

Oksana Sinyavskaya,

Sergey Vassin

Social Integration of Youth with Disabilities

*Papers prepared for the UN workshop on
“Social Integration of Youth with Disabilities”*

St. Petersburg, December 22-24, 2003

Draft

Acronyms:

DPO	—	disabled people organization (nongovernmental / public organization dealing with disabled or also consisted of people with disabilities)
EFA	—	education for all
IE	—	inclusive education
IED	—	individual education program/curricula
IRP	—	individual rehabilitation plan
SEN	—	special education needs
SPPD	—	social policy for people with disabilities
VOG	—	All-union (later – all-Russian) association of deaf people
VOI	—	All-union (later – all-Russian) association of disabled people
VOS	—	All-union (later – all-Russian) association of blind people
YPD	—	young people (youth) with disabilities

I. Review of the principles and policy recommendations for program implementation (developed countries)

1.1 Modern approaches to social policy for people with disabilities

Increased attention to the interests of individual as an object of national policy in various spheres during last decades of the twentieth century led to the adoption of the United Nations Copenhagen Declaration on Social Development (1995) which proclaimed concern about people as a main condition for sustainable development.

The core concept of new approach to social order is *social integration* aimed at creating ‘a society for all’, “where every individual, each with rights and responsibilities, has an active role to play”. Social integration is not only aim in itself but at the same time serves as a mean of social development in society. As a mean it reflects the capacity of society to develop "based on the promotion and protection of all human rights, as well as on non-discrimination, tolerance,

respect for diversity, equality of opportunity, solidarity, security, and participation of all people, including disadvantaged and vulnerable groups and persons".

One of the main tasks of social integration is protection and full integration of vulnerable and disadvantaged groups and persons in economic and social spheres of society, including inclusive and equal access to education, information, technologies and know-how.

Policy of equalizing opportunities for people with disabilities, maintained by United Nations and other international organizations, is based on the approach outlined above. The turning-point in developing new approach to social policy for people with disabilities (SPPD) is a new definition of disability as a social phenomenon, formed by society. Modern SPPD includes human rights-based approach to disability and new definition of social vulnerability as a basis for defining concepts of availability and accessibility.

Developing a framework for human rights approach to the concept of disability. The core of the concept of social integration of people with disabilities is integrated approach to promotion of human rights for all, not only for people with disabilities. Law provides access to material welfare as a result of the protection of individual's rights and opportunities. In accordance with the law "person can have access to some opportunities and choose not to use other ones".

Human-rights approaches analyze how society marginalizes persons with disabilities, and how the social environment could be changed and become more inclusive¹, as well as abandonment of institutional settings for exclusion and isolation of people with disabilities. Thus, the focus is shifting from adaptation of people with disabilities to so called normal conditions of social life towards changing social environment itself.

Accessibility was identified in General Assembly resolution 52/82, of 12 December 1997, as a priority in furthering the equalization of opportunities for persons with disabilities. Accessibility of the environment is a general term. Primary attention to this factor reflects the shift of focus from medical treatment of disability, from care for people with disabilities, social protection and assistance in adaptation to so called normal social environment to adoption of the socio-economic schemes to advance opportunities and rights of people with disabilities, their participation in social life and changing the environment to provide equality of opportunities for

¹ Oliver, Michael, "Changing the social relations of research production", *Disability, Handicap and Society*, vol. 7, No. 2, quoted from Issues and emerging trends related to the advancement of persons with disabilities. Report of the Secretary-General, [A/AC.265/2003/1](#) 19 May 2003, p. 4

all. Accessibility is not the concern of a specific social group but is an essential prerequisite for the advancement of all².

Access is not an act or a state but refers to freedom of choice in entering, approaching, communicating with or making use of a situation³. The criteria for universal dimensions of accessibility should: a) recognize the social context, (b) consider the situation of the whole person, (c) take age and cultural factors into account and (d) support analyses in terms of the individual and the environment⁴.

Criteria for evaluating level of accessibility of environment⁵:

- (a) Orientation (who) — do you have information you wish?
- (b) Independence (what) — do you choose what you wish to do?
- (c) Mobility (where) — do you go where you wish?
- (d) Occupation of Time (when) — do you engage when you wish?
- (e) Social Integration (with whom) — are you accepted by others?
- (f) Economic Self-Sufficiency (with what) — do you have the resources you need?
- (g) Transition (change) — are you prepared for change?

Listed criteria define target indicators to provide equal access to opportunities for people with disabilities.

Vulnerability. Traditional inclusion of people with disabilities in socially vulnerable groups is a reflection of the framework approach to people disabilities as minorities. The data suggest that disability is a normal aspect of life; all kinds of disabilities can happen to all types of

² Issues and emerging trends related to the advancement of persons with disabilities. Report of the Secretary-General, [A/AC.265/2003/1](#) 19 May 2003

³ Brown, Scott Campbell, “Methodological paradigms that shape disability research”, in Gary L. Albrecht, Katharine D. Seelman and Michael Bury, eds., *Handbook of Disability Studies* (Thousand Oaks, Sage Publications, 2001), quoted from Issues and emerging trends related to the advancement of persons with disabilities. Report of the Secretary-General, [A/AC.265/2003/1](#) 19 May 2003, p. 4

⁴ Issues and emerging trends related to the advancement of persons with disabilities. Report of the Secretary-General, [A/AC.265/2003/1](#) 19 May 2003

⁵ Report of a consultative expert meeting on critical issues and trends related to disability and human rights: emerging issues and concepts, York University, Toronto, 17-19 June 2002.

people at all stages in their normal lifecycles.⁶ The task for analysis is to reconsider vulnerability as a policy variable that affects all⁷: *“No social group is inherently vulnerable. However, all groups face vulnerabilities that are largely the outcome of economic, social and cultural barriers that restrict opportunities for, and impede the social integration/participation of the members of the groups.”*⁸

One of the main sources and demonstrations of vulnerability is a lack of hard income, poverty, including access to profitable activity. Very often it is related to the socio-cultural stereotypes, discriminative attitudes and practice.

There are three categories of environmental barriers to the promotion and realization of social integration of persons with disabilities: (a) adapting to a disabling condition and maximizing functional capacity, (b) interacting with the community and with society, and (c) gaining access to social and economic activities that give meaning and purpose to life⁹.

With reformulation of the term vulnerability new approach to defining disability emerged and it is based on the criteria accessibility of the main spheres of life to provide equal opportunities. Accessibility is existence of choice and opportunity to independently make a choice. Attention is shifted to the existing opportunities in the society. As presented in the table below, the units of analysis are the person, family, society and the larger environment. The analysis introduces life cycle changes rather than the static analysis of WHO-(ICIDH)¹⁰.

⁶ Robert L. Metts, “Planning for disability”; paper presented at a panel discussion on independent living of persons with disabilities, United Nations, 3 December 1998.

⁷ Issues and emerging trends related to the advancement of persons with disabilities. Report of the Secretary-General, [A/AC.265/2003/1](#) 19 May 2003

⁸ Report on the World Social Situation 2003. Social Vulnerability: Sources and Challenges. United Nations, New York, 2003, p.7

⁹ Identified by the participants of the United Nations interregional expert meeting on sustainable livelihoods and persons with disabilities, hosted by the Government of the Republic of Indonesia at Jakarta (15-17 January 2002),

¹⁰ Issues and emerging trends related to the advancement of persons with disabilities. Report of the Secretary-General, [A/AC.265/2003/1](#) 19 May 2003, p. 6

Evolution of the term disability: from analysis of ability to analysis of lifetime situations

Function's category	Defining abilities of individuals	Access to the lifetime situations
Orientation	Receive and react on signals coming from the environment	Information exchange
Physical independence	Support existence without external means or support	Choice
Mobility	Move independently in environment	Travels
Occupation	Normal way of spending time	Actual use of time
Social integration	Participation on normal social communication	Actual communication
Financial self-sustainability	Conduct socio-economic activity	Control over financial resources
Transition*		Preparedness for changes in life

Source. Problems and New Trends in Improving Position of People with Disabilities. The Ad Hoc Committee on a Comprehensive and Integral International Convention on Protection and Promotion of the Rights and Dignity of Persons with Disabilities. New York, 27 June 2003. United Nations, A/AC.265/2003/1. p.7-8.

Inclusive approach and its core principles of accessibility highlights the need to change the society as a whole. The Standard Rules on the Equalization of opportunities for persons with Disabilities¹¹ lay down the framework for implementation of such policy.

Special programs for social integration of particular groups of disabled persons has the right for existence but the success of such initiatives is possible only within the framework of common SPPD. In this regard we will consider common for all people with disabilities situation in the spheres of employment and education and after that will move to the review of the situation with integration of youth with disabilities (YPD).

1.2 New approaches to the provision of employment for people with disabilities

The lack of opportunity to get a paid job is one of the main sources of social disadvantage; therefore, the elimination of barriers to employment is a priority direction of the

¹¹ adopted by the General Assembly of the United Nations in 1993

policy of social integration of people with disabilities. Experts single out three main causes of the high level of unemployment among people with disabilities, which are as follows:

- social prejudice about the lower productivity of the disabled which results in the unwillingness of employers to hire people with disabilities;
- most workplaces in the free/open labor market are not technically adjusted or altogether physically accessible for people with disabilities;
- the lower level of general education and the absence or lack of professional training of the disabled in the professional areas demanded by employers.

Opportunities of employment and the effectiveness of job search also depend on such factors as age of the person and age of becoming disabled, the type of disability (visible/manifest and latent disabilities, their character: hearing disabilities, sight disabilities, mental diseases, etc.), level of education, personal attainments, special skills and ability for re-training, family potential to support the person, and others.

The earlier interpretation of disadvantage that treated people with disabilities as a minority group which needs protection and the focus on physical and sensory abilities, as well as development aptitude, associated with disabilities are reflected in the measures of special employment policy towards the disabled. The main instruments of this policy included the system of quotas and the provision of employment for people with disabilities at specialized workplaces and sheltered workshops.

As practice shows, these measures have not been efficient. The main problem with **quotas** consisted in the low quota levy and/or poor control of their observance. As a result, in the countries where the system of quotas was used, very few people with disabilities were employed. The other aspect of this approach implies offering of low-paid jobs that do not require high qualification to highly qualified people with disabilities. Introduction of special measures that would impede dismissal of people with disabilities hired through the quota system also did not bring the expected result. There are cases when the introduction of measures meant to stimulate and protect the employment of people with disabilities lead to an opposite effect: employers refused to hire such people (Germany) or preferred to “pay off” with a fine for not hiring them (USA, Germany).

Employment at **sheltered workshops** increased social isolation of the disabled and limited their opportunities of independent earnings outside the workshops. In general, such workshops were not created by people of disabilities, the latter being but employees who did not take part in decision making. Evidence shows that as a result employers sometimes deliberately

limited professional growth of the disabled so as not to let them go to ordinary enterprises (Russia).

