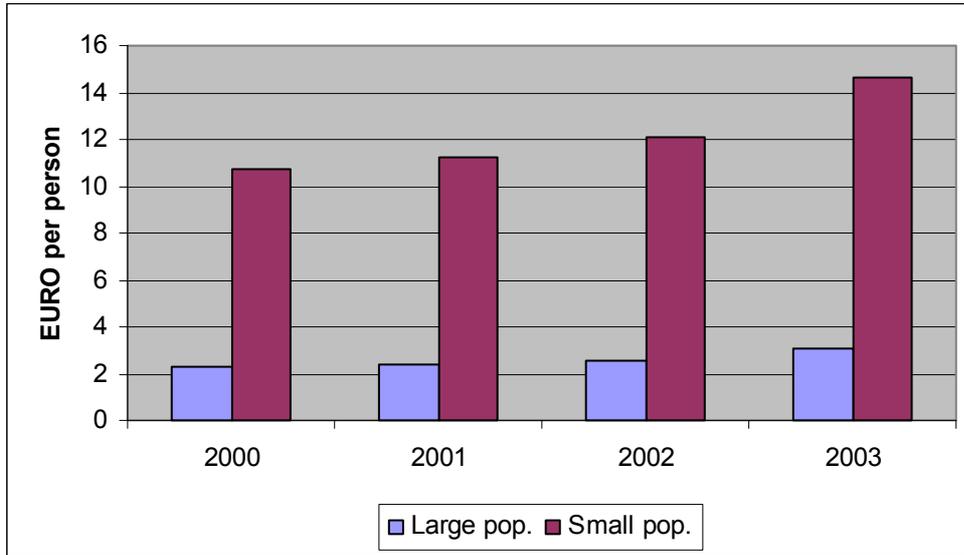
Omitted

11.2.4 Number of recipients

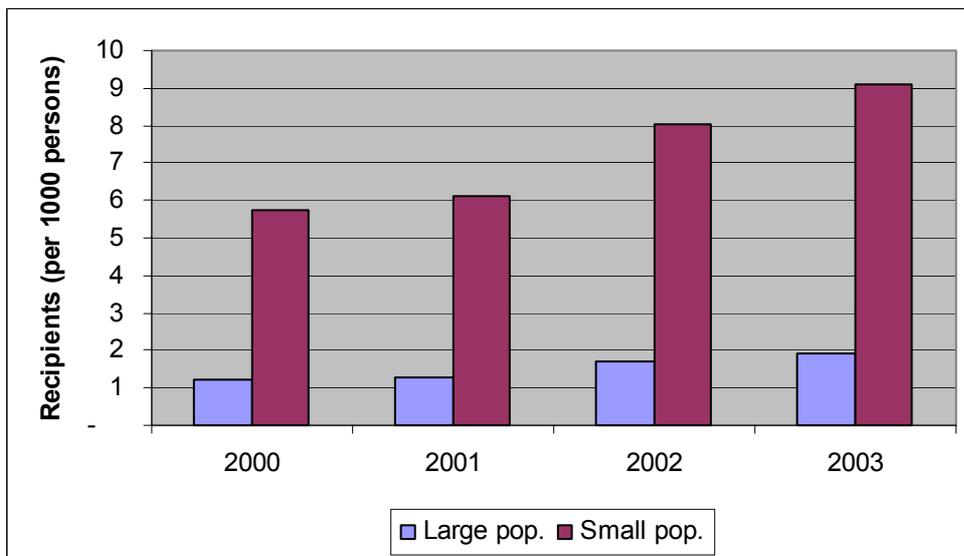
Omitted

⁴⁵ LBK nr 708 af 29/06/2004

11.2.5 Expenditures for cars for people with disabilities



11.2.6 Number of recipients



11.2.7 Expenditures for parental wage reimbursement

Omitted

11.2.8 Parental wage reimbursement recipients

Omitted

12. Sources

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- Vos, Edwin L. de: "Rehabilitation Legislation: Evaluation of the Dutch practice", 2002

Specific sources for the benchmarks are contained in the technical report.

13. Interview log

Date of interview	Kind of interview	Person interviewed	Organisation
February 1 st , 2005	Personal interview	V.A. Lapré	Ministry of Health, Well-being and Sports
February 1 st , 2005	Personal interview	Kees Keuzenkamp	Ministry of the Interior and Kingdom Relations
February 1 st , 2005	Group interview	Wladimir Trabsky and Willem Kort	Ministry of Housing, Spatial Planning and the Environment
February 2 nd , 2005	Personal interview	Lydia Colijn	The Ministry of Education, Culture and Science
February 2 nd , 2005	Personal interview	Gerard van Egmond	Dutch Ministry of Transport, Public Works and Water Management
February 2 nd , 2005	Personal interview	Henriette van de Pol	SGBO, Research and Consultancy Agency of the Association of Netherlands Municipalities
February 2 nd , 2005	Personal interview	M. Menken	Ministry of Social Affairs and Employment