

# Barriers and Opportunities to Employment for Persons with Disabilities in the Russian Federation

Nina Kolybashkina, Anna Sukhova, Maria Ustinova,  
Anna Demianova, Daria Shubina

November 2021



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1818 H Street NW, Washington DC 20433  
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Design and layout: Dmytro Sidoriako

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## Acknowledgments

This study was prepared by a multidisciplinary team led by Nina Kolybashkina (Senior Social Development Specialist, lead author) under the guidance of Varalakshmi Vemuru (Practice Manager). Contributing authors are Anna Sukhova (Social Protection Specialist), Maria Ustinova (Education Consultant), Anna Demianova (Consultant, Center of Labor and Earnings Statistics ISSEK, Higher School of Economics (HSE) University, Russian Federation), Daria Shubina (Consultant), and Deepti Samant Raja (Social Development Specialist). Razilya Shakirova (Consultant), Evgeny Kochkin (Consultant), and Marijana Jasarevic (Social Protection Specialist) also provided substantive inputs.

The study was carried out in close collaboration with two organizations of persons with disabilities—the All-Russian Society of Disabled Persons (ARSDP) and Perspektiva, which also facilitated qualitative fieldwork.

Denis Roza (Chairperson, Perspektiva) and Mikhail Novikov (Head of Employment Department, Perspektiva) have patiently provided extensive inputs and comments on multiple drafts.

The team is also grateful for invaluable inputs from Esteban Tromel (Senior Disability Specialist, International Labour Organization (ILO)), Jasmina Papa (Senior Social Protection Specialist, ILO), and Evgeny Bukharov (ARSDP).

The team is grateful for support and inputs from Dmitriy Ligomina (Head of Department on Disability), Mikhail Kirsanov (Head of Department on Employment), and Elena Sudakova (Specialist, Department on Disability), Ministry of Labor and Social Protection of the Russian Federation, as well as Mikhail Kojevnikov (National Agency for Development of Qualifications).

The team is grateful for guidance and support from Renaud Seligmann (Country Director for Russia), Dorota Agata Nowak (Country Program Coordinator), Nithin Umapathi (Senior Economist), Ivan Shulga (Senior Social Protection Specialist), Tigran Shmis (Senior Education Specialist), Denis Nikolaev (Education Specialist), Mari Helena Koistinen (Senior Social Development Specialist), Oleg Petrov (Senior Digital Development Specialist), Hanna Alasuutari (Global Thematic Lead for Inclusive Education), and Luanjiao Aggie Hu (Consultant).

The team benefited from excellent comments from peer reviewers Charlotte Vuyiswa McClain-Nhlapo (Global Disability Advisor), Aleksandra Posarac (Program Leader), Dianna M. Pizarro (Senior Social Development Specialist), and Vlad Alexandru Grigoras (Senior Social Protection Economist).

Additional comments were provided by Professor Elena R. Iarskaia-Smirnova (Head, International Laboratory for Social Integration Research), Professor Viktoria K. Antonova, and Associate Professor Christian Fröhlich (School of Sociology, Faculty of Social Sciences, HSE).



The team is grateful to the experts who took part in the interviews, which became the starting point for planning the qualitative stage of the study: Nikita Bolshakov (HSE), Anna Altukhova (European University at St. Petersburg), Alyona Babkina (HSE), Mikhail Krivonos (Rabota-i), Maria Grekova (Inclusive workshops «Prostye veschi»), Irina Limanskaya (TVP CIS), Irina Zinchenko (Center for Social Rehabilitation of Disabled Persons and Disabled Children of the Primorsky district of St. Petersburg), Anastasia Svetlichnaya (Correctional school No. 565 of the Kirovsky district of St. Petersburg), Yulia Melnik and Kira Shmyreva.

The team also would like to thank the following specialists of Russian technology company Yandex: Alexandra Gribkova, Svetlana Voronina and Ekaterina Gerastovskaya for preparing materials related to involvement of the people with disabilities in the services and divisions of the company. Anastasiya Berlizova (Consultant) assisted with background research, translation, and layout. Liliia Zhukovska (Program Assistant) provided administrative and research support. Julia Gorbacheva and Laura Johnson edited the text. Dmytro Sidoriako created the design of the report including accessibility features.

The work was commissioned and funded by the Human Rights, Inclusion and Empowerment Umbrella (HRIE) in the Social Sustainability Inclusion Global Practice of the World Bank. HRIE is a multi-donor trust fund that aims to increase and strengthen the understanding and application of human rights principles across the World Bank Group's work.

## Abbreviations

ARSDP	All-Russian Society of Disabled Persons
CRPD	United Nations Convention on the Rights of Persons with Disabilities
EU	European Union
FGD	focus group discussions
ILO	International Labour Organization
IRHP	individual rehabilitation or habilitation program
JAN	Job Accommodation Network
IT	information technology
LFS	Labor Force Survey
MCP	monthly cash payment
MoLSP	Ministry of Labor and Social Protection
MSR	medical and social review
NGO	nongovernmental organization
OPD	organization of persons with disabilities
PFR	Pension Fund of Russia
PIW	Production and Integration Workshops for Persons with Disabilities
PMPC	Psychological, Medical, and Pedagogical Commission
RASP	regional additional social payments
Rosstat	Russian State Statistical Service
SEN	special educational needs
SILC	Survey on Income and Living Conditions
VOS	All Russia Association of the Blind (Vserossijskoe Obshchestvo Slepых)
VOG	All Russia Society of Deaf Persons (Verossijskoe Obshchestvo Gluhih)

Exchange rate as of May 24, 2021, according to the Central Bank of Russia:  
Rub 73.52 = US\$1.



## Executive Summary

The employment rate among persons with disabilities in the Russian Federation is low—only 26.3 percent as of 2021—with virtually no change over the past five years. At the same time, the government of the Russian Federation has been implementing a range of social policy measures aimed at facilitating the employment of persons with disabilities, including in the context of implementing the National Accessible Environment Program. One of the key performance indicators under the program is that the employment rate among persons with disabilities reaches 41 percent by 2024.

The goal of this assessment is to identify barriers and opportunities to the supply of and demand for labor among persons with disabilities in Russia, as well as opportunities to increase their participation in the labor market. The research includes an overview of legislation, social policies, and national programs; an analysis of qualitative data, including the results of expert interviews and focus group discussions; and an analysis of quantitative data, including administrative information from the Ministry of Labor and Social Protection (MoLSP) and the Pension Fund of the Russian Federation (PFR) and a household survey conducted by the Russian State Statistical Service (Rosstat). A concerted effort was made to include and amplify the voices of persons with disabilities and the organizations that represent their interests. An assessment was undertaken of social protection and policy measures to facilitate the demand for and stimulate the supply of labor among persons with disabilities.

Based on the assessment results, the team developed the following recommendations for federal executive agencies, which could contribute to growing inclusion of the people with disabilities in Russian society:

1. Review the definition of disability, the system of collection and analysis of disability data in general and particularly as it relates to key performance indicator metrics;
2. Redesign the quota system by shifting the focus from punitive measures to support services for employers and employees;
3. Modernize the employment support system with a focus on strengthening the nongovernmental service providers, developing an employers support system, and strengthening the role of public organizations in the employment of persons with disabilities;
4. Revise the social protection system to reflect the principles of the United Nations Convention on the Rights of Persons with Disabilities and the biopsychosocial disability model; and
5. Continue to strengthen educational inclusion and provide lifetime support for those transitioning from training to employment.

# 1

# Background



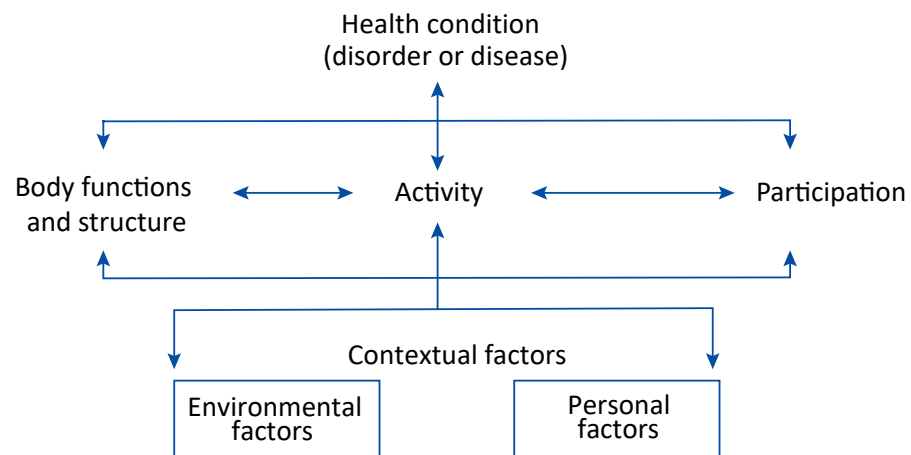


# 1 Background

**The main framework that informs global support policies for persons with disabilities is the United Nations Convention on the Rights of Persons with Disabilities (CRPD).** The CRPD's purpose is to promote, protect, and ensure the full and equal enjoyment of all human rights and fundamental freedoms by all persons with disabilities, and to promote respect for their inherent dignity. According to the CRPD, persons with disabilities include those with long-term physical, mental, intellectual, or sensory impairments that, when interacting with a variety of barriers, may hinder their full and effective participation in society on an equal basis with others. The concept of environmental barriers is crucial to the CRPD, which draws on the International Classification of Functioning, Disability and Health, adopted by the World Health Organization and endorsed by all member states as a framework for measuring health and disability at both the individual and population levels. The classification integrates the social and medical models of disability, conceptualizing disability as multidimensional—a result of the interactions of a person's bodily functions, the activities with which that person engages, their participation in various areas of life, and the environmental factors that affect those experiences (figure 1.1).

The CRPD incorporates the principle of *universal design*—the design of products, environments, programs, and services to be usable by all people, to the greatest extent possible, without the need for adaptation or a specialized design. It also includes the principle of *reasonable accommodations*—necessary and appropriate modifications and adjustments that do not impose a disproportionate or undue burden, where needed in a particular case, to ensure that those with disabilities can enjoy or exercise all human rights and fundamental freedoms on an equal basis with others. Denial of reasonable accommodations is a form of discrimination. The World Bank is committed to disability-inclusive development because unless the socioeconomic inequality of persons with disabilities is addressed, its twin goals of ending extreme poverty and promoting shared prosperity cannot be achieved. It implements a comprehensive approach to facilitate the participation of persons with disabilities in the projects it finances, as well as in the organization's own workforce.<sup>1</sup>

**FIGURE 1.1.** BIOPSYCHOSOCIAL MODEL OF DISABILITY



Source: World Health Organization. 2002. Towards a Common Language for Functioning, Disability and Health.<sup>2</sup>

**The CRPD specifically safeguards the right of persons with disabilities to work and earn a living through work, a notion supported by the most recent evidence on the economic benefits to companies that employ persons who have disabilities.** Under Article 27, governments who ratify the CRPD commit to: (1) prohibit discrimination based on disability in employment; (2) protect the rights of a person with a disability to equal remuneration for work of equal value; (3) enable a person with a disability effective access to technical and vocational education and training; (4) promote employment opportunities and career advancement in the labor market for persons with disabilities, and assist them in finding and maintaining employment; (5) offer persons with disabilities opportunities for self-employment and entrepreneurship; (6) provide opportunities in the public sector for the employment of persons with disabilities; and (7) promote the employment of persons with disabilities in the private sector. The CRPD advocates for the employment of persons with disabilities as a human right, both so they may actively participate in and contribute to society, and to achieve financial independence. The most recent research highlights the added value that persons with disabilities bring to the workplace by making it more inclusive and accessible for everyone. This also raises the profitability and public image of the companies for which they work. As employees, persons with disabilities tend to have lower turnover rates and offer qualities such as perseverance, problem-solving, agility, forethought, innovative thinking, and willingness to experiment—skills they had to master to adapt to environmental barriers.<sup>3</sup>

**In 2012, the Russian Federation ratified the CRPD and began the process of aligning its legislation and policy measures with the convention.** Several key legal documents outlining measures to protect the rights of persons with disabilities in Russia predate the ratification of the convention. The Constitution of the Russian Federation (1993)<sup>4</sup> guarantees equality of rights and freedoms for all citizens and prohibits any restriction of rights based on a citizen's personal or social characteristics. Federal Law No. 181–FZ: *On Social Protection of People with Disabilities in the Russian Federation* (1995)<sup>5</sup> defines the state policy on the social protection of persons with disabilities and contains special provisions regarding their employment as well as measures to increase their competitiveness in the labor market. Federal Law No. 1032–1: *On Employment of the Population in the Russian Federation* (1991)<sup>6</sup> also includes clauses regarding the employment of persons with disabilities. And the Labor Code of the Russian Federation (2001)<sup>7</sup> includes provisions on the benefits and opportunities for persons with disabilities. In 2011, prior to the ratification of CRPD, Russia launched the National Accessible Environment Program, which supports measures to: (1) increase the physical accessibility of facilities and public transport; (2) increase accessibility and improve the quality of rehabilitation activities for persons with disabilities, and (3) increase employment rates among persons with disabilities. The National Social Initiative,<sup>8</sup> launched in 2021 by the Agency for Strategic Initiatives, focuses on the analysis of user experiences in accessing social services, and could serve as a national policy framework to further assess and realign services for persons with disabilities in accordance with CRPD principles.

**Progress has been slow in providing employment for persons with disabilities in Russia.** A key performance indicator under the National Accessible Environment Program,<sup>9</sup> established in 2017, was to increase the share of employed working-age people with disabilities to 51.7 percent by 2024.<sup>10</sup> The adoption of the 2017–20 Action Plan to Facilitate Employment of Persons with Disabilities was intended to accelerate the achievement of this indicator.<sup>11</sup> It includes measures for monitoring compliance with quota regulations, improving legislation to attract nongovernmental organizations (NGOs) for employment support, enhancing the services of employment centers for persons with disabilities, and

strengthening reporting on employment and disability. In October 2020, the follow-up action plan for 2021–24 was adopted,<sup>12</sup> with a continued emphasis on monitoring quota compliance, improving reporting, and strengthening interagency coordination and interactions between state employment services and employers. In 2021, due to slow progress on the key performance indicator, the target value was decreased from 51.7 to 41 percent.<sup>13</sup> However, given the current share of 26.3 percent in 2021, attaining 41 percent by 2024 would be difficult without targeted reforms to address labor demand and supply side barriers.

**This assessment seeks to identify the causes of low employment levels among persons with disabilities and to strengthen policy measures designed to improve the situation and better align them with CRPD principles.** The report examines the issue of employment of persons with disabilities by providing an overview rather than an in-depth analysis of a range of technical areas impacting employment and best practices in Russia. It aims to answer the following questions:

- What definitions of *a person with a disability* are used in the Russian Federation’s official statistical data? What are the socioeconomic characteristics of persons with disabilities, and how do these characteristics affect their employment?
- What are the barriers to the demand for and supply of labor by persons with disabilities?
- What policy measures are currently being implemented to facilitate the employment of persons with disabilities, including general measures by the government, targeted measures to stimulate labor supply and demand, and measures by nongovernmental actors? Are these measures effective?
- How can current measures be strengthened and better aligned with CRPD principles?

**The assessment was based on a mixed-methods approach that combines quantitative and qualitative data analysis.** The analysis includes a review of legislation, social policies, and national programs. The qualitative component consists of a series of expert interviews, focus group discussions, and roundtable consultations with researchers working in the field of disability studies; NGOs serving persons with disabilities, organizations of persons with disabilities; employers with experience in hiring candidates with disabilities, and persons with disabilities. Quantitative data includes administrative and survey data collected by government agencies on the prevalence, incidence, and causes of disability; the number of persons with disabilities, their age groups, levels of educational attainment, average wages and pensions, labor force participation rates, and unemployment rates. (See appendix A for more details on the methodology.)





# Employment of Persons with Disabilities





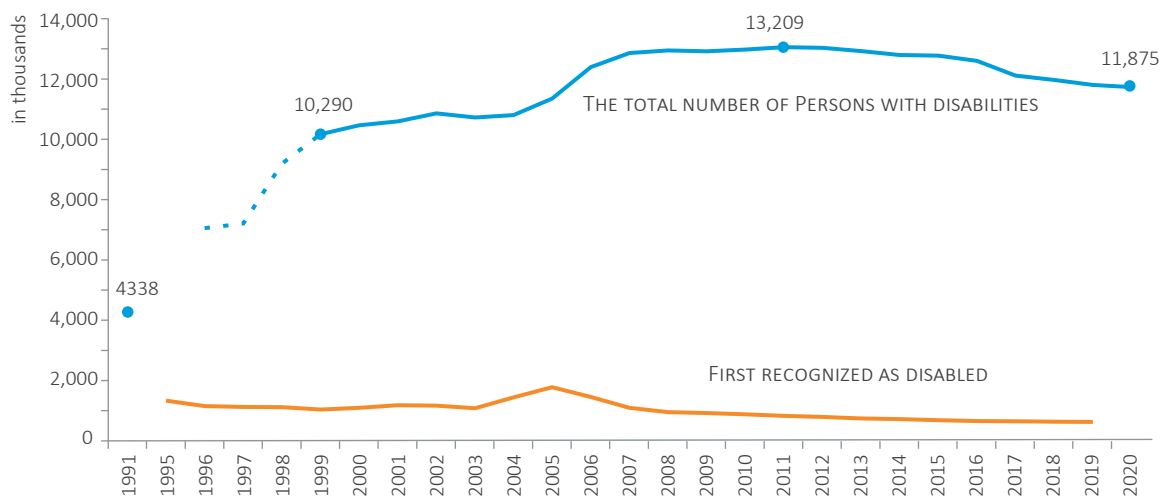
# 2 Employment of Persons with Disabilities

## 2.1. Official Statistics

**According to official statistics of registered disability status, 11.9 million persons with disabilities were living in Russia in 2020, comprising 8.1 percent of the total population.**

The Federal Law on Social Protection defines a person with a disability as one “who has a health disorder with a persistent impairment of vital functions resulting from diseases, injuries or, malformations, leading to functioning disabilities and requiring social protection of such a person.”<sup>14</sup> Registration is based on the results of a medical and social review (MSR). (See appendix C for more details on the MSR process.) Since 1991, the number of persons with disabilities has fluctuated, affected by the rules for registration and changes in statistical methodology.<sup>15</sup> By 2011, this figure reached a maximum at 13.2 million people (9.2 percent of the total population), gradually decreasing over the next 10 years (figure 2.1). All statistical data on disabilities presented in this report are based on official disability status either as reported by the Pension Fund of the Russian Federation (PFR) or as self-reported on household surveys. (See appendix C for more information on the MSR process and disability status eligibility.)

**FIGURE 2.1.** PERSONS REGISTERED AS DISABLED



*Source:* Rosstat and Federal Registry of People with Disabilities;<sup>16</sup> analysis by the authors.

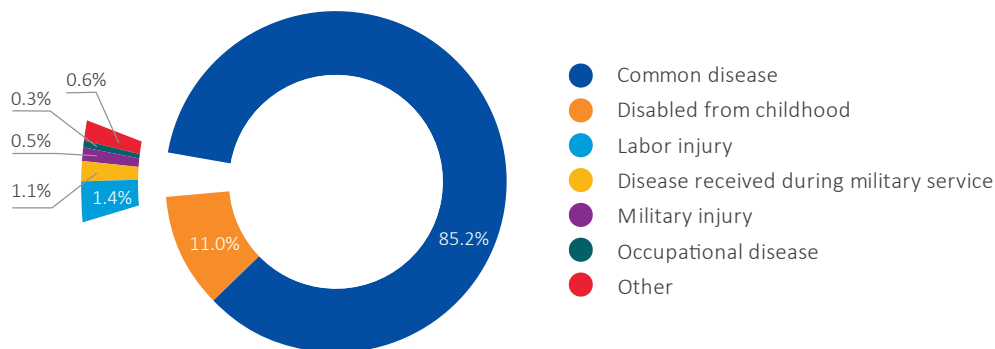
*Note:* Prior to 1999, data includes only those registered as disabled in PFR data but not those registered by military agencies.

**When applying the broader CRPD-aligned definition of disability, over 30 percent of respondents in Russia report having functional limitations—results similar to those in the European Union (EU).** With its Comprehensive Survey of Living Conditions in Russia in 2018, the Russian State Statistical Service (Rosstat) gathered data on limitations related to accomplishing daily activities due to a health problem during the previous six months. The survey confirms that not all people with functional limitations have official disability status: 10 percent of respondents aged 15 years and older reported significant limitations in daily

activities, another 23.3 percent reported insignificant limitations, but only 7.2 percent reported having official disability status.<sup>17</sup> (See appendix H for the Washington Group’s Short Set (WG-SS) of questions that define functional limitations.) In 2018, the EU Survey on Income and Living Conditions (EU SILC) asked a similar question to EU respondents aged 16 years and older: 7.6 percent reported having severe limitations, and 17.4 percent reported having some limitations.<sup>18</sup> These numbers are close to global estimates of disability prevalence. According to the World Report on Disability, for example, an estimated 15 percent of the world’s population lives with a disability.<sup>19</sup>

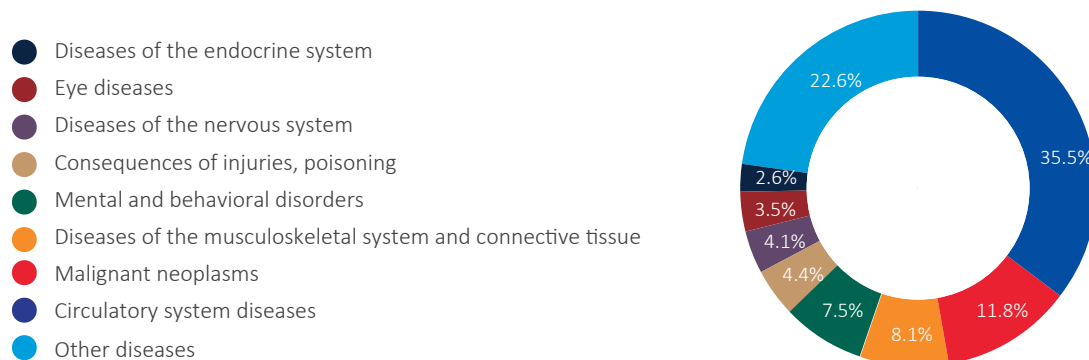
**People living with disabilities represent a heterogeneous group with diverse needs based on the cause of the disability, its severity, and the age of onset.** The most common cause of disability is general disease acquired in adulthood (85 percent).<sup>20</sup> Among all persons registered as disabled, those who were disabled prior to adulthood account for 11 percent, and those whose disability resulted from a work- or military-related injury account for 2.5 percent (see figure 2.2). Most of those registered have “hidden” disabilities, such as a chronic disease of the circulatory, endocrine, and nervous systems, or a malignant neoplasm—conditions that cannot be uniformly approached because every person’s situation is unique, and their functioning levels can change dramatically. Other hidden disabilities include psychosocial and intellectual disabilities: over 7 percent of people registered as disabled are in this group (see figure 2.3). Persons with such disabilities face additional employment-related challenges because mental health issues remain largely taboo in the Russian labor market context, and disclosure to an employer of such a diagnosis could result in termination. Persons with intellectual disabilities in Russia often lack legal independence, and mechanisms for supported employment in the open labor market are not well developed. Persons registered as disabled fall into three groups, according to the severity of the disability: very severe health disorders (first degree), severe (second degree), and least severe (third degree). Criteria are based on the severity of persistent impairment of vital functions, drawing on the medical model of disability (see appendix C). Since 2011, the number of people registered as having a third-degree disability increased by 19.2 percent, while the number of people registered with a second- or first-degree disability decreased by 28.7 and 7.7 percent, respectively (figure 2.4), which could be linked to the application of more restrictive definitions during the disability assessment.

**FIGURE 2.2.** PERSONS REGISTERED AS DISABLED BY CAUSE OF DISABILITY (AS OF JANUARY 1, 2021)



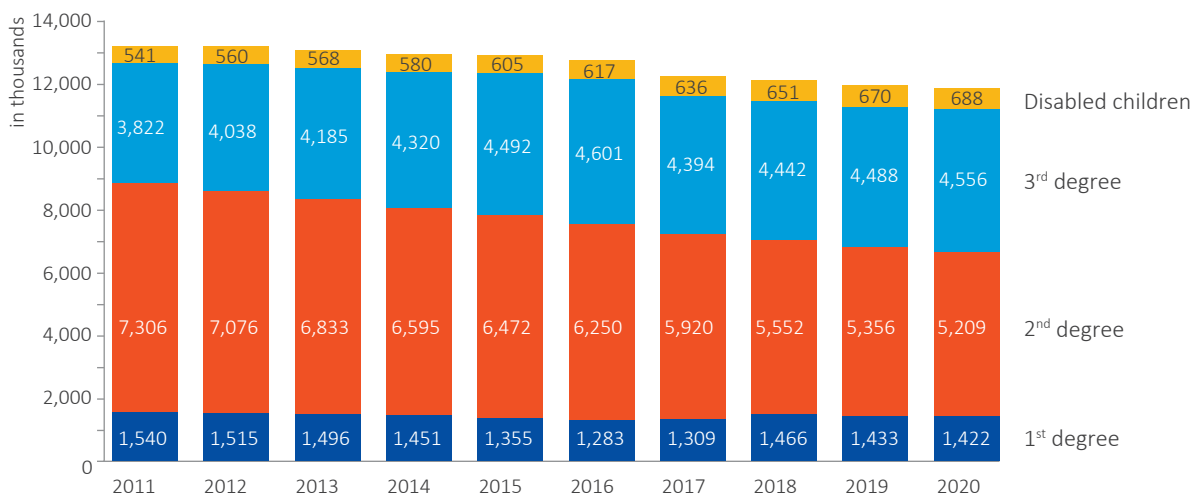
Source: Federal Registry of Persons with Disabilities.<sup>21</sup>

**FIGURE 2.3.** DISABILITY PREVALENCE IN PERSONS AGED 18 YEARS AND OLDER BY CLASS OF DISEASE (AS OF JANUARY 1, 2020)



Source: Ministry of Labor and Social Protection.<sup>22</sup>

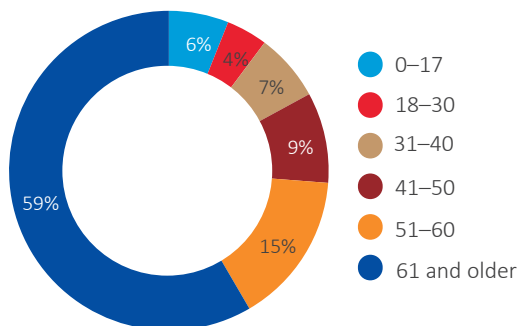
**FIGURE 2.4.** PERSONS REGISTERED AS DISABLED BY DEGREE OF DISABILITY



Source: Rosstat,<sup>23</sup> analysis by the authors.

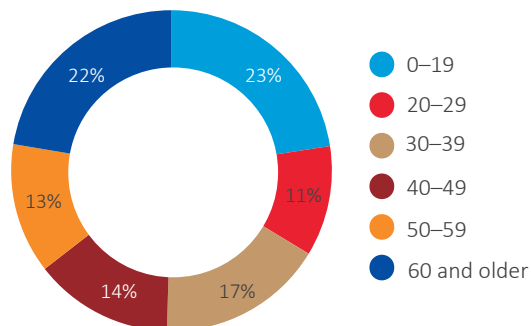
**The average age of persons registered as disabled is significantly higher than the general population as health risks increase with age.**<sup>24</sup> Almost two-thirds (59 percent) of persons with disabilities are aged 61 years or older, a cohort that accounts for only 22 percent of the total population (figures 2.5 and 2.6). Children (under the age of 18) represent 5.8 percent of all persons with disabilities—three to four times lower than their share of the total population.<sup>25</sup> Over four-fifths of people recently registered as disabled are aged 45 years or older. In 2020, 56.7 percent of the recently registered were at retirement age, while 26 percent were of preretirement age (women aged 45–54 years old, and men aged 45–59 years old).<sup>26</sup> Russia’s population is rapidly aging. In 2020, the share of people over the age of 65 was 16 percent—almost double the global average of 9 percent. The United Nations estimates that by 2050, this number will reach 25 percent, doubling old-age dependency, with 40 people over the age of 65 per 100 working-age people (i.e. those aged 15–64 years old).<sup>27</sup> This will result in an increase in the share of persons with disabilities in the general population.

**FIGURE 2.5.** DISTRIBUTION OF REGISTERED PERSONS WITH DISABILITIES BY AGE GROUP



Source: Rosstat,<sup>28</sup> as of January 1, 2021.

**FIGURE 2.6.** DISTRIBUTION OF TOTAL POPULATION BY AGE GROUP

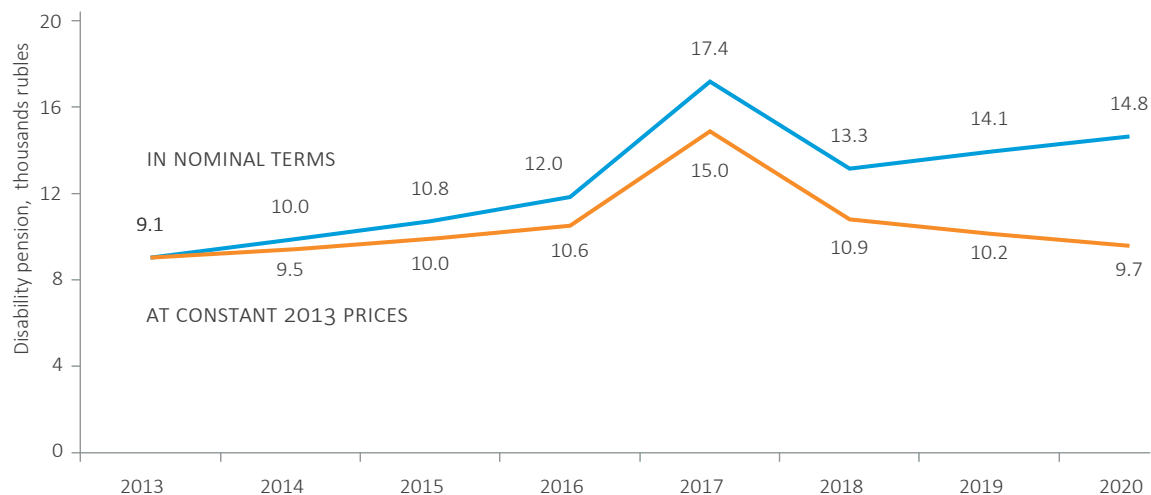


Source: Rosstat,<sup>29</sup> data for 2020.

Note: Figures 2.5 and 2.6 show different age groups due to the way data is collected.