The policy of social integration regards economic self-efficiency as the ability of the individual to influence and control economic resources, as well as to manage risks and uncertainty. Therefore, the goal of the new employment policy towards people with disabilities is their integration in the open labor market, where they participate as partners in policy construction and development.

Since the main barrier to this goal is the fact that workplaces are inaccessible and technically unadjusted for the disabled, modern national employment policies should shift from traditional instruments (such as quotas and fines for their non-observance) to elimination of the principal causes of inequality at the workplace. There are two general approaches to the **organization of workplace** for people with disabilities: the North-American (USA, Canada) and the European (Germany) ones. In the first case, the employer adjusts the workplace to the particular limitations of his/her employees with disabilities: changes the organization of the workplace, the equipment involved, the terms of employment, provides the disabled person with general or personal assistance. In the second case, the employer tries to make all the workplaces accessible for people with disabilities.

When employment in the open labor market is impossible because of a severe disability, the new approach suggests to change employment at sheltered workshops with the so called **supportive employment**, i.e. creation of special workplaces at ordinary enterprises (United States, Australia, Canada, United Kingdom). The concept of “supportive employment” varies from country to country. For example, in the United States it means individual employment, creation of a cluster of workplaces (3-8) for people with disabilities within the larger company, mobile working groups, or small enterprises. The efficiency of such programs is also different in different countries. The general argument in their support is associated with social and psychological advantages for the disabled as compared to specialized forms of employment. Their economic efficiency is noticeable in the USA and fairly absent in the United Kingdom.

Social enterprises, another form of integrated employment of people with disabilities, are non-for-profit non-state enterprises managed according to democratic principles, with all their members (employees) having equal rights, whereas profit is allocated for the development of the enterprise itself, improvement of the quality of services provided to the employees and the society in general. Forms of such enterprises are varied and include social firms, social businesses, social enterprises, enterprises, community cooperatives, workers cooperatives, social

cooperatives, credit associations, micro-credit and mutual guarantees associations, etc. One of the forms of social enterprises recommended by international organizations is cooperatives managed by people with disabilities and based on the model of micro-crediting. An analysis of the activity of social enterprises in 18 industrially developed countries conducted by the European Commission in 2000 provided little evidence of the strategies of these enterprises that would be aimed directly at the employment of people with disabilities. In the United Kingdom, barriers for the development of social enterprises included: poor understanding of opportunities and values of social enterprises, limited information about the influence of social, natural and financial environment on their development, insufficient consultancy support from the state and business community, difficulties in fundraising, that fact that financial, legislative, and regulatory frameworks and purchasing/procurement organizations do not take into account peculiarities of social enterprises, the inadequate training of social enterprises' managers/CEOs in business matters, financial and human resources management¹².

Implementation of the social integration policy of people with disabilities on the principles of partnership allows to enlarge the instruments of influence both on the employer and the disabled person: to shift to an interested dialogue between employers, employees, organizations of people with disabilities; to provide financial stimuli for the employers hiring people with disabilities and encourage such people to search for a job. **Financial stimuli** for employers include: grants, exemption from social insurance payments / social security deductions, tax benefits, wages subsidies for the disabled, financial support for re-equipping workplaces, as well as direct (in kind) assistance in the form of tools, equipment, educational materials, technical means and carriers, as well as readers (for the blind). Analysis of the use of such practices shows that the introduction of certain payments (e.g. subsidies for re-equipping workplaces for people with disabilities) has led to the growth of the number of those disabled. Therefore, it is recommended that the programs of support for employers be carefully and constantly controlled and their efficiency be assessed.

Encouraging compensations for the disabled trying to remain in the labor market include: rehabilitation payments (Finland); unemployment benefits; social benefits that depend on the income in the recipient or partial [unemployment] benefits when the recipient finds a job but should the place turn out unstable, the losses would be compensated for (Germany); special social security terms (Germany); additional medical insurance (USA); tax benefits and tax

¹² The right to decent work ...p. 45-47.

credits; monetary and in kind payments that compensate for expenses directed association with the job (Denmark, UK, Germany, Rumania). In some countries, people with disabilities are financially encouraged to work, the stimulating practices including: micro-crediting and support for establishing small enterprises; better wages for employees with disabilities; money for adjustment of the workplace and purchase of the necessary equipment; subsidies for professional training and rehabilitation, etc.

An analysis of the efficiency of the current disability employment programs has shown that all of them tend to support people who already have a job, rather than those who do not work. Moreover, statistical data testifies to a most strong correlation between employment of people with disabilities and ordinary people. In other words, the general forces governing the labor market also have a strong impact on the employment of people with disabilities, which means that the general policy promoting employment also stimulates employment of special needs groups, including the youth and people with disabilities¹³. Thus, success or failure of disablement employment policy depends on the efficiency of the general employment program.

1.3. Equality of people with disabilities in education: Principles of provision

For the integration of people with disabilities into the society, the meaning of education has two aspects. On the one hand, employment is no doubt a key issue for successful integration of people with disabilities into society. A prerequisite of this goal is education and vocational training of people with disabilities. Realization of the educational potential of the disabled people in the labor market can serve as a criterion for assessing the effectiveness of the social policy for people with disabilities in general. Education here is a bridge leading to employment, and its role is rather utilitarian. On the other hand, education is a fundamental value that determines one's social status, opportunities for personal self-realization, and even the contents of life. It is widely recognized that it contributes to the development of human capital, improves economic development, and enlarges one's opportunities. In other words, education is an end/value in itself and recognized as one of the fundamental rights of the human being.

As a result of the realization of the integral approach to the integration of people with disabilities into society in the sphere of education, the International declaration *Education For All* (EFA) and its key conception of **inclusive education** (IE) were adopted within the Dakar Agenda (2000), which in regard to people with disabilities, means that they get their education at

¹³ Disability programmes in need of reform (OECD, March 2003)

educational institutions ordinary for the society in question. The inclusive education conception coincides with the “mainstream” conception used with regard to employment of people with disabilities.

The fundamental principle of EFA is that *every* human being must have an opportunity to study. The fundamental principle of IE is that all people must have an opportunity to *study together*, irrespective of difficulties they may encounter or differences in abilities they may have. Inclusive education is focused on people with **special education needs** (SEN), and people with disabilities are only one group among them.

The 1994 international conference on special education needs (Salamanka, Spain) adopted the Declaration and Agenda approved by 92 countries and 25 international organizations. Section 7 of the Salamanka Agenda defines inclusive education/schools as follows: “*Inclusive schools should identify and correspond to various needs of the students, use different styles and tempos of education, guarantee high quality education to all by means of adequate educational curricula, organizational events, educational strategies, resources and partnership with the local community. Each school should offer a continuum of services that corresponds to the continuum of special education needs*”.

Research on the introduction of the IE conception in Asia has shown (Metts, 2000) that (1) elementary education of children with SEN in ordinary school brings about personal, social, and economic effect; (2) most special education needs can be successfully and cheaper implemented at integrated schools, rather than at specialized segregated institutions; (3) most children with SEN can be admitted to ordinary elementary schools, and this will be more profitable. According to 1994 OECD estimations, average expenses on education of children with SEN at specialized educational institutions are 7-9 times higher than their education at general education institutions¹⁴.

S. Peters differentiates between three **models of IE financing**¹⁵:

- *child-based model* within which central government funds are directed to regions or municipalities in the forms of: (a) grants of equal amount; (b) proportionally to the

¹⁴ Peters, S., Inclusive education ... 2003: 47

¹⁵ These models are used for financing secondary IE; support for professional post-secondary education of people with disabilities is usually funded from the state budget and by employers. We did not find any information about models of financing of integrated higher education. Apparently, young people with disabilities can be supported through scholarships (US experience).

- number of students; (c) on the basis of census data (the proportion of children with SEN is assumed to be equally distributed among regions and municipalities);
- *resource based model* within which the amount of funds is determined by the services provided, rather than by the number of students;
 - *output-based model* within which funds are distributed among the schools according to output results (testing scores).

An analysis of the use of these models has shown that the first one is based on the definition of disability and is not connected with education needs, which leads to an overestimation of the number of children with SEN and making the role of the parents more prominent. The third model stigmatizes children with disabilities and contributes to their isolation in specialized educational institutions, as lower educational attainments of some children with SEN may downplay the total attainment rating of the school and, therefore, cut down its financing. It is recognized that the second model meets the IE tasks best of all; however, it should be supplemented with instruments/arrangements that would allow assessing its effectiveness and control for the observance of needs of children with SEN.

Expenses on the realization of inclusive education can be cut down in the following areas: (a) teachers' training and the use of professional training strategies (internal training at workplace with the use of experience of people with disabilities who may work as coaches); (b) strategies of professional training before one's professional carrier (inclusion of specialized courses in the teachers' training curriculum); (c) centralized resource centers, support programs to the poor, and cooperatives (transformation of specialized schools into resource centers providing material, technical, and consultancy assistance to secondary school teachers; establishment of cooperatives managed by people with disabilities and providing consultancy and technical assistance, etc.); (d) involvement of parents to be teachers' partners; (e) assistance to children with disabilities by ordinary children¹⁶.

Despite the great number of studies devoted to inclusive education and the recognition of the efficiency of this conception, in the EFA context, inclusive education remains a very complex problem, and there no coherent conception of its implementation so far. First, because disability is a group of problems pertaining to health, education, social security, labor market, etc. Second, inclusive education can be implemented at different levels, be based on different

¹⁶ Peters, S., Inclusive education ... 2003: 53-55

classifications of SEN. Any combination of these goals, levels, and motives can be called inclusive education.

Another problem is connected with the **variety of definitions of SEN**. Classification of special education needs differs greatly from the traditional 4-group classification: mental diseases, blindness, deafness, mental retardation. There are more than a dozen of classification criteria. Many countries include certain groups of people without disabilities (orphans, homeless children, ethnic minorities) in the category of people with SEN. One of the most wide-spread approaches to the definition of SEN is the approach developed by OECD countries and adopted in the International Standard Classification of Education: it includes people whose education requires additional private and/or public resources. The following additional resources are meant: personnel (the number of students in one group), materials (technical facilities, equipment, etc.), and financial resources (e.g. budget funds). This definition is rather broad and includes three categories of students:

Category A: education difficulties are caused by a biologically manifest disability;

Category B: education difficulties without any visible reason;

Category C: education difficulties caused by social barriers.

The problem of definition of SEN consists not only in the variety of classification criteria. Difficulties arise at the next stage – that of identification of people with SEN, as this process of identification can divert considerable financial sources from investments to IE development. For example, the United Kingdom uses a definition based on the need in special educational services but neither differentiates between such people, nor counts them. Other countries use two indicators: the severity and type of disability.

Absence of a canonical model of IE results in the necessity to analyze practical results, especially the best cases of inclusive education. The history of practical implementation of IE is rather short and deals primarily with school education. It may seem that this experience is implicitly related to the integration policy of the YPD. However, it should be noted, first, that the majority of this group is made up of people with disabilities from childhood/birth; second, inclusive vocational, secondary vocational and higher education become much more difficult and even impossible for the disabled who had studied at segregated schools; and third, approaches to inclusive school and post-school education have a lot in common.