**Poverty levels among persons with registered disabilities are high and tend to rise with family size.** The average disability pension is substantially below the average earned income and depends on the disability degree, period of work, and the number of earned pension points (in the case of insurance disability pensions). As of January 1, 2020, the average monthly pension for persons with disabilities was Rub 14,817 (US\$202)<sup>30</sup> compared with Rub 15,878 (US\$216)<sup>31</sup> for the average old-age pension and Rub 42,366 (US\$576) for the average monthly salary. But the disability pension varies by disability degree: the average pension for someone with a third-degree disability was Rub 13,056; for someone with a second-degree disability, it was Rub 15,411; and for someone with a first-degree disability, it was Rub 18,909. While pensions grew in nominal terms since 2013, the last two years show a decrease in real size (figure 2.7). Moreover, the average disability pension is only 15 percent higher than the per capita subsistence minimum, and social disability pensions for persons with second- and third-degree disabilities range from a half to one-third of the subsistence minimum.<sup>32</sup> (See appendix C for a detailed description of disability pensions in Russia.) The level of poverty among adults with disabilities is about 20 percent (compared with 12.1 percent for the total population in 2020).<sup>33</sup> Furthermore, at the household level, 15 percent of households that include a person with a disability lack over 50 percent of the subsistence minimum to rise above the poverty line. The larger such a family is, the higher their risk of living in poverty. The poverty risk among working-age persons with disabilities is about 30 percent for households of up to three persons. Single households comprising a person with a disability are less poor; the same is true for two-person households, as they rarely contain dependents (children).<sup>34</sup> The share of persons with disabilities living in rural communities is also greater: 30 percent compared with 24.9 percent for the total population, which increases the likelihood of poverty due to the urban/rural divide.<sup>35</sup>

**FIGURE 2.7.** AVERAGE PENSIONS OF PERSONS WITH DISABILITY REGISTERED THROUGH THE PENSION FUND OF THE RUSSIAN FEDERATION, 2013–20



Source: Rosstat,<sup>36</sup> analysis by the authors.

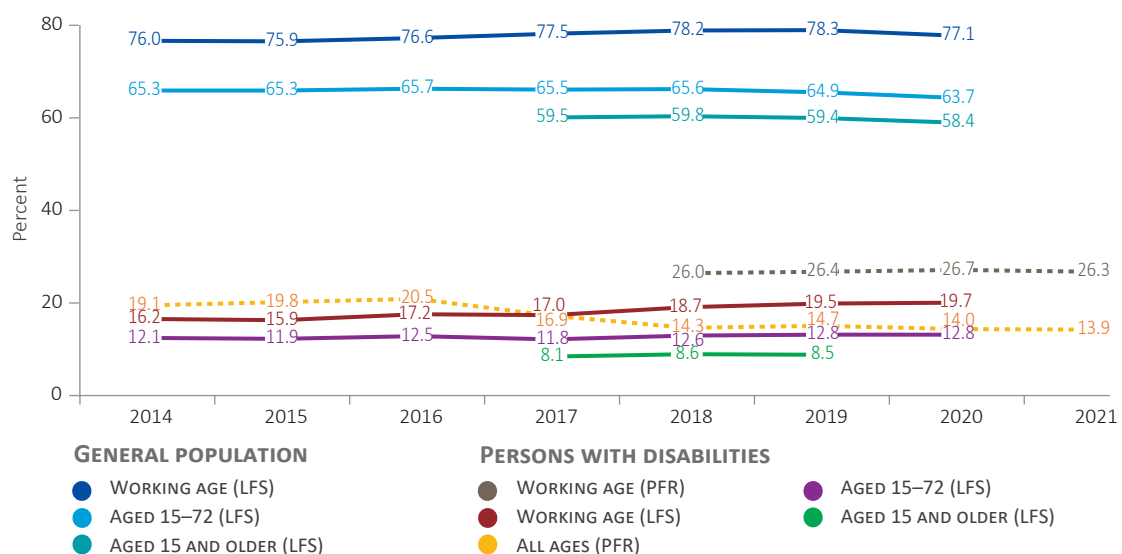
## 2.2. Share and Profile of Employed Persons with Disabilities

**The employment rate among persons with disabilities remains low and has not increased in recent years.** According to PFR data, the share of employed persons with disabilities of working age, defined in 2020 as 15–54 among women and 15–59 among men, was 26.3 percent.<sup>37</sup> (Of the 3,848,164 working-age persons with disabilities, 1,013,294 were employed).<sup>38</sup> This is the indicator that is used for reporting under the National Accessible Environment Program, with the objective of increasing it to 41 percent by 2024.<sup>39</sup> This indicator excludes those past retirement age.<sup>40</sup> According to PFR data, of the 7,080,825 persons with disabilities past retirement age, 500,000 are employed. Employed persons with disabilities past retirement age therefore account for one-third of all employed persons with disabilities. The share of persons with disabilities who are employed, regardless of age, is 13.9 percent. PFR data excludes persons with disabilities in informal employment—those who do not pay taxes or make contributions to social, pension, or medical funds. Among persons with a first-degree disability, 6 percent were working, among those with a second-degree disability, 19.6 percent were working, and among those with a third-degree disability, 37.6 percent were working.<sup>41</sup> Another source for statistics on labor market participation of persons with disabilities is the nationally representative Labor Force Survey (LFS). LFS data takes into account the informally employed, allowing for a comparison with the general population.<sup>42</sup> Based on LFS data,<sup>43</sup> 19.7 percent<sup>44</sup> of working-age persons with disabilities were employed compared with 77.1 percent of the general population (figure 2.8). This drops to 12.8 percent of all people aged 15–72 years old compared with 63.7 percent of the general population. (See appendix B for general trends on the Russian labor market.) Despite accounting for informal employment, the LFS shows a lower share of employed persons with disabilities, which could be attributable to an underrepresentation of persons with disabilities among respondents and an underreporting of disability status among persons with disabilities. The rest of the discussion focuses on the employment of persons with disabilities who are of official working age (ages 15–55 among women and 15–60 for men, as of 2020) in relation to the key performance indicator.



**International benchmarking of data on the employment rate of persons with disabilities is not possible due to methodological differences in data collection.** International comparisons of administrative data on persons with a registered disability are not conducted due to the various approaches to defining and assessing disability. Such comparisons also exclude the larger group of persons with disabilities as conceptualized in the United Nations Convention on the Rights of Persons with Disabilities (CRPD), who might be unable or not interested in being officially registered as disabled. The closest relevant comparator might be data from the 2018 EU SILC, which uses methodology similar to what Rosstat used for the LFS to gather data on employment. However, EU SILC bases the variable for disability on self-reported “long-standing limitations in usual activities due to health problems” while the LFS is based on self-reported official disability status, resulting in a narrower group of people more likely to face barriers to employment. Based on EU SILC, the average employment rate among persons with disabilities in the EU was 52 percent compared with 12.8 percent in Russia.<sup>45</sup> However, these differences may be partially attributable to the above-described methodological differences.

**FIGURE 2.8.** EMPLOYMENT RATE AMONG PERSONS WITH DISABILITIES, 2014–21



Source: Rosstat<sup>46</sup> and PFR<sup>47</sup> data; analysis by the authors.

**Among persons with disabilities, those between the ages of 40 and 49, those with higher education, and those living in rural areas have higher employment rates.** The employment rate of men with disabilities is 1 percentage point lower than that of women (19.3 percent and 20.4 percent, respectively), whereas among the general population men have a higher employment rate than women (see table 2.1).<sup>48</sup> Among persons with disabilities and among the general population, women and men aged 40–49 years old have the highest employment rates. Differences between age cohorts are more attenuated for persons with disabilities than for the general population: the employment rate gap between those aged 16–29 years old, and those aged 30–39 years old are less dramatic. Among employed persons with disabilities, the shares of people with higher education levels as well as those with a secondary vocational education are higher.

**TABLE 2.1.** EMPLOYMENT RATE AMONG WORKING-AGE PERSONS WITH DISABILITIES BY SOCIODEMOGRAPHIC GROUP, 2020<sup>49</sup>

		PERSONS WITH DISABILITIES (PERCENT)	GENERAL POPULATION (PERCENT)
<b>TOTAL</b>		<b>19.7</b>	<b>76.9</b>
<b>GENDER AND AGE</b>	Men, total	19.3	79.5
	Men, aged 16–29	13.7	59.1
	Men, aged 30–39	19.5	90.2
	Men, aged 40–49	21.2	89.7
	Men, aged 50–59	19.9	79.6
	Women, total	20.4	74.1
	Women, aged 16–29	11.4	48.9
	Women, aged 30–39	18.5	80.7
	Women, aged 40–49	24.6	87.9
	Women, aged 50–54	22.5	82.5
<b>EDUCATION</b>	University education	37.2	88.8
	Secondary vocational education	26.0	85.7
	High school and lower levels	12.6	52.1
<b>TYPE OF PLACE OF LIVING</b>	Residents of urban areas	19.4	79.1
	Residents of rural areas	20.1	70.2

Source: Rosstat,<sup>50</sup> analysis by the authors.

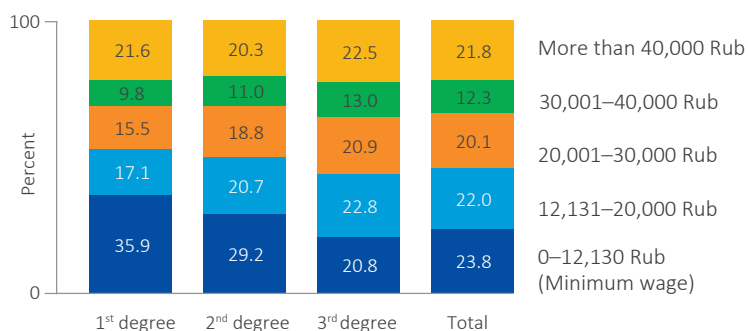
**Persons with disabilities are more likely to be employed informally and work in lower-wage sectors.** They are less likely to be employed in skilled positions and work in professions for which they were trained. The share of specialists with high- and mid-level qualifications among persons with disabilities is lower, while the share of unskilled workers and skilled agricultural workers is higher. (See table 2.2 for a presentation of selected indicators; see also appendix B for more details.) Persons with disabilities are more likely to be engaged in agriculture on their family’s plot and therefore those living in rural areas are more likely to be employed than those living in cities. Among persons with disabilities who are employed, only 64.6 percent work at enterprises and organizations with a legal entity status, where labor conditions are more secure, compared with 81.2 percent of the general population. Only 42.6 percent of persons with disabilities with vocational or higher education were hired in the professions for which they trained compared with 64.7 percent of the general population.

**The distribution of wages for persons with disabilities is skewed toward lower-income groups.** In 2019, 23.8 percent of people with disabilities earned the minimum wage or less, while another 42 percent earned no more than Rub 30,000 (US\$408) (figure 2.9).<sup>51</sup> Among those with more severe impairments—a first- or second-degree disability—the share of those receiving the minimum wage was greater. Interestingly, across all three groups, one-fifth of those working received more than Rub 40,000 (US\$544), which suggests that the ability to perform skilled work does not depend on degree of disability. Figure 2.10 presents the distribution of workers of organizations by total accrued wages, according to Rosstat data. The share of people in the general population who earn incomes equal to or less than minimum wage is almost four times lower than among those with disabilities.

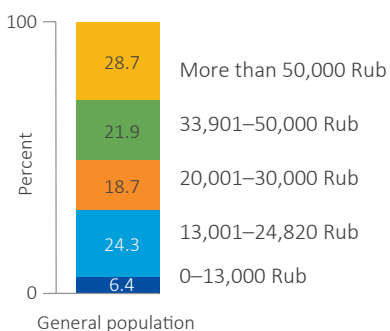
**TABLE 2.2.** SHARE OF EMPLOYED WORKING AGE PERSONS BY CHARACTERISTICS OF EMPLOYMENT, 2020

SHARE OF EMPLOYED WORKING-AGE PEOPLE	PERSONS WITH DISABILITIES (PERCENT)	GENERAL POPULATION (PERCENT)
<b>EMPLOYED, INCLUDING SELF-EMPLOYED, BY TYPE OF WORKPLACE</b>		
Enterprise or organization with legal entity status	64.5	81.2
Employee of individual, individual entrepreneur, or on a farm	15.6	12.8
Agricultural production at family plot—for sale or exchange	9.8	1.0
Leading entrepreneurial activity without establishing a legal entity	10.1	5.0
<b>EMPLOYEE (WORKING FOR OTHERS) BY TYPE OF CONTRACT</b>		
Permanent contract	83.0	92.4
Temporary contract	4.5	2.6
Verbal agreement without paperwork	10.1	3.5
Other type of contract	2.4	1.5
<b>EMPLOYED, INCLUDING SELF-EMPLOYED, BY OCCUPATION</b>		
Highly skilled specialist	14.1	26.5
Mid-level specialist	9.2	13.7
Skilled worker in agriculture, forestry, fish-farming, or fishing sectors	12.6	2.1
Low-skill worker	19.3	7.0
Other occupation	44.8	50.7

Source: Rosstat,<sup>52</sup> analysis by the authors.

**FIGURE 2.9.** DISTRIBUTION OF EMPLOYED PERSONS WITH DISABILITIES BY WAGES, 2019


Source: PFR.<sup>53</sup>

**FIGURE 2.10.** DISTRIBUTION OF EMPLOYED PERSONS IN THE GENERAL POPULATION BY WAGES, 2019


Source: Rosstat.<sup>54</sup>

## 2.3. Profiles of Unemployed Persons with Disabilities

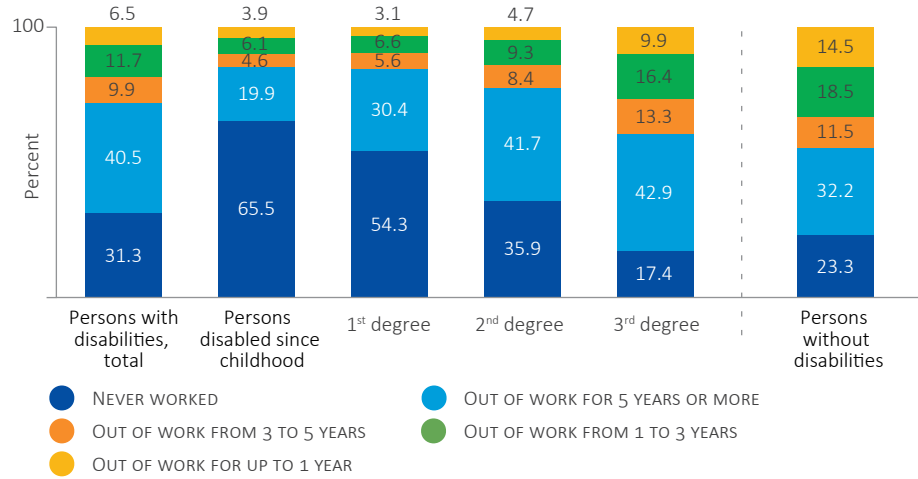
**Three-quarters of working-age persons with disabilities do not work, and more than half of them have a first- or second-degree disability.** According to PFR data, over 2.5 million working-age persons with disabilities did not work (73.3 percent).<sup>55</sup> This population is distributed across the three officially assigned severity levels—half (45.9 percent) with a second-degree disability, 38.1 percent with a third-degree disability, and only 16 percent

with a first-degree disability as determined through a disability assessment process. According to LFS estimates, over 80.3 percent of working-age persons with disabilities are not working (75 percent not in the labor force and 5.3 percent unemployed) compared with 23.1 percent of the general population. In 2020, two-thirds of working-age persons with disabilities who did not work were men;<sup>56</sup> 46.1 percent were between the ages of 50 and 59. Over half of nonworking women were 40 and older. 61.4 percent of nonworking working-age persons with disabilities had no education beyond high school; most (59.2 percent) were residents of urban areas (see appendix B for additional data). Persons whose disabilities are more severe as well as those with disabilities who are elderly likely face additional barriers to employment or are unable to work because of their health status. Employment options for people without higher education are limited because the majority of low-skilled vacancies involve responsibilities requiring physical exertion.

**Among currently unemployed persons with disabilities, over 30 percent have no work experience; a majority of those who do, worked in low-skilled jobs.** The share of people without work experience is higher among those with more severe impairments. Among those who have been disabled since childhood, 66 percent never worked. Most persons with disabilities who have worked in the past, regardless of the severity of their disability, have been out of work for more than five years, suggesting limited chances of their returning to the labor force (see figure 2.11). Most of the currently unemployed had worked in low-skilled jobs. More than half had previously worked as production plant and machine operators, assemblers, and drivers (23.2 percent); as skilled workers in industry, construction, transportation, and related occupations (20 percent); and as unskilled workers (18.2 percent). In many cases, upon acquiring a disability, a worker is not able to remain in these types of occupations, which are often physically demanding. Supporting workers in acquiring new skills and providing them with reasonable accommodations and adjustments to work responsibilities and procedures could allow them to remain employed.

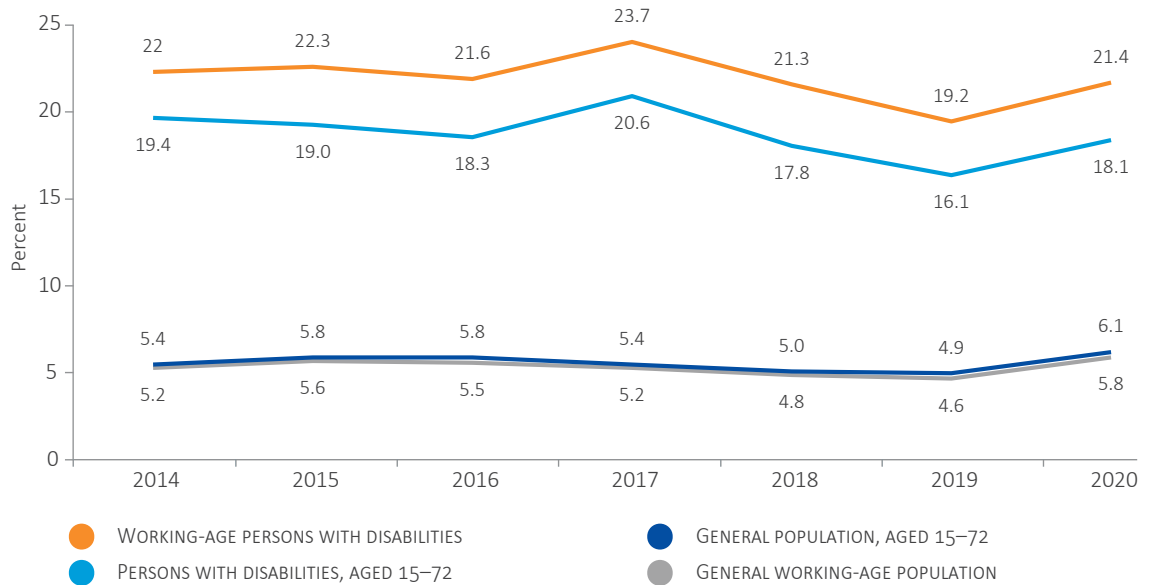
**The unemployment rate among working-age persons with disabilities is 21.4 percent (3.5 times higher than the national unemployment rate), and they tend to remain unemployed for a relatively long period of time.**<sup>57</sup> In 2014–20, the unemployment rate among persons with disabilities aged 15–72 years old was stable, ranging from 16.1 to 20.6 percent; the rate was higher among the working-age group, ranging from 19.2 to 23.7 percent—four times higher than for the general working-age population (figure 2.12). Among the general population, the difference in the rate of employment the 15–72 age group and the working-age group was negligible, but among persons with disabilities in the same age groups there was a 3-percentage-point gap. Persons with disabilities also spend more time searching for jobs. In 2020, 63 percent of unemployed persons with disabilities (23 percentage points higher than the general population) took at least six months to find a job. Long periods of unemployment or “inactivity” result in a reduction in the human capital value of individuals (e.g., knowledge becomes obsolete, skills are lost), and discourages further efforts to find employment. Evidence suggests gender differences: men across all age groups are better represented among the unemployed than among those out of the labor force, indicating that they are more actively looking for employment opportunities (see supporting data in appendix B).

**FIGURE 2.11.** WORKING-AGE PERSONS WITH DISABILITIES AND DURATION OF PRIOR WORK EXPERIENCE, APRIL 2021



Source: PFR data provided by the Ministry of Labor and Social Protection; analysis by authors.

**FIGURE 2.12.** UNEMPLOYMENT RATE



Source: Rosstat,<sup>58</sup> analysis by authors.



# 3

## Compensatory Policies for Persons with Disabilities



## 3

## Compensatory Policies for Persons with Disabilities

### 3.1. Disability Assessment

**A person is registered as disabled based on the results of a medical and social review (MSR).** An MSR is a comprehensive assessment of a person's health and social circumstances based on a review of clinical/functional, social/household, career/employment, and psychological data. The assessment methodology is based on the severity-level classification of impaired body functions and life-course limitations caused by the disability. Clinical and functional data, as well as all aspects of the diagnosis are particularly important when assigning the disability status, including stage, severity level, complications, the degree and severity of damage caused to certain organs or systems or to the functioning of the whole human body. For children, the age of onset, when the child develops the first symptoms, is of particular importance. The review is conducted by specialists from the territorial offices of the Federal Bureau of MSR under the Ministry of Labor and Social Protection (MoLSP). In 2016–19 the MoLSP, together with the Ministry of Health, developed and tested special criteria for assigning disability status to children. However, despite the existence of legally approved classifications and criteria for granting disability status for children and adults, controversial situations do arise when assigning a disability group in the course of MSR, especially for persons with mental health dysfunction. The decision to recognize or refuse to recognize a citizen as a person with a disability is taken by a simple majority vote of specialists who have carried out the MSR, based on a discussion of the results of the assessment. In 2020, 9.2 percent of applications for disability status were rejected, while in 2018 14.2 percent had been rejected.<sup>59</sup> The Audit Chamber of Russia reports that in 2018, 52,400 people appealed to have their MSR decision reviewed; the decision was revised in 12.2 percent of appealed cases.<sup>60</sup>

**Disability status is not directly linked with a person's capacity to work or current employment status.** The capacity to work is assessed along with other core functioning domains: self-care, mobility, orientation, communication, control of one's behaviors, and learning. As a result of the MSR, a person can be given the status of having a first-, second-, or third-level disability based on the severity level of the persistent impairment of vital functions. A reexamination procedure by the MSR bureau is required to extend disability status—bi-annually for those with a first-degree disability and annually for those with second- and third-degree disabilities.<sup>61</sup> In addition, any disability group can be assigned as open-ended without specifying the reexamination period. Open-ended disability status can be assigned no later than two years after an initial assignment of disability for people with diseases, defects, irreversible morphological changes, and dysfunctions of organs and body systems (e.g., malignancy, congenital or acquired dementia); or four years after the initial establishment of disability and only if rehabilitation and habilitation were not successful.<sup>62</sup> In April 2020, due to the COVID-19 pandemic, the government established a temporary simplified procedure for the reexamination of persons with disabilities and people receiving disability status for the first time, automatically extending people's previously established disability status for six months and allowing the assignment of disability status based on a remote (online or by mail) assessment, not requiring an in-person visit to the MSR bureau.<sup>63</sup>

Disability status is also extended for six months for persons previously designated as a “child with a disability” who reached 18 years old prior to March 1, 2021. The simplified procedure also provides for the possibility to appeal MSR results.

### 3.2. Rehabilitation Services

**MSR results inform the development of an individual rehabilitation or habilitation program (IRHP), which defines state support rehabilitation measures and benefits.** An IRHP, developed by the specialists from the MSR bureau, sets out the most appropriate rehabilitation activities, including medical, occupational, and other activities, for the restoration of and compensation for impaired vital functions, development, and abilities of a person with a disability to perform certain activities.<sup>64</sup> The IRHP is subject to compulsory implementation by respective public authorities and local self-governance bodies—that is, it is required for admission into educational institutions and to register with employment services. IRHPs include occupational rehabilitation measures, such as career guidance, recommendations on vocational training or retraining, employment assistance, and workplace adaptation. They can include recommendations regarding employment, with a list of the types of occupations and work activities that the person is not able to carry out. This practice is not compliant with the principles in the United Nations Convention on the Rights of Persons with Disabilities (CRPD) because its sole focus is on the limitations of the person rather than on the environmental barriers that need to be removed so the person can engage in the work activities. IRHPs may also include recommendations for psychological and pedagogical rehabilitation or habilitation. Findings from the qualitative analysis indicate that because there is a lack of education specialists on MSR expert panels, the IRHP section on retraining and psychological and pedagogical rehabilitation is often left incomplete, so the person with the disability, particularly if he or she is over the age of 18, does not receive recommendations for educational rehabilitation or for the creation of special conditions in the educational and professional environment. Educational recommendations can be included in the IRHP only after the person passes a psychological, medical, and pedagogical commission (PMPC) assessment for persons with disabilities under the age of 18, and participation in the assessment depends on the decision of the parents. Since 2017, the development of IRHPs for children with disabilities have been carried out based on the PMPC’s decision.<sup>65</sup> In 2019, three of five sample survey respondents with disabilities had IRHPs.<sup>66</sup> Based on the IRHP, persons with disabilities are provided either with assistive devices (in-kind), or with financial support (direct payment) to cover the cost of the purchase.<sup>67</sup> In 2020, 71.9 percent of adults with disabilities whose IRHP recommended rehabilitation and/or habilitation measures had received these services.<sup>68</sup> MoLSP reports that 1.6 million people receive support for assistive devices annually, funded by the National Accessible Environment Program. In 2020, 253,200 persons with disabilities used canes, crutches, or other types of devices; 178,400 used wheelchairs; 69,400 used prosthetics; and 2,600 used trained guide dogs. (See appendix C for more details on the MSR and IRHP.)

**IRHP rehabilitation recommendations are often limited to assistive devices, and procedures for acquiring these devices are sometimes too rigid.** As MSR decisions are based on federal standards, the rehabilitation measures prescribed are often too general, not tailored to the changing nature of an individual’s requirements. Moreover, many persons with disabilities feel that their prescription does not reflect their actual situation, but find the appeals process too cumbersome. The list of rehabilitation and habilitation measures does not cover social services, defined by the CRPD as an integral part of rehabilitation

along with health, employment, and education-related measures. Practical prescriptions in IRHPs are often centered around assistive devices, a specific type of device based on a federal standard established for each type of limitation, as well as a federal register of specific devices. Any change in circumstance or need for a new type of assistive device requires a reexamination through the MSR process. In some cases, prescriptions do not reflect the specific current needs of individuals with disabilities—needs can change due to disease progression or other change of circumstances. Until recently, devices could only be ordered through the state-funded network of production centers, resulting in long waiting periods and devices not fully meeting the individual needs of users. A recently introduced option to receive a reimbursement for the cost of a privately purchased device is more flexible but still offers limited choices for the most relevant types of devices or support for a specific context. In some cases, this creates the perverse incentive to receive devices not essential to daily functioning. For example, a paralyzed woman with a mobility impairment explained in an interview that she had received three different types of wheelchairs, none of which she used. (See appendix C for more details on MSR, IRHP, and assistive devices.)

### 3.3. Pensions and Benefits

**A person with a disability is entitled to a pension and to a range of in-kind and cash benefits.** Some of the benefits are universal, others are conditional on remaining unemployed. Persons with disabilities in Russia have the right to receive compensatory state support in the form of disability pensions, cash allowances, in-kind benefits, and services. Pensions can be contributory, social, or public disability pensions, depending on age (working age or retired), insurance contribution period, and cause of disability. In some cases, persons with disabilities can receive two types of pensions. For example, upon reaching retirement age, those with prior work experience may receive both a public disability pension and a contributory old-age pension. (See table 3.1 for a summary of pensions and benefits.) Parents or guardians of children with disabilities or adults with severe (first-degree) disabilities receive additional monthly payments only if the caretaker is not working. The monthly payment is Rub 10,000 for the parent or caretaker and Rub 1,200 for other (non-relative) caretakers. (See appendix C for more background information on pensions and benefits.)



**TABLE 3.1.** SUMMARY OF PENSIONS AND OTHER CASH AND IN-KIND BENEFITS FOR PERSONS WITH DISABILITIES

TYPE OF PAYMENT	SHORT DESCRIPTION/ RATIONALE FOR PAYMENT	APPROXIMATE AMOUNT (RANGE)	CONDITIONALITY ON EMPLOYMENT STATUS
<b>PENSION</b>	There are three main types of pensions for persons with disabilities depending on age, insurance period, and cause of disability: (1) insurance disability pension; (2) social disability pension; and (3) state disability pension.	As of January 1, 2020, the average monthly pension for a person with a disability was Rub 14,817 (US\$202), ranging from an average of Rub 13,056 for a person with a third-degree disability, Rub 15,411 for those with a second-degree disability, and Rub 18,909 for those with a first-degree disability.	Pension is not conditional; however, annual indexation (inflation adjustment) is calculated only for those who are not employed.
<b>REGIONAL ADDITIONAL SOCIAL PAYMENTS (RASP)</b>	All nonworking pensioners, including recipients of disability pensions, whose pensions are below the minimum subsistence level for a pensioner established for their region of residence are entitled to RASP.	Amounts vary across regions. In Moscow, for example, top-up payments ensure that the full pension amount (pension + RASP) is at least Rub 20,222 per month.	Yes, RASP is only provided to the unemployed.
<b>MONTHLY CASH PAYMENT (MCP)</b>	Monthly payment is aimed to compensate for housing costs, utility expenditures, and tax exemptions, which until 2005 were provided in-kind.	As of January 1, 2021, the average amount was Rub 2,393, ranging from Rub 1,125 for a person with a third-degree disability to Rub 2,876 for someone with a first-degree disability.	No
<b>PACKAGE OF SOCIAL SERVICES</b>	Covers costs of prescription medication, medical products, and medical foods for children with disabilities; vouchers for health resort treatments; and two-way transport to the treatment site. In-kind or cash benefits.	The maximum monthly top-up to the monthly cash payment when requesting all possible services to be provided in cash is Rub 1,000.	No

Source: Developed by the authors.

### 3.4. National Accessible Environment Program

**The National Accessible Environment Program is the main vehicle for facilitating disability inclusion and aligning national policies and implementation of the CRPD in Russia.** Launched in 2011 ahead of CRPD ratification, the program sought to create a legal, economic, and institutional environment conducive to the integration of persons with disabilities into society and to improve their standard of living. MoLSP is responsible for implementing the program, which was recently extended through 2025. The total federal budget for the program for 2011–25 is Rub 716 billion<sup>69</sup> (US\$9.7 billion), with an annual budget of Rub 58.9 billion (US\$801 million) for 2021.

**The results of the evaluation of program implementation over a 10-year period highlight a range of achievements.** Accessibility adjustments were implemented at more than 27,000 facilities, accounting for 67.5 percent of the 40,000 facilities jointly selected by the regions with the Organizations of Persons with Disabilities. More than 23 percent of public buses were equipped for the transportation of people with low mobility, and

32.5 percent of metro stations were made accessible to persons with disabilities. Inclusive environments were created in over 7,400 kindergartens, and the number of schools attended by children with disabilities increased almost fivefold from 2,000 in 2011 to 9,800 in 2021. The number of physical and sports rehabilitation facilities increased from 15 in 2011 to 67 in 2019. Subtitles for national television programs are provided during 25 percent of broadcast time, and a new subtitle creation mechanism has been developed. In 2020, a requirement for at least 5 percent of weekly broadcasting to include subtitles became mandatory for obtaining a broadcasting license. Funds have been allocated for the publication of educational materials, books, newspapers, and journals in Braille.

**Under the national program, three federal subprograms are approved for implementation in 2021–25, in conjunction with supplementary regional programs.** The implementation of the activities envisioned under the national program is co-funded by the regions, each of which is responsible for developing regional target programs on disability inclusion. The three directions identified under the national program are:

1. Ensure conditions for the availability of priority facilities and services in priority spheres of life for persons with disabilities and other low-mobility groups in the population: Rub 0.4 billion (US\$6 million);
2. Improve the rehabilitation and habilitation system for persons with disabilities, including the system of employment and job quota mechanisms: Rub 38.9 billion (US\$529 million); and
3. Improve the system of medical and social examination through automation and electronic exchange of health information: Rub 19.6 billion (US\$266 million).

**The Action Plan for Increasing Employment of People with Disabilities in 2021–24<sup>70</sup> covers a range of general measures.** The plan is predominately focused on the monitoring and enforcement of compliance with quota legislation, the timely collection and aggregation of disability-related data, and awareness-raising activities. It also reiterates the need for increased coordination between different state and nonstate actors in facilitating employment of persons with disabilities, and special attention is paid to the employment of graduates with disabilities. The plan calls for the development of recommendations for the improvement of the efficiency of the quota system and the operation of employment services; however, it does not describe the process for developing these recommendations. It also proposes involving nongovernmental organizations (NGOs) in targeted support to persons with disabilities during the employment process, as well as in the provision of other employment services, but it does not define the mechanisms that could be used for such support or budget sources that could fund such activities.

# 4

## Barriers to Employment of Persons with Disabilities





## 4

## Barriers to Employment of Persons with Disabilities

### 4.1. Supply-Side Barriers

#### 4.1.1. Physical accessibility

**Accessibility barriers, particularly physical barriers, significantly contribute to low labor force participation and an overall low level of integration of persons with disabilities in society.** Persons with disabilities face inaccessible workplaces and transportation to work, limiting their mobility and making their inclusion in the labor market difficult. Employers participating in focus group discussions acknowledged that the lack of accessible environments for persons with certain types of disabilities, such as entrances and transport for wheelchair users, is a major barrier that overrides their efforts to attract employees with disabilities. The lack of a barrier-free physical environment narrows the choice of jobs persons with disabilities can consider and forces them to leave the workplace or change careers if their disability was acquired while at work, even if they retain the ability, skills, and experience to continue their work. Accessibility levels of facilities and services vary depending on the impairment (see appendix B for survey data on accessibility assessments by persons with disabilities). The implementation of the National Accessible Environment Program in 2011–20 has improved the accessibility of selected priority infrastructure and transportation services (see chapter 3); but significant work toward the creation of a barrier-free environment across all regions, including in remote and rural areas, is still needed. Regulations for ensuring the accessibility of buildings and structures for persons with disabilities are outlined in federal laws: *The Technical Regulation on Safety of Buildings and Structures*<sup>71</sup> and *Accessibility of Buildings and Structures for Populations with Limited Mobility, approved by the Ministry of Construction of the Russian Federation*.<sup>72</sup> However, enforcement of these regulations is still limited. With support from the Ministry of Labor and Social Protection (MoLSP), the All-Russian Society of Disabled Persons (ARSDP) is training a network of experts qualified to carry out accessibility assessments and provide recommendations on universal design to public and private entities. (See appendix G for a case study on ARSDP activities.) But such assessments are currently voluntary, and procedures for levying administrative fines for noncompliance with recommendations are not developed. Large cities also implement special transportation services (so-called social taxis) to cover travel for people with low mobility to and from socially significant facilities. In some cities, persons with disabilities can use social taxis to travel to work and school, but there are limits on such trips (e.g., 80 hours per month in Moscow).<sup>73</sup> To provide individual mobility support for persons with disabilities, airports, train stations, and metro stations in large cities also operate on-demand accessibility services that must be booked at least 24 hours in advance of travel. There are also hotlines to report problems with accessibility.

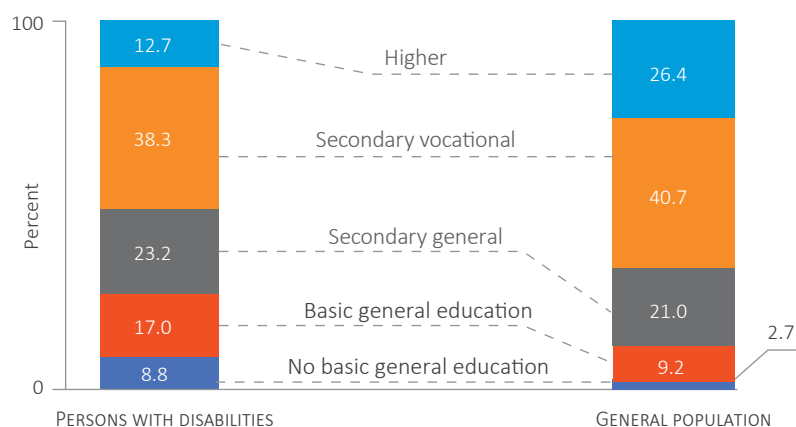
#### 4.1.2. Education

**Education attainment rate among persons with disabilities is below the national level, as policy commitments to inclusive education are not fully realized.** Almost 8.2 percent of persons with disabilities 15 years and older do not have a primary education compared with 2.5 percent of the general population; and 17.4 percent of persons with disabilities only have a primary education compared with 9.2 percent of the general population. The share of persons with disabilities with higher education is only 13.3 percent—half the national average of 27.2 percent (figure 4.1).<sup>74</sup> Half of general education schools are still not fully accessible to students with disabilities. Over the past decade, the number of students with disabilities in the secondary vocational education system has grown. In the 2019–20 academic year, 27,100 students with disabilities attended secondary vocational education programs, and 24,800 attended higher education programs. Compared to the 2009–10 academic year, the number of students with disabilities attending secondary vocational education institutions has grown by 70 percent, but only increased by 7 percent at higher education institutions.<sup>75</sup> This could be attributable to the role played by professional skills competitions in popularizing vocational education for persons with disabilities, particularly the *Abilympics* (see appendix G for a detailed case study).

**Many children with disabilities are still educated through the system of specialized/ segregated educational establishments, which limits their integration into society.**

There are 235 boarding institutions, 1,664 specialized schools, and 11 vocational boarding colleges. About every tenth child with a disability in the country lives in an institution (72,500 children).<sup>76</sup> The specialized schools system in Russia has been reformed, and their numbers have been falling over the past decade, but public debate over the closures remains controversial, with many arguing that specialized schools remain the preferred interim measure given the limited accessibility of general education facilities and the prevailing intolerant societal attitudes.<sup>77</sup> The government is currently planning to renovate 900 of the existing specialized schools by 2024.<sup>78</sup> In addition, the MoLSP supervises 11 vocational colleges in 10 Russian regions, which operate as boarding schools for students with disabilities.<sup>79</sup> The educational and living process in specialized institutions isolates the students from the full range of social situations, with minimal contact with the community outside the institution, reducing the probability of future successful social and professional integration of its graduates. Social stigma and a lack of an inclusive culture in society contribute to cases of deliberate and unintentional discrimination against students with disabilities in nonspecialized educational settings.



**FIGURE 4.1.** DISTRIBUTION OF PERSONS WITH DISABILITIES AGED 15 YEARS AND OLDER, BY EDUCATION LEVEL

Source: Rosstat,<sup>80</sup> analysis by the authors.

**The availability of courses in accessible formats including remote/online formats, which may be more accessible to a student with a disability, is limited; inadequate digital skills and insufficient access to information and communication technology present further obstacles; and the transition process from education to employment remains a challenge.** Remote/online education formats are sometimes preferred by students with disabilities, but challenges remain in terms of accessibility of content and availability of equipment and the Internet. At the policy level, the new federal standard for higher education outlines provisions to accommodate the needs of students with disabilities through a remote education format.<sup>81</sup> However, it also limits use of remote technologies in delivering bachelor's level programs to only a part of the curriculum, not to the entire program. Only 50 percent of graduates with disabilities who complete a vocational education find a job or decide to continue their professional education at other levels of the education system; persons with disabilities are affected by the digital divide more than the general population (Ministry of Education data, see appendix E for more details).

#### 4.1.3. Concerns over losing disability status, pension, or benefits

**The regular reexamination requirement and lack of transparent criteria for establishing the degree of disability often forces working-age persons with disabilities into unofficial employment arrangements to avoid losing their disability status and their cash and in-kind benefits.** During focus group discussions with persons with disabilities and service providers, informants suggested that a significant share of persons with disabilities avoid formal employment contracts due to the need to regularly confirm their disability status, concerned that active employment would jeopardize their chances of extension. Anyone with an official disability status receives a pension regardless of their employment status and income, but the amount of the pension is not indexed for working persons with disabilities. Since 2016, neither the fixed allowance nor the total contributory pension for working persons with disabilities has been indexed.<sup>82</sup> The pension is recalculated only when a person quits working. For nonworking persons with disabilities, the fixed part of the contributory pension is increased annually by the consumer price growth index of the previous year. The government may also decide to apply additional indexation depending on the pension fund's revenues. Apart from this, the total amount of the insurance pension for nonworking persons with disabilities is adjusted annually by establishing the pension coefficient. The social disability pension is also indexed once a year based on the growth of consumer prices. These indexations are not applied to working persons with

disabilities. Qualitative fieldwork highlights how persons with disabilities are worried, not only about losing the indexation (inflation adjustment), which is indeed conditional on remaining unemployed, but also about losing the disability pension and other benefits, which are not conditional on employment status, because they are not clear on the rules and procedures regarding their assignment.

**The individual rehabilitation or habilitation program (IRHP) document is sometimes viewed as a barrier to employment rather than a support measure.** Because medical and social review (MSR) decisions are based on federal standards, the prescribed rehabilitation measures are often too general and not tailored to the changing nature of an individual's needs. Moreover, persons with disabilities often feel that the prescription does not reflect their actual situation, but the appeals process to change the recommendations is too cumbersome. Although the IRHP, developed based of the MSR assessment, is supposed to be the main vehicle for a disabled person's rehabilitation and integration into society, qualitative fieldwork reveals that persons with disabilities often view it as a barrier. Some work-related prescriptions outlined in IRHPs are difficult to interpret and apply. For example, an often-cited prescription that "significant assistance from other people is required for employment" does not include guidelines for employers on the type of assistance they should provide. Another example is the recommendation that the person "should not be employed in positions that require communication with others," which could be broadly interpreted, granting legal grounds for refusing any kind of employment. For persons with mental disabilities, the IRHP conclusion often states, without sufficient grounds, that work is not recommended at all.

#### 4.1.4. Discouragement among applicants

**Long periods of inactivity and negative experiences with the job search result in some candidates with disabilities lacking motivation to find and keep a job.** Persons with disabilities face multiple barriers to finding employment and a great deal of rejection from potential employers, leading to discouragement and loss of motivation to continue looking for employment opportunities. Participants in focus group discussions expressed their fears of lifestyle changes associated with employment, which arise after long periods of inactivity, as well as professional degradation. (See appendix F for a summary of qualitative fieldwork findings.)

## 4.2. Demand-Side Barriers

**Discrimination against persons with disabilities in the labor market can be direct or indirect.** The predominant charitable attitudes toward those with disabilities is the cause of some of the discrimination. A common image of a person with a disability in Russian society is someone who is dependent, weak, poorly educated, unskilled, in need of constant assistance and guidance, requiring exceptional working conditions, and unproductive. This idea leads to the stigmatization of workers with disabilities. Barriers arise at the preemployment stage when the disclosure of one's disability status on the job application often results in the employer refusing to even consider the application regardless of the applicant's education credentials and professional skills. The problem is more acute for an applicant with a visible disability or speech impairment. Because of the cultural legacy of disability denial, employers fear that including a person with a disability on their team would repel clients and other workers. As a result, when persons with disabilities are employed, they are often kept away from client-facing positions. But there

are signs of change, as focus group discussion participants noted experiences with some employers who are purposefully engaging persons with disabilities in client-facing positions and promoting an inclusive culture in the company. (See appendix G for case studies on Yandex, IKEA, and Philip Morris.)

**Opportunities for career progression for persons with disabilities are limited.** Retaining a job is challenging even if the person acquired an impairment during their professional career. Persons with disabilities are often forced to hide their disabilities because they fear that their employers and nondisabled peers will act prejudicially toward them. This could lead to the statistical underreporting of the number of employed persons with disabilities and prevent employers from providing targeted support. The increase in remote work has been making employment more accessible for persons with disabilities, but many lack the necessary equipment and stable Internet access, and on average have lower levels of digital skills than in the general population. For those who are able to take advantage of remote work options, there are also risks of limited career development prospects because remote work is still considered inferior to office work, and physical presence in the office is still crucial for networking and career progression.

**Employers lack information about employing persons with disabilities, fear legal action, and worry about accommodations that they are unable to provide.** Charitable attitudes toward persons with disabilities and negative stereotypes about their capacity to work are still common among employers and in society generally. The employment process of persons with disabilities is accompanied by a lack of clear and easy recruitment and employment scenarios. Even if an employer does not hold any preconceptions about hiring applicants with impairments, most companies are concerned about the extra paperwork, the greater control by the labor inspectorate, and the complicated process and reputational risks if the employee with a disability has to be terminated due to poor performance. For example, some business representatives admitted during a focus group discussion that they fear additional financial audits if the employment of a disabled person is associated with state subsidies.

**Reconciling work requirements and the needs of persons with disabilities remains problematic.** Due to concerns over the potential negative impact of working conditions on the health status of employees, employers limit the range of positions for which they are willing to hire persons with disabilities. In the context of production facilities, the employment of persons with disabilities is not possible due to the incompatibility of labor requirements and formal medical recommendations for the applicants, as outlined in the IRHP. Employers are further discouraged by the lack of knowledge on how to adapt existing work regulations and protocols to special health conditions. The lack of integration of persons with disabilities in society results in nondisabled peers not having any prior experience interacting with persons with disabilities, resulting in their feeling anxious about doing so and sometimes avoiding contact altogether. Employers also worry that the health status of the person with a disability would require frequent medical attention and health-related absences, resulting in additional work for nondisabled peers. Overprotective attitudes among employers could also hinder the career trajectories of persons with disabilities (see appendix F).



# 5

## Opportunities to Facilitate the Employment of Persons with Disabilities



# 5

## Opportunities to Facilitate the Employment of Persons with Disabilities

### 5.1. Policy Measures to Stimulate Demand

#### 5.1.1. Antidiscrimination law

**In Russia, direct and indirect discrimination in the labor market based on disability is prohibited, and employers are liable for discrimination against employees.** Discrimination based on disability is understood as any distinction, exclusion, or restriction based on disability with the purpose or result of belittling or denying the recognition, implementation, or exercise of all human and civil rights and freedoms guaranteed in Russia on an equal basis with others in political, economic, social, cultural, civil, and other spheres.<sup>83</sup> Direct discrimination is to refuse to hire or promote persons with disabilities or to provide them vocational guidance and training/retraining, or to primarily employ them in low-skill and low-paying jobs regardless of their qualifications. Indirect discrimination is the establishment of requirements that are, in theory, the same for everyone but which, in fact, place persons with disabilities at a disadvantage.<sup>84</sup> In accordance with the labor code (part 4, article 3), the fact of discrimination by an employer is established by courts at the request of the citizen who has been subjected to employment discrimination. Individuals can apply for the restoration of their violated rights, compensation for material damage, and compensation for moral harm. The Order of the Russian Ministry of Labor No. 777 (November 9, 2017): On Approval of Methodological Recommendations for Identifying Signs of Discrimination Against Disabled People in Resolving Employment Issues provides a list of signs of potential discrimination in various hiring situations and work processes.

**However, several gaps remain in the antidiscrimination legal framework and its practical implementation.** In interviews and focus group discussions, all respondents with disabilities and many service providers reported on their experiences with discrimination. However, none of them pursued the legal route to address the issues because the procedures for identifying and proving discrimination in court are not clear and the financial cost and time commitment required are prohibitive because the burden of proof lies with the complainant. The concluding remarks of Russia's 2018 review of the United Nations Convention on the Rights of Persons with Disabilities (CRPD) recommends defining the denial of reasonable accommodations for persons with disabilities as grounds for discrimination and switching the burden of proof to the employer.<sup>85</sup>

#### 5.1.2. Quota system

**Quotas for jobs for persons with disabilities is a key feature of the state's policy to incentivize employers to employ persons with disabilities.** For organizations of over 100 employees, the quota for hiring persons with disabilities is set at 2–4 percent of the average number of employees; for organizations with 35–100 employees, the quota is 3 percent of the average number of employees.<sup>86</sup> There is no quota for organizations with fewer than 35 employees, and associations of disabled persons and organizations formed by them are exempt. Thus, compulsory quotas at the federal level are set only for medium



and large enterprises; the quotas are quite low and may differ from region to region. Until recently, a vacancy announcement counted as the fulfillment of a quota, with no legal obligation on the part of the employer to hire a person for the vacancy. According to the law enacted in June 2021, since March 2020, only concluded employment contracts are to be considered for fulfilling the quota.<sup>87</sup> Employers must report on positions already filled by persons with disabilities. If their numbers are lower than the designated quota, they must open specific earmarked vacancies for persons with disabilities and submit information about those vacancies to the employment centers. At that point, the employer is considered in compliance with the quota, and the employment center takes on the responsibility of finding candidates for the positions. Administrative fines for violating the quota obligation range from Rub 5,000 to Rub 10,000.<sup>88</sup> In 2020, the quota was established for 126,300 organizations, more than one-third (36.9 percent) of which were large and medium-sized, creating over 439,500 jobs for persons with disabilities. Over 72.3 percent of the vacancies under the quota system were filled (with 112,600 jobs set aside for persons with disabilities remaining vacant). Regional employment agencies monitored compliance with quota requirements in 2020, conducting 2,358 inspections (compared with 4,100 in 2019); 201 cases of noncompliance were identified (compared with 920 in 2019). However, the total amount paid in fines was only Rub 473,000 in 2020 compared with Rub 3 million in 2019.<sup>89</sup>

**Solutions are being developed to improve the quota system at the regional level, and some cities and regions have adopted their own quota compliance legislation.** For example, in Moscow, fines are paid by both the legal entities (Rub 30,000–50,000) and their officials (Rub 3,000–5,000), and the requirement to actually fill the position with a person with a disability has been introduced.<sup>90</sup> In the St. Petersburg and Irkutsk regions, in lieu of quota compliance, employers may sign contracts with service providers to create and fund jobs for persons with disabilities at another organization.<sup>91</sup> St. Petersburg employers may also have agreements with private employment agencies to send temporary employees with disabilities to organizations acting as hosts; or several employers may agree to create joint positions based on the established quota.<sup>92</sup> Amendments to the legislation, which will come into force in 2022,<sup>93</sup> provide that regional employment services will be able to provide services for applicants who have a first- or second-degree disability at their homes. For several years, Moscow conducted an experiment on the establishment of a quota levies fund, but it ended after several prosecutions and court cases linked to the misuse of funds.

**Findings from qualitative fieldwork suggest that the current system of job quotas is ineffective.** Employers engage in strategies that allow them to meet compliance requirements without actual efforts to employ persons with disabilities. Employers actively seek out employees with disabilities who are already employed by the company but who have not yet revealed their disability status, and then report that. Sometimes, employers post requirements for vacancies earmarked under the quota system that are difficult to meet; others designate for quota only the lowest-ranking positions in the company, with minimal pay and no prospects for career advancement, which make such positions unattractive. In addition, current legislation does not provide clear guidance about whether or not multiple organizations that hire one person with a disability to perform multiple part-time jobs can each count its part-time position toward its quota requirement. Other alternative mechanisms for quota implementation that have been developed in several regions are not in line with federal law. Representatives of employment centers from Moscow cite cases of companies taking them to court to contest the local provision that requires a position to be filled to satisfy the quota, insisting that this contradicts federal law. In

some instances, persons with disabilities are employed formally for the purpose of quota reporting but are not actually performing work. Furthermore, many employers prefer to pay the administrative fines for noncompliance, which are low. Representatives of nongovernmental organizations (NGOs) and employment centers also reflect that some large state-owned enterprises often demonstrate the worst level of compliance with quota obligations. These companies lobby for “alternative quota implementation” options that would allow them to pay for other organizations to employ persons with disabilities. This is related to the absence of technical support infrastructure for the process of recruitment of persons with disabilities at the workplace and providing necessary adaptations for them.

**To test the hypothesis that vacancies under the quota system are not the types of vacancies that could lead to effective employment, an analysis was carried out of the official database of vacancies and resumes on the portal managed by the Federal Service for Labor and Employment.** Requirements for vacancies marked for persons with disabilities under the quota were compared with the general pool of vacancies and with the qualifications listed in the resumes of candidates with disabilities. Quota vacancies tend to require higher education levels than general vacancies, while the salaries offered for such positions tend to be lower than those for general vacancies. The flexible employment preferred by persons with disabilities is offered less often for quota vacancies than for the general market. Information on how long these vacancies stay open is not available through publicly accessible data on the portal but would be useful in understanding how many vacancies are created pro forma, solely to comply with the quota requirement (see appendix D).

### 5.1.3. Inclusive workplaces

**Regional authorities centrally manage and deliver to employers the program to finance the cost of workplace accommodations.** The law mandates that regional authorities establish a minimum number of special workplaces for persons with disabilities per employer. Based on these numbers, funding is provided to the employers and the monitoring of targeted use of funding is carried out by the labor inspectors and audit authorities. Basic requirements for equipping special workplaces for the employment of persons with disabilities based on impairment type and activity limitations are established by decree from the Ministry of Labor.<sup>94</sup> Accommodation and equipment standards are established for each type of impairment.<sup>95</sup> Special equipment may include basic and auxiliary equipment, technical and organizational equipment, and technical means. In 2020, 31,800 special workplaces were created, three-fourths of them at medium and large enterprises, but only 59.4 percent of these vacancies were filled.

**Regional authorities subsidize the costs to employers of equipping workplaces for persons with disabilities within the framework of regional legislation.**<sup>96</sup> Regions provide subsidies to employers to cover the cost of equipping workplaces for persons with disabilities, limiting their maximum size, and they may also establish eligibility requirements. Subsidies vary from region to region; on average, they amount to about Rub 70,000–100,000, but in federal cities, they can reach Rub 500,000.<sup>97</sup> For example, in St. Petersburg, the subsidy for the creation of one workplace is Rub 296,000, and the subsidy for a special workplace is Rub 500,000. Employers applying for subsidies must meet several requirements including: comply with the quota for employing persons with disabilities, set wages at a level not lower than the minimum wage established in St. Petersburg, have open employment contracts with persons with disabilities, and co-finance costs for job creation from extra-budgetary sources.

**Expert interviews reveal several limitations to the current approach.** The main problem is that the funding is provided in advance of employment, mandating the employer to create a workplace for workers with certain types of disabilities as per the federal standard. As funding is provided based on the established quota, there are multiple cases when equipment is purchased and the workplace set up while the position remains vacant. Further, other workers cannot use this equipment because that would constitute nontargeted use of funds. Employers participating in the program often use the funding to create an actual workplace, purchasing equipment and supplies not specific to disability, rather than adapting existing workplaces to the needs of persons with disabilities. NGO representatives argue that in the majority of cases, a person with a disability does not need special working conditions requiring significant financial investment. Instead, the company's overall accessibility should be improved. However, funds under this program are rarely used for universal access modifications. Providing funding in advance based on centrally established quota norms results in a complicated reporting and monitoring process, that involves the collection of supporting documentation of incurred expenses from employers and inspections to verify the targeted use of funds.

#### 5.1.4. Tax benefits

**Organizations at which over half of the employees are persons with disabilities are entitled to tax incentives.** Tax deductions and benefits apply to Russian organizations and associations of disabled persons if at least 80 percent of their members are persons with disabilities, as well as organizations created by disabled persons at which the average number of disabled persons is at least 50 percent and their share in the payroll fund is at least 25 percent. Specifically, these organizations may be entitled to land and property tax deductions if the property is used for social purposes, as specified in the law.<sup>98</sup> These organizations can also reduce their profit tax by deducting the costs of social protection measures for persons with disabilities, including the cost of creating and maintaining workplaces.<sup>99</sup> State and municipal enterprises are entitled to value-added tax benefits if the average number of persons with disabilities among their employees is at least 50 percent and their share in the payroll is at least 25 percent.<sup>100</sup> In public procurement, organizations of persons with disabilities (OPDs), as well as their subsidiaries, are given up to a 15 percent advantage in the contract price for the goods, work, and services they offer.<sup>101</sup> Since tax incentives are linked to the proportion of persons with disabilities in the total number of employees, they do not apply to many organizations. Employers consider the existing economic incentives to be insufficient for hiring persons with disabilities but would welcome the extension of eligibility requirements to broader categories.

## 5.2. Policy Measures to Stimulate Supply of Labor by Persons with Disabilities

### 5.2.1. Inclusive education and support with transition from education to employment

**To facilitate their admission to higher education institutions, in addition to establishing quotas, the law mandates that students with disabilities receive accommodations to address their needs during final graduation and entrance exams and that they are assisted with exam preparation.** Students with disabilities have the right to special accommodations during the state final exams, which occur upon completion of eleventh

grade. However, procedures for the implementation of accommodations are not clearly spelled out, leading to lagging implementation by educational establishments. Certain categories of students, such as those with disabilities whose parents also have a first- or second-degree disability and veterans with disabilities—have the right to attend preparation courses for the entrance exam to higher education institutions at no cost.<sup>102</sup> Children with disabilities, persons with first- and second-degree disabilities, persons disabled since childhood, persons with wartime disabilities or illnesses contracted while serving in the military are entitled to admission to bachelor's or specialist programs, paid for by federal, regional, and local budgets, and managed by the Ministry of Education.<sup>103</sup> To implement this provision, educational institutions should annually reserve at least 10 percent of spots on any of their programs that are subsidized by federal, regional, or local funding for persons with disabilities. Data on the implementation of these quotas is not available, but survey results from the Russian Public Oversight Chamber suggest low levels of uptake because potential students lack information about quotas and because of problems with the enrollment process.<sup>104</sup> Legislation is currently being developed to offer free second vocational or higher education to persons who acquired a disability in the course of their working lives and who need to become qualified in a new profession.<sup>105</sup>

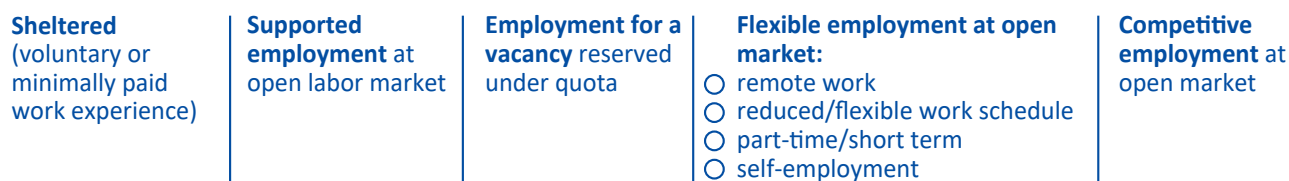
**Programs and measures to support transition of persons with disabilities from education to employment are developed at the federal and regional level.** The Standardized Program for the Accompaniment of Young People with Disabilities through the System of Vocational Education and for Employment Assistance, introduced in 2018,<sup>106</sup> guides regional authorities in developing a coordinated approach among educational institutions, social services, and private sector companies to ensure the employment of young persons with disabilities. Regulations adopted in 2021 for the interdepartmental interaction of educational institutions, regional employment services, and executive authorities describe the key principles of vocational counseling for persons aged 14–44 years old with disabilities and health limitations, which enables them to receive continued education at primary school, college, and higher education institutions or be referred to territorial centers for career counseling and psychological support.<sup>107</sup> The regulation mandates regional administrations develop internal regulations for its implementation. Resource training and methodology centers are currently being set up by the Ministry of Science and Higher Education (MoLSP) to render assistance to both students and higher education institutions in the organization of an inclusive educational process. The centers will also offer vocational counseling and assistance for the employment of graduates with disabilities and health limitations, help students and graduates build their careers, and distribute best practices in the field of inclusive education. So far, 21 centers have been established—16 in higher education institutions under the Ministry of Science and Higher Education and five in higher technical education institutions under sectoral ministries. The Ministry of Science and Higher Education, together with the Ministry of Labor and Social Protection, plans to facilitate interactions between regional employment centers and universities, and to conduct quarterly monitoring of all university graduates, including students with disabilities, who have applied to the employment centers. There is also planning underway to organize consultations, job fairs, career guidance events, and excursions in the professional organizations, including in online formats. The plan also provides the organization of psychological support for university graduates.<sup>108</sup>

### 5.2.2. Employment support services

**Persons with disabilities have the right to access the employment support services that are offered to the population at large, and to receive specialized employment support.**

Employment centers, currently funded through regional budgets, provide support for job searches, career counseling, and vocational training. They also organize job fairs, initiate public works programs, and promote self-employment for the unemployed.<sup>109</sup> Professional rehabilitation assistance should include vocational guidance, general and vocational education, vocational training, assistance in finding employment, and workplace adaptation.<sup>110</sup> Persons with disabilities recognized as unemployed have priority in receiving vocational training and additional vocational education. As part of the job adaptation process, employment service agencies can interact with employers on issues related to equipping workplaces for persons with disabilities.<sup>111</sup> The job adaptation process may include, in accordance with the individual rehabilitation or habilitation program (IRHP), specially-created working conditions; a special workplace; specialized basic and auxiliary equipment in the workplace; the technical means necessary for effective job performance; and social and psychological support for the process of adapting to the workplace.<sup>112</sup> Regional authorities should undertake annual monitoring of the needs of unemployed, working-age persons with disabilities in terms of employment and starting their own businesses and provide them with targeted support.<sup>113</sup> Since 2019, a national project, Increasing Labor Productivity and Support to the Population, has provided for the modernization of the employment service and the creation of “Employment Centers 2.0.” For employment agencies it is necessary to take into account the entire range of employment formats, from protected employment to employment in the general market on a competitive basis (figure 5.1). Persons with severe disabilities can often consider protected employment as the first step in building a working career, but with the necessary support they can also apply for employment in the open market.

**FIGURE 5.1.** VARIOUS TYPES OF EMPLOYMENT FOR PERSONS WITH DISABILITIES



Source: Developed by the authors.