Best examples of inclusive education in the USA, Canada and OECD countries (general results and approaches). Centers and schools of inclusive education established by

Marsha Forest in a number of Canadian provinces and cities (Ontario, Toronto, Montreal) are among most well-known IE programs in North America. The core of this conception is the “*belief in children and their potential abilities*”. This belief is implemented in a number of educational programs. Canadian New Brunswick schools are another well-known example. Here, all children without any exception study together. In the United States, two school reforms should be noted: *Success for All* (Robert Slavin) and *Accelerated Schools Project*. The latter was adopted by more than 1000 elementary and secondary schools in 41 states. All the programs have been evaluated as very effective in economic and educational terms. In Europe, children with disabilities study at ordinary schools only in Italy and Denmark. In the other countries, specialized schools persist; however, the general tendency is towards the expansion of inclusive schools.

All inclusive schools are based on **individual education programs/curricula** (IEP) which allow identifying SEN of the student. While composing IEPs, advantages of the individual are taken into account and his/her peculiar needs are assessed. On the basis of these two parameters, curriculum is adjusted and a list of necessary arrangements is made.

Factors contributing most to successful inclusive education are the following:

1. Teachers’ training is the most important factor. It is based on practical workshops (in class) focused on the attitude of the teacher towards the students, and the ability to switch the roles. The training should be repeated several times (in cycles). An expert works with teachers right in the class. The best result is when the “trainer” is totally integrated in the school.
2. Systemic approach implies that all school staff is involved, because the general outcome depends on the operation of school as a whole. The following parameters are important here: teacher’s load (with the number of students), the size and equipment of the room.
3. Elaboration of education programs is oriented to the development of practical skills in the graduate years of secondary school (work-based learning).

The main **trends** discovered in the research of 30 OECD countries’ experience in the development of inclusive education are as follows:

- the transformation of specialized schools into resource centers which: train and educate the teachers and other school staff; prepare and disseminate materials and techniques; provide assistance to schools and parents; provide temporary assistance to students; support students when those enter the labor market;

- individual curriculum still plays the central role in the assessment of the degree and type of adaptation required and of the student's progress.

This research also helped identify the following problems and barriers for the development of inclusive education:

- at the level of general secondary education, there appear serious problems, as compared to the elementary school problems. They are caused by the low level of teachers' training, the less positive attitude on behalf of the teachers, and the increasing gap between attainments of students with SEN and the rest of the students;
- the role of parents: while in general parents of children with disabilities are very much in favor of inclusive schools, families with children with severe disabilities prefer specialized schools;
- financing is the main barrier for inclusive education and training, therefore many countries take steps to reform the financial provision of schools.

Vocational training and transition from studies to work. As international experience shows, secondary and vocational education is crucial for involvement of people with disabilities in the labor force. The guideline of vocational education and re-training is that it must meet the main requirements of the labor market. Vocational training of people with disabilities should be oriented on the labor market, rather than on social protection. People with disabilities should be integrated in general education programs, provided their personal needs and problems are taken into account. In some countries, for people with disabilities to participate in the general process of vocational training, a part of education places is reserved. People with disabilities who attend such courses are supported through subsidies, scholarships and other instruments such as additional training and necessary medical rehabilitation¹⁷.

Surveys conducted in many countries show that transition from school to work is the most difficult stage of involving people with disabilities into labor activity. This transition is a great difficulty for young people in general. It is here that problems of practical implementation of the knowledge and skills received, and problems of entering a new labor collective and communication with the employer begin. For YPD, as well as for the institutions in charge of

¹⁷ Employment of people with disabilities in transition countries [Zanyatost' invalidov v stranakh perelhodnoy ekonomiki]. ILO. Moscow, 1996. P. 41.

their labor rehabilitation, this stage is particularly difficult. The system of integration of people with disabilities into the sphere of employment confronts the real labor market environment.

For the system to be efficient, expert efforts are needed: from teachers and psychologists to labor market and employment service specialists. It is possible to roof all these efforts at specialized centers within employment services, which would help people with disabilities get familiar with workplaces, provide consultancy on the use of knowledge received, advice on how one should behave in the labor collective, provide legal advice and take on the responsibility for successful labor career of YPD. Such centers should aim at the involvement of people with disabilities in the labor process that would meet their own demands and demands of their employers.

A way to facilitate the process of a disabled person's entering work activity is training at the workplace / apprenticeship which can help people with disabilities cope with tasks and requirements of the new job. Such apprenticeship allows the employer to get to know the future worker, thus improving the chances of the latter to be hired. As a rule, it requires subsidies for the employer and provision of control that the workplace meets personal demands of the disabled person, and modern technologies.

A correct assessment of vocational training of the disabled person should become one of the main tasks of such centers and be performed by labor and vocational training experts, psychologists, etc. The person with disabilities should be assisted in the choice of specialization, planning the course of individual training according to his/her needs and adaptation to the new work after studies. Besides state employment services, it is useful to involve non-governmental and private organizations in these activities.

1.4. Young people with disabilities: Specificity of the social group and social policy measures

So far we have been speaking about social policy for people with disabilities and its particular directions with respect to all people with disabilities. It has been shown that the efficiency of employment and education policy for the disabled to a considerable extent depends on the age of individuals and the age when they became disabled.

Young people with disabilities (YPD), the subject of this paper, make up a social group which has been studied rather poorly. Whereas it is at this age (15-24 years) that the transition from childhood to adult life is made. This implies learning skills, going through the process of physical and psychological growing and acquiring a social identity – which make it possible for

the young person to become a full member of society. YPD needs do not differ from those of other people of their age and include needs in education, vocational training and employment, as well as socialization and maturing through participation in social, cultural, religious, and economic events of society. However, with YPD, these needs remain unsatisfied.

The most serious barriers in the life of YPD include: prejudices, social isolation and discrimination. Families with children with severe disabilities often anticipate their early death and, thus, do not pay much attention to their education. It is often argued that YPD should stay at home as long as possible (or altogether). Personal assistance to children with disabilities provided within family (primarily by mothers) often impedes the development of elementary skills of self-care, which also makes the transition to adult life more difficult. Such attitude results in the fact that most YPD have a lower level of education than ordinary people of their age. The quality of education of YPD is often worse. Sometimes there are limitations as to professional education alternatives.

As a result, YPD have fewer chances to find a job than people of their age without disabilities: they have a lower level of education; their special labor skills are less developed or not developed at all; with some, the range of jobs is limited by specific physical, sensory or mental diseases. In most cases, they are also confronted with prejudice of employers who refuse or fear to hire them. Experts note that, as compared to the youth in general, YPD have less rights to make a mistake, they are seldom given a chance to test their professional skills. Therefore, among YPD there are more non-active, unemployed, and under-employed (employed part-time, or at seasonal jobs, etc.) people. Even when their education is compatible with that of people of the same age without disabilities, YPD look for a job longer, get jobs that require lower qualification, are less secure or provide poorer career prospects. In this group, there are more people working in the informal sector or on the base of oral agreements.

In the social structure of people with disabilities, YPD is most active group oriented towards independent earnings for one's life. However, unlike adult people with disabilities, YPD have no job experience and face the problem of entering the labor market for the first time (and not for a second one). As disability is a social phenomenon, then preservation of obstacles to employment and education of disabled youth, including negative incentives in systems of benefits and privileges related to disability, may create conditions for social dependency even within this social group. Therefore, realizing national policy of social integration of disabled people, policy-makers should primarily draw attention to YPD.

However, most national programs for people with disabilities are aimed at either children with disabilities or adult people and, thus, ignore the unique social, psychological, educational, and cultural needs of YPD. At the same time, YPD seldom participate in target national programs for the youth (Groce, 2003). Even in the United Nations, YPD has long not been recognized or particularly protected. For example, Standard Rules providing a list of most disadvantaged people with disabilities, mention children, ethnic and other minorities members, adult women, but do not include teenagers and the youth in this list¹⁸.

Only 12% of all experts and organizations dealing with problems of people with disabilities who participated in the international UNICEF project could mention special programs for young people with disabilities as a special target group. Most of them were not very large involving less than 100 people in the countries where there are millions of people with disabilities. Moreover, most programs involve only city population and wealthier young people. Thus, it is just models, rather than large-scale programs (Groce, 2003: 22).

In developed countries, the positive experience of realization of YPD education programs is associated with the system of supervision (personal assistants) within which, at secondary school, a child with disabilities is assisted by a supervisor who accompanies him/her up to the moment of finding a job, provides consultancy to the parents of the child, examines his/her professional abilities, assists in the communication between the individual and school, vocational institutions, and employers. Improvement of networks and connections between schools, vocational institutions, parents, social workers, and teachers as a result of specialized programs for YPD in developed European countries, has led to the increase of level and quality of YPD vocational training. However, nearly all employment programs for YPD are particularly weak with regard to the period of transition from vocation training to employment.

Development of new technologies contributes to improvement of YPD situation at the labor market. Young people in general easier learn to work with computer and means of electronic communication. Equipment of computers with such special facilities as Braille line or conversion of text into sounds and vice versa, as well as special modes of contrast and large characters for people with sight disabilities extends possibilities of the use of computers by disabled people. Means of electronic communication have made it possible to work at home, which diminishes the barriers to employment caused by the inaccessibility of physical environment. Possibility to establish contacts with other YPD via the Internet, which allows to

¹⁸ Groce, 2003: 11

exchange experience, information and other resources including those pertaining to transition to adult life, becomes increasingly more recognized (Finguerias, 2001 / cit.by Groce, 2003: 25).

UNICES singles out the following criteria to assess the efficiency of social programs for YPD:

- (1) irrespective of whether the programs are addressed exclusively to YPD or also to young people without disabilities, they should encourage YPD to participate in activities that help develop skills and confidence necessary to function effectively in society;
- (2) such programs are well worked out in terms of anticipated results, necessary organizational structure and financing of active support;
- (3) they include the assessment component which guarantees that the programs and services provided meet the real needs of YPD and their long-term goals;
- (4) such programs would be especially efficient, if YPD would themselves participate in their development, control their realization and assess their efficiency; if they would help develop skills of leadership, protection, and self-sufficiency with YPD¹⁹.

¹⁹ Programs for YPD realized on the basis of such principles can be integrated into the so called community-based rehabilitation programs for people with disabilities.

II. Social policy for people with disabilities in Russia

2.1 Statistical information about people with disabilities in Russia

The integral approach developed within the general SPPD doctrine (see Part I) assumes that the criteria of universal character of access should include:

- social context;
- specific situation of the person;
- age and cultural factors;
- results of analysis of interaction between the person and the environment.

From this point of view, the analysis of SPPD would not be complete if we do not give an overview of the disability situation in Russia. Social and demographic characteristics of YPD will be provided in section 5 of this part (see section 2.5).