**A small number of unemployed persons with disabilities apply for employment services, and two-fifths of them do not find a job.** According to the employment service’s reports, in 2019, 159,200 persons with disabilities applied to employment services for assistance in finding suitable work, of which 90,900 people (57 percent) found a job or gainful employment.<sup>114</sup> Since 2010 the number of persons with disabilities who applied to employment services has decreased 1.7 times, while the percentage of those employed has increased by 24.6 percentage points. Interestingly, only 7,600 persons with disabilities (8.4 percent of all employed persons with disabilities) were placed in jobs that were identified under the quota with the help of employment services,<sup>115</sup> which supports the argument that the quota system has limited efficiency. Over 80 percent of persons with disabilities (129,200 people) who applied for employment support have received vocational guidance services.<sup>116</sup> Low uptake of Employment Center services is corroborated by Rosstat survey data: just 26 percent of persons with disabilities have applied for employment services.<sup>117</sup>

**Qualitative research corroborates quantitative data on the limited effectiveness of employment support centers as a vehicle for the employment for persons with disabilities.** Registration with employment support services is a condition for receiving unemployment



benefits. However, the benefit amount is low and limited in time, so few people choose to apply for it. (See appendix B for a description of the general trends around registered unemployment/access to employment services.) For many of those who chose to register, the receipt of the benefit is the main purpose of registration, and their interaction with prospective employers is limited to formalities where, in the end, both the employer and the candidate with disabilities are satisfied with the rejection of the candidate. The effectiveness of employment centers varies greatly by region and location. Services in the major cities are experimenting with new, people-centered service-delivery approaches, and have access to wider pools of vacancies and educational opportunities. (See appendix G for a case study of modernization in Moscow.) Centers in smaller towns and rural areas work in situations of higher general unemployment, physical remoteness of centers from applicants, lack of socialization opportunities, and so on. Budget allocations for the activities of the centers are limited and do not provide for the level of hands-on support needed by the persons with disabilities. Employees of regional employment centers indicate that they do not fully understand which functions and services are funded through the federal budget and which are financed by regional sources. The centers are not fully accessible to persons with disabilities, both in terms of physical access and other support measures, for example, sign language interpreters for people who are deaf. There are also restrictions on the types of clients the centers can serve, for example, people without local residence registration are ineligible. The applicant's IRHP, which is reviewed during the initial evaluation, might contain information on undesirable types of work and working conditions, which can create additional barriers to accessing employment. The search for vacancies is also formally limited to professions relevant to the educational credentials of the applicants. Grants and subsidized credits for individual entrepreneurship are rarely accessible to persons with disabilities due to their lack of experience and high opportunity costs. Online employment platforms are becoming a more popular tool for job searches, and some platforms are specifically focused on the inclusion of persons with disabilities. (See appendix G for a case study of the digital platform Headhunter.)

**The recently introduced employment support service has the potential to target the specific needs of persons with disabilities, but implementation mechanisms still need to be developed.** Introduced in 2019, the new service covers “individual assistance to an unemployed person with a disability in their employment, creating conditions for them to perform work activities and accelerate their professional adaptation at the workplace, as well as shaping the way they travel to and from the workplace and the employer's territory.”<sup>118</sup> Employment service agencies decide on the content and timing for the implementation of employment support, and may conclude agreements with nonstate organizations on the provision of individual support services. However, at the regional level, this service is not included in the register of publicly funded services, and service standards and procedures are not defined. The law also suggests the possibility of outsourcing this service to NGOs, but mechanisms for funding their services are not defined. As a result, this service is currently provided either as a personal initiative by employment center staff or as voluntary activity of NGOs. In some cases, private sector companies provide such services, which are paid for by organizations that use their service to comply with job quota requirements. (See appendix G for a case study on a private recruitment agency in St. Petersburg.) In 2019, employment service agencies received applications for employment support from only 4,700 persons with disabilities; 4,200 people received such support, 2,300 of whom were employed.<sup>119</sup> A broader legal framework for outsourcing employment support services to nongovernmental providers is in place (see appendix B for more details), but specific guidelines for outsourcing this service still need to be defined.

### 5.2.3. Special labor conditions/accommodations

**Employers in Russia are legally obliged to provide special assistance to employees with disabilities, including special labor conditions and adapted workplaces, in accordance with the relevant IRHP.**<sup>120</sup> Specially-created working conditions may include part-time work, preferential production standards, additional rest breaks, compliance with sanitary and hygienic standards, systematic medical observation, full- or part-time work from home, technical aids and equipment in the workplace, and other assistance specified in the IRHP for persons with disabilities. The creation of a special workplace may include optimizing working conditions and work and rest regimes; providing the workplace with specialized basic and auxiliary equipment; ensuring safety measures; providing social and psychological support at the workplace and taking into account the individual's capabilities in accordance with their IRHP.

**Federal law also mandates special accommodations for employees with disabilities, but such provisions may be hindering their employment prospects.**<sup>121</sup> According to the labor legislation, persons with disabilities cannot be assigned overtime work, cannot be asked to work on weekends or holidays without their consent, and are eligible for more paid annual leave than others—no fewer than 30 calendar days as well as additional unpaid leave of up to 60 calendar days. People with first- and second-degree disabilities should not work more than 35 hours per week while receiving full pay. Employers are legally obliged to accommodate any work schedule defined in the IRHP. During interviews and focus group discussions, both employers and persons with disabilities emphasized that these legal requirements are not always in the best interest of the candidate with a disability and could lead to employers avoiding employing such candidates.

**Legal and practical barriers prevent persons with disabilities from increased utilization of flexible and remote work arrangements.** According to Rosstat, only a small proportion of persons with disabilities work on a flexible or part-time basis (4 and 6 percent, respectively).<sup>122</sup> Before the coronavirus pandemic, telecommuting was not common among persons with disabilities. According to Labor Force Survey (LFS) data for 2019, only 1 percent of persons with disabilities worked online from home. According to a 2018 survey of persons with disabilities living in Moscow,<sup>123</sup> only 3.3 percent of respondents worked online, while over 50 percent were interested in such employment.<sup>124</sup> For many persons with disabilities, remote work or telecommuting remained inaccessible, mainly due to insufficient funds to buy a computer, insufficient or unaffordable Internet access, low levels of digital skills and lack of adaptive technologies.<sup>125</sup> The unclear legal status of remote work and lack of consensus on how this type of employment could be credited toward quota fulfillment also hamper the access of persons with disabilities to the benefits that this type of employment could provide them.

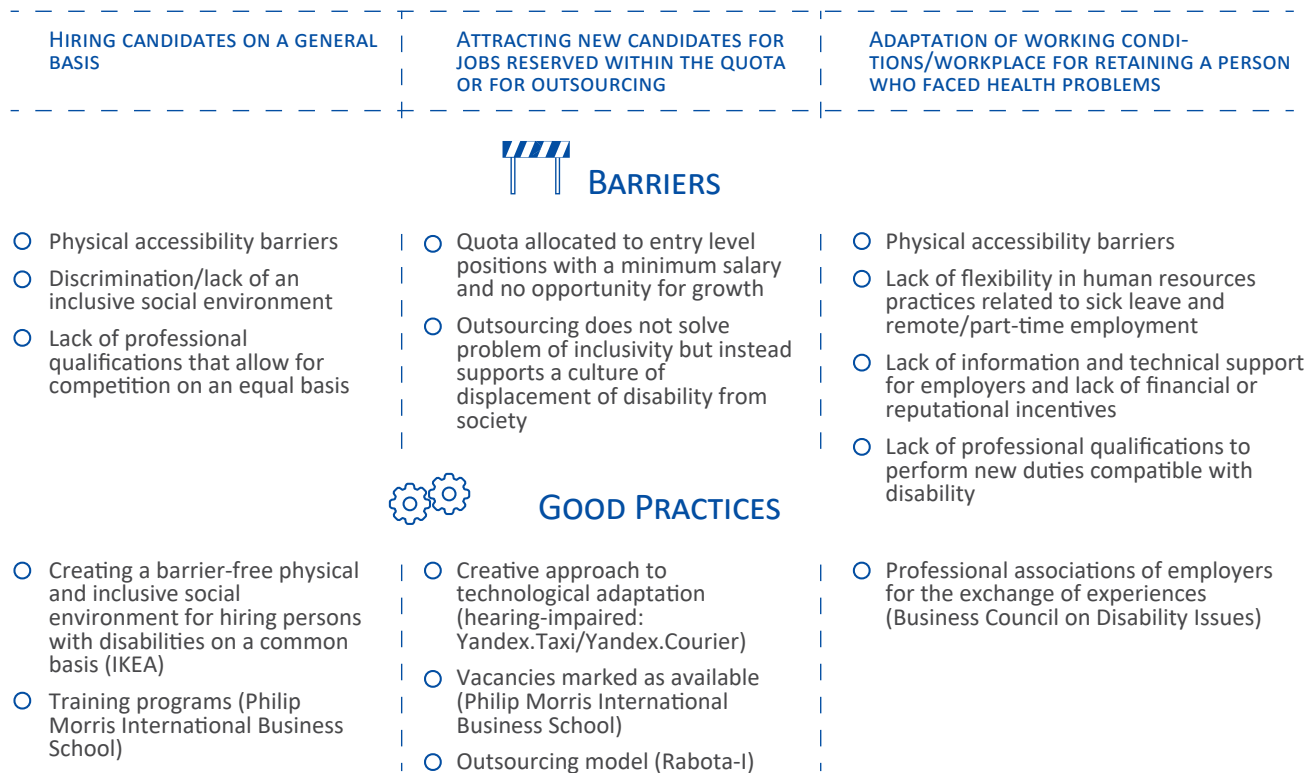
## 5.3. Nongovernmental Actors

### 5.3.1. Employers

Progressive employers in Russia employ a range of measures to facilitate workplace inclusion and integration of persons with disabilities. These measures include proactive outreach together with local educational institutions and NGOs working with persons with disabilities to organize internships, joint job fairs, and skills demonstration events to get to know graduates with disabilities. These measures help persons with disabilities,

especially young adults, gain a better understanding of the labor market, career planning, and the job application process. Once employed, workplace mentorship, including support with learning the work process and psychological adaptation, team integration, and motivation support, are all elements of the new hire adaptation process. Employers also show flexibility in adapting working hours and adjusting other requirements to the needs of persons with disabilities. The workplace may require adjustments to physical, digital, and social environments to ensure a comfortable working environment for an employee with a disability. Employers that are interested in creating sustainable barrier-free environments engage in active consultations with persons with disabilities or organizations who represent their interests. A typology of approaches to the employment of persons with disabilities, the barriers they face with each approach, and best practices utilized by employers are presented in figure 5.2. (See also appendix F for reflections of employers and appendix G for case studies of best practices.)

**FIGURE 5.2.** EMPLOYER APPROACHES TO THE EMPLOYMENT OF PERSONS WITH DISABILITIES: BARRIERS AND BEST PRACTICES



Source: Developed by the authors.

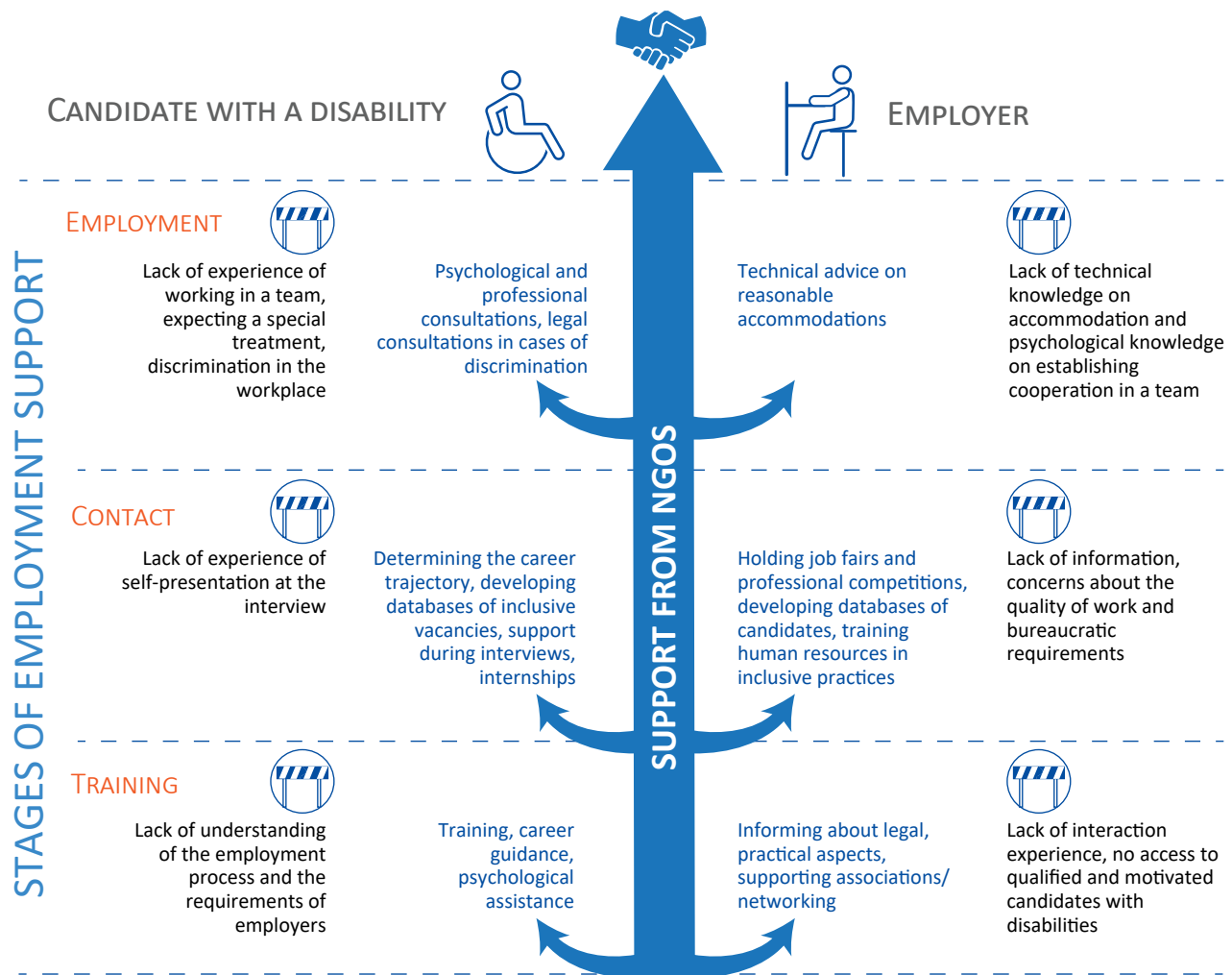
**Communication barriers between persons with disabilities, employers, and co-workers can be significant; proactive measures are needed on all sides to create an inclusive social environment.** In adapting the social culture of an organization to make it more inclusive and supportive of persons with disabilities, employers organize informal events where employees can interact with persons with disabilities. Communication with persons with certain speech and hearing impairments can be challenging for both the person with the disability and the peer without a disability; support measures may be needed to overcome such barriers. To avoid excluding employees with disabilities from workplace social activities or limiting their professional growth, employers promoting inclusive

employment can develop alternative means of communication or provide their staff with special training courses in, for example, sign language. Accommodations for persons with disabilities may include changes to regulations or workplace processes and should include awareness raising and sensitization of employees without disabilities. For example, a human resources specialist participating in a focus group discussion described how she consulted employees with disabilities to help redesign corporate rules for moving around the warehouse to accommodate employees with hearing loss. Since they could not hear the beeping of the machinery, they suggested attaching luminescent patches to their uniforms to signal their presence to machinery operators.

### 5.3.2. Nongovernmental organizations

**NGOs play a crucial and unique role in the employment process of persons with disabilities.** NGOs can advocate for the rights of persons with disabilities, including their right to work, support employers in employing persons with disabilities, and provide training and support services to persons with disabilities (figure 5.3). During interviews, NGO respondents stressed that efforts to build long-term relationships with the business sector and provide support for the adaptation of persons with disabilities in workplaces can help increase the tolerance and willingness of employers to hire persons with disabilities. NGOs are engaged in the entire cycle of professional rehabilitation, starting with providing psychosocial support, to offering training courses, and acting as mediators with government service providers and employers. They help persons with disabilities navigate the complex landscape of career development programs and state assistance measures, because many are unaware of all their options. Employees of NGOs working in the field of employment of persons with disabilities act as mediators in the interactions between employer and applicant. By communicating with both sides, specialists help persons with disabilities at all stages of the employment process. The instruments that NGOs use to help those with disabilities adapt to the demands of the open labor market vary, and their application depends on the specific situation and candidate. For example, NGOs regularly organize professional skill competitions, which create a favorable environment for the psychological adaptation of persons with disabilities, helping them establish communication with prospective employers and network with other people in similar situations. Applicants with disabilities also require support in obtaining soft skills—tips on how to present themselves to employers, how to establish communication and more strategically conduct their job search and career planning. Trainings on such subjects are particularly effective when conducted by professional recruiters from private sector companies partnering with the NGO. A commitment to values and people-centric approaches makes NGOs a better channel of support for persons with disabilities than state services.

**FIGURE 5.3.** NGO SUPPORT TO EMPLOYERS AND CANDIDATES



Source: Developed by the authors.

**Sources of funding are limited and unsustainable for NGOs working on the employment of persons with disabilities.** NGOs can access public funding through several mechanisms, but most provide funding on a one-off grant basis, such as the Presidential Grants Fund, which does not support the long-term sustainability of services and activities. The National Accessible Environment Program earmarks Rub 1.8 billion annually for 2021–23 as subsidies for NGOs but limits funding to a narrow circle of national NGOs, without competition or clear key performance indicators. Another mechanism for accessing public funding is participation in public procurement, carried out through tenders in which all customers must purchase at least 15 percent of their annual procurement volume from socially oriented nonprofit organizations. This mechanism has many access requirements that smaller NGOs find hard to meet, such as registration with electronic trading platforms, acquisition of a digital signature, and the opening of a special bank account. In addition, activities are often limited to event management, or sometimes training or retraining; and technical specifications for service provision are often tailored to a particular supplier, disqualifying other organizations. (See appendix B for details on the role of NGOs and background on the applicable legislation.)



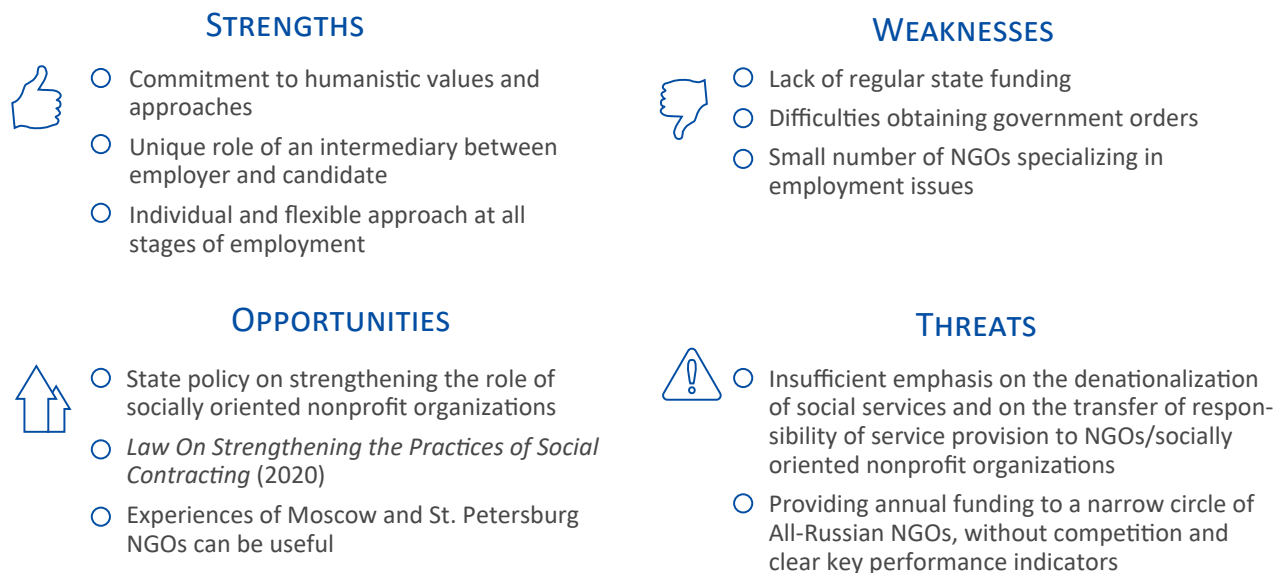
**Since 2010, the government has been implementing a comprehensive set of reforms to expand the role of NGOs in service delivery, with the aim of improving the cost efficiency, quality, accessibility, and responsiveness of social services.**<sup>126</sup> Socially oriented nonprofit organizations<sup>127</sup> have been defined as a separate NGO subcategory, making them eligible for a new federal grant program. To diversify provider networks without investing in new infrastructure and to draw on volunteer networks mobilized by such organizations, regional governments have been instructed to include them in provider registries and contract with them for publicly-funded services.<sup>128</sup> Interviews with representatives of OPDs indicated that the requirements for inclusion into the registries were difficult—if not impossible—to meet, such as background experience in providing a wide range of services to different types of beneficiaries. Since OPDs usually work with a specific segment of services and clients, few have been able to gain access to the registry. In some regions, municipal social service centers were reregistered as NGOs and joined the registry of service providers. According to OPD representatives, the procedures for entry are cumbersome and the tariffs for remuneration of services incompatible with market rates. Furthermore, services related to employment of persons with disabilities are not well represented among the list of services in the register. For example, in Nijnegorod region, only four relevant services were identified, and per-person per-month remuneration for those services range from Rub 4–134 (US\$0.054–US\$1.82).<sup>129</sup> Federal Law *On State (Municipal) Social Order for Services in Social Sphere*, adopted in 2020, aims to address some of the gaps by increasing transparency, clearly dividing responsibilities, and improving quality control in publicly funded delivery of social services by non-state actors.<sup>130</sup> The implementation of the new law is currently being piloted in selected regions and service areas. Support to persons with disabilities is currently not prioritized under these pilots but would apply with the full implementation of the law.

**The number of NGOs working on the employment of persons with disabilities is limited.**

In 2020, there were 59,541 NGOs; 4,878— OPDs,<sup>131</sup> including 481 local branches of the “All-Russian Society of Disabled Persons” (ARSDP), 64 local branches of the All-Russian Association of the Blind (VOS) and 76 local branches of the All-Russian Society of Deaf Persons (VOG). According to their report on membership, ARSDP has over 1.5 million members, VOS has over 209,000 members,<sup>132</sup> and the VOG has over 76,000 members.<sup>133</sup> In 2020, 13,500 people were employed by these three OPDs. More than half of them (55 percent) were employed in specialized enterprises for persons with disabilities, and the rest were employed in national and regional branches of ARSDP. There are 5,600 persons employed by ARSDP, 77 percent of whom work in them work in the organization’s offices. In 2018–2020, ARSDP created more than 150 jobs for persons with disabilities. The VOG employs 758 persons with disabilities, of which only 229 people are employed in organization’s offices, the rest work in specialized enterprises. VOG also provides employment support services for the hearing-impaired, and in 2020, more than 1,400 people were employed as a result of this service. These three All-Russian OPDs receive funding from the MoLSP of the Russian Federation under the National Accessible Environment Program. In addition to All-Russian organizations, there are no more than a dozen organizations that have stable successful programs in the field of employment of persons with disabilities. The most are: the regional “Perspektiva;” “Raul;” “Downside Up;” “Best Buddies;” and “Quality of Life;” and the autonomous NGOs Equal Opportunity Space and Russian House. All of them are large and well-known NGOs based in Moscow or St. Petersburg. They receive grants from the Presidential Grants Fund and regional authorities, but no regular and predictable public funding.

A summary of the strengths, weaknesses, opportunities, and threats for NGOs that deal with the employment of persons with disabilities is presented in figure 5.4.

**FIGURE 5.4.** AN ANALYSIS OF THE STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS FOR NGOs WORKING ON THE EMPLOYMENT OF PERSONS WITH DISABILITIES



Source: Developed by the authors.

### 5.3.3. Specialized enterprises

**Specialized enterprises are a form of sheltered employment intended for the most vulnerable groups of persons with disabilities, who are most likely to face difficulties in finding employment in the open labor market.** This form of employment can also be used for vocational rehabilitation prior to entering the open labor market. The disadvantage of this form of protected employment is that it leads to the segregation of persons with disabilities in the labor market, which contradicts the biopsychosocial approach of the CRPD. In Russia, many existing specialized enterprises were established during the Soviet period and throughout the 1990s, especially for persons with hearing and visual impairments. Such enterprises were provided with extensive incentives, including tax breaks, exemption from customs duties, and the establishment of export quotas, allowing them to maintain large numbers of employees. However, after the abolition of many benefits in the 2000s, employment at specialized enterprises, which is not competitive in the open market without extensive government support, significantly declined.<sup>134</sup> In 2021, specialized enterprises ARSDP employed around 7,500 people, most of whom are visually impaired, working in the VOS system. The number of VOS-sheltered employment workplaces declined from 6,400 in 2018 to 5,900 in 2020, which VOS attributes to low levels of sustainability among the enterprises due to the increasing cost of production and the lack of alternative sources of income to offset this increase. Younger visually impaired persons also have no interest in manual labor. Yet funding is unavailable for production modernization. Another model of a production and integration workshop evolved in the late 1990s (see appendix G for a case study from Pskov). A similar model has been replicated across 12 regions in Russia, where similar workshops have been set up as NGOs and social enterprises. Most of them

rely on a combination of public funding, private donations, and income from produced goods and services.

**Results of qualitative data collection suggest that business models of specialized enterprises are not sustainable, do not promote inclusion, and encounter many obstacles in the current regulatory environment.** On the demand side, the current system of preferences in public procurement and tax benefits cannot provide adequate support for OPDs, and demand for the produced goods and services remains low. Reliance on state subsidies often results in inadequate business models, relegating the activities of these companies to window dressing. Even best-practice cases are not economically self-reliant; they depend on public funding. For the persons with disabilities, they serve as day care or socialization centers, but neither provide reasonably paid employment, nor contribute to the development of more inclusive attitudes in society. The opportunities for persons with disabilities to engage in paid employment are limited because their IRHPs often include the phrase “not employable,” making it impossible to engage in formal paid work. Their parents or guardians may also be against their employment, even in cases where the IRHP does not prohibit their employment, for fear of discriminatory societal attitudes and a loss or reduction in the disability allowance. Global best practices suggest that supported employment in an open labor market is a more sustainable and cost-efficient strategy, which also fosters a more inclusive society. (See appendix H for a description of the supported-employment approach.)

#### 5.3.4. Social enterprises

**Organizations whose workforce comprises at least 50 percent of persons with disabilities or that exclusively provides goods or services to persons with disabilities can obtain the status of a social enterprise.**<sup>135</sup> As of September 2020, 2,880 legal entities and individual entrepreneurs had been granted such a status.<sup>136</sup> Social enterprises and entrepreneurs are involved in a variety of activities, such as delivering educational and health services, manufacturing equipment for technical rehabilitation, offering child and adult care services, organizing art and cultural events, and providing information technology. Social enterprises provide a total of over 15,000 jobs. State and local government bodies provide support to small and medium-sized enterprises engaged in social entrepreneurship. For example, they can ensure the availability of infrastructure, provide financial support, allow the use of state and municipal property on preferential terms, and provide informational and consulting services.<sup>137</sup> During focus group discussions, employers suggested that balancing the social mission of supporting persons with disabilities with economic sustainability is challenging, and that more flexible requirements are needed for acquiring the status of a social enterprise if this support model is to be effective.



# Conclusions and Recommendations



# 6

## Conclusions and Recommendations

### 6.1. Conclusions

**Approaches to defining disability and to collecting and analyzing data on disabilities need to be revised.** The definition of a person with a disability under Russian Federation law as a “person with health conditions with limitation of bodily functions, caused by disease, results of trauma or defects, and leading to functional limitations in daily life and causing the need for social protection”<sup>138</sup> draws on the medical model of disability and is not aligned with the United Nations Convention on the Rights of Persons with Disabilities (CRPD) because it does not address environmental and societal barriers. Official statistics focus solely on people with a confirmed disability status; they do not include persons who, for a variety of reasons are unable or unwilling to acquire disability status but who face limitations in daily life. This approach is not in line with CRPD and does not allow for international comparisons. Administrative data also excludes a large group of persons with disabilities who are in informal employment. In this context, the target value of 41 percent of officially registered working-age persons with disabilities in employment might not be attainable as international benchmarks assess employment rates of a larger group of people facing limitations in daily life and account for informal employment, which is likely to result in higher rates. Furthermore, solely focusing on people below retirement age excludes one-third of persons with disabilities who are currently officially employed. A progressive annual increase of the upper bracket for working age as part of ongoing system reform during next five years would affect the dynamics of annual target percentages. This would limit their value in measuring the impact of policy measures to stimulate employment among persons with disabilities. Labor Force Survey (LFS) data is more relevant for the measurement of key performance indicators; however, it currently defines people with disabilities based on their registered status. An introduction of the Washington Group Short Module on limitations or the Global Activity Limitation Indicators to the LFS to define the disability variable would allow for a more comprehensive picture of disability aligned to the CRPD and for international comparisons (see appendix H for more details).

**Policy measures should consider the diverse needs and potential career trajectories of different groups of persons with disabilities based on age, gender, and health characteristics.** The employment rate of persons with disabilities in Russia remains low and has not increased in recent years; the quality of employment of working persons with disabilities is also low. At least four categories of persons with disabilities with varying levels of employability potential and needs in terms of support with employment were identified: (1) children with disabilities transitioning to adulthood and labor market, often from segregated educational facilities; (2) working-age adults who encountered disabilities during their working life; (3) older adults with age-related health problems and impairments, who constitute the majority among registered persons with disabilities; and (4) persons with disabilities since childhood who, due to their severe congenital diseases and impairments, have very low functional ability and may be unable to work, at least not in the open market or without targeted support measures. Within the second and third groups there is also a subgroup of adults, predominately women, whose responsibilities of care for dependents prevent them from engaging in full-time employment. The predomi-



nance of older people among registered persons with disabilities points toward the need to align policy measures that target persons with disabilities with those aimed at elderly people. Targeted support needs to be developed to help people experiencing a disability for the first time so they can remain employed, including options for subsidized medical leave, flexibility in working modalities and arrangements, and support to employers for accommodations and to employees for reskilling. Furthermore, it is important to recognize that the majority of persons with disabilities who are not employed are elderly and have more severe impairments; many may be unable or uninterested in seeking employment, and their choices should be respected. For persons with intellectual disabilities, measures for supported employment in the open labor market need to be developed, and the current model of sheltered employment should be strengthened and used as a transition or preparatory phase for eventual open labor market employment. A comprehensive approach to barriers and opportunities to employment of persons with disabilities developed based on the results of qualitative data analysis and drawing on WHO International Classification of Functioning, Disability and Health is presented in figure 6.1. below.

**FIGURE 6.1.** BARRIERS AND OPPORTUNITIES TO EMPLOYMENT OF PERSONS WITH DISABILITIES



Source: Developed by the authors based on the results of data analysis based on the World Health Organization biopsychosocial model.

**National programs and policies that target the overall inclusion of persons with disabilities are vast and generously funded but are still predominantly grounded in the medical model of disability and need further strengthening to comply with CRPD principles.** The National Accessible Environment Program is the main vehicle for facilitating disability inclusion and for aligning national policies and practices to the CRPD. With over 10 years of implementation, it is well funded and was recently extended through 2025. Persons with disabilities receive a range of in-kind and cash benefits through the program, most of which are not conditional on their employment status. Individual rehabilitation programs for persons with disabilities are developed as part of the disability assessment process, and state organizations and services are mandated to implement the program's recommendations. The program to finance the cost of workplace adjustments is centrally managed and delivered by regional authorities to employers. It is not fully in line with the CRPD because it fails to address the individual and unique needs of every person with a disability. Organizations where more than half of employees are persons with disabilities are entitled to tax incentives and can obtain the status of a social enterprise.

**Procedures for implementing compensatory social protection measures for persons with disabilities are sometime viewed as barriers to formal employment.** The need to be regularly reexamined, coupled with nontransparent criteria for establishing the degree of disability, forces some working-age persons with disabilities to seek unofficial employment to avoid losing their disability status. The disability assessment process and the resulting individual rehabilitation or habilitation program (IRHP) are often viewed as barriers to employment by all involved: the persons with disabilities, employment center staff, and employers.

**Education is a major factor in accessing employment, and the government has introduced a policy framework for inclusive education, but greater efforts are needed to achieve inclusion and eliminate the need for a segregated system.** The educational level of persons with disabilities is significantly below national levels, and many education facilities and programs are not fully inclusive and still lack barrier-free access. But the system of specialized, segregated educational establishments still exists, which is not in line with the CRPD. To facilitate the admission of students with disabilities to higher education institutions, special accommodations and assistance with entrance exam preparation is envisioned, and quotas for students with disabilities in public-funded programs are in place, but implementation of these provisions still need strengthening. The selection of courses in remote/online formats, which are more accessible to students with disabilities, is limited; and low levels of digital skills and a lack of access to equipment and the Internet still hamper their ability to take advantage of online opportunities. To support the overall transition from education to employment, the Ministry of Science and Higher Education is supporting cooperation between regional employment centers and universities to support students and graduates. Additional support services to accompany students and graduates with disabilities through vocational education programs and subsequent employment are delegated to regional authorities.

**Despite the existing legal framework, stigmatization and discrimination against persons with disabilities persists.** In Russia, direct and indirect discrimination based on disability in the labor market is prohibited, and employers are liable for discrimination against employees. However, both direct and indirect discrimination is still prevalent. Societal norms and prejudice are spurred by charitable attitudes toward persons with disabilities, seeing them as weak and unproductive. Official documents and discourse still use the term "invalid" to describe persons with disabilities, reflecting predominant attitudes, grounded

in a “defectology” model of disability. Employers lack information about practical aspects of employing persons with disabilities, fear legal action, and worry about special accommodations that they may not be able to provide. Opportunities for career progression for persons with disabilities are limited. Reconciling the work requirements with the needs of persons with disabilities therefore remains a challenge. Long periods of inactivity and negative experiences with job searches result in low motivation for finding and maintaining a job.

**Policy measures to stimulate the demand for labor by persons with disabilities among employers are mostly punitive, and the system of technical support to employers is non-existent.** The system of quotas for vacancies for persons with disabilities is the key feature of the state policy aimed at stimulating demand for the labor of persons with disabilities. Findings from qualitative data collection reveal that the current system of quotas is not effective. This finding is comparable with international experiences that show that a quota system is not an effective when it is the only vehicle for facilitating the employment of persons with disabilities. The recently adopted measure of offering employment support services could potentially provide critical support but is currently underdeveloped and underutilized. Employers in Russia are legally obliged to provide assistance to employees with disabilities, including special conditions of labor and adapted workplaces, in accordance with their IRHP. However, practical mechanisms for the implementation of this requirement are not clear, as technical support services for employers do not exist. Accessibility barriers, particularly physical barriers, significantly contribute to low labor force participation and the overall poor societal integration of persons with disabilities.

**The role of nongovernmental actors in supporting the employment of persons with disabilities needs to be strengthened.** Nongovernmental organizations (NGOs) play a crucial and unique role in the employment process for persons with disabilities, providing support services both to employers and the persons with disabilities through the preparation and employment process. Due to their flexibility, value orientation, and close relationships with employers and employees, NGOs are able to provide targeted support to vulnerable groups more effectively than can state actors. However, the number of NGOs specializing in employment support services is limited, most are based in large cities, and they rely on ad-hoc funding. The development of more sustainable public funding programs for such NGOs in the context of social contracting could increase their impact. Furthermore, many employers also implement progressive measures for adapting the workplace to the needs of employed persons with disabilities. Support and public funding for NGO efforts to facilitate networking and exchange of expertise among such employers is needed.

## 6.2. Recommendations

**This section elaborates technical recommendations that could be useful for the federal executive authorities in further strengthening the development and implementation of the state policy on disability inclusion.** The recommendations were developed based on the results of qualitative field work, as well as review of relevant international good practices. The recommendations focus on specific areas of improvement that could be addressed in the context of the Action Plan on Employment of People with Disabilities 2021–24, and implementation of the National Accessible Environment Program 2021–25. They could also be useful in preparation of the upcoming country report on CRPD implementation, which is due in 2022. The recommendations are focused exclusively on

employment-related measures rather than addressing broader measures to create accessible environment, which were not analyzed in sufficient detail for this report.

**1. Review the definition of disability and the system of collection and analysis of disability data in general and particularly as they relate to key performance indicator metrics.**

**Selection of specific measures that could help address this recommendation, falling within the mandate of the Ministry of Labor and Social Protection and the Rosstat**

- Consultation with organizations of persons with disabilities (OPDs) to develop a proposal for amending the Federal Law *On Social Protection of People with Disabilities in the Russian Federation*<sup>139</sup> to align the terminology and conceptual approaches to the CRPD and to the biopsychosocial model of disability.
- Using the Labor Force Survey data from the Russian State Statistical Service (Rosstat) to measure progress, including informal employment, which is already prevalent and likely to increase among persons with disabilities in line with general trends.
- Broadening the collection of data at the time of the medical and social review MSR to include information on professional background, types of previous employment, plans to leave employment (temporarily or permanently) or to continue working (part-time, full-time, or remotely; change of sector, employer, or position; and the duration of time between onset of disease or disability and acquisition of disability status) to develop targeted programs aimed at retaining persons with disabilities in the workplace.
- Conducting a more detailed analysis of PFR data (employed versus unemployed, disaggregated by their demographic characteristics); analyze the employment indicators of persons with disabilities according to the data of the comprehensive monitoring of the living conditions of the population for 2018;<sup>140</sup> and conduct interviews with people first registered as persons with disabilities to inform the development of targeted measures.
- Analyzing the implications of the new taxation regime for the self-employed introduced in 2019<sup>141</sup> that lays the foundation for formalizing this form of employment and, in collaboration with OPDs, develop information campaigns for self-employed persons with disabilities to encourage registration.
- Introducing the Global Activity Limitation Indicator or Washington Group's Short Set on functioning limitations, which presents a sliding scale of functional difficulties in domains including walking, seeing, hearing, cognition, self-care, and communication to disaggregate employment data by disability to then ascertain the prevalence of disabilities in household surveys (such as LFS or living standards survey) and censuses (see appendix H).<sup>142</sup>



## **2. Redesign the quota system by shifting the focus from punitive measures to employer and employee support services.**

### **Selection of specific measures that could help address this recommendation, falling within the mandate of the Ministry of Labor and Social Protection**

- Conducting an in-depth analysis of the quality of employment under quota system to assess its efficiency. Establish a consultative group with OPDs to review the findings and work on developing new measures.
- Discouraging the practice of designating specific (usually the lowest) positions in the company as quota vacancies; instead encourage employers to make all positions accessible to qualified persons with disabilities.
- Considering an increase in the size of the quota while allowing some difficult categories of disability to be counted as two or three jobs under the quota; develop guidelines for accounting for part-time, distance, remote, and outsourced jobs.
- Designing procedures for partial alternative quota implementation through the outsourcing of work to OPDs.
- Providing the option of a compensatory levy for noncomplying organizations, with the monthly payment amount linked to the minimum wage, and with provisions for the levy amount to increase after a year of consecutive noncompliance.
- Designing procedures for a fund to manage the resources collected through the compensatory levy, with an oversight board comprising OPDs. Collected funding could be used for job preparation, training, and professional integration; research and innovation related to the employment of persons with disabilities; financing of workplace travel expenses of persons with disabilities; and support to persons with disabilities who wish to start their own business. Develop procedures for the allocation of funding on a competitive basis under the social contracting law.
- Strengthening incentives for complying employers, including wage subsidies and grants for the improvement of workplace accessibility, tax credits, preferences for state contracts, and public recognition of employers who meet their quota obligations.

(For more detailed recommendations and best practices on quota systems, see appendix H.)

## **3. Modernize the employment support system, focusing on strengthening the nongovernmental service providers; develop the support system for employers; and strengthen the role of public organizations in the employment of persons with disabilities**

### **Selection of specific measures to address this recommendation, falling within the mandate of the Ministry of Labor and Social Protection, the Employment Service (Rostrud), and the Ministry of Science and Higher Education**

- Disconnecting employment support services from unemployment benefits and provide targeted support to people who actively seek employment.
- Developing a clearer mechanism for outsourcing employment support services for persons with disabilities to the private sector and NGO providers with straightforward funding allocation.

- Developing active labor market programs targeted at specific demographic groups that are overrepresented among persons with disabilities, such as the elderly and people living in rural areas.
- Expanding the powers of employment authorities in terms of employment of persons with disabilities not only according to their specialty (diploma), but also taking into account their existing work experience, existing potential vacancies in the markets, and the wishes and consent of the person with disability.
- Supporting employment options for persons with disabilities through self-employment, supporting programs that could provide collective entrepreneurship support. Design services to support self-employed persons with disabilities to regularize/scale up their employment.
- Conducting a cost-efficiency evaluation and develop modernization plans for the existing specialized enterprises (sheltered employment as transitional/preparatory phase for open labor market integration) to make them more inclusive and economically sustainable.
- Piloting programs of supported employment in the open labor market and conduct a cost comparison with sheltered employment programs. Plan a gradual transition from a sheltered-employment to a supported-employment model.
- Conducting an assessment of the role of digital platforms (e.g., TRUDVSEM, Yandex-Jobs, Headhunter, VKrabota, Everland) in promoting accessible employment and develop recommendations for more proactive measures on disability inclusion.
- Monitoring the compliance of public organizations with quota obligations, mandate public reporting, and develop and introduce mandatory training for all government officials on disability inclusion as part of the standard civil service curriculum/professional qualification and retraining programs for civil servants.
- Strengthening the implementation of measures on environmental accessibility by introducing fines to publicly owned organizations that are not accessible and conducting accessibility audits in collaboration with OPDs.
- Designing technical assistance and advisory support programs and services, as well as incentives for employers to comply with quotas, and, preferably, outsource these functions to nongovernmental service providers.
- Introducing a code of conduct on inclusion, engage with professional associations of employers (e.g., Union of Industrialists and Entrepreneurs, and Association of Small and Medium Enterprises, Federation of Trade Unions) to work on implementing the recommendations for workplace inclusion developed by Global Compact (see appendix H). Support networks of employers focused on disability inclusion.
- In partnership with OPDs, developing and carrying out communication plans and awareness-raising programs that target negative stereotypes associated with disabilities. Develop detailed methodological guidance on the employment of persons with disabilities and reasonable accommodations in easily accessible formats with practical examples from employers and persons with disabilities. Disseminate these materials through industry associations and entrepreneurs, associations of subject-matter experts (e.g., Business Russia and Opora Rossii); sectoral unions chambers of commerce, and digital platforms.

#### 4. **Revise the social protection system in the context of the principles of the CRPD and the biopsychosocial model of disability**

**Selection of specific measures that could help address this recommendation, falling within the mandate of the Agency for Strategic Initiatives, the Ministry of Labor and Social Protection, the Ministry of Health, the Ministry of Science and Higher Education, and the Ministry of Education**

- In partnership with OPDs, conducting a user-centered assessment of selected services and benefits for persons with disabilities in line with the National Social Initiative to develop recommendations for improvement.
- Conducting a review of the disability assessment system and the impact of IRHPs on the lives of persons with disabilities, especially in terms of their impact on education, professional retraining, and employment trajectories to identify areas for improvement and to simplify existing procedures.
- Assessing the efficiency of the implementation of the remote (online and by mail) process for disability assessment and extension implemented in 2020–21 due to COVID-19 restrictions and consider the possibility of applying these procedures to nonemergency situations.
- Omitting from the IRHP form the concluding section on an individual’s fitness to work because it conflicts with the CRPD. Instead, design a consultation process with the person with a disability to identify the barriers they face to their full participation in society, including the labor market, and to determine what support measures could be provided to overcome those barriers (e.g., training programs, social care and rehabilitation services, assistive devices, and transportation subsidies).
- Including specialists on the MSR expert panel in the fields of continuing education, professional development, and retraining of persons with disabilities to conduct the necessary examination and prepare quality recommendations on education, rehabilitation, and habilitation for the IRHP.
- Including recommendations in the IRHPs for the development of a continuous educational trajectory for persons with disabilities throughout their lives.
- Developing support measures to make places of residence, transport infrastructure and public transport physically accessible to increase the maneuverability of persons with disabilities and create freedom of movement along the home – work – home route in the context of efforts to promote universal design.
- Developing measures to assist people who have experienced health shocks or who are undergoing disability certification for the first time to remain employed through multisectoral, complex, integrated rehabilitation; workplace adjustments; skills development; and other assistance. Expand eligible costs to services and resources that support employment participation, e.g., skilling programs, transportation, assistive devices, and caregiver support.
- Analyzing the possibilities of indexing pensions for working persons with disabilities, maintaining a disability pension when receiving a pension upon reaching retirement age, and maintaining a benefit for caring for a person with a disability in case of being employed. Considering the principles of the CRPD, these benefits are allocated to compensate for additional expenses related to disability and adaptation to the environment and should not be related to the employment status.

- Revising the system for the provision of assistive devices based on specific types of devices and models to allow for more flexible options for cost reimbursement.

## **5. Continue to strengthen disability inclusion in education system and provide support for the transition from training to employment throughout the lifecycle**

### **Selection of specific measures that could help address this recommendation, falling within the mandate of the Ministry of Science and Higher Education, the Ministry of Education**

- Conducting monitoring and in-depth research of inclusion policies that combines quantitative and qualitative methods (interviews with graduates of primary, secondary, vocational schools, and higher education institutions). This will help in gaining a comprehensive understanding of the following issues:
  - Accessibility of learning environments and transition of applicants to various levels of education;
  - Employment trajectory of graduates with disabilities; and
  - Needs and opportunities in the area of development of soft skills by students with disabilities.
- Information campaigns on the application procedure under the quota system are needed to increase the admission of prospective students with disabilities to higher education institutions. Organizing counseling to parents about possible educational trajectories for children with disabilities. The inclusion of a child with a disability into the educational process (refusal to study in a specialized school, transition to home schooling, cooperation with teachers, etc.) highly depends on the opinion of parents and their ability to defend the interests of their child.
- Adapting the content of educational courses colleges and universities for students with disabilities, taking into account their individual needs, and employing a combination of online and distance learning with onsite trainings for these groups of students. Complementing formal academic teaching with programs aimed at developing soft (communication, socioemotional) and digital skills for students with disabilities. Targeting various age groups of persons with disabilities, from schoolchildren to adults with digital skills development programs. Retraining low-skilled workers with disabilities considering the disruptions to labor market due to the pandemic, as well as trends of automation and robotization of manual work. The professional qualifications of teachers and teacher training programs focusing on the development of soft skills and competencies for working with students with disabilities. Development of certification courses for teachers on disability inclusion.
- Facilitating exchange of best practices in the field of employment across the country to improve the employability of students with disabilities and overcoming social stigma. Encouraging inter-departmental interactions and experience sharing among Russian regions in the field of career counseling and employment of students and graduates with disabilities. Communication campaigns to foster a positive public perception of students and graduates with disabilities among employers and society at large.
- The development of a system for the simplified acknowledgment of the professional qualifications of graduates with disabilities (industry/professional exams) could help support their employability. This would require setting up accessible testing sites, providing needed accommodations, and subsidizing the cost of qualification exams.



# APPENDIXES





## APPENDIX A. Methodology

This section describes the overall approach to the assessment, outlines types of data that were used for the analysis, and explains how triangulation between different types and sources of data was arranged.

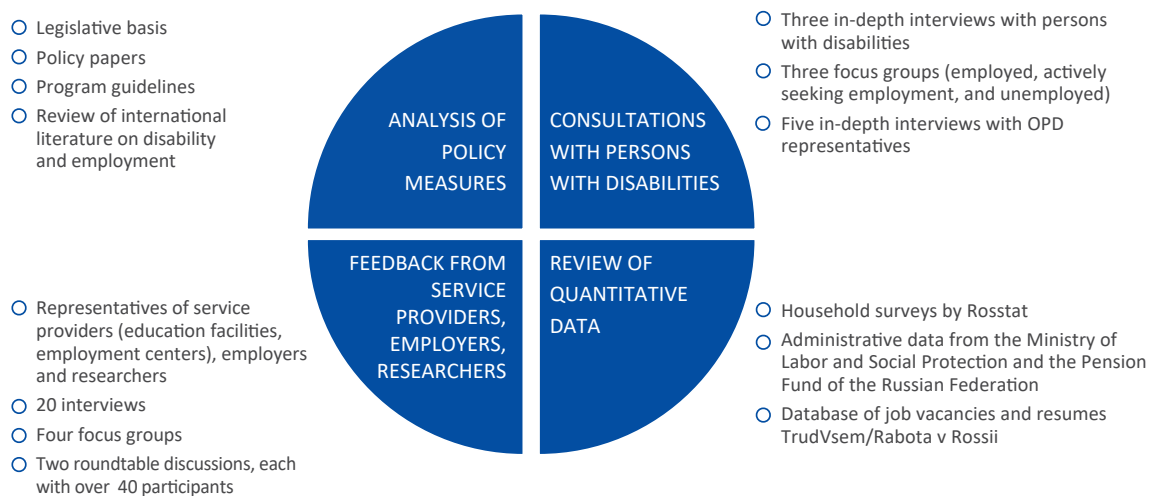
### Mixed-Methods Approach

Research design for the assessment was based on an integrated mixed-methods<sup>143</sup> approach that combines quantitative and qualitative data collection and analysis. Such synergistic analysis incorporates the perspectives of end users, contributing to a more comprehensive understanding of barriers and opportunities.

The research consisted of four components:

1. An analysis of policy measures and international best practices;
2. A secondary analysis of available statistical and administrative data;
3. Listening to perspectives of experts and service providers; and
4. Consultations with persons with disabilities.

**FIGURE A.1.** MIXED METHODS APPROACH—TRIANGULATION OF DATA SOURCES



*Source:* Developed by the authors.

An iterative process allowed the different components of the research to mutually inform and strengthen one another. A review of international literature informed and guided the themes for the desk review on policy measures and quantitative data analysis, which in turn informed the questions for qualitative data collection. Once the preliminary results of the data analysis on the situation in Russia were formulated, the international literature was again consulted to identify the most relevant best practices in the context of issues identified in Russia.

The qualitative component comprised a series of expert interviews, focus group discussions, and roundtable consultations. It gave voice to frontline service providers, who are responsible for implementing the analyzed policy measures. Focus groups enabled employers to give their perspective on how policy measures affect them. Interviews and focus group discussions with persons with disabilities were grounded in the concept of respect for the human rights of the persons involved in research<sup>144</sup> and an understanding that persons with disabilities are able to provide unique insights into their situation and how it can be improved.<sup>145</sup> The process of the research was aimed at facilitating the active involvement of persons with disabilities and their representative organizations in the development and implementation of policies concerning issues related to them.<sup>146</sup>

## Sources of Data

### Review of policies and programs

In line with barriers and opportunities identified through the above-mentioned literature review, an analysis of grey literature, legislation and policy documents, and program reports in the Russian Federation was undertaken to assess the current state of social policy measures designed to facilitate the participation of persons with disabilities in the labor market.

The following policy areas were reviewed:

- Accessible environment;
- Disability assessment;
- Disability pension and other benefits;
- Active labor market participation policies;
- Incentives for employers;
- Inclusive education;
- Support with transition from education to employment;
- Workplace accommodations;
- Sheltered employment; and
- Social contracting.

### Official quantitative data

Quantitative data for this research includes descriptive statistics on disability prevalence, incidence, and causes; the number of persons with disabilities, their age groups, education levels, average wages, and pensions; and labor force participation rates and unemployment rates among persons with disabilities.

The analysis in this report drew on publicly available data from Rosstat and the Federal Register of People with Disabilities, as well as administrative data provided by the Ministry of Labor and Social Protection (MoLSP) based on their own reporting forms and data the ministry requested from Pension Fund of the Russian Federation (PFR) for this assessment.

To analyze the situation of persons with disabilities in terms of employment, two main sources of data were used: survey data from the Labor Force Survey (LFS) and administrative data from PFR. Each source has some limitations; triangulation of the data sources was therefore necessary for a more comprehensive picture.

The LFS is a nationally representative survey of the population, conducted by Rosstat on a monthly basis, with an annual sample of over 900,000 people. The variable on disability is calculated based on the questions regarding official disability status and disability group. The variable on employment is based on the International Labour Organization (ILO) standards of measurement, allowing comparisons to be made with the overall situation of the labor market, nationally and internationally. The LFS takes informal employment into account and includes any person who worked during the reference week of the survey. But disabled persons tend to be underrepresented in surveys due to access barriers, an unwillingness to declare disability to interviewers, and other reasons.

PFR data is based on administrative data received from the employers based on official labor contracts and tax payments. Any person who has worked for at least four months in a year is counted. PFR triangulates data from employers on pension fund contributions with official disability status data through an individual's insurance account number.

Although percentages from the two sources are different, changes over the past six years show similar trends (taking into account changes in methodology). Unless otherwise indicated, employment characteristics for persons with disabilities are based on data from the 2020 Sample LFS.

An analysis of the situation of persons with disabilities based on these sources of data covers only those with official disability status (granted upon medical and social review) rather than a broader population group as defined in the United Nations Convention on the Rights of Persons with Disabilities (CRPD). The reliance on the officially granted status of disability excludes people belonging to borderline groups who have persistent health disorders and might be facing barriers in their daily life, but who have not applied for access to public support measures designed for persons with disabilities.

An analysis was conducted of the vacancies posted by employers and the resumes placed by applicants on the portal TRUVSEM.RU to analyze the current demand for and supply of labor by persons with disabilities. The vacancies and resumes are included in two independent databases that can be used for search queries with various filter settings. A dataset was created and processed based on TRUVSEM.RU data downloaded on March 30, 2021. The result of each query was calculated and recorded in data tables. Percentages were calculated from the absolute values, which were used for comparative analysis and descriptive statistics.

A total of 1.6 million vacancies and four million resumes were analyzed, of which vacancies for and resumes of job seekers with disabilities accounted for 5 and 2 percent, respectively. Conclusions are based on the results of a comparative analysis of simple distributions and descriptive statistics with the following parameters: level of education, work experience, salary, type of employment, and field of activity. To analyze the preferred types of employment among applicants, subsamples by gender were formed: among applicants without disabilities: 56 percent of women and 44 percent of men; among applicants with disabilities, 42 percent of women and 58 percent of men.

## Qualitative data

The qualitative component comprises a series of in-depth interviews and focus group discussions. All interviews and discussions were held via Zoom due to COVID-19 restrictions. They were recorded after receiving consent of the participants for recording. The interviewer also took notes during every conversation, which were later used for the analysis. The quotations in this report are translated from Russian to English.

### **IN-DEPTH INTERVIEWS**

In-depth interviews were held with:

- Academic researchers working in the disability studies field;
- Employees of educational institutions;
- Nongovernmental organizations (NGOs) serving persons with disabilities;
- Representatives of public organizations for the rights of persons with disabilities;
- Employers with experience hiring candidates with disabilities; and
- Persons with disabilities.

In all, 25 persons participated in interviews that lasted 1–3 hours. Specific guides were elaborated for each group covering the following main blocks (see appendix B):

- Persons with disabilities and the labor market;
- Education for persons with disabilities;
- Employment opportunities for persons with disabilities;
- Relationships of persons with disabilities with employers;
- Information and communication technology and employment opportunities for persons with disabilities;
- State and nonstate support measures for persons with disabilities in the employment process; and
- Problems and issues identified in current research on disability.

For persons with disabilities, a set of questions dedicated to their personal experience of employment, access to various social services and support measures was added.

### **FOCUS GROUP DISCUSSIONS**

Focus group discussions were held in two subsequent rounds. The first round included four discussions with: (1) employers of regional disability-focused NGOs; (2) staff members of education facilities of all levels (primary, secondary, college, universities) who work with persons with disabilities; (3) employers; and (4) employees of regional state employment centers. After analyzing the data gathered during these discussions, a second round of discussions was conducted that only included persons with disabilities as participants, comprising three separate sessions.

For the first series of discussions, a single guide was developed to receive comparable data. Based on the key findings, the second guide was elaborated for discussions with persons with disabilities.

Each focus group discussion included 4–12 participants. In all, 46 persons from four Russian regions participated in the first round, and 16 persons with disabilities engaged in the second round. Each discussion lasted 2–3 hours. In addition to verbal communication, participants were allowed to send chat messages that were later included in the analysis.

Participants of focus group discussions were selected by Perspektiva. Participants of the second round of discussions included persons with hearing, speech, and visual impairments, as well as physical disabilities.

*Roundtable discussions to explore best practices and validate research findings:*

- Two roundtable discussions with the participation of national- and regional-level MoLSP staff and employers were held in April 2021;
- Presentations and transcripts from the sessions were used in the final analysis.

### **ETHICAL CONSIDERATIONS**

The design of the study was developed in accordance with the CRPD, articles 3, 17, 22, and 31, which set out the principles of ensuring respect, consent, and privacy for persons with disabilities who participate in any research. CRPD prescribes respect for disabled persons' individual autonomy, freedom to make choices, and inherent dignity. Based on these principles, question guides were compiled for interviews and focus group discussions. During communication with all respondents, including experts, only inclusive language was applied, and conversations during focus group discussions did not focus on the health status of participants.

To ensure voluntary and informed consent, participants with disabilities were provided with general information about the study in a clear form: what goals and objectives it was pursuing; how the data collected during interviews and focus group discussions would be used; in what format the results of the study would be presented and how their participation could affect the situation of persons with disabilities. During the recruitment of respondents, all potential participants were informed that they could reject taking part in the study without explaining the reasons and, if they decided to participate, they could refuse to answer any specific questions or terminate their participation in an interview or focus group discussion at any time. To provide privacy, a high level of confidentiality was maintained at all stages of qualitative data collection. For example, the respondents were not asked about the actual details of their life circumstances. During transcribing, the personal data of all participants were anonymized. All participants in this study were adults (age 18 or older) at the time of the study.

Many research participants have limitations related to motor activity. In addition, the survey respondents live in different cities. Based on this and considering the limitations associated with COVID-19, an online format for collecting qualitative data was utilized. This method of communication proved to be convenient for participants with physical disabilities and visual impairments. For the participants with hearing impairments, a two-way translation of the entire conversation into sign language was provided. Participants experiencing difficulties with speech functions were invited to use the online chat during the oral discussion. Later, these data were also included in the analysis.

To ensure diversity, Perspektiva and its regional branches engaged in the recruiting process. Their representatives were also present at the focus group discussion to guarantee the correct treatment of and effective interaction with all participants.



### **ANALYSIS OF QUALITATIVE DATA**

The qualitative data comprised 14 expert interviews and seven focus group discussions. Verbatim transcription of each recorded interview and discussion was produced. Each script was read for content analysis and coded as nodes. The nodes were later grouped into overarching themes based on the study's objectives. The key themes identified through the analysis were:

- Deprivations faced by persons with disabilities in education (including professional), employment, and access to information and communication technologies;
- Impact of social measures designed to alleviate deprivations;
- Professional socialization of persons with disabilities;
- Educational and career tracks;
- Stigma and discrimination; and
- Institutional landscape and interrelationships of various actors.

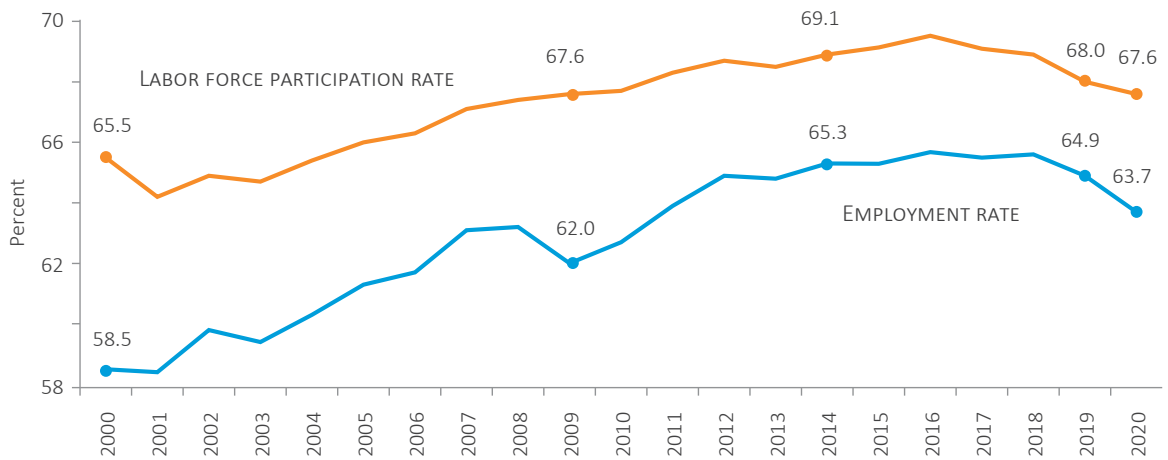
Subthemes under each of the above themes were used to interpret the findings. Data collected within quantitative and qualitative methodological frames, together with obtained information on available cases, was then compared and triangulated.<sup>147</sup> This provided multiple observations and conclusions and ensured the incorporation of different perspectives on each barrier and opportunity featured in the report.

## APPENDIX B. Disability Data

### General Trends of the Labor Market in Russia

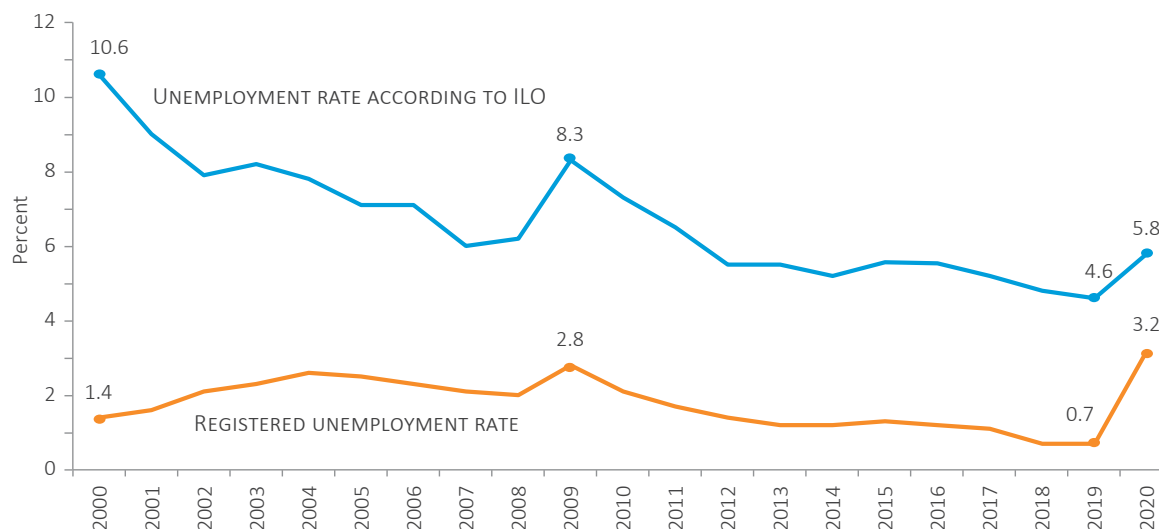
Over the past 20 years, Russia’s labor market has been characterized by a gradual increase in both the labor force participation rate and the employment rate, while registered unemployment has remained low. The level of employment grew at a higher rate: from 2000 to 2020, the share of the employed population increased by 5.2 percentage points while the share of those participating in the labor force only grew by 2.1 percentage points (figure B.1). At the same time, the unemployment rate (according to International Labour Organization (ILO) standards)<sup>148</sup> has almost halved over the same period: from 10.6 to 5.8 percent (figure B.2). The registered unemployment rate in Russia is relatively low; to some extent, this may be related to the fact that unemployment benefits are low and thus unattractive to citizens compared with the trouble of accessing them. In addition, a large proportion of people (37.3 percent) who were looking for work did not apply to employment centers because they did not think doing so would help them find a job.<sup>149</sup> At the same time, due to the fact that the wage replacement rate is low,<sup>150</sup> individuals cannot afford to remain on job-seekers allowance for a long time and are forced to accept any available job, including in the economy’s informal sector.