Sources of information about the disabled. As it was noted in the UN General Secretary's recent report, disability problems get limited support because experts on disability and people who protect the interests of the disabled have to participate in the political debate without sufficient data and thus cannot describe precisely what the difference between people with disabilities from people without disabilities is. Reliable data is a necessary precondition of adequate policy and strategy for mitigation of problems of people with disabilities which would allow to enlarge their social and economic opportunities²⁰.

In Russia, disability statistics of adults is purely departmental. In the case of primary disability, it is annual reports about the activity of the medical-social expertise bureau, which (besides data on the operation of the bureau itself) are focused on the reasons that caused disabilities and on the categories of disability pensions. For the problem of the composition of the group of disabled, there are quarterly and annual reports of the Pension Fund of the Russian Federation (and before 2003, those of the Ministry of Labor and Social Security of the Russian Federation) on pension payments, i.e. not on people with disabilities, but rather on financial flows. There also reports on the institutionalized group of the disabled scattered over three ministries (Ministry of Labor, Ministry of Education, and Ministry of Health). Data on the

²⁰ «Problems and new tendencies in the area of improvement of the situation of people with disabilities». UN General Secretary report. Special Committee on All-embracing United International Convention on Protection and Stimulation of Rights and Dignity of People with Disabilities. New York. June 27, 2003. UN, A/AC.265/2003/1. P. 11.

unemployed with disabilities is contained in quarterly and annual reports of the Ministry of Labor. All these statistical forms lack social and demographic characteristics of the disabled. For example, such a fundamental characteristic as age is present only in primary disability data and is aggregated. Whereas nowadays there is every possibility to publish quite detailed statistics on disability of each form considered.

Annual report of the Ministry of Education on children under 18 years old with disabilities is prepared on the basis of WHO recommendations and makes an exception in this pool of statistical documents.

Other sources of information about the disabled include population censuses and sample household surveys. However, in the last (October 2002) census, Russia did not follow the UN recommendations²¹ and did not include social questions on disabilities in the questionnaire. Therefore, like in the previous Soviet and Russian censuses (February 1994 micro-census), it is possible to identify (also with certain limitations) only those people with disabilities who get a pension. The most representative picture about the situation of people with disabilities is provided by the recent household survey NOBUS conducted by the State Committee on Statistics of the Russian Federation.

In general, information about the disablement situation, as well as social and demographic characteristics of the disabled is rather limited. Only census data and sample survey allow to get data on age and sex composition of the group of the disabled, their education and employment. In other cases approximate estimations need to be made.

Dynamics of disability in post-Soviet Russia. In the 1993-2002 decade, the number of people with disabilities increased from 4.8 mln people to 10.8 mln people (about 8% of the population of the country). This growth itself and the fact that in the 1990s, each year more than 1 mln people became disabled drew attention of policy-makers.

Including of previously unreported groups in the official statistics on disability played a significant role for the increase of the number of the disabled. It is not by chance that the growth was unsteady. The sudden changes in the number of those disabled coincided with the introduction of new rubrics in state reports on pensions – as a result, according to our estimations; the number of people with disabilities has become 4 mln people more. The introduction of new rubrics had to do primarily with pension-aged people with disabilities

²¹ Principles and recommendations on population and housing censuses. 1st rev. edition (published by UB, sold as No. R.98.XVII.8).

(veterans of the World War II and people with disabilities who get old age pensions were included).

Since 1990s, the number of children under 16 years old with disabilities has grown rapidly (for the period of 1992-1998, from 275 thousand people to 541 thousand people), but in the last 5 years, the growth rates of child disability have become much slower.

According to our estimations, from 1992 to 2000, the number of disabled people of economically active age increased from 2.5 mln to 4 mln people and now makes up about 40% of the total number of the disabled.

2.2 New Russian social policy for people with disabilities: intensions and realities

In the former USSR, SPPD was mostly shaped by an idea of “a society of working-people”. Hence, an argument for ascertainment of a group of people with disabilities was stable impairment of working capacity that caused to necessity either to stop working for a long time or to change substantially working environment. As a result, it was accepted as given that disabled people required special assistance and, therefore, centralized and well developed social policy of state *support* for them came into being.

This policy mainly was focused on *material provision* of the disabled, which involved both monetary payments in the forms of pensions and benefits, on the one hand, and non-monetary benefits and privileges (like the stratified (departmental) system of access to various social services), on the other. A specific feature of material provision of the disabled consisted in the fact that its amount depended on the merits/achievements of the disabled person. People with disabilities were stratified, and each stratum received its own set of goods.

As the criterion of the ability to work automatically excluded all other age categories of population from being recognized as disabled, it was rather late (in 1979) in the USSR that children under 16 years old could also get the disability status.

In the USSR, a whole network of specialized boarding schools, educational institutions, and enterprises were created where only people with disabilities were employed. Thus, such people were isolated from other citizens, “taken out” of the society. Moreover, employment of people with disabilities was limited by certain legal provisions. Medical expertise determined working conditions and jobs alternatives that could be taken up by a disabled person.

Centralization of assistance for the disabled led to the formation of a persistent stereotype of a “*society without disabled people*” which created a psychological barrier between the disabled and ordinary people when the former entered the ordinary environment.

Despite considerable changes in the legislation in the post-Soviet epoch, SPPD (and especially its practical realization) still preserves many features of the system that had operated in the USSR. Such approach left a mark on all national policies for people with disabilities which have been in existence in the CIS countries²². Taking into account the common history of those states, as well as their rather similar way of social and economic development during the period of market-oriented transformation, we assume that analysis of evolution of employment and education policy for people with disabilities in Russia will be relevant to other countries from this group.

The 1995 *Law On social protection of the disabled in the Russian Federation* announced new approaches to the construction of social policy towards the disabled, and absorbed most of the recent methodological approaches available in the international practice/experience. It frames the state policy in the sphere of social protection of the disabled in Russia, which is aimed at the provision of equal rights to the disabled in the realization of civil, economic, political and other rights and freedoms provided by the Constitution and following admitted principled and norms of international law and international contracts of the Russian Federation.

The 1995 Law has two crucial features that make it different from the pre-reform period. The first is associated with the definition of the phenomenon of disability. If earlier only a stable impairment could be a ground for recognizing one's disability, now other spheres of human life, besides one's ability to work, have been included in the definition. The second change has to do with the shift in SPPD from passive forms of support to rehabilitation and integration of the disabled people into society.

Formally, the Russian policy meets quite well the criteria worked out for the assessment of national SPDD by the international community by mid-1990s.

An officially recognized policy for the disabled. This principle is realized in the 1995 Law.

A special anti-discriminatory legislation towards the disabled. Russia combines common law and special law. Common law does not discriminate people with disabilities.

²² See particularly: The UN Standard Rules on the Equalization of Opportunities for Persons with Disabilities: NGO Responses to the Implementation of the Rules on Medical Care, Rehabilitation, Support Services and Personnel Training. Regional Report Euro. WHO, 2002

Coordination of national policy towards the disabled. The Inter-Departmental commission on the rehabilitation of people with disabilities is a form of coordination of efforts of different ministries, departments, public organizations on the operative activity directions. Earlier, Council on the problems of people with disabilities under the President of the Russian Federation, a deliberative body decisions of which were compulsory for all the participants, had existed. Recently, however, SPPD tends to become decentralized and shift the authority to the level of federal subjects and local governments – particularly the Council on the problems of people with disabilities under the President of the Russian Federation was dissolved, and similar Councils have been established at the level of federal subjects.

Non-state organizations for people with disabilities. In Russia, public organizations have a long history. Among all the norms provided by the Russian legislation and international practice, establishment of non-governmental organizations for people with disabilities is best developed.

Access of people with disabilities to civil rights, including the right to work, to education, to family, to private life and property inviolability, and political rights. The Russian legislation reflects efforts on the creation of the system that would integrate the disabled within the general education system, and promote the integration of the disabled in the free labor market. Terms of workplaces quotas for the disabled have been set, as well as criteria of workplaces for the disabled, tax benefits for enterprises employing disabled people, including benefits for enterprises of the disabled. There exists a system of vocational training for people with disabilities: from active programs in the labor market and specialized educational institutions functioning under the supervision of the Ministry of Labor of the Russian Federation to model centers for integrated general professional and higher education.

Legal and administrative mechanisms of realization of the rights of people with disabilities. In general, legislative and institutional foundation for appellations has been developed in Russia. A disabled person has the right to special assistance to realize his/her right in court.

Benefits and compensations for the disabled. In terms of legally established list of benefits, privileges, and compensations provided to people with disabilities, Russia should be considered a country which pays a lot of attention to the needs of disabled people. As compared to other countries, Russian state standards of social security of the disabled seem especially consolidated.

Accessibility of physical environment for the disabled person. The federal target program *Creation of environment accessible by people with disabilities* includes a list of all necessary measures to adjust the infrastructure to the needs of people with disabilities.

Accessibility of information environment for the disabled person. A number of special measures is implemented in Russia: regular TV programs use the hand-language or creeping line for deaf people, literature, including journals, is published in Braille characters or on audio-cassettes in CDs, there are large-character editions.

Thus, the norms of the Russian social legislation with the respect to the disabled are indeed close to international standards. However, in practice, the goal of making the people with disabilities full members of society contradicts the historically embedded policy that rather isolates them from the society. There are contradictions between the declared goals and the mechanism of the implementation of this policy. The difficulties of the paradigm adopted in 1995 consist in the fact that elements aimed at the implementation of the new parameters (the construction of an accessible social environment for the disabled, psychological perception of the disabled by other people as full members of the society, etc.) takes place fairly from scratch, which involves considerable financial investments and a strict “ideological” orientation of this policy. Financial provision of the policy towards the disabled reflects the discrepancy between the declared goals and (a) actual needs of those considered disabled, (b) ability of the budget to implement the declared policy. It is still passive forms of support to the disabled that are financed; a complex and inefficient (and often unreal) system of benefits and privileges is maintained which reserves the stratification of the disabled. While there are fairly no changes in the sphere of active forms of SPPD. Individual rehabilitation programs which have been regarded the main instrument of adaptation of the disabled are not particularly effective. In general, there are no changes in the adaptation of physical environment to the needs of the disabled either – it is still inaccessible by them.

As a result, the introduction of the new principles of policy towards the people with disabilities, which was not backed up with real mechanisms, has not led to any tangible improvement of the condition of the disabled in the society. The level and duration of unemployment among the disabled is still substantially higher than on average in Russia (which is further aggravated by their generally lower level of attained education), and the rate of finding employment of the disabled is still rather low. There appears a social paradox in this area: the disabled simultaneously have more declared rights and fewer opportunities for their realization in practice.

Thus, the policy of adaptation of people with disabilities to contemporary social and economic structures, which in fact was declared by the 1995 Law, did not reach its goals.