**FIGURE B.1.** LABOR FORCE PARTICIPATION RATE AND EMPLOYMENT RATE OF POPULATION AGED 15–72 YEARS OLD



Source: Pension Fund of the Russian Federation,<sup>151</sup> analysis by the authors.

**FIGURE B.2.** UNEMPLOYMENT RATE; REGISTERED UNEMPLOYMENT RATE AGED 15–72 YEARS OLD



Source: Pension Fund of the Russian Federation<sup>152</sup>, analysis by the authors.

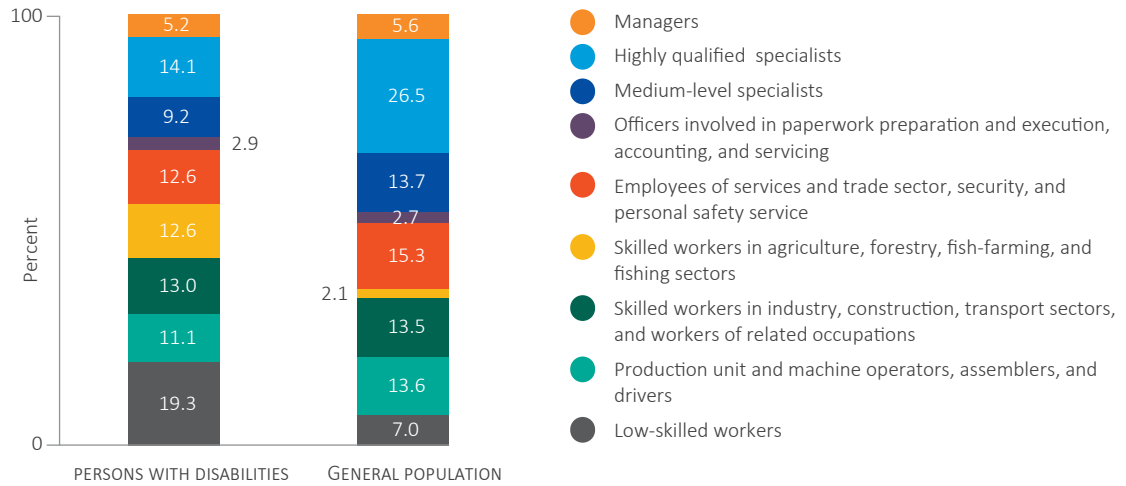
Despite pandemic quarantine measures in 2020, the employment rate has not declined significantly, but the registered unemployment rate has risen to 3.2 percent. The Russian labor market adjusts to economic shocks by reducing wages and working hours rather than by decreasing overall employment.<sup>153</sup> This is possible under conditions of a low minimum wage, which as of January 1, 2021, was Rub 12,792 at the federal level (since 2018, the minimum wage has been linked to the living wage).<sup>154</sup> By the end of 2020, the employment rate decreased by 1.2 percentage points while the unemployment rate saw a moderate increase of 1.2 percentage points, reaching 5.8 percent. In 2020, the unemployment rate varied greatly from month to month, from 4.6 percent in the first quarter to a peak of 6.4 percent in August. By the end of the year, the labor market bounced back with the unemployment rate dropping by half a percentage point.<sup>155</sup> Employers responded to the shock by reducing wages through compulsory unpaid leave, reduced bonuses and benefits, reduced working hours and remote work arrangements.<sup>156</sup> The registered unemployment rate had climbed to 3.2 percent by the end of 2020, a four-and-a-half-fold jump from the previous year. This was influenced by the increase of the maximum size of benefits in 2020 from Rub 8,000 to Rub 12,130 and the introduction of options to apply online or by phone. At the same time, administrative data suggests that a significant part of the influx of registered unemployment in 2020 comprised people who had either never been employed in the formal sector or had been laid off before the pandemic.<sup>157</sup>

### Additional Information on the Participation of Persons with Disabilities in the Labor Market

**Persons with disabilities are more likely to work in sectors with lower wages and are less likely to be employed in skilled occupations.** The share of specialists with higher and intermediate qualifications among persons with disabilities is lower, while the share of those working as unskilled workers and skilled agricultural workers is higher (figure B.3). Persons with disabilities are less likely to work in higher-earning sectors such as finance and insurance, information and communications, and mining operations, but they are more likely to work in agriculture, manufacturing, wholesale and retail trade, education,

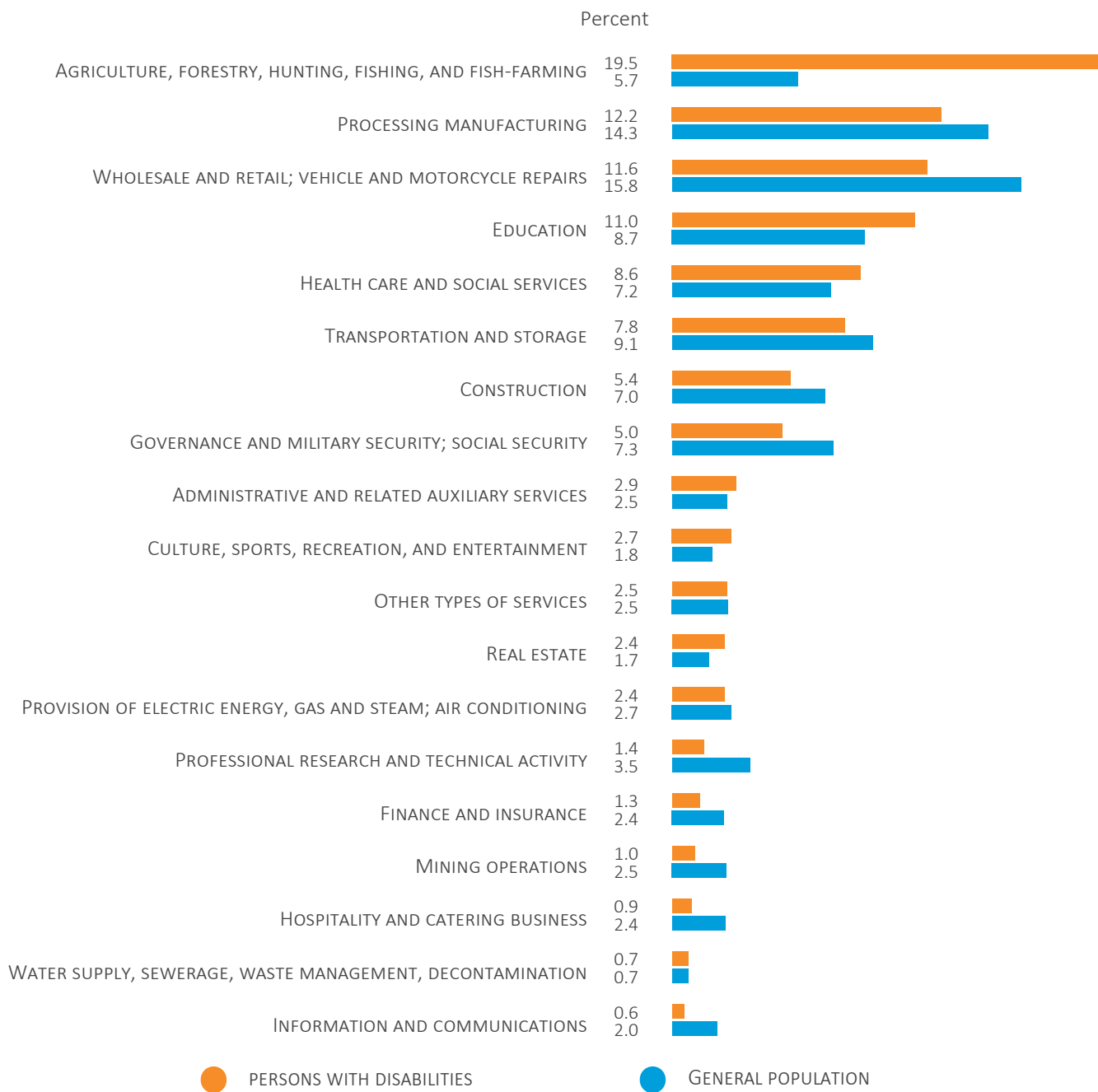
health care, and social services (figure B.4). At the same time, persons with disabilities are much more frequently engaged in the production of agricultural products for sale or exchange at their household farms (9.8 percent of persons with disabilities compared with a national average of 1 percent), or in entrepreneurial activity without establishing a legal entity (10.1 percent of persons with disabilities versus a 5 percent national average).

**FIGURE B.3.** OCCUPATIONAL STRUCTURE OF EMPLOYMENT OF WORKING-AGE PERSONS WITH DISABILITIES, 2020



Source: Rosstat,<sup>158</sup> analysis by the authors.

**FIGURE B.4.** EMPLOYMENT STRUCTURE OF WORKING-AGE PERSONS WITH DISABILITIES BY TYPE OF ECONOMIC ACTIVITY, 2020



Source: Rosstat,<sup>159</sup> analysis by the authors.



**TABLE B.1.** SOCIAL AND DEMOGRAPHIC STRUCTURE OF WORKING-AGE PERSONS WITH DISABILITIES WHO DID NOT WORK IN 2020

CATEGORY	PERSONS WITH DISABILITIES (PERCENT)			FOR REFERENCE: GENERAL POPULATION (PERCENT)		
	UNEMPLOYED	NOT IN THE LABOR FORCE	TOTAL	UNEMPLOYED	NOT IN THE LABOR FORCE	TOTAL
<b>GENDER</b>	Total	100.0	100.0	100.0	100.0	100.0
	Men	64.0	65.7	65.5	52.9	44.7
	Women	36.0	34.3	34.5	47.1	55.3
<b>GENDER AND AGE</b>	Men, total	100.0	100.0	100.0	100.0	100.0
	Men aged 16–29	13.0	13.8	13.7	34.3	58.4
	Men aged 30–39	24.9	19.5	19.8	27.4	9.0
	Men aged 40–49	27.5	19.8	20.3	20.0	8.4
	Men aged 50–59	34.5	46.9	46.1	18.2	24.2
	Women, total	100.0	100.0	100.0	100.0	100.0
	Women aged 16–29	18.2	17.5	17.5	36.6	58.8
	Women aged 30–39	26.9	25.2	25.3	32.6	20.8
	Women aged 40–49	29.1	27.2	27.3	20.7	10.5
	Women aged 50–54	25.8	30.2	29.9	10.6	9.8
	<b>EDUCATION</b>	Total	100.0	100.0	100.0	100.0
University education		16.3	8.3	8.8	24.0	12.6
Secondary vocational education		39.4	29.1	29.8	39.6	20.5
High school and lower levels		44.3	62.7	61.4	36.4	66.9
<b>TYPE OF PLACE OF LIVING</b>	Total	100.0	100.0	100.0	100.0	100.0
	Residents of urban areas	67.3	58.6	59.2	68.7	68.5
	Residents of rural areas	32.7	41.4	40.8	31.3	31.5

Source: Rosstat,<sup>160</sup> analysis by the authors.

## Physical Accessibility

**The lack of an accessible environment that allows for independent mobility is one of the main barriers to social integration and employment for persons with disabilities in Russia.**<sup>161</sup> Accessibility of buildings and structures for persons with disabilities is defined by the Federal Law *On Technical Regulation on Safety of Buildings and Structures*.<sup>162</sup> More detailed standards for the infrastructure needed to ensure obstacle-free access to workplaces for persons with disabilities are set forth in *Accessibility of Buildings and Structures for Populations with Limited Mobility*, which was approved by the Ministry of Construction of the Russian Federation.<sup>163</sup>

**While the regulatory framework for an accessible environment is in place, practical implementation across the country still has room for improvement.** Ten years ago, the

government launched the National Accessible Environment Program. The program has recently been extended through 2025.

By 2020, the program's achievements in terms of infrastructure improvements included:<sup>164</sup>

- 70.4 percent of priority infrastructure facilities were physically accessible to persons with disabilities;
- 23 percent of public buses were equipped for the transportation of people with low mobility; and
- 32.5 percent of metro stations were made accessible to persons with disabilities and other low mobility groups.

**Russian regions also have their own initiatives and policies on disability.** From 2021 to 2023, the Ministry of Labor and Social Protection (MoLSP) will provide federal co-financing to the 60 best regional programs—half a billion rubles allocated annually for special equipment, training, regional information systems, and assistive technologies.<sup>165</sup> Large cities also launched special transportation services (“social taxis”) to cover travel for people with low mobility to and from socially significant facilities. In some cities, persons with disabilities can use social taxis to travel to work and school, but there are limits on such trips, for example, 80 hours per month in the city of Moscow.<sup>166</sup> Airports, train stations, and metro stations in large cities also operate on-demand accessibility services for persons with disabilities, which have to be booked at least 24 hours in advance of travel, to assist with mobility in the facilities.

**The level of accessibility of facilities and services vary by type of disability.** Rosstat monitors satisfaction with accessibility to transport, infrastructure, and buildings by persons with disabilities, disaggregated by type of disability: visual, hearing, or physical/mobility.<sup>167</sup> Persons with visual and hearing disabilities tend to be more satisfied with accessibility: about 60–70 percent are fully satisfied. Persons with physical disabilities face the most challenges to accessibility, especially in terms of transport (see table B.2).

**TABLE B.2.** USE OF INFRASTRUCTURE BY AND ITS ACCESSIBILITY FOR PERSONS WITH DISABILITIES

	SHARE OF PERSONS WITH DISABILITIES WHO USED (PERCENT)	ACCESSIBILITY FOR PERSONS WITH VISUAL DISABILITIES (PERCENT)				ACCESSIBILITY FOR PERSONS WITH HEARING DISABILITIES (PERCENT)				ACCESSIBILITY FOR PERSONS WITH PHYSICAL/MOBILITY DISABILITIES (PERCENT)			
		FULLY ACCESSIBLE	PARTIALLY ACCESSIBLE	INACCESSIBLE	NO ANSWER	FULLY ACCESSIBLE	PARTIALLY ACCESSIBLE	INACCESSIBLE	NO ANSWER	FULLY ACCESSIBLE	PARTIALLY ACCESSIBLE	INACCESSIBLE	NO ANSWER
CITY AND SUBURBAN BUSES	38	61	31	7	1	68	30	2	0	42	47	10	0
INTERCITY BUSES	11	65	33	1	0	66	32	3	0	48	39	13	0
TROLLEYBUSES	8	71	24	5	0	68	29	3	0	45	44	11	0
TRAMS	5	62	28	10	0	70	25	5	0	43	41	16	0
COMMUTER TRAINS	7	58	39	3	0	77	23	0	0	50	41	9	0
LONG-DISTANCE TRAINS	5	68	21	5	5	75	25	0	0	49	41	10	0
STOPS	41	68	27	5	1	71	26	3	1	57	36	7	0
RAILWAY STATIONS	10	62	36	0	2	73	23	2	2	55	35	10	1
BUS TERMINALS	16	63	34	3	1	69	25	4	2	63	31	5	0
RAILWAY TERMINAL	9	59	39	0	2	71	29	0	0	59	36	6	0
SHOPS WITHIN WALKING DISTANCE	58	67	28	5	1	73	23	4	1	60	34	6	0
SUPERMARKETS, SHOPPING CENTERS	34	72	27	2	0	75	21	2	2	68	28	4	0
CAFES, RESTAURANTS	10	81	14	2	2	73	20	7	0	60	30	10	0
FAST-FOOD ESTABLISHMENTS	9	76	17	5	2	65	21	12	3	63	29	8	0

*Note:* Data are not provided for categories used by less than 100 respondents (metro, approaches to the metro stations, airplanes, airports).

*Source:* Rosstat.<sup>168</sup>

## Digital Accessibility

**While access to information and communication technologies in Russia is increasing, persons with disabilities are still less likely to use it.** In 2019, 50 percent of respondents with a disability lived in households where personal computers were available, and 57.7 percent had access to the Internet. Among working-age persons with disabilities, 62.3 percent lived in households with computers and 74.4 percent in households with access to the Internet—much lower than that of the entire population (see table B.3). Working-age persons with disabilities with no access to the Internet attributed it to the lack of need for the Internet (53.2 percent), high cost of connection (30.8 percent), and lack of digital skills (29.5 percent). Many individuals with disabilities who have access to computers and the Internet in their households do not use them. Within the last three months, only 47.8 percent of working-age persons with disabilities had used computers; 63.7 percent had used the Internet. Furthermore, persons with disabilities rarely use computers and the Internet at work. Only 5.7 percent of persons with disabilities had used computers at their workplaces and 8.3 percent of persons with disabilities had used the Internet at their workplaces. The estimates for the entire population are 6.6 and 5.8 times higher, respectively.

**TABLE B.3.** USAGE OF COMPUTERS AND INTERNET BY PERSONS WITH DISABILITIES, 2019

	PERSONS WITH DISABILITIES (PERCENT)		GENERAL POPULATION (PERCENT)	
	ALL	WORKING-AGE	ALL	WORKING-AGE
<b>COMPUTER USAGE</b>				
<b>HAVE AT LEAST ONE COMPUTER IN HOUSEHOLD</b>	50	62.3	75.9	84.6
<b>LAST TIME COMPUTER USED:</b>				
<b>DURING THE PAST THREE MONTHS</b>	27.9	47.8	67.5	81.3
<b>THREE MONTHS TO ONE YEAR AGO</b>	2.9	3.3	3.3	3.2
<b>OVER ONE YEAR AGO</b>	13.3	13.0	9.1	7.3
<b>NEVER</b>	55.9	35.9	20.1	8.2
<b>USE COMPUTER AT WORK</b>	2.4	5.7	28.1	37.5
<b>INTERNET USE</b>				
<b>HAVE ACCESS TO THE INTERNET IN HOUSEHOLD</b>	57.7	74.4	83.8	92.9
<b>LAST TIME INTERNET USED:</b>				
<b>DURING THE PAST THREE MONTHS</b>	37.3	63.7	77.5	92.2
<b>THREE MONTHS TO ONE YEAR AGO</b>	5.4	4.5	3.1	1.9
<b>OVER ONE YEAR AGO</b>	7.1	4.7	3.3	1.5
<b>NEVER</b>	50.2	27.2	16.1	4.4
<b>USE INTERNET AT WORK</b>	3.5	8.3	35.8	48.3

Source: Rosstat,<sup>169</sup> analysis by the authors.

APPENDIX C.

## Background on Compensatory Policies

### Disability Assessment

**A person becomes registered as a person with a disability based on results of a medical and social review (MSR).** The federal law defines a person with a disability as “a person who has a health disorder with a persistent impairment of vital functions resulting from diseases, injuries, or malformations, leading to functioning disabilities and requiring social protection of such a person.”<sup>170</sup> An MSR is a comprehensive assessment of clinical/functional, social/household, career/employment, and psychological data. A person can be dispatched for the MSR by a medical organization (regardless of its organizational and legal form), by the Pension Fund of the Russian Federation (PFR), or by the ministry or agency responsible for the social protection of the population with the written consent of the citizen (or a legal/authorized representative). A person also has the right to apply for an MSR independently if refused by the above-mentioned bodies and if they possess a corresponding refusal certificate. The objectives of an MSR can be to ascertain the type of disability; establish the causes, time, or term of disability; determine the degree of the loss of one’s professional ability to work; and develop an individual rehabilitation or habilitation program (IRHP). This review is conducted by specialists from the territorial branches of the Federal Bureau of Medical and Social Review under the Ministry of Labor and Social Protection (MoLSP). Based on the results of the MSR, a person could be categorized as having a first-, second-, or third-degree disability. The criteria for the disability status and type group approved by the Government Resolution No. 95 *On the Procedure for and Criteria of Disability Status Assignment*<sup>171</sup> are as follows:

- Health disorders with persistent impairments of vital functions resulting from diseases, injuries, or malformations;
- Functional disabilities (full or partial loss of capacity or ability of self-care, mobility, communication, control of one’s behaviors, learning, or working); and
- Need for social protection measures, including rehabilitation and habilitation.

Key persistent impairments refer to:

- Mental functions;
- Language and speech functions;
- Sensory functions;
- Neuromuscular, skeletal, and movement-related functions;
- Functions of the cardiovascular system; respiratory system; digestive, endocrine, metabolic, hematological, and immunological systems; urinary functions; and functions of skin and related structures; and
- Exterior physical malformations.<sup>172</sup>

**In Russia, disability status is not directly linked with a person’s capacity to work or current employment status.** Capacity to work is one of the seven<sup>173</sup> core functioning



domains/functional abilities assessed to register for disability status. The classifications and criteria for the establishment of a disability group are based on the severity level of the persistent impairment of vital functions. There are four levels of severity of health damage measured in increments of 10 percent, from 10 to 100 (see figure C.1).<sup>174,175</sup>

**Capacity to work is understood as compliance with the requirements to work contents, scope, quality, and conditions.**<sup>176</sup> Each of the seven core functioning domains have three severity levels. The severity of the limitation of the core functional domains is determined based on the MSR assessment of their deviation from the norm, corresponding to a certain period (age) of human biological development. Persons with the first level of incapacitation can work in ordinary work settings with due regard to needed changes in qualifications, occupations/professions, workloads, and labor intensity, or reduction of work volume. Persons with the second level of incapacitation need to use special assistive devices at their workplaces. Persons with the third level of incapacitation can perform elementary work with significant assistance from other people or are unable to work.

**FIGURE C.1.** THE DISABILITY STATUS AND GROUP CRITERIA IN RUSSIA FOR PERSONS OLDER THAN 18 YEARS OF AGE

<b>DISABILITY STATUS CRITERIA</b>		
<b>Health disorder in one core functioning domain</b>	<b>Health disorder in two or more of the core functioning domains</b>	
with the second and higher severity level of persistent impairment of vital functions (40–100 percent) resulting from diseases, injuries, or malformations, leading to second or third severity-level limitation.	with the first severity-level limitation and defining the need for the person’s social protection.	
<b>DISABILITY GROUP CRITERIA</b>		
<b>1st degree</b>	<b>2nd degree</b>	<b>3rd degree</b>
Health disorder with persistent impairment of vital functions of the fourth level of severity (90–100 percent)	Health disorder with persistent impairment of vital functions of the third level of severity (70–80 percent)	Health disorder with persistent impairment of vital functions of the second level of severity (40–60 percent)

*Source:* Order of the Ministry of Labor and Social Protection of the Russian Federation No. 585n (August 27, 2019) *On Classifications and Criteria for Medical and Social Reviews of Citizens by the Federal Medical and Social Review Offices.*

**The need to be regularly reexamined coupled with nontransparent criteria for establishing the disability group may force working-age persons with disabilities to seek unofficial employment to avoid losing their disability status.** According to the law, disability status can only be assigned as open-ended for persons with diseases, defects, irreversible morphological changes and dysfunctions of organs and body systems (e.g., malignancy, congenital, and acquired dementia).<sup>177</sup> In all other cases, a reexamination procedure by the Federal Bureau of Medical and Social Review is required to extend disability status—bi-annually for persons with group 1 disabilities and annually for those in groups 2 and 3.<sup>178</sup> In April 2020, due to the COVID-19 pandemic, the government established a temporary simplified reexamination procedure and a procedure for those receiving disability benefits

for the first time, automatically extending previously established disabilities for six months and allowing for the assignment of disability status based on remote (online/mail) application, absent an in-person visit to the Bureau.<sup>179</sup>

**According to data from the PFR, the majority of persons with disabilities have some degree of limitation on their ability to work identified in their IRHP.** Restrictions on the ability to work correlate with the established disability group. Group 3 disabled persons most often have a lower degree of limitations: 98 percent have first-degree limitations to work. Among persons with group 2 disabilities, 95 percent have second-degree limitations to work. Among persons with group 1 disabilities, 86 percent have third-degree limitations to work (see table C.1).

**TABLE C.1.** STRUCTURE OF PERSONS WITH DISABILITIES ACCORDING TO THE PRESENCE OF LIMITATIONS ON ABILITY TO WORK DETERMINED BY THE APRIL 2021 MEDICAL AND SOCIAL REVIEW

	TOTAL (PERCENT)	WITHOUT RESTRICTION (PERCENT)	FIRST-DEGREE LIMITATION (PERCENT)	SECOND-DEGREE LIMITATION (PERCENT)	THIRD-DEGREE LIMITATION (PERCENT)
PERSONS WITH DISABILITIES, TOTAL	100	1.4	50.5	37.9	10.1
PERSONS DISABLED SINCE CHILDHOOD	100	2.9	41.3	38.5	17.3
DISABILITY GROUP 1	100	1.6	1.8	11.1	85.5
DISABILITY GROUP 2	100	0.7	3.4	95.3	0.7
DISABILITY GROUP 3	100	1.9	97.7	0.3	0.1

Source: Data from the PFR provided by the MoLSP; analysis by the authors.

**As a result of the MSR, and based on the assigned disability group, an IRHP is developed and used as a basis for eligibility for state support measures.** An IRHP is developed by the specialists from the MSR offices and sets out the most appropriate rehabilitation activities (including medical, occupational, and other) for the restoration of and compensation for impaired vital functions and development of the abilities of a person with a disability to perform certain activities.<sup>180</sup> It is subject to compulsory implementation by respective public authorities and local self-governance bodies—i.e., it is required for admission to educational institutions and for registration with employment services. But for a person with a disability, the IRHP has a recommendatory nature, and the applicant has the right to refuse the program as a whole or any one of its elements (type, form, and volume of rehabilitation measures). IRHPs include occupational rehabilitation measures—career guidance, recommendations on vocational training or retraining, assistance with employment, and adaptation in workplaces. They can also include recommendations for employment and may list acceptable kinds of work as well as labor actions or functions that would be difficult to carry out. In 2019, three out of five respondents with disabilities to a sample survey had IRHPs.<sup>181</sup> Among those with an IRHP, two-thirds agreed that it fully takes their health status and needs into account. The same number of respondents agreed that rehabilitation activities planned in IRHPs were fully carried out. For those respondents that had the need for an assistive device indicated in their IRHP, 60 percent reported receiving them.

## The Rehabilitation System

**The rehabilitation of persons with disabilities is defined as a process of full or partial restoration of the abilities to participate in everyday social, professional, and other**

**activities; habilitation is a system and process of forming these abilities.**<sup>182</sup> Recovery after rehabilitation measures is characterized by four degrees: full recovery, partial recovery, zero recovery, and deterioration. The provision of disabled persons with technical means of rehabilitation is carried out in accordance with IRHPs through the: (1) provision of appropriate technical means (product); and (2) payment of compensation for expenses for the independent purchase of a technical means of rehabilitation, including for banking and postal services, for the transfer of compensation. Persons with disabilities or their representatives submit an application for the provision of technical means to the regional office of the Social Insurance Fund of the Russian Federation or to the authorized regional executive body at their place of residence. Compensation for independently acquired technical means of rehabilitation is paid by the same territorial bodies.<sup>183</sup> Such payments are made in the event that the technical means of rehabilitation indicated in the IRHP cannot be provided to a person with a disability or that person has independently acquired the specified technical means of rehabilitation. However, only the means of rehabilitation specified in the list of standards are provided (see the list below).

## Rehabilitation and Habilitation of Persons with Disabilities in Russia

Rehabilitation and habilitation of persons with disabilities is aimed at eliminating or fully compensating for the limitations in the life of persons with disabilities for their social adaptation, including their achievement of material independence and societal integration.

The main four types of rehabilitation and habilitation are:

1. Medical rehabilitation: reconstructive surgery, prosthetics and orthotics, and health resort treatment;
2. Vocational guidance, general and vocational education, vocational training, and assistance with employment, including at special workplaces, and workplace adaptation;
3. Socioenvironmental, sociopedagogical, sociopsychological, and sociocultural rehabilitation; and social adaptation; and
4. Physical culture, recreational activities, and sports.

**There are two types of technical means of rehabilitation: general and medical.**

General technical means of rehabilitation include:

- Support and tactile canes, crutches, supports, and handrails;
- Wheelchairs with manual drive (indoor, walking, and active type), and with an electric drive and storage batteries, small-sized;
- Prostheses and orthoses;
- Orthopedic shoes;
- Antidecubitus mattresses and pillows;
- Devices for dressing, undressing, and grabbing objects;
- Special clothing;
- Special devices for reading, e.g., “talking books” for optical correction of low vision;
- Guide dogs with a set of equipment;

- Medical thermometers and tonometers with speech output;
- Light and vibration signaling devices;
- Televisions with teletext for receiving programs with closed captioning;
- Telephone devices with text output;
- Absorbent linen and diapers;
- Armchairs with sanitary fittings; and
- Braille display and screen-access software.

Medical technical means of rehabilitation include:

- Hearing aids, including those with individual earmolds;
- Eye, ear, nasal, combined facial, palate, and genital prostheses;
- Voice-forming devices; and
- Special means for dysfunction of excretion.

## Compensatory Policies: Disability Pensions and Benefits

### Disability pensions

There are three main pension types for people who are duly recognized as disabled: (1) contributory pension; (2) social pension; and (3) state pension. The type of pension depends on the age, insurance period, and cause of disability (see figure C.2).

**FIGURE C.2.** TYPES OF PENSIONS FOR PERSONS WITH DISABILITIES<sup>184</sup>

<b>CHILDREN WITH DISABILITIES</b>	<b>Social disability pension</b>
<b>WORKING-AGE PERSONS</b>	Work experience → <b>contributory pension</b> No work experience → <b>social disability pension</b> Disability as a result of military service, preparation or performance of space flights, radiological or technogenic accidents → <b>state disability pension</b>
<b>RETIREMENT-AGE PERSONS</b>	Qualifying period of work or individual pension coefficient above the threshold → <b>contributory old-age pension</b> Insufficiently long period of work or insufficient individual pension coefficient below the threshold → <b>social disability pension</b> → <b>contributory / social old-age pension</b> No work experience → <b>social disability pension</b>

*Source:* Scheme developed by authors based on: Federal Law No. 166–FZ of December 15, 2001 (the updated version of December 22, 2020) *On Pensions in the Public Russian Federation*,<sup>185</sup> Federal Law No. 400–FZ of December 28, 2013 *On Insurance Pensions*,<sup>186</sup> information from PFR.<sup>187</sup>

To be eligible for a **disability insurance pension**, the following conditions must be simultaneously met: the person must have the status of disability group 1, 2, or 3 as well as an insurance record. The disability insurance pension is established regardless of the cause of disability; the length of the applicant’s insurance coverage; continuation of work and other activities; or when the disability occurred (e.g., before, after, or during the time of employ-

ment). Disability insurance pensions are only given to nonworking pensioners, accounting for indexation amounts. A pensioner who stops working will receive a pension with all the indexations that have passed for the entire period of his work since the assignment of the pension. The disability insurance pension is granted from the time when the person is recognized as disabled to no later than the generally established retirement age.

If the recipient of a disability insurance pension has insurance coverage up to their retirement age, and the amount of the pension is sufficient to cover their needs, then upon reaching the retirement age the person will be granted an **old-age insurance pension**. In case of an insufficient insurance period and/or the value of the individual pension coefficient is less than required, the person will continue to receive the disability insurance pension until retirement age, after which the social old age pension is assigned.

If the person has not made any pension contributions, the **social disability pension** is established for disabled persons assigned to groups 1, 2, or 3, including persons disabled since childhood and children with disabilities.

Disability public pensions are granted to servicemen who were conscripted as soldiers, sailors, sergeants, or petty officers, and who became disabled as a result of a military injury or illness acquired during their military service; to participants in the Great Patriotic War; to citizens awarded the insignia “Resident of besieged Leningrad,” regardless of the cause of disability; and to citizens who became disabled after the Chernobyl accident or other radiation or man-made disaster.

The disability insurance pension is granted from the date that the citizen is recognized as disabled if the appeal for it was made no later than 12 months from that date. The state disability pension and the social disability pension are assigned from the first day of the month that the citizen applied but no sooner than the day when the person has a right to it.

### Disability cash allowances and social services

**In addition to pensions, persons with disabilities in Russia have the right to receive compensatory state support in the form of cash allowances, in-kind benefits, and services.** In particular, persons with disabilities may receive benefits related to the provision of pharmaceuticals, medical products, health resort treatment, housing, reimbursement of housing and utility expenditures (up to 50 percent), expenditures on contributions for the major maintenance of apartment buildings (except for persons with third-degree disabilities), transport benefits, and tax exemptions. Initially, the list of benefits was longer but in 2005, a portion of the in-kind benefits was turned into cash payments: persons with disabilities began to receive a monthly cash payment (MCP) and a package of social services. At the same time, a person can choose whether to receive social services in kind or their monetary equivalent as part of the MCP.

**Persons with disabilities receive the MCP, regardless of their employment status.** This allowance is calculated and paid by the local offices of the PFR. As of January 1, 2021, the average amount of the MCP for persons with disabilities was Rub 2,393. Pensions depend on degree (group) of disability, ranging from Rub 1,932 for those in group 3 to Rub 3,515 for those in group 1. This payment is higher on average for war veterans with disabilities, amounting to Rub 5,425. By law in Russia, the MCP is tax-exempt and is excluded from means testing when applying for other social cash benefits and allowances. The MCP is annually indexed based on the inflation rate.



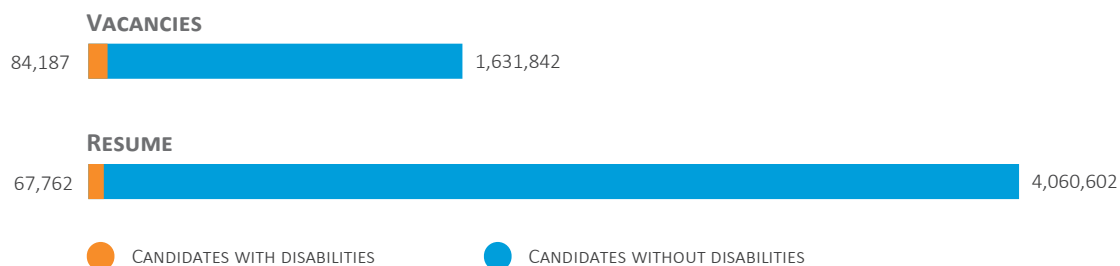
**Additional support for persons with disabilities is provided as a package of social services and may be delivered as in-kind or cash benefits.** The package includes the provision of needed prescription medicines, medical products, and medical foods for children with disabilities; vouchers for health resort treatment; and two-way transport to the treatment site. Depending on the set of selected social services to be paid in monetary equivalents, the MCP amount may range from Rub 1,125.04 to Rub 3,953.32. According to a household survey by Rosstat, two-thirds of persons with disabilities receive monetary reimbursements for the costs of drugs meant to be provided free of charge.

**In addition to pensions, nonworking persons with disabilities are eligible to receive regional additional social payments (RASP) in case the amount of their pension is below regional subsistence level.** RASP is paid by the regional social protection bodies if the subsistence minimum for a pensioner in a given Russian region is higher than that for the entire Russian Federation and if the pension size to a nonworking pensioner is below the regional subsistence minimum. Each region has established its own RASP. For example, in Moscow, the pension is established to reach the city's social standard (calculated as pension plus additional payment), which amounts to Rub 20,222 per month, while the subsistence minimum for a pensioner is Rub 13,496. If a person with a disability continues to work, their eligibility for this additional cash payment is lost. According to the experts interviewed, the loss of these additional payments as a result of formal employment is a significant barrier to official employment for many persons with disabilities. This view was also supported by respondents with disabilities.

## APPENDIX D. Analysis of Vacancy and Resume Database

**An analysis of the official database of vacancies and resumes was carried out to compare vacancies marked as reserved for persons with disabilities under the quota system through the portal.** Access to the database is free to candidates, and the vacancies are verified by the Ministry of Labor and Social Protection (MoLSP). New vacancies can be directly posted by employers, by state employment services, or by private recruitment agencies. People registered with an employment service can also register their resumes on the portal. Any jobseeker can register on the portal and upload a resume, and persons with disabilities can opt to indicate that they have disabilities. The limitation of the portal is that vacancies in the public sector and state-owned enterprises are disproportionately represented (see appendix A for details on data analysis methodology). The portal hosts over 1.6 million vacancies, with 5 percent marked as specifically reserved for persons with disabilities, and over 4 million resumes, of which 2 percent are marked as belonging to persons with disabilities (see figure D.1).

**FIGURE D.1.** VACANCIES AND RESUMES REPRESENTED ON THE DATA PORTAL

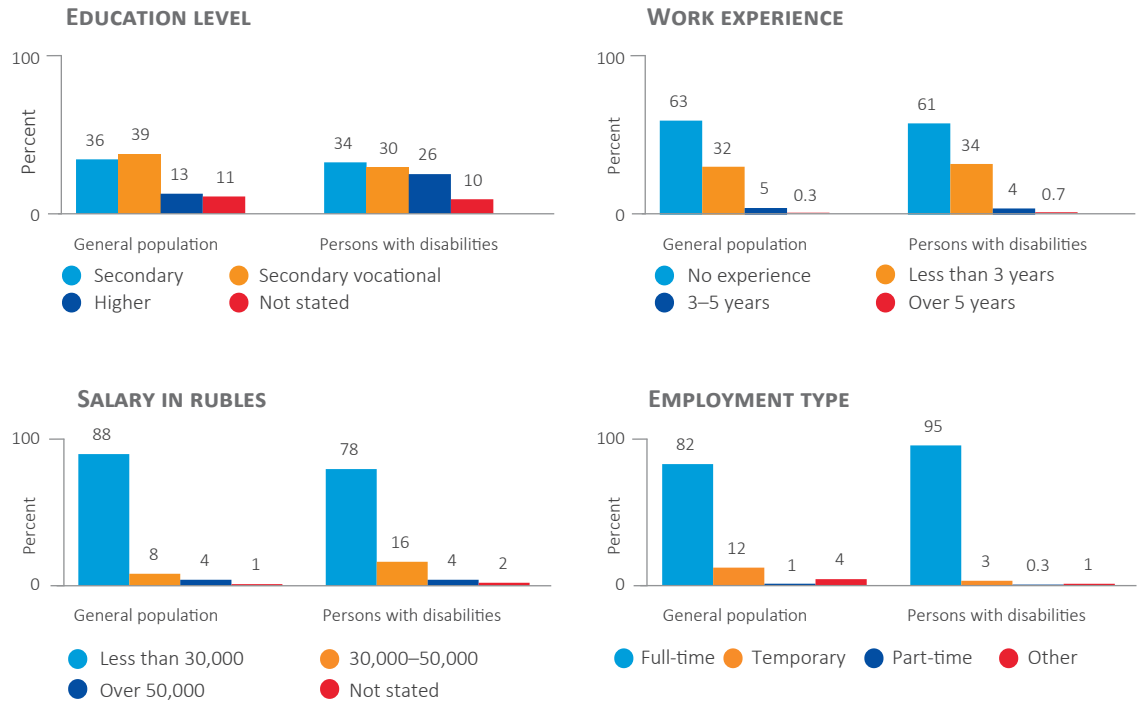


Source: TRUDVSEM.RU,<sup>188</sup> March 30, 2021.

**Requirements of the employers for vacancies in general and vacancies marked for persons with disabilities are similar, with the most significant differences concerning requirements for education level, type of employment, and remuneration offered (see figure D.2 for more details).** Employers are more often looking for candidates with high school or vocational education (36 and 39 percent, respectively, for general vacancies, and 34 and 30 percent, respectively, for persons with disabilities), while among vacancies for persons with disabilities, the requirement for higher education is more frequent (26 percent of vacancies compared with 13 percent of general vacancies). One in 10 vacancies does not indicate an education level requirement. Requirements toward work experience are similar: 65 percent of general vacancies and 61 percent of vacancies for persons with disabilities do not require prior experience, while 32 and 34 percent, respectively, require up to three years of experience. At the same time, vacancies for persons with disabilities offer higher salary ranges—16 percent of vacancies for persons with disabilities had a salary range of Rub 30,000–50,000, while this applies to only 8 percent of general vacancies. The majority of the vacancies in both categories offer salaries below Rub 30,000 per month. Flexible work arrangements—temporary, part-time, seasonal, internship, and

remote work—are offered for 18 percent of general vacancies, and for only 5 percent of vacancies for persons with disabilities.

**FIGURE D.2.** COMPARISON OF THE REQUIREMENTS OF EMPLOYERS TOWARD CANDIDATES FOR THE GENERAL POOL OF VACANCIES VERSUS VACANCIES RESERVED UNDER THE QUOTA FOR PERSONS WITH DISABILITIES

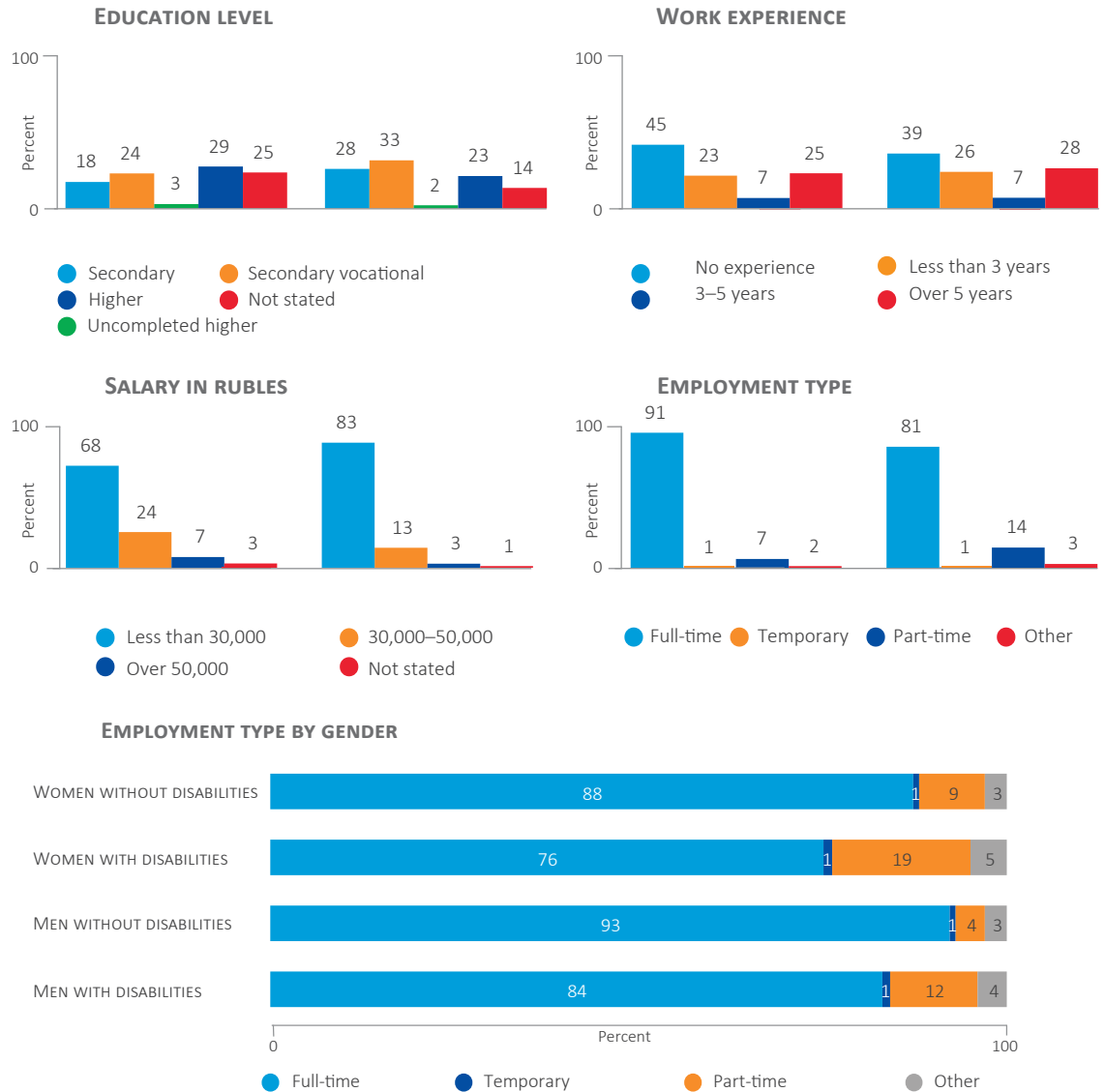


Source: TRUDVSEM.RU,<sup>189</sup> March 30, 2021.

Notes: Total number of job openings = 1,631,842; total number of job openings for persons with disabilities = 84,167.

**A comparison of candidates with disabilities with candidates in general reveals lower education levels, lower salary expectations, and higher demand for flexible employment arrangements among those with disabilities (see figure D.3).** Candidates with a disability are more likely to have a high school education—28 percent among persons with disabilities compared with 18 percent among general candidates. At the same time, candidates with disabilities are more likely to have prior work experience than their nondisabled peers—34 percent have at least three years of work experience compared with 32 percent in the general population—and yet they have lower salary expectations: only 17 percent of candidates with disabilities expect a salary over Rub 30,000 compared with 34 percent of general candidates. Persons with disabilities also prioritize working arrangements that are not full-time at higher rates than the general candidates: 18 versus 10 percent. The gender of candidates is indicated in 95 percent of resumes, allowing for a comparison of expectations for type of employment among women and men. In general, more women than men prefer employment that is not full-time (9 percent of women in the general population and 19 percent of women with disabilities compared with 4 percent of men in the general population and 12 percent of men with disabilities).

**FIGURE D.3.** COMPARISON OF BACKGROUND AND EXPECTATIONS AS REFLECTED IN THE RESUMES OF PERSONS WITH DISABILITIES AND GENERAL CANDIDATES



Source: TRUDVSEM.RU,<sup>190</sup> March 30, 2021.

Notes: Total number of resumes = 4,060,602; total number of resumes of persons with disabilities = 67,762. Total number of resumes of women = 2,191,518; total number of resumes of women with disabilities = 26,677. Total number of resumes of men = 1,668,653; total number of resumes of men with disabilities = 37,561.

**Demand and supply of labor is largely matched, with largest mismatch in the type of employment (see figure D.4 for more details).** Requirements of employers in terms of education level are higher than the supply of labor in the resumes—26 percent of vacancies require higher education, while only 23 percent of candidates have higher education. In terms of work experience, candidates tend to be more experienced than is required by the vacancies—over 60 percent of vacancies do not require experience, while only 39 percent of candidates have no experience. Salary expectations of persons with disabilities are lower than what the market has to offer—83 percent of candidates would agree with remuneration less than Rub 30,000, yet only 78 percent of vacancies indicate this salary range. This is likely related to discouragement and lower opinion about their employability.

ty/market value by persons with disabilities. The majority—95 percent of vacancies—offer full-time employment, yet only 81 percent are looking for that type of employment.

**FIGURE D.4.** COMPARISON OF DEMAND (VACANCIES) AND SUPPLY (RESUME) FOR PERSONS WITH DISABILITIES



Source: TRUDVSEM.RU,<sup>191</sup> March 30, 2021.

Notes: Total number of job openings for persons with disabilities = 84,167; total number of resumes of persons with disabilities = 67,762.

The analysis above tends to support the hypothesis that vacancies identified under the quota for persons with disabilities are not the types of vacancies that might lead to effective employment. The absolute number of resumes of persons with disabilities is close to the number of actual vacancies, which indicates oversupply of labor. Vacancies reserved under the quota tend to require higher levels of education more often than general vacancies do, but the salaries offered for them are lower. More flexible types of employment, which persons with disabilities prefer at a higher rate than their nondisabled peers, are offered less often for quota vacancies than for general vacancies. A further analysis of the amount of time these vacancies remain unoccupied—information not available through the publicly accessible data on the portal—would allow for more detailed conclusions about the number of pro forma vacancies created solely to comply with the quota requirement without an intention that they actually be filled.



## APPENDIX E.

# Background on Inclusion in the Education System

## Inclusive Education

**The Russian Federation has ratified key international treaties regarding the right to education for persons with disabilities and adopted national laws to implement their main provisions.** Russia adopted the Universal Declaration of Human Rights (1948); Declaration of the Rights of the Child (1959); Convention on the Rights of the Child (1989); World Declaration on the Survival, Protection and Development of Children (1990); Standard Rules on the Equalization of Opportunities for Persons with Disabilities (1993); Declaration of Inclusive Education Development adopted in Salamanca (1994); and Convention on the Rights of Persons with Disabilities (2012). Article 43 of the Constitution of the Russian Federation guarantees free and accessible preschool, general, and vocational education in public or municipal educational institutions. The Federal Law *On Education in the Russian Federation* mandates the creation of conditions for persons with disabilities to access high quality education and social development services to ensure inclusive education.<sup>192</sup> Article 18 of Federal Law 181–FZ *On Social Protection of People with Disabilities in the Russian Federation* (November 24, 1995) states:

education institutions together with state social protection and health care agencies shall ensure preschool, out-of-school fostering and education of children with disabilities so that people with disabilities can have general education, vocational and higher education in accordance with the individual rehabilitation program.

**The current federal law on education covers two different categories of students with special educational needs (SEN)—“children with disabilities” and “persons with limited health opportunities,” and creates special conditions for those in each group to access an education.** According to the medical and social review (MSR) results, the status of child with a disability is assigned to a person who has a health disorder with persistent limitations of the body’s functions caused by a disease or the consequences of a trauma or defect, which creates complications in daily living. A child with special educational needs is an individual with disabilities in physical and/or psychological development, confirmed by the Psychological, Medical, and Pedagogical Commission (PMPC), that prevent their ability to receive an education without creating special conditions. Students can be designated with statuses. In such cases, they have two main documents: the PMPC report and their individual rehabilitation or habilitation programs (IRHPs). Based on the results of the PMPC, the MSR experts indicate the need for educational rehabilitation in the special section of the IRHP. However, children with disabilities do not have SEN status, usually only receiving social protection support and health care within the IRHP framework. Since 2017, the development of the IRHP for children with disabilities in terms of psychological and pedagogical rehabilitation or habilitation measures has been carried out taking into account the PMPC report. Thus, the parents of children with disabilities are advised to undergo the PMPC before the MSR so that the necessary information on special educational conditions and educational rehabilitation is added to the IRHP documents. Both statuses

are valid until the age of 18 and, depending on the results of further reexamination, can influence a person's educational trajectory.

**While Russia is expanding the accessibility of the overall education system to children and adults with disabilities, there are currently 235 boarding institutions, 1,664 specialized schools, and 11 vocation boarding colleges.** Approximately every tenth child with a disability in the country lives in an institution (a total of 72,500 people).<sup>193</sup> The number of special nursing homes for children with disabilities has increased since 2008 (see table E.1). In addition to nursing homes and boarding schools, there are currently 1,664 specialized schools for children with disabilities in Russia with a total of 540,993 students. The Ministry of Education had been reforming the system of specialized schools, and their numbers were decreasing over the last decade, but the public debate regarding its closure remains controversial, including arguments that, in the context of limited accessibility to general education facilities and intolerant attitudes, such a format could be more desirable as transition measure.<sup>194</sup> Currently, the government is planning to renovate 900 of the existing specialized schools by 2024.<sup>195</sup> In addition, the Ministry of Labor and Social Protection (MoLSP) supervises 11 vocational colleges in 10 Russian regions, which operate as boarding schools and have facilities for students with disabilities.<sup>196</sup>

**TABLE E.1.** INSTITUTIONS FOR CHILDREN WITH DISABILITIES

	NUMBER OF NURSING HOMES/ BOARDING SCHOOLS FOR CHILDREN WITH DISABILITIES	INCLUDING		
		FOR CHILDREN WITH COGNITIVE DISORDERS	FOR CHILDREN WITH PHYSICAL DISABILITIES	OTHER ORGANIZATIONS
2008	146	139	7	-
2009	148	140	8	-
2010	143	135	8	-
2011	134	126	8	-
2012	132	122	10	-
2013	134	125	9	-
2014	133	122	11	-
2015	144	131	13	-
2016	141	130	11	-
2017	251	91	21	139
2018	228	85	24	119
2019	235	88	33	114

Source: Rosstat provided by the MoLSP.

**Qualitative fieldwork reveals that social stigma and lack of an inclusive culture in society contribute to cases of intentional and unintentional discrimination against students with disabilities in nonspecialized educational facilities.** Interviewees referred to multiple cases of social stigma and stereotypes negatively affecting persons with disabilities. A lack of empathy or knowledge about the specific needs of students with disabilities results in situations where classmates and the teaching faculty are unwilling to make the accommodations that are essential to students with disabilities to access learning and educational materials. Respondents also linked shortcomings in the implementation of inclusion

policies with a lack of financial and human resources and a shortage of specialized training for teachers and other specialists who work with children with disabilities. Furthermore, although inclusive education is supported at the federal level and funded through national and regional programs, some educational establishments are reluctant to engage in proactive measures to attract students with disabilities for fear of seeing their ratings reduced due to lower education and transition-to-employment outcomes among such students.

## Accessibility of Education

### **Educational attainment among persons with disabilities is below the national average.**

In 2019, 9 percent of persons with disabilities 15 years or older did not have a basic general education (compared with 3 percent of the general population); 17 percent only had a basic general education (compared with 9 percent of the general population); 61 percent had a secondary education (compared with 62 percent of the general population), including 23 percent with a secondary general education and 38 percent with a secondary vocational education); and 13 percent had higher education (compared with 26 percent for the general population).<sup>197</sup> Over the past decade, the number of students with disabilities has grown in the secondary vocational education system. In the 2019–20 academic year, 27,100 students with disabilities attended the secondary vocational education programs, and 24,800 attended higher education programs. Compared to the 2009–10 academic year, the number of students with disabilities attending secondary vocational education institutions had grown by 70 percent, while the number of such students in higher education institutions only increased by 7 percent.<sup>198</sup> This could be attributable to the role played by professional skills competitions in popularizing vocational education for persons with disabilities, particularly the Abilympics.

**Federal state educational standards outline accommodations and adaptations to be created for children with disabilities at all levels of education (from a preschool institution to a university).**<sup>199</sup> They outline the content, organization of the education process, materials, accessibility requirements, human resources, and expected educational outcomes. The law mandates secondary vocational and higher education institutions adapt educational programs and educational processes to the needs of persons with disabilities, including accessibility of the campus buildings (ramps, elevators, specially equipped toilets, devices for speech support, sound amplifiers, Braille mobile display, printers with the point system, earpieces, facilities for children with physical disabilities, facilities for those with visual disabilities, tactile pictograms, and information terminals).<sup>200</sup> Additional education standards for elementary (grades 1–4) education were adopted in 2014 to ensure inclusion in the education process of students with various disabilities, including physical, hearing, visual, intellectual, learning, and cognitive.

**Targeted funding and activities to ensure physical accessibility are delivered through the National Accessible Environment Program, but there is still a long way to go toward universal accessibility across the educational system.** In 2020, the Federal Education and Science Supervision Agency, which is responsible for the monitoring of program implementation, reported the following indicators:<sup>201</sup>

- 21.8 percent of preschools had universal barrier-free environments for inclusive education of children with disabilities;
- 28 percent of newly built schools had universal barrier-free environments;

- 78.5 percent of vocational colleges created conditions for persons with disabilities to access education, including with the use of distance learning technologies; and
- 25.1 percent of higher education institutions adapted buildings for the education of persons with disabilities.

**At the same time, approximately half of general education schools, as well as buildings and dormitories of vocational education institutions and universities are still not fully accessible to persons with disabilities, which hinders their access to education.** The situation is even more challenging in rural areas of the country (see table E.2).

**Qualitative fieldwork revealed that efforts to ensure physical accessibility issues meet with budget constraints and limitations in the buildings that are not purpose-built for accessibility.**

**TABLE E.2.** ACCESSIBILITY OF EDUCATIONAL BUILDINGS FOR PERSONS WITH DISABILITIES

EDUCATIONAL STAGES	PERCENT
<b>PRIMARY AND SECONDARY SCHOOLS (GENERAL EDUCATION)</b>	<b>42</b>
Urban areas	51.4
Rural areas	33.7
<b>VOCATIONAL EDUCATION</b>	
Learning areas and laboratories (buildings)	43.4
Dormitories	31.3
<b>HIGHER EDUCATION (BACHELOR'S AND MASTER'S DEGREES AND SPECIALIST PROGRAMS)</b>	
Learning areas and laboratories (buildings)	44.9
Dormitories	31.3

Source: Higher School of Economics (HSE), Institute for Statistical Studies and Economics of Knowledge.<sup>202</sup>

**To facilitate their admission, special accommodations are mandated by law for students with disabilities during final graduation and entrance exams, and assistance with exam preparation should be provided free of charge.** Children with disabilities receive accommodations when taking graduation exams and tests at school. State final exams in the eleventh grade (GIA-11) can take the form of either the state final exam: a simpler option required to attain a certificate of general education, which can also be used for entry into vocational schools, but which does not allow for entrance into higher education or the state unified exam, a more comprehensive test required for proceeding to higher education. Persons with disabilities have the right to attend preparatory courses to enter higher education institutions free of charge. The right to attend preparatory programs of federal state higher education institutions at the expense of the federal budget is specifically granted to: 1) children with disabilities who have a parent with a first- or second-degree disability; and 2) veterans with disabilities, whether combat veteran or combatant.<sup>203</sup> However, during expert interviews, it was emphasized that because implementation procedures for these accommodations are not clearly spelled out, actual implementation by educational establishments is lagging, and students with disabilities still face exclusion at the admission phase.

**Higher educational institutions have a quota for persons with disabilities in Russia.** Children with disabilities, persons with first- and second-degree disabilities, persons disabled since childhood, and persons with disabilities due to a war trauma or illness contracted during military service are entitled to admission to bachelor's or specialist

programs paid for out of federal, regional, and local budgets, managed by the Ministry of Education.<sup>204</sup> The quota for admitting persons with special rights for higher education is determined on an annual basis by educational institutions but should be equal to at least 10 percent of total admissions of individuals taught at the expense of the federal budget, budgets of constituents of the Russian Federation, and local budgets allocated by such educational institutions for the relevant year. Statistical data on implementation of the quota is nonexistent, however, the surveys of the Russian Public Chamber suggest that mistakes in the enrollment process and incorrect information provided to prospective students with disabilities could negatively impact the correct and full implementation of the quota.<sup>205</sup> Legislation is currently being developed to offer free secondary vocational or higher education for persons who have acquired a disability during the course of their working life and who therefore need to train for a new profession.<sup>206</sup> Experts emphasize that the implementation of the quota faces challenges, and not all quota places are filled because until 2017, prospective students needed a supporting paper from the MSR to apply, and until 2019, they could apply to only one university and one bachelor's or specialist program.<sup>207, 208</sup> Experts stress that information campaigns are needed on the procedure for applying through the quota system to increase admission rates. Currently, quotas are only applied to bachelor's and specialist programs.

**Students with disabilities are mainly enrolled in bachelor's programs; their representation compared with total students remains low.** In addition to general bachelor's, specialist, and master's programs, some universities offer the option for students with disabilities to enroll in specially adapted bachelor's, specialist, or master's programs. Most students in adapted programs are at the bachelor's level. The number of students with disabilities who continue to the master's level remains low (see table E.3).

**TABLE E.3.** NUMBER OF STUDENTS WITH DISABILITIES IN BACHELOR'S, SPECIALIST, AND MASTER'S PROGRAMS

CATEGORY OF STUDENTS	TOTAL		BACHELOR'S PROGRAMS		SPECIALIST PROGRAMS		MASTER'S PROGRAMS	
	2017/18	2018/19	2017/18	2018/19	2017/18	2018/19	2017/18	2018/19
<b>STUDENTS WITH DISABILITIES (WITH SEN)</b>								
NUMBER OF PEOPLE	9,940	10,646	7,047	7,558	2,389	2,556	504	532
PERCENT OF TOTAL STUDENT POPULATION	0.2	0.3	0.2	0.2	0.3	0.4	0.1	0.1
NUMBER OF PEOPLE ENROLLED IN ADAPTED PROGRAMS	945	1,192	832	1,034	73	75	40	83
<b>STUDENTS WITH DISABILITIES (WITHOUT SEN)</b>								
NUMBER OF PEOPLE	11,817	12,247	8,504	8,577	2,596	2,833	717	837
PERCENT OF TOTAL STUDENT POPULATION	0.3	0.3	0.3	0.3	0.4	0.4	0.1	0.2
NUMBER OF PEOPLE ENROLLED IN ADAPTED PROGRAMS	1,333	1,237	1,052	918	198	203	83	116

Source: HSE Institute for Statistical Studies and Economics of Knowledge.<sup>209</sup>

**The availability of equipment and access to the Internet for online learning is another key barrier that is being addressed partially through national programs.** Several initiatives were recently launched to loan equipment and fund high-speed Internet access

for students with disabilities to facilitate their access to online learning through the state budget under the National Accessible Environment Program.