2.3 Employment policy towards people with disabilities in Russia

In the USSR the basis for an establishment of group of disability was proof impairment of capability, which led to necessity of the termination of professional work for long term or significant changes of working conditions. Employment of persons with disabilities was carried out mainly within the framework of systems of the state sheltered firms existing in VOI (All-union association of disabled people), VOS (All-union association of blinds) and VOG (All-union association of deaf).

During 1990s both position of disabled people in the labor market and an employment policy addressed them have essentially changed. To one of the most serious phenomena of the period of economic transformations became unemployment. In these conditions special complexities are felt by people with disabilities, many of which appeared noncompetitive in the labor market. However adequate steps on adaptation and social rehabilitation of disabled have not been practically made. Down to the middle of the 1990s issues of employment and vocational training of people with disabilities were adjusted by separate decrees of the President and the governmental orders. Efforts for maintenance of competitiveness of both the enterprises hiring disabled people (which disabled are really work for), and people with disabilities due to expansion of opportunities of education and vocational training appeared obviously insufficient.

In result, during the 1990s in Russia number of working disabled continued to be reduced. Less than a third of persons with disabilities of active ages have a job. According to Ministry of Labor and Social Development of Russian Federation (Labor Ministry), the share of the disabled pensioners employed of active ages was reduced from 19,0 % in 1992 to 16,5 % in 1998. On the contrary, the ratio and duration of the general unemployment among persons with disabilities (measured according to the ILO methodology) increased (*Table 3, Appendix 2*).

The following basic documents set a framework of realization of a policy of employment and vocational training towards people with disabilities in Russia: federal laws «On Social Protection of Disabled People in Russian Federation», «On the Employment in Russian Federation», «On Education», the Labor and Tax code, as well as Federal target programs «Social Protection of Disabled People for 2000-2005», «Development of United Educational Information Environment (2001-2005)», the federal program on development of education, *etc.* Till now the bottleneck of social policy is its fragmentation and absence of a common strategy. Actually we deal with separate social measures, instead of with the integrated system concept.

Vocational rehabilitation remains one of the principal directions of support to persons with disabilities and increase of their competitiveness in the labor market. Development and application of a system of vocational rehabilitation of the disabled people aimed at increasing their competitiveness and employment in the labor market, including by job creation and reservation for persons with disabilities, is carried out by Labor Ministry of Russia together with enforcement authorities of subjects of the Russian Federation (as agreed), VOI, VOG, VOS and other organizations (on a competitive basis). Regional and local budgets are the source of financing of activities within such a direction. Both the issue of employment of persons with disabilities and the problem of regulation of local labor markets in general, are essentially differentiated across regions. In a number of regions there is a practice of creation of new structures of rehabilitation. However in many centers, because of a lack of the staff that is dealing with people with disabilities, no full complex of the medical and social arrangements necessary for vocational rehabilitation of persons with disabilities exist.

According to the law on employment realization of **a state policy of assistance to employment of people with disabilities**, as well as programs of vocational training, improvement of professional skills and retraining of unemployed persons with disabilities are assigned to state employment services at Labor Ministry of Russia. Forms of assistance to employment of disabled people include: target programs of assistance to employment, creation of additional jobs and the sheltered workshops (including the organizations for employing people with disabilities exclusively), an establishment of a quota for hiring persons with disabilities, granting of services on vocational counseling, and also training under special programs. Thus, the policy of employment basically is in a vein of the concept of creation of special, sheltered conditions, instead of development of the anti-discrimination legislation.

For many years the share of the people with disabilities resettled was approximately 2% of average number of employees. Now this figure varies from 10 to 11%, taking into account, that sometimes employment happens formal. People with disabilities of the 1st and 2nd groups have special difficulties with resettlement, having less than 8% of those working. The total ratio of the disabled people resettled (over 40%) to a number of the persons with disabilities appealed to state employment services gives evidence that people with disabilities still are competitive enough in the labor market.

At the same time, since 1998, the share of job placement of disabled people assigned by the state employment service after the end of **vocational training** comprises only a few percent from all graduated from such training (3,6% in 2001). Thus, vocational training and vocational

education provided by state employment services, which has been torn off actual demand in regional labor markets, are not decisive in the subsequent resettlement of persons with disabilities. After completion of training a significant part of them do not work, or change jobs repeatedly. Such situation is connected also to the deep-rooted attitudes of employment services officials as well as employers about the higher laboriousness of resettlement of people with disabilities.

Provision of persons with disabilities with employment is impossible without creation of a **system of the registration of the relevant vacancies**. However in the majority of regions of the country such registration is absent presently. There is no a technique of selection of kinds of labor and professions for the disabled people, allowing to carry out this selection in view of their functional condition, and a technique of an estimation of the workplace, offered to the disabled person, from the position of those requirements which it makes to health of this person. In overwhelming majority of cases working recommendations, the basic medical conclusion in the individual rehabilitation plan (IRP), are too general, are based on the narrow list of professions and do not reflect potential occupational abilities of people with disabilities. As experts interviewed said, the majority of vacancies, which are offered to persons with disabilities today, is low-paid, poverty jobs.

Sheltered workshops are the most widespread means of employment of severely disabled people not capable to work at mainstream firms. Transition as a whole was quite negatively reflected in the sheltered employment. Almost all sheltered workshops experienced difficulties even with favorable taxation. In opinion of experts, the enterprises of disabled people cannot exist today without any forms of the state support.

In most cases a unique real chance to get paid employment for the disabled person is the **specialized workplace**. At the same time for mainstream enterprises specialized activities and jobs for people with disabilities gives an opportunity to receive the trained and diligent worker. The state can cut social expenditures, giving people an opportunity to be engaged in paid productive work within the framework of an open labor market. Therefore in order to decrease social tension in the labor market of persons with disabilities as well as to create additional employment opportunities to disabled people state employment services approve a system of allocation of financial assets to employers for partial compensation of expenses on remuneration of labor of people with disabilities. Reduction of financing of active labor market policy (ALM) arrangements, carried out by employment service, has led to reduction of the financial assistance

to the employers creating new specialized (supportive) jobs for persons with disabilities and, as consequence, to decrease in scales of their creation.

From the interview with a disabled person:

Under the program authorized by the Ministry of labor of Russian Federation and the Government of Moscow, creation of 50 jobs for blind persons with disabilities in various information systems is planned. As a matter of fact, it means recognition of the right of blinds on intellectual work in system of the mainstream employment. And today already there is an example of work of the blind with a computer at the Moscow stock exchange.

Self-employment and the organization of own account remain a large reserve in regulation of a labor market of disabled. However training of disabled people to business skills, the professional assistance and psychological support yet do not have appreciable effect. As National survey of well-being and participation in social programs (NOBUS) data show, the level of self-employment among persons with disabilities is lower, than among those without disabilities.

The federal law on social protection of disabled people of 1995 has served as a starting point for development and realization of idea quoting system. The quota for hiring of people with disabilities is established for the organizations with more than 30 employees. It is established in percentage to average staff number, but not less than 2 and no more than 4%. Quota levy is directed monthly to budgets of subjects of Russian Federation (article 21). A level

of regulation is the subject of the Russian Federation²³. Quota levies are rather insignificant, that leads to mass evasion of employers from obligatory hiring persons with disabilities according to quotas. Resettlement of disabled on jobs quoted is restrained also by so called "typical" circumstances: disparity of workplaces, working conditions, occupation, and routine of work to requirements of the individual program of rehabilitation, as well as an enterprise location. Creation of supportive workplaces demands from the employer significant economic expenses and financial resources, which he usually has not. In result employers tend to allocate for people with disabilities the least cost workplaces, those of little use for work of persons with disabilities.

The great value for vocational rehabilitation and employment has activity of nongovernmental organizations of disabled people (DPO). These organizations know needs of the certain groups of people with disabilities in detail, obtain funds of foreign investors and organize various forms of employment for people with disabilities in view of specific capabilities and needs of this contingent. Therefore the state authorities use opportunities to help to DPO that creates additional multiplicative effect. Besides as against the state structures, the DPOs give great attention to environmental accessibility as to the main factor of employment of persons with disabilities in the open labor market. Through DPOs in Russian social policy for disabled people (SPPD) ideas of integrative employment and education will penetrate. The project on «Job placement of disabled: an integrative approach», carried out by Russian public organization

²³ Example: In Moscow the quota makes 4 % of average number of employees. The quota levy is equal to 1 subsistence minimum per each workplace paid monthly. According to the established quotas employers are obliged to create or allocate workplaces for employment of disabled people within a month from the date of quotas introduction. Money from employers are sent to the **Target budgetary fund of quoting of jobs in the city of Moscow**. Means of the Fund are directed to financing of: (1) the arrangements within city target programs on *creation of special workplaces*, including students', *for the people with disabilities having recommendation to work* according to the individual program of rehabilitation; (2) the arrangements within city target programs on *creation of workplaces*, including students', *for people with disabilities and youth in the age until 18 years old*, and some other groups of citizens especially requiring for social protection, determined by legislation of the city of Moscow; (3) the arrangements within city target programs on the organization of *temporary jobs for people with disabilities and youth* in the age of till 18 years, and also other groups of the citizens especially requiring for social protection; (4) *creation of jobs for the citizens carrying out actions* on labor adaptation of disabled people, the organization of temporary jobs for disabled and youth in the age of till 18 years, and some other groups of the citizens especially requiring for social protection; (5) I&R and advertising - publishing activities on the issues of jobs quoting; (6) technical-organizational maintenance of jobs quoting activities; (7) carrying out of seminars, meetings and others advisory activities on the issues of the job creation for the citizens especially requiring for social protection, determined by legislation of the city of Moscow; and (8) other arrangements provided by legal documents of the city of Moscow.

of disabled (Russian DPO) "Perspektiva (Prospect)" together with DPOs from four Russian cities (Samara, Nizhni Novgorod, Tolyatti and Rostov - on-Don) with financial support of Ford Foundation, gives an example of such activity.

Job placement of disabled: an integrative approach (18 months since August 2003)

The project will take place in 5 regions: Moscow, Samara, Nizhni Novgorod, Tolyatti and Rostov - on-Don. The purposes are: (1) to motivate of Youth with Disabilities (YPD) on looking-for a job and improvement of professional skill; (2) to propagandize the "equal" approach to employment of people with disabilities at federal and local levels.

A target audience of the project and main directions of activities include:

(A) youth with disabilities: workshops and trainings for YPD people, looking for job; dissemination of the legal information; consultations and assistance in job placement to disabled students; trainings and consultations on registration IRP; on-job-training, *etc.*

(B) Employers: trainings, consultations, round tables on issues of the adaptation of a workplace, discussion of advantages of hiring of people with disabilities; special brochures; contacts with Chamber of Commerce and Industry, *etc.*

(C) The Coalition: use of various representatives of a civil society for formation of positive public opinion.

(D) Civil servants: forming of a working group on support of job placement of people with disabilities on the part of the state; workshops and round tables; realization of 3 micro-projects in each region.

(E) The Community: 2 radio-rollers of social advertising per each city; public actions and fairs of vacancies for people with disabilities; elucidating of the project in mass-media, *etc.*

Information from the web-site of Russian DPO "Perspektiva": <http://perspektiva-inva.ru/employment-common.shtml>

Development of new technologies has led to occurrence of web-sites of persons with disabilities, their organizations and web-sited for people with disabilities where one can find the legal information, search for vacancies for persons with disabilities, get consultation on issues of registration of disability, IRP, employment, *etc.*, advertise her/his application, or simply get acquainted with other people with disabilities. Value of this information is rather high, though it

should not be exaggerated in modern Russia: till now hardly more than 1,5 % of the population of the country has an access to the Internet.

Other influence of development of computer technologies and electronic communication facilities is shown in creation of special techniques for persons with disabilities (e.g., computers with Braille line or with big fonts), as well as broadening of the list of vacancies for the disabled people having high qualification, but admitting work at home: webs-designers and programmers, designers of photos (in Photoshop), reviewers - processors of electronic letters, correspondence advisers on employment and education of persons with disabilities, etc.

From the interview with a disabled person:

“My work in Aeroflot has been connected to the experiment organized by the Center of computer technologies of All-Russian organization of blinds (VOS) ... Two workplaces in Aeroflot, where two blind operators today work at, have been created. We worked on special techniques, which has been given to us for the period of experiment. Now this experiment is safely completed, and the Government of Moscow has allocated means for creation of one more workplace with the consent of administration of a directory department of Aeroflot”.

2.4 Education of people with disabilities in Russia

Education policy towards the disabled in Russia are based on the following legal base: adopted laws *On social protection of the disabled in the Russian Federation, On employment of the population of the Russian Federation, On education*; the Labor Code and the Tax Code; the Federal target programs *Social Protection of the Disabled, 2000-2005, and Children of Russia* (subprogram *The Disabled Children*), *Development of the Integral Educational Information Environment* (2001-2005); federal program of the development of education, and others. Policy of education for disabled people is regulated by law «On social protection of disabled people», «On Education», Federal Target Program «Social Protection of Disabled people during 2000-2005», Federal Program for development of education, Presidential Program «Children of Russia» (sub-program «Disabled Children»), Federal Target Program «Developing unified educational informational environment (2001-2005)», State Scientific Program «Universities of Russia», Federal Target Program «National technological basis» (basic technology program «Technologies of vocational education and training for National Technological Basis»). There

are discussion going on for several years on the Federal Law «On Education of Disabled Persons (special education)».

Nevertheless, inequality in education beginning from the school level is a main cause of vulnerability of disabled persons in Russia. (Annex, table 2). Modern Russian children have the following opportunities to receive school-level education: education in special class of normal school, education at home, distance-learning or education in special schools. According to the data of the Ministry of Health from the Report on the Roundtable discussion “Education – Right for All” (27.10.2003, report from web site “Perspectiva”), there are more than 620 thousand of disabled children younger than 18 years old²⁴, but less than 150 thousand studied in the system of general and secondary education in 2002/2003. The rest of the children studied in specialized schools. On the web site of the Ministry of Education of the RF the following data is quoted: currently there are 1,6 million children (4,5 % of total number of children) need specialized (correction) education, but only 45 % of them are integrated into the educational environment. Among children attending specialized educational institutions there are 56,2 thousand – these are disabled children.

The main obstacle for integration of disabled people in the society is an inadequate environment (a lack of ramp, special doors, transport, architectural inadequacy of schools for disabled children), which result in the possibility to conduct education only either in specialized institutions or at home. Regional experts are concerned with the lower quality of education at home. Since Russia has a heritage from the Soviet Union of a network of specialized institutions for primary, general, and secondary education, the preference in current conditions is given to this system. According to experts, *«there are less children studying in special classes organized in general schools than in specialized schools», though «education in specialized educational institution almost always mean that a child leaves out of family, this result in extra difficulties for a child, including psychological ones»²⁵*. There is regional differentiation of development programs of general education for all as well as in regard to financial resources for implementation of these programs.

Though listed about legislative decrees are aimed at creating “friendly environment” for disabled persons and conditions that enable them to receive education of the same level and quality as other pupils, financial difficulties are obvious that prevent physical access of disabled

²⁴ According to Goscomstat data there were 658 thousand disabled persons under 18 y.o. in 2001

²⁵ Social and Economic Rights in Russia: collection of articles of Russian NGOs, 2001, Moscow, 2002. p. 139

children to the school. Thus, about 5% of pupils in RF attend schools that are in emergency situation, 50% of pupils – in schools that require major repair²⁶. Also, 13% of children attend schools that do not have all necessary services and utilities (water, heating, sewerage). The situation is even worse in rural Russia.

Officially Federal Programs proclaim equal access to education for all. Principles of international concept of mainstreaming education for all are declared in these programs. But the situation does not move further: within the framework of development of primary education there are goals to develop special educational list, standards, plans and programmes as well as special list of professions for disabled persons. Within the framework of professional and higher education disabled persons as a social category disappears at all.

At the same time, according to the Governmental Decree № 36 on 14.01.2000 «On Federal Target program «Social Protection of Disabled Persons during 2000-2005», creation and equipping of the five model centers of secondary and higher professional education as well as other measures of professional rehabilitation of disabled persons are included.

Among the option for disabled persons to receive higher professional education are: specialized departments in the higher education institutions, specialized higher education institutions, Centers for preparation of disabled persons for higher education institutions, University Centers of pedagogical and psychological support for disabled persons. In 2001 there were 11073 disabled students attending 299 institutions of higher education within the system of the Ministry of Education. During 1996-2003 number disabled persons among students increased from 0.08% to 0.4%. Number of students spread among Universities unevenly.

In 2000 there were three institutions of higher education that with the state support implemented specialized programs for disabled persons: Moscow Institute-boarding school for persons with disability of musculoskeletal system, State Specialized Institute of Arts (Moscow), and Institute of Social Rehabilitation of Novosibirsk State Technical University (Novosibirsk). Special groups with partial integration function in Moscow Bauman State Technical University (Moscow), Gertsen Russian State Pedagogical University (Saint-Petersburg) and Moscow State Pedagogical University (Moscow)²⁷.

However, as experts point out, the majority of higher education institutions in Russia do not have even minimum conditions required for education of disabled persons. These conditions

²⁶ *ibid*, p. 140.

²⁷ Yarskaja-Smirnova E.R.

are related to the architecture of buildings and classrooms, doors and staircases, furniture and equipment, cafeteria, libraries and toilets, a lack of rooms for rest and chairs in corridors,, medical assistance rooms required for some disabled students²⁸.

In the majority of higher education institutions there is no work conducted with professors and students in relation to education of disabled persons, there are no vocational programs for professors working with disabled persons. Moral qualities are criteria of selecting professors for work with disabled persons. As a result of research on access of higher education for disabled persons, professors consider it necessary to develop vocational programs on such topic and develop special methodologies²⁹. Distance-learning education is implemented in several institutions.

Due to a lack of finance opportunities for professional education of people with disabilities are decreasing in educational institutions run by the Ministry of Labor and Social Development of the RF. Specialized educational institutions do not offer a competitive education for disabled persons and some of these institutions offer programs knowing in advance that these professions are not in demand on the market. In most cases there are following causes behind these problems:

- specialists of Bureaus of medical & social expertise, who conduct career counseling for disabled persons do not have evidence on medical admission requirements to higher education institutions to be able to advise on this matter and, thus they take into account only preferences of disabled persons;
- disabled persons do not have access to information on medical recommendations to enter educational institutions;
- 68% of disabled persons consider specialized educational institutions within the system of social protection not competitive to be able to get employment after graduation;
- educational institutions do not have conditions for educating disabled persons with psychosomatic conditions require special infrastructure of the buildings, special equipment and educational methodology. As a result, the list of professions available for educating disabled persons becomes very short and contraindications for

²⁸ *ibid*; and – Social and Economic Rights in Russia: collection of articles of Russian NGOs, 2001, Moscow, 2002. p. 143

²⁹ Yarskaja-Smirnova E.R

admission of disabled persons in educational institutions are formed on a subjective basis;

- weakness of the regional network of professional educational institutions (there are 30 such institutions in Russia). As a result, for disabled person to study in this institution one should move from the home city while it is not always possible.

Number of unemployed people with disabilities is decreasing *due to the work of the employment service*. Employment service conducts vocational programs for disabled persons at the institutions for vocational training, institutions for primary and secondary professional education, as well as in specialized educational institutions. Vocational education is conducted in accordance with the professions that are in demand on labor market as well as for particular placements. It is obvious that specialization of education for disabled persons is very narrow and most modern professions that are in demand on the market are not open for disabled persons.

For education of disabled persons in non-specialized educational institutions individual method of education is usually. Education for disabled persons of first and second group is only possible only in specialized educational and professional institutions.

2.5 Russian youth with disabilities: social portrait and policy

Young people with disabilities (YPD) are not distinguished as a special object of social policy in the sphere of employment, education, in a youth policy as a whole, even in statistics.

Social and demographic characteristics of youth with disabilities. Unfortunately, proceeding from state statistics data, it is impossible to estimate, how many YPD are in Russia. We receive such estimation on materials of NOBUS survey (table 1, Appendix 2). About 1 million of people at age from 15 till 35 years are disabled in Russia. The share of people with disabilities grows from 2% in the age of 15-19 years up to 3 % in the age of 30-34 years, and the majority of them (2/3) are men. According to the NOBUS data, the structure of disability on groups of severity is not so steady. Nevertheless, it is obvious, that the most numerous is the second group (over 43%), and then – the third (about 30%). From the point of view of carrying out of a policy of integration of YPD in a society, great value has an age when disability occurs. One quarter of YPD in the age of 20-24 years disabled since the childhood, the others – have received disability after 18 years.

Discrimination, which exists in a society towards people with disabilities, is distinctly traced under social characteristics.

The educational level of YPD is much lower, than of those are healthy (table 2, fig. 1, Appendix 2). Almost everyone with elementary education at age over 20 years old, are persons

with disabilities. On the contrary, the share of young people with higher education among people with disabilities is 2 times lower. Even the share of those graduated from technical training colleges among 20-years old persons with disabilities is lower. Position in sphere of education has not changed since 1994 on 2001.

Two times lower are monetary incomes of YPD as well in comparison with their not disabled contemporaries (according to micro census of 1994).

Lower incomes of YPD people is a direct consequence of barriers in access to gainful employment, including access to well paid employment. The statistics of employment of YPD is not published. At the same time, according to labor force survey, average duration of search of work for all disabled people steadily exceeds the same parameter for all unemployed. In 2001 unemployment duration made 11.5 months for disabled against 8.2 months for all the unemployed (Table 3, Appendix 2). Two thirds of jobless persons with disabilities (measured on the ILO methodology) searched for work over a year. Similarly, according to Labor Ministry data on the completed registered unemployment, in 2001 average duration of the completed unemployment has made 5.3 months for all registered unemployed, 4.4 months for youth of 16-29 years and 6.1 months for unemployed people with disabilities. According to data of an adjusting stage of NOBUS, in spring of 2002 ratio of employment of YPD in the age of 15-24 years old was equal 8.8 % against 29.3 % that had healthy coevals³⁰. Thus, among all groups of persons with disabilities the lowest occupation level is observed among people with disabilities since the childhood that must be a consequence of their lower education and social adaptability. Lower educational level of disabled people is reflected in professional structure of their employment: YPD prevail at blue-collar positions, including unqualified labor.