**During the COVID-19 pandemic, special rules were developed to ensure that the rights of disabled persons to education were protected.** The recommendations for accessibility of education environments for persons with disabilities and health limitations, information, and technical support to be provided were developed. To address any concerns and provide advice on assistance of students with disabilities and health limitations, the Ministry of Education and Science, and the Ministry of Public Education of the Russian Federation launched a telephone hotline.<sup>210</sup> According to the recommendations, assistance had to be with provided by social teachers, social workers, and specialists who are trained to assist the implementation of educational remote technologies.<sup>211</sup> According to these guidelines, a social worker has to ensure respect of the rights of the student, identify the needs of students with disabilities and their families in terms of social support, and determine measures for assistance in adaptation and socialization.

**However, according to the findings of a nationwide survey on the impact of COVID-19 on the education of children with disabilities in Russia, the transition to remote learning was still challenging for families of these children, especially at the beginning of lockdown.** The consequences of the COVID-19 shutdown of schools constituted the following major problems for children with disabilities: lack of access to extracurricular activities and various types of rehabilitation services that were available for children with disabilities at schools, and poorer academic performance due to inaccessible remote learning strategies. Survey respondents reported facing the following key barriers to remote learning: a lack of individual tutoring and other support, digital literacy, accessible educational materials, and assistive devices.<sup>212</sup>

## Facilitating Transition from Education to Employment

**The transition to employment after education remains a challenge for students with disabilities and requires more analysis on possible barriers regarding their employability.** According to the statistics on vocational education, only 50 percent of the graduates with disabilities, including adults and children, are successfully employed after completing college or deciding to continue their professional education at other levels of the education system (see tables E.4 and E.5).



**TABLE E.4.** ENROLLMENT, GRADUATION, TRANSITION TO VOCATIONAL EDUCATION, AND EMPLOYMENT OF STUDENTS WITH DISABILITIES AFTER NINTH GRADE OF GENERAL EDUCATION, ACADEMIC YEAR, 2019/20

CATEGORY OF STUDENT	ENROLLED IN 2019	TOTAL NUMBER OF STUDENTS	GRADUATED IN 2019	EMPLOYED	CONTINUED EDUCATION (AMONG THE GRADUATED)
<b>STUDENTS WITH SPECIAL NEEDS (SEN), INCLUDING:</b>	3 185	10 291	1,494	662	320
<b>PERSONS WITH DISABILITIES</b>	516	3,384	873	377	174
<b>CHILDREN WITH DISABILITIES</b>	2,333	5,832	387	144	92
<b>PERSONS WITH DISABILITIES (NOT UNDER SEN CATEGORY)</b>	582	4,727	1,383	633	322
<b>CHILDREN WITH DISABILITIES (NOT UNDER SEN CATEGORY)</b>	2,694	6,091	214	103	54

Source: Ministry of Education.<sup>213</sup>

**TABLE E.5.** ENROLLMENT, GRADUATION, TRANSITION TO VOCATIONAL EDUCATION, AND EMPLOYMENT OF STUDENTS WITH DISABILITIES AFTER ELEVENTH GRADE OF GENERAL EDUCATION, ACADEMIC YEAR, 2019/20

CATEGORY OF STUDENT	ENROLLED IN 2019	TOTAL NUMBER OF STUDENTS	GRADUATED IN 2019	EMPLOYED	CONTINUED EDUCATION (AMONG THE GRADUATED)
<b>STUDENTS WITH SPECIAL NEEDS (SEN), INCLUDING:</b>	665	1 735	507	226	57
<b>PERSONS WITH DISABILITIES</b>	384	1,091	373	154	39
<b>CHILDREN WITH DISABILITIES</b>	201	476	86	38	5
<b>PERSONS WITH DISABILITIES (NOT UNDER SEN CATEGORY)</b>	721	2,045	562	277	89
<b>CHILDREN WITH DISABILITIES (NOT UNDER SEN CATEGORY)</b>	192	304	23	9	7

Source: Ministry of Education.<sup>214</sup>

**Currently, 21 resource training and methodology centers exist in Russia, 16 of which are based on higher education institutions subordinate to the Ministry of Education and Science of the Russian Federation.** In addition, five centers have been created based on higher education institutions subordinate to industrial ministries. Mechanisms for the coordination of activities of resource training and methodical centers with other stakeholders as well as performance reporting are still being developed.

### **Additional Measures to Support Persons with Disabilities Being Implemented by Educational Institutions**

One specific example brought up in a focus group discussion concerned the support that the staff of a specialized college for persons with disabilities provided to their students to, in conjunction with their college studies, prepare and complete the exams to acquire a certificate of completion, which they would need for further studies and career development. Respondents also emphasized that due to the insufficient level of general socialization, students with disabilities may require support navigating the bureaucratic

procedures, especially those requiring a specific level of digital skills. In recent years, due to digitalization, access to many government services requires online registration and application through websites. However, young persons with disabilities may lack the digital skills and knowledge to perform those steps. Educational institutions are involved in providing hands-on support to students with specific needs who lack the essential skills needed to represent themselves online landscape – from general digital skills training to actual support with navigation, registration, and processing of applications. Introducing students to the work of the employment support centers includes hands-on support for the navigation of services and registration on the portal, as well as broader training on the types support the students can expect from them. Courses on basic financial literacy are also organized.

**Cooperating and coordinating with a broader network of actors, including the private sector and nongovernmental organizations (NGOs), facilitates a better understanding among the students on how the labor market works, improves their social skills, and helps them build social capital.** Inviting speakers from the private sector to events at the educational institutions gives students a chance to network, catch a glimpse of the labor market beyond college, and raise the bar on their own professional ambitions. Job fairs with potential employers give job seekers an opportunity to introduce themselves and demonstrate some of their skills, while providing an opportunity for employers to interact with potential candidates informally, without commitment, and learn about the professional experiences and skills of the pool of prospective applicants. Paid internships also provide safe opportunities both for employers and employees to get to know one another and assess their suitability for the potential employment relationship. Alumni networks of graduates with disabilities who achieved professional success making time to help future and current students better understand career path and professional development opportunities could also be particularly valuable.

## Professional Qualifications Assessment

**According to Russian law, a person with a disability has the right to continuing education.** Key types and contents of services and materials/devices for the professional rehabilitation of persons with disabilities that should be defined by the MSR and reflected in the IRHP are described in the *Regulation on retraining and qualification improvement of the person with a disability*.<sup>215</sup> However, demand is low for professional development later in life. Only 5.1 percent of persons with disabilities aged 16 years and older say that they would like to acquire a new profession/occupation, which is 2.8 percentage points lower than the national average, but this gap may be attributable to the fact that persons with disabilities are predominately older than the general population.<sup>216</sup> Of those who wanted to receive a new occupation/profession, only 27.9 percent had real opportunities to do so, which is 10 percent lower than the population in general; and of them, 42.5 percent indicated that their limited financial resources was the reason for their lack of opportunities.<sup>217</sup>

**The national system of qualifications (continuing education) in Russia is still developing.** Federal departments, together with employers, are working on updating and developing new professional standards and qualification requirements. Regions have created boards for professional qualifications for specific professions. Such boards are in charge of the development of the procedures to ensure the conformity of applicants' proficiency to the professional standards, referred to as the independent qualification assessment. This

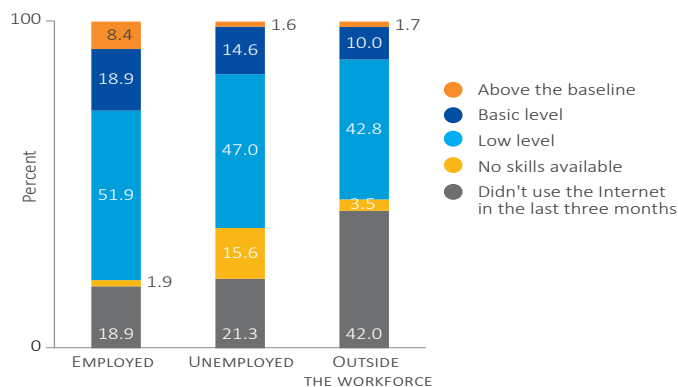
assessment takes the form of a vocational examination arranged by the Qualification Assessment Centers.<sup>218</sup> Possibilities are created for arranging professional examinations using remote technologies.

**The adaptation of an independent qualification assessment procedure for applicants with disabilities could increase their level of participation in these examinations.** It is necessary to develop an accessible environment for the Qualification Assessment Centers, to create special professional exams arranged using remote technologies after they are adapted for persons with various disabilities, and to develop examination materials subject to the needs of persons with disabilities and health limitations depending on the type of their disability. The assessment may help persons with disabilities enter the formal labor market.

## Digital Skills

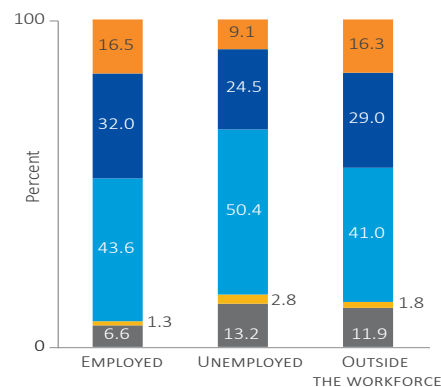
**The level of digital skills among persons with disabilities remains low.** A 2018 Eurostat assessment<sup>219</sup> concluded that the digital skills of working-age persons with disabilities were substantially below the national average (figures E.1 and E.2). This is typical of all groups of persons with disabilities regardless of their workforce participation status.

**FIGURE E.1.** DIGITAL SKILLS OF THE WORKING-AGE PERSONS WITH DISABILITIES



Source: Eurostat,<sup>220</sup> analysis by the authors.

**FIGURE E.2.** DIGITAL SKILLS OF THE WORKING-AGE GENERAL POPULATION



Source: Eurostat,<sup>221</sup> analysis by the authors.

**The federal project Human Resources for the Digital Economy, led by the Ministry of Communications, aims to bridge this gap through the online service “Learning.Online.”<sup>222</sup>**

In 2020, according to data from the Center for Competencies of Human Resources Required for the Digital Economy, more than 5 million people completed the additional digital literacy program and assessment of their competencies: 377,000 people followed the additional vocational education programs, 383,000 people followed the additional education programs for children and adults, 796,000 people completed the assessment of competencies, and 3,631,000 people were involved in viewing the educational video and textual content and/or other activities.<sup>223</sup> At least 10 million people are expected to engage in online training sessions aimed at promoting digital literacy between 2019 and 2024.<sup>224</sup>

## APPENDIX F.

# Summary of the Main Observations on the Barriers and Opportunities from Qualitative Fieldwork

## Barriers to Labor Force Participation and Labor Market Participation

### Physical accessibility

Low levels of accessibility in physical and technological environments continue to significantly limit career opportunities for persons with disabilities. The physical inaccessibility of most urban infrastructure, including office quarters and transportation to and from work, is a major obstacle to employment for most persons with disabilities.

“” *The first thing the government needs to do is to create an accessible environment. This means physically accessible environments with accessible toilets everywhere, accessible Metro, accessible transport. As long as those are missing, all the efforts by businesses would be like they are—sporadic, scanty, met with resistance from many additional factors. If an accessible environment is created, if persons with disabilities are able to easily go out, if their caretakers understand that they are not tied to them ... the society will also begin to change.*

Interview with employer

“” *I can't hire a wheelchair user to work in the office because we lack an accessible environment. Even if they designed an appropriate entrance to the office, we're in the middle of nowhere, and to get to us is ... I will not be able to reequip our shuttle buses for that, either. That's the limitation, of course, that exists.*

Interview with employer

Despite the fact that official standards for accessibility are in place for software design, many applications critical to the work environment remain inaccessible to persons with disabilities, and businesses are reluctant to adopt new technologies:

“” *It is possible to install a special screen reader for visually impaired and blind people in the computer, telephone, or tablet, and everything will be displayed, but many business applications are not interoperable with such apps.*

Focus group discussion (FGD) with persons with disabilities

### Education

The educational process in specialized institutions is usually organized in such a manner that persons with disabilities are isolated from a full range of social situations, including spontaneous social interactions. This limits the range of the professions and workplaces available to persons with disabilities, reducing their competitive capacities for employment and career development.

“” *[They may be employed] in [professions] not requiring proper communication skills. If communication skills are required, some questions arise. Even one step outside the usual social environment – and there is a difference [between the adaptation of persons with disabilities and persons without disabilities to social interactions].*

Interview with expert

“” *I’m disabled since birth. I have a vision impairment. I went to an ordinary school, although my parents considered the possibility of me studying at a special school for visually impaired kids. When we came there, I understood at once that it was not the right place for me. That was so because they deal with complex cases. I have never thought in this way about myself.*

FGD with persons with disabilities

Social stigma and lack of an inclusive culture in society contribute to cases of intentional and unintentional discrimination against students with disabilities in nonspecialized educational facilities. Interviewees referred to multiple instances when lack of empathy and knowledge about the specific needs of students with disabilities result in situations where classmates and the teaching faculty are unwilling to make essential accommodations. Furthermore, although inclusive education is supported at the federal level and funded through national and regional programs, some educational establishments are reluctant to engage in proactive measures to attract students with disabilities for fear of reduced ratings due to lower education and transition to employment outcomes among such students.

A common problem is the shortage of specialists to work with students with disabilities, especially those who can help students with particular concerns such as hearing impairments interact and integrate into the educational process.

“” *We have only eight tutors managing 100 people living in the dormitory. ... We have only two sign language interpreters and currently we have 12 deaf persons and two psychologists for the whole educational institution. ... This is due to budget limitations.*

FGD with employees of educational institutions

Respondents emphasized the need to provide specialized training on inclusion.

“” *We all attend advanced training (in-service training) courses on inclusive education. Currently, we attend sign language courses. This is necessary so that our hearing-impaired children can speak with their teachers, discuss the weather, etc.*

FGD with employees of educational institutions

Psychological support is also needed for teachers working with persons with disabilities.

“” *It is very difficult. Many teachers face a psychological problem when they empathize with the child and his/her problems and such empathy deeply affects them. We have a very good social teacher. We have an excellent sensory room used as a psychological safety valve. She talks to almost every teacher facing such problems. She helps them to cope with the empathy and to select the forms most suitable for their work with the children.*

FGD with employees of educational institutions

Some students may require individual training, depending on the type and severity of their disability.

“” *The specialist gives an individual lesson with various tasks since the group includes children with various disabilities and different levels of intellectual disabilities. An individual approach is used for each child. There are subgroups inside each group who render assistance to each other.*

FGD with employees of educational institutions

Other students with disabilities that have complex needs may require more comprehensive support through a variety of services offered by tutors, language interpreters, psychologists, sports coaches, medical consultants, social workers, and rehabilitation specialists.

“” *... we assign a separate medical curator to each group. One sports coach in charge of adapted PE is assigned to two groups. Two times a week they [students] visit a swimming pool and actively practice sports according to the schedule. ... Our social teachers closely work with them; psychologists have individual consultations [with students with disabilities] on a regular basis. ... We have an artistic director, a music director, and a director for social rehabilitation, and they arrange some events every week; sports coaches also arrange events, and each child is obliged to visit at least one hobby or sports group. This gives them some incentives. Curators ensure the supervision in this part; they accompany children so that they could be active and pass social rehabilitation with us. We also have two sign language interpreters.*

FGD with employees of educational institutions

Efforts to ensure physical accessibility issues meet with budget constraints and limitations in the buildings that are not purpose-built for accessibility. Employees of educational institutions participating in focus group discussions acknowledged that only some of the premises and ground floor facilities are accessible to students with disabilities and attributed this to the difficulties of ensuring access in buildings not designed with accessibility in mind.

“” *... [creating an accessible physical environment] is not possible everywhere due to architectural designs because it is not possible to reconstruct the relevant buildings. We (our college and administration) do everything we can. Our republic does a lot for this; however, it is not possible to rebuild the whole college.*

FGD with employees of educational institutions

The subject of the relevance of acquired professional qualifications and skills to the demands of the labor market was also raised during qualitative fieldwork.

“” *A girl came to our studio, who studied to be a ceramist for many years in a professional rehabilitation center for persons with disabilities. She has an honors diploma. But at the interview, it became clear that she does not know how to make ceramic cups. All she ever made in her college were ceramic animals. Her graduation project was a ceramic carousel with animals inside. Do you have such a ceramic carousel at home? I have six ceramic cups, but no carousels. And the question is, why did they teach a person to sculpt animals for five years? She sculpts animals perfectly. The question is—what for?*

Interview with employee of public organization

### Fear of losing disability status and pension

Bureaucratic processes associated with acquiring and maintaining one's official disability status impede the establishment of long-term labor relationships, diminish incentives for formal employment, obstruct workplace adaptations to the individual needs of an applicant with a disability, and generally restrain the positive dynamics of the shift toward inclusive employment in Russia. During FGDs with persons with disabilities, as well as



with the professionals who interact with them, informants claimed that a significant share of persons with disabilities prefer to abstain from establishing formal long-term work contracts with their employers due to the need to regularly confirm their disability status and the fear of losing it.

“” *At first, I did not want to be officially employed because the reexamination was pending. And I did not know what could be expected. So, I decided to wait till I have the official [disability] status, and then to decide on what to do. Why should I answer unnecessary questions [during the reexamination]?*

FGD with persons with disabilities

### System of rehabilitation services acting as a barrier

Interviews and FGDs revealed that the disability assessment procedure, which is crucial for designing individual rehabilitation or habilitation programs (IRHPs), are perceived by persons with disabilities as nontransparent and often as not addressing their genuine individual needs but rather merely complying with formal standards of medical treatment.

“” *I was prescribed that I cannot perform moderate physical activity. Yes, I cannot do intensive physical exercises, I agree! But why can't I execute activities of medium and moderate levels? I have a healthy body, and my visioning disability has been compensated for a long time now. Do they consider that typing on the computer is also a moderate activity and then I can't do anything at all? The fact is, I regularly go hiking with a fifty-liter backpack, but I [allegedly] cannot perform moderate physical activity!*

FGD with persons with disabilities

Work-related sections of IRHPs may include vague prescriptions—i.e., an often-cited prescription that “significance assistance from other people is required for employment”—without clear guidance to the employers, as well as candidates with disabilities, on how to implement them. Although these prerequisites have a recommendatory character, employers err on the side of caution in terms of IRHP compliance, avoiding employment of such candidates altogether.

“” *[The IRHP] may include restrictions such as “work that requires interaction with other people is inappropriate,” and in fact the employer can deny [employment] on these grounds. Someone would employ you anyway, but others would have a legitimate reason to refuse.*

Interview with an expert

### Discouragement

**Candidates with disabilities may experience higher rates of constant anxiety and lower motivation for finding and maintaining a job, which are associated with prolonged periods of working inactivity and negative job search experiences in the past.** During long periods of ineffective job searches, persons with disabilities lose their determination to find employment, while at the same time they experience the gradual obsolescence of their professional qualifications.

“” *There is such a concept as professional degradation—when you sit without a job for a very long time, you somehow don’t want to [work], maybe. You kind of want to, you look for a job. And when an opportunity arises, you start thinking that now you’ll have to work, but you don’t want to anymore. I had that kind of thing, and I thought it was normal. It’s hard for a person who has been idle for a long time to get into the work routine and change his or her life. I have a lot of people I know who say they are looking for a job. But when you share with them vacancies you see on hh.ru, for example, there are a lot of vacancies that could theoretically be suitable—they don’t show much desire [to find a job].*

FGD with persons with disabilities

## Other factors

### PLACE OF LIVING

Residents of small towns and rural areas may experience deprivations that affect employability and are associated with systemic problems: inaccessible physical environments and transportation, high rates of general unemployment, the need to care for sick relatives, and a lack of developed institutional support. Even after graduating from educational institutions with certain qualifications, persons with disabilities living in rural areas tend to engage in housework and take care of family members instead of finding a paid job. Persons with disabilities who are unable to perform manual labor are likely to face greater difficulties in finding employment, and small-scale agriculture is the only option for many persons with disabilities.

“” *A disabled person in a wheelchair is better off in the countryside. More opportunities, more interaction with the environment. But it is very hard to get a job. There is simply no work. The only thing is the Internet. The villagers mostly drink themselves to death now. All the promising ones have already left. The fact of life. If you are offered a job through the employment center, let’s say I’m not in a wheelchair, I will have to work 40 km away in another village earning 5,000 rubles as a security guard. I won’t agree because I don’t have enough money to pay for the trips there. The advantage of the village is that we all know each other. I come to the local employment center and the people there know me. I come, we talk and come to the conclusion that I need to go work in the garden. There will be more money there.*

FGD with persons with disabilities

### AGE OF ACQUIRING A DISABILITY

Employers are likely to show a preference for hiring persons with acquired disabilities over those who have a disability since childhood.

“” *... high requirements for communication skills, for speed of work, for contribution and so on, not to mention that people work at night or on weekends if necessary. ... But no matter how much we want to recruit persons with disabilities, there are contractual obligations, there are certain standards that we have to focus on. So, the people who work for us are, for the most part, persons with acquired disabilities.*

FGD with employers

On the other hand, a person who acquires a disability at an older age may experience more difficulty finding a job due to challenges associated with adapting to the changed health condition and an unwillingness to give up a previous standard of living.

### **LOW DIGITAL SKILLS AND LACK OF ACCESS TO INFORMATION AND COMMUNICATION TECHNOLOGY EQUIPMENT**

Persons with disabilities are more affected than the general population by the digital divide. In addition, some employers participating in FGDs emphasize that using modern technologies and acquiring such skills can be especially difficult for persons with disabilities. Moreover, persons with disabilities often lack access to computer equipment and other digital devices. Among persons with disabilities and those who support them, the awareness of possible technical solutions remains low because there is no mass-scale dissemination of information, which is often only spread through word of mouth.

*“” This year our young people, including orphans with mental disabilities, had to get registered at the Employment Centre through the Public Services portal to receive additional allowances in an amount of Rub 30,000 (at least, in our region, this was the amount which [should be] paid) for six months. It is the job-seekers allowance. But even for the sake of the Rub 30,000, they were not able to do it. They lost their money.*

FGD with staff of educational institutions

### **HIGHER VULNERABILITY DUE TO NONOFFICIAL EMPLOYMENT**

Persons with disabilities tend to hold lower-grade jobs. They are more likely to be employed in the noncorporate sector or work with temporary employment contracts or based on a verbal agreement.

*“” Many of our graduates are self-employed. For example, shoemakers. They take orders for fur shoes, which they make at home. Tailors also take orders for home-based work. They don't register as individual entrepreneurs, but they are self-employed. Or our bakers, they bake bread and sell it to their neighbors, relatives, and we consider them self-employed.*

FGD with staff of educational institutions

### **LOW-SKILLED OCCUPATION**

Persons with disabilities are less likely to work in professions they were trained for. Despite the necessary training, persons with disabilities have difficulty finding jobs in professional positions and are likely to end up in low-wage service jobs. Participants in FGDs emphasized that lower-end service jobs are often the employment destination for persons with disabilities, regardless of their professional qualifications.

*“” They are not necessarily employed to do jobs they are trained for, many of them go to the service sector—to work in canteens, to work as street sweepers, or merchandise loaders in stores.*

FGD with staff of educational institutions

### **LACK OF FINANCIAL AND LEGAL AWARENESS**

Due to insufficient professional socialization, persons with disabilities often lack an understanding of how the working process is organized, including the financial and legal aspects of employment, which makes long-term employment extremely difficult.

“” *We had an experience. We employed young adults with mental disabilities as waiters. They were fed there, and they were officially employed, that is, they received a salary in two parts. Three days passed, and they started to demand a payment every day. I say: “I told you that there will be an advance and a salary.” — “No, we have to get it every day.” — “No one is deceiving you; you will get all your money—a part of it now, and a part of it later.” — “No, I need to buy some sneakers.”— “Wait, there is only six days left, they’ll give you a big sum.” No, that’s all, and right up to psychosis. We had to fire them. They did not want to, did not understand the kindness of these people [who hired them]. I told them “Look, you don’t even have to spend money on food” and so on, but no. And this is also a problem.*

“” *We have employers who are ready to accept tailors, but, unfortunately, many graduates with mental disorders coming to work in the organization cannot handle the working hours. Mental disorders means that this is a person who is now sitting and ready to work, and in 20 minutes he can get up and start walking around the place.*

FGD with staff of educational institutions

### OVERALL ECONOMIC SITUATION

The impact of the pandemic on the labor market resulted in increased competition for new vacancies, decreasing the chances of persons with disabilities to find or keep a job because they are deprioritized by employers.

“” *... during the pandemic, many employers refused to hire persons with disabilities so that they can at least provide jobs to able-bodied employees, keep them afloat.*

FGD with employers

## Demand-Side Barriers

### Discrimination and intolerant attitudes in society

Results of the qualitative analysis suggest that discrimination against persons with disabilities in the labor market is a multifaceted phenomenon based on the attitudes of employers, customers, and nondisabled colleagues toward persons with disabilities. Disseminated prejudices create barriers to finding and retaining employment for persons with disabilities, regardless of their qualifications.

“” *To be honest, finding a job was a problem. There were a lot of rejections. Many [employers] said that [they] didn’t need disabled persons. Others came up with excuses. ... Mostly, it was because of speech. They don’t know what a person is like, and they don’t even understand what he can do, and what his capacity is. They refuse right away.*

FGD with persons with disabilities

Professionals whose aim is to find employment for persons with disabilities agree that when an applicant indicates their disability status, they are almost guaranteed an automatic rejection.

“” *If a person inserts a disability degree and “wheelchair user” in the first readable field of the resume, no one will read the resume further, they [employers] are afraid. That’s why we write in the “about me” field at the bottom: “I have the first-degree disability and am a wheelchair user. I am mobile, I can work in an office.” It turns out they don’t read all the way down to it. So, if the person suits them as a specialist, they invite him for an interview. But when they find out about disability—they find a nice reason for rejection, allegedly not related to disability.*

FGD with NGOs

Applicants with visible signs of disability, such as a speech impairment or wheelchair reliance, face the most discrimination. They are less likely to make a favorable impression when they first meet a potential employer, and thus find themselves at a disadvantage. Another subcategory of persons with disabilities that is more often discriminated against in the labor market are older persons with disabilities.

“” *One example is an aging person with an “empty” CV and no work experience. This pertains to the overall situation in the labor market rather than specifically to persons with disabilities. Another example is a person with a good background who recently received the disability status: actually, it is also very difficult to remain at the same career level defined with the position and remuneration. And not all of those people are willing to lower their sights. Overall, everything is more complicated [for people of older ages]. Sometimes, employers are reluctant to consider [them]. Certainly, it does not mean that it is always so. Sometimes we successfully find employment for aged people as well, but it is much harder than with young people.*

FGD with NGOs

### Fears of the employers

Employers worry about medical issues related to the hiring a person with a disability. They fear frequent absences for medical appointments and possible deterioration of the employee’s condition. Some employers also refer to incompatibility of working conditions with the health status of applicants, whether caused by restrictions included in IRHP or more generally. These concerns extend both to higher-risk physical jobs as well as office-based jobs due to stressful environments, deadlines, and peer pressure. Moreover, employers tend to perceive persons with disabilities as less productive than nondisabled employees due to their state of health.

The image of persons with disabilities entrenched in society as dependent, weak, and unable to work leads to stigmatization of workers with disabilities. Results from FGDs with employers suggest that they hold some stereotypical views of persons with disabilities, their ability to work, their productivity, and their ability to manage themselves. The expectations that persons with disabilities should have the same level of communication and language skills that persons without disabilities, and the inability of employers to make accommodations also indicate some level of intolerance in society.

“” *Here the other side is afraid – line managers are afraid to hire persons with disabilities. They can’t and don’t know how to work with them.*

“” *To be honest, I had a hard time imagining what kind of people that persons with disabilities were, it seemed to me that they were people who were unable to work.*

“” *It was actually not easy for me in the very beginning. That is, to stop myself, to get away as it were from sympathy, from pity, from wanting to help, and to get down back to business and talk just like I would talk to any other person. As it turns out, this is a skill one can definitely learn.*

FGDs/interviews with employers

## Support Measures to Facilitate Employment

### Rehabilitation services

The implementation of rehabilitation and habilitation services is not fully aligned with real needs of specific persons and lacks efficiency. In many cases persons with disabilities come up with their own strategies to compensate for their impairment, which do not necessarily comply with designated lists and standards for devices and do not necessarily require significant funding.

*“” I use online voice recognition software for typing. It is free. When I dictate, it recognizes the speech, I only have to correct the ending. I don't use a keyboard, as only one of my hands is functional. But with the other hand—I can type, although slowly. If I need to type something fast—I call my mom for help. I don't really use any special equipment.*

Interview with person with a disability

### Pensions and benefits

The need to be officially unemployed obliges persons with disabilities to avoid entering into formal employment contracts. Persons whose caretakers receive additional monthly payments are limited in their employment due to the fear of losing the permanent income of their parents or guardians, even if it is lower than the expected pay.

*“” ... parents of such children say: “Oh, you will not work, we will receive an allowance for you.”*

FGD with NGOs

Persons with disabilities and those who care for them lack awareness about the rules related to the payment of pensions and benefits. Many of the FGDs participants admitted that they are afraid that official employment may deprive them of any social payments, which is not true. Such misconceptions deter persons with disabilities from looking for work and official employment.

In all, persons with disabilities and their families experience acute shortages of funds. This makes it impossible to satisfy many of their basic needs, such as purchasing the technical means of adaptation, passing additional rehabilitation programs, and receiving supplementary education. At the same time, all of these factors drastically increase the chances of joining the labor market, and not having access to these goods means losing most of the employment opportunities for persons with disabilities.

### Education

Qualitative feedback generated insights into various additional measures that educational institutions are implementing to support persons with disabilities in their transition from education to employment. For some, hands-on support is needed to help them and their families or guardians navigate the support services system. An introduction to the work of the Employment Support Centers for students includes support for the navigation of services, portal registration, and training on the types of assistance students can expect. Due to the insufficient level of general socialization, students with disabilities may require support during the bureaucratic procedures, especially those requiring digital skills. Educational institutions are involved in providing support to students to represent themselves in the online landscape, from general digital skills training to actual support with



navigation, registration, and processing of applications. Courses on basic financial literacy are also organized.

*“” ... we accompany and register our children and create for them personal accounts in the Gosuslugi portal, especially if this relates to vocational training. Later, we will introduce them to the work of the employment center and create for them personal accounts in the “Job in Russia” portal. We explain how employment centers may help, how they work, and what documents are required for official employment. This is particularly important for the orphans, as they would have to rely heavily on the Gosuslugi portal to get their benefits. Without this support, they will lose these benefits, as they are helpless in this regard.*

*“” We won a grant and are currently organizing a financial literacy course with a detailed explanation of each example. And we repeat it many times, with slight variations so that they fully understand and remember what to do.*

FGD with staff of educational institutions

Cooperation with a broader network of actors, including the private sector and (NGOs), facilitates better understanding among students of how the labor market works, improves their social skills, and helps them build social capital. Job fairs give employment seekers a chance to introduce themselves and demonstrate some of their skills, while providing an opportunity for employers to informally interact with potential candidates and identify a range of prospective applicants.

*“” ... [we] refer to our friends and partners to involve them in any events where we try to develop and socialize our children, making them think that there is nothing