Formation of marriage is a huge problem for many YPD. Among them single men are met 2-3 times more, and less married twice more (fig. 2, Appendix 2). Contrary, ratio of those living alone (separately from parents or other relatives) is twice less among them. It is due to their significant dependence and dependence on relatives' care. It is no wonder therefore, that households which persons with disabilities live in differ with their large size and complex structure (presence of several generations and/or relatives on a lateral line).

Analysis of households with disabled people has also shown:

³⁰ Figures on employment obtained by NOBUS can be used only for inter-group comparative purposes. Due to different period of observation these figures cannot be compared with Labor force survey data.

Lower social mobility of disabled people, which is proven by less intensive separation of disabled from their parents and other relatives.

Lower mobility of relatives of disabled. In view of necessity of care of the invalid, one or several from his/her relatives are to some extent limited in an opportunity to leave family or household of people with disabilities too.

Propensity of persons with disabilities to their relatives. The people with disabilities who have turned out to be lonely, for example, after divorce or widowness, have large propensity to return to family of the parents or other relatives.

"Gravitation" of people with disabilities to each other. It is shown, for example, that such phenomenon as presence of four and more persons with disabilities in one household, which is extremely improbable by assessment, is actually observed. Hence, for such improbable events the observable number of events exceeds calculated (expected at even distribution of probability) in tens and even hundreds times. Exaggerating, one can say, that disability of one of spouses "increases" in some times probability of that other spouse will be the disabled too. Actually, it can testify to social isolation of disabled people as a result of which they marry mainly with each other.

All given social characteristics specify that YPD in Russia is a completely specific group not only in the population as a whole, but also among adult persons with disabilities, because of in more senior generations social distinctions between disabled and not disabled people smooth out and even disappear. From this brief analysis it is possible to draw the following conclusions concerning construction of an effective policy of social integration of YPD:

1. Attributes of social discrimination are especially brightly shown concerning YPD. Age should be taken into account as one of the most important measurements at development of the strategy directed to equal opportunities of people with disabilities.
2. It is not social institutes, as household that provides persons with disabilities with a real support. While household completely drops out as an object of current SPPD, the individual approach to definition of target social support of the disabled people should take into account its micro-social environment - family and household.
3. The low educational and occupational status of such people with disabilities requires special programs on vocational training and retraining, as well as on increase of their education and qualification.

4. Significant (over a quarter) share of persons with disabilities of the first, the most severe group of disability, along with the highest death rate among YPD (their death rate exceeds 3 and more times death rate of health youth) demands the special medical program of rehabilitation.

Policy towards youth with disabilities. Position of YPD is aggravated with that there is no integral state policy of their education and employment. The federal target program «Youth of Russia (2001-2005)» does not distinguish YPD as the social group requiring special attention. At the same time realization of an educational policy, employment policy and social protection of the YPD people, regulated by various legal documents and state entities demands much of its coordination in order to be successful.

Insufficient coordination of federal target programs realized, as well as contradictions between the purposes of social support (in a final case allowing persons with disabilities to exist on benefits) and integration of people with disabilities into a society, creates barriers to effective inclusion of Russian YPD in a society.

The principal barrier to vital activities of YPD remains a primary inaccessibility of an environment, which narrows opportunities of their education and employment:

From the interview with young disabled person:

“The only thing I am worrying about is my future work. I have no confidence in ability of a disabled person to get a good job. I would prefer to work at home because I have difficulties with moving... Among basic needs of disabled I would mention ramps in the city. They are absolutely necessary for us. One can cope with the others oneself.“

At the same time, an active role in this area is played by DPOs, many of which consider YPD as their target group. In particular, one can list such associations of community organizations of YPD people as Russian association of blind students and professionals, Association of Russia’s YPD ‘Apparel’, Russian public organization of disabled people ‘Perspektiva’, *etc.*

III. Conclusions and recommendations

3.1. Conclusions

1. The law "On social protection of disabled people in Russian Federation" (1995) has proclaimed new approaches to formation of a social policy in relation to persons with disabilities. The declared purposes toward people with disabilities aimed at total recognition of them as equal members of a society contradict historical trend of policy focused on their isolation from a society. The analysis has shown that introduction of new principles of disability policy, not supported by real instruments, did not result in real improvement of people with disabilities matters in a society. Thus, forming of the complex policy mix toward persons with disabilities is absolutely necessary. This policy should be embedded in an existing social and economic context, and, in particular, take into account inertial changes of society consciousness and high cost of actions.
2. Employment policy for people with disabilities realized tends mainly to the approach of creation of special conditions instead of development of anti-discrimination legislation. All together, low economic activity of persons with disabilities, high values of long-term (over a year) unemployment and low ones of job placement reveal the inefficiency of running employment policy toward disabled.
3. Education of people with disabilities is carried out mainly in a segregation manner, including specialized education entities, special (corrective) classes in mainstream school, and education at home. Such specialized education institutions do not provide the quality securing competitiveness of disabled people; and some of them train specialists certainly not demanded at all. The level of education of persons with disabilities is significantly lower than of people without disabilities. Directions of occupational training of disabled are obviously narrow.
4. Model programs of integrative education and gainful employment in the open labor market are developed, though real and main obstacle against participation of disabled in such programs is primary inaccessibility of environment.
5. In present different government offices collect different parts of disability statistics. A matter of statistics is not disabled people themselves but activity of offices serving people with disabilities. It hinders substantially decision making in SPPD and complicate development of common strategy of actions toward disabled.
6. Existing statistics on disability ignores such an important characteristic as an age of a disabled person, which leads to the lack of statistical data, in particular, on YPD that are never selected as a special social group. One can hardly find information about their education and educational activity as well as on their status on labor market (e.g.,

Ministry of Education data on statistics of entering higher education institutions are too aggregated to pick out YPD).

7. Analysis of sampling surveys revealed special position of YPD in relation to both youth as a whole and disabled people generally. With respect to health youth of the same ages and to disabled people of senior active age YPD have notably lower education and activity level. Together, interviews with YPD identified them as the most socially and economically active group among persons with disabilities.
8. Position of YPD is even aggravated due to the lack of integrated approach to their education and employment. Federal target program on “Youth of Russia (2001-2005)” does not distinguish them as a special social group required particular treatment.
9. DPOs play an active role in realization of a policy regarding disabled generally and YPD specifically. They develop ideas of social integration of disabled people and of applying new technologies for this purpose.

As appears from the above:

1. The objective of social policy toward disabled people (SPPD) is to change society attitudes to people with disabilities led to their discrimination. It is necessary to broaden institutional frameworks of realization of SPPD inviting DPOs, other NGO providing social and other services, employers, trade-unions, and other representatives of civil society as active partners of such a policy.

2. Social legislation regarding disabled people should be weighted and not overloaded with social privileges and benefits, which were not directly related to a specific of this social group but might lead to uncontrolled growth of its number. Sometimes it is important to decline existing legal norms that create artificial incentives for disability registration.

3. One should take into “moral hazards” reported by some developed countries that realize new approach to disability. All policy measures assuming financial incentives for employers or disabled (tax remissions or tax credits, lax credits for small businesses, etc.) must be accepted with particular care (be introduced restrictedly, and then checked).

4. While securing for disabled people a system of rights, privileges, and compensations, one should endow them with equal with other people responsibilities. It means that, along with standards on economic security (pensions, benefits, and privileges), norms on employment and professional education of disabled people should be considered as priority. There are evidences that it make sense often not to create special institutions or programs exclusively for YPD but to

use and adapt already existing instruments of education and employment policy in relation to specific needs of the given social group.

5. Simultaneously, one should consider an opportunity of using new technologies (computers, Internet, and other electronic technologies) for broadening access of YPD to information, education and employment.

6. Distinguishing of YPD as a target group of SPPD deviates to some extent from entire approach to integration of disabled people into a society. It is reasonable although from the principle of accessibility point of view declared within this approach. Bearing in mind the low effectiveness of SPPD in Russia as well as the fact that YPD is the most prospective social group from the point of view of their integration in a society we think it is appropriate to develop special program of social integration of YPD. Such policy must be differentiated. The main lines of differentiation should be age of occurrence of disability along with severity of disability.

3.2. Recommendations

Information

- People with disabilities should become a matter of statistical accounting.
- Statistical data should be organized so to analysis of disabled people by main social and demographic groups (age, sex, group of disability) was possible.
- People with disabilities should be distinguished as a special social group in Ministries of Labor and of Education statistics.
- All statistical information in people with disabilities must be consolidated in the only center, for instance, in Labor Ministry of Russia.

Environmental accessibility

- The common strategy for all disabled people is to remove barriers in (a) physical environment (mobility); and (b) information (information and communication technologies); as well as (c) to increase the effectiveness of medical rehabilitation, to provide fast introduction of new gene biotechnologies and new materials.
- At the same time, we distinguish two levels of environment accessibility: primary (of physical environment) and secondary (including leisure, education, employment, etc.). When financial resources are limited priority should be given to ensuring primary accessibility. It is impossible to realize this strategy without changing of society attitudes to people with disabilities.

- Consequently, information campaign aimed at forming of positive perception of disabled people must become a part of a program on widening of environment accessibility.

Education

- In a future Russia should press towards creation of a system of *multilevel* integrated education.
- It is impossible to achieve this goal without changing attitudes of teachers as well as in the absence of special training of teachers aimed at development of abilities and skills of treatment of disabled children and youth.
- Such training along with consultations of teachers of inclusive schools can be organized at resources centers founded on the base of former specialized schools. The effectiveness of professional training will be higher if disabled people are involved to its design and implementation.
- Vocational education and training should be provided on the wider range of occupations and take into account regional and local labor demand.
- In order to provide better opportunities for YPD of the first entering the labor market the institute of “counselors” must be created. These counselors or curators follow young disabled person since his/her secondary school till job placement, provide him/her with career-guidance, and support contacts between a disabled person, his/her family, educational institutions, and employers.
- Given that financial resources are limited one should intensify fundraising activity in order to obtain non-budget resources of financing educational policy toward disabled, including different non-governmental scholarships, grants from employers, etc.

Employment

- Mainstream employment is the best form of assistance to employment of people with disabilities. This is the key principle. State policy as well as employers’ activity should guarantee that all candidates, including disabled ones, for a job, or a training place, or professional career will be treated equally, which in turn guarantee equal opportunities to everyone regardless his/her age and health status. One should use different means in order to surmount discrimination and other obstacles to employment, including informational barriers.
- All labor market actors (state, employment services, trade unions, employers) should take part in development and realization of employment policy toward disabled people.

- Because of effectiveness of employment policy regarding people with disabilities depends on the effectiveness of general employment policy it is necessary to reform it, including those measures addressed to youth (YPD is a part of youth in general).
- Sheltered workshops should be kept but not as a main solving of the problem. For raising interest of employers in creation special (supported) jobs for people with disabilities, a system of instruments of employers' financial support should be developed.
- Education and vocational training of a disabled person are not sufficient when either one or another kind of labor is recommended. Workplace must meet his/her functional abilities and not contradict him/her by state of his/her health. In this connection information on vacancies should consist of two parts: (1) social and economic features of a job; (2) factors of labor limitations conditioned by content and conditions of labor activity.
- Realization of a complex policy with respect to persons with disabilities will require obtaining multiple sources of funding, including nongovernmental ones.
- For YPD special instruments of employment policy and job placement are necessary taking into account their first entering the labor market. In addition to career-guidance programs one can organize a system of probation periods for YPD (with cooperation between DPOs and employers).

New technologies

- Create special program on providing fast introduction of new gene biotechnologies and new materials for the purposes of medical rehabilitation.
- Use computer and electronic technologies for development of distance learning, consultation of disabled, widening a list of occupations for vocational training of YPD, along with their socialization.
- With participation of disabled people and their organizations create databases of educational institutions and vacancies for disabled available at all levels – from federal to local one.

Administration

- Build a logically consistent system of payments, financial and material support of disabled people and people and organizations assisting to them. The most important feature of this system is its transparency. Publication of annual financial report is necessary.
- Form a coordination body at the Russian Government or the President, allowing to combine efforts on integration of disabled people in the following areas: medical rehabilitation (Ministry of health care), vocational and social rehabilitation (Labor

Ministry), vocational training (retraining) and education (Labor and Education Ministries), town-planning, transport facilities development (for eliminating barriers in infrastructure).

- Create research centers on rehabilitation and training (Federal center and 10 regional ones – by the number of federal districts) along with a center on disseminating results of research on disability.

APPENDICES

Appendix 1. Review of policy on inclusive education by countries (Denmark, Germany, Spain, Great Britain)

Abstracts from *Russell, C., 1999, Education, employment and training policies for youth with disabilities in four European countries: Action Programme on Youth Unemployment, ILO Employment and Training Papers 21* were provided in Russian.

Appendix 2. Statistics on people with disabilities

Table 1. Number* and ratio of disabled people in ages from 0 till 35 according to the NOBUS data (2001)

Index	Sex	Age group:						
		0-4	5-9	10-14	15-19	20-24	25-29	30-34
Assessment of the total number of disabled people (thousands people)	both	50	112	180	224	193	211	244
	males	31	61	107	135	122	136	152
	females	19	51	73	89	71	75	92
Share of men		62%	54%	60%	60%	63%	64%	62%
Coefficient of disability (promille)	both	8	15	16	19	18	20	26
	males	10	16	19	22	22	26	31
	females	6	14	13	15	14	15	21
Percentage of children disabled and disabled people from childhood among people with disabilities of the given age	both					24%	19%	13%
	males					23%	14%	11%
	females					26%	28%	16%
Group 1	both	35%	24%	23%	19%	26%	16%	27%
Group 2	males	35%	53%	50%	45%	43%	57%	51%
Group 3	females	31%	23%	27%	35%	32%	27%	22%

* estimation.

Source: own calculations on the data of adjusting stage of NOBUS (Russia's state statistical agency).

Table 2. Comparisons of disabled people of different ages by the level of education, NOBUS (ratio of people with disabilities to those without disabilities of a given group)

Age	Primary	General	Secondary	Elementary vocational	Secondary vocational	Higher
20-29	21,9	2,45	1,05	0,65	0,56	0,30
25-34	21,9	2,79	1,17	0,75	0,61	0,37
30-39	18,4	2,73	1,21	0,89	0,73	0,40
35-44	10,4	2,09	1,23	0,96	0,77	0,47
40-49	5,7	1,90	1,12	1,01	0,80	0,55
45-54	3,2	1,61	1,11	0,99	0,85	0,58
50-59	2,0	1,36	1,13	0,94	0,85	0,62
55-64	1,2	1,04	1,00	0,97	0,96	0,81
60-69	1,0	1,01	1,03	1,01	1,03	0,95
65-74	0,8	1,07	1,17	1,26	1,18	1,18
75+	0,6	1,30	1,44	1,80	1,72	2,16

Source: own calculations on the data of adjusting stage of NOBUS (Russia's state statistical agency).

Table 3. Distribution of general unemployed by the duration of looking-for a job (Labor Force Survey data; %)

	1992	1996	1997	1998	1999	2000	2001
Total	100	100	100	100	100	100	100
Including those looking for job:							
Less than 3 months	56,4	17,7	23,7	22,2	20,9	24,5	31,0
from 3 till 6 months	19,6	26,8	15,8	15,9	13,6	14,1	14,0
from 6 till 12 months	12,9	23,0	22,4	20,9	18,3	19,1	18,0
более года	11,1	32,5	38,1	41,0	47,2	42,3	36,9
Average duration of searching job, months	4,4	8,2	8,8	9,1	9,7	9,1	8,2
Disability pensioners	100	100	100	100	100	100	100
Including those looking for job:							
Less than 3 months	52,1	15,8	13,8	13,6	9,3	14,1	12,0
from 3 till 6 months	10,3	17,8	16,0	4,9	11,1	3,7	10,4
from 6 till 12 months	10,1	18,5	15,9	15,9	6,7	34,8	14,2
более года	27,5	47,8	54,3	65,6	72,9	47,4	63,3
Average duration of searching job, months	5,9	9,8	10,6	11,6	12,1	10,4	11,5

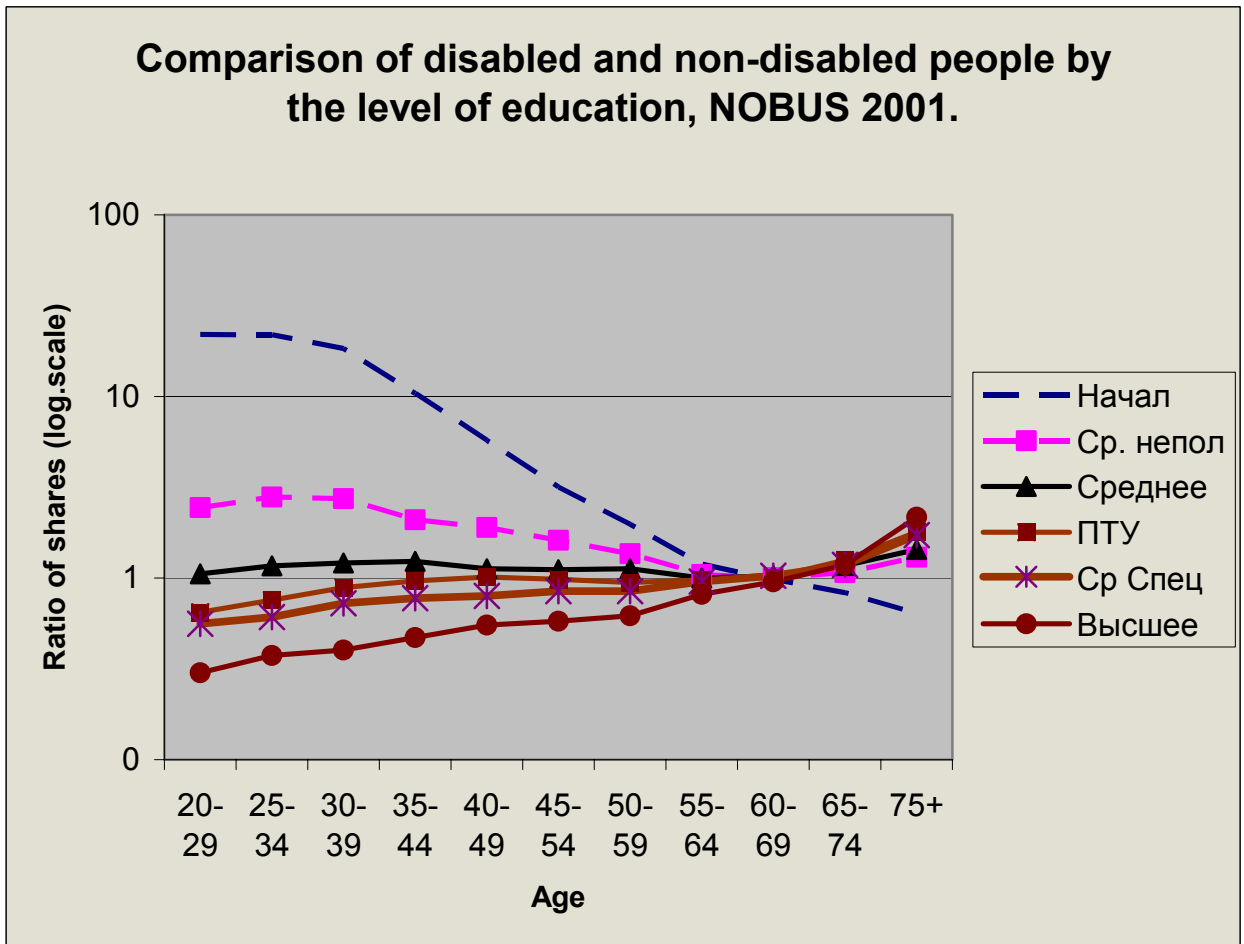


Figure 1. Ratio of disabled people to those without disability with a given educational level and a given age group according to the Micro census data of 1994.

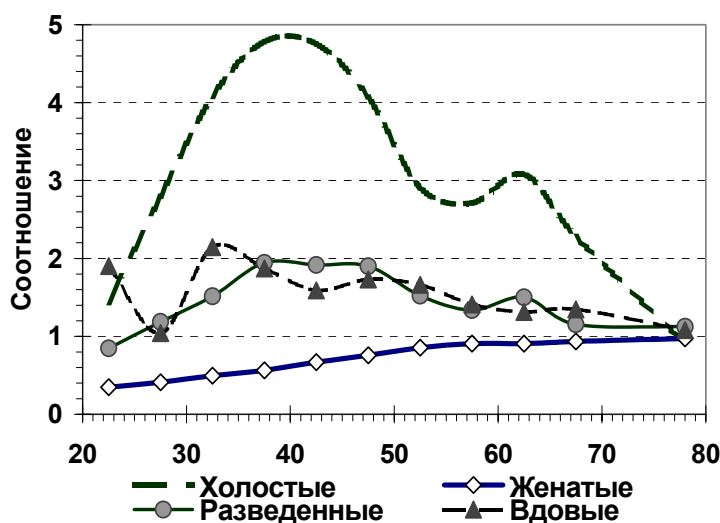


Figure 2. Ratio of a share of disabled people in a given marital status to a share of non-disabled people according to the Micro-census data of 1994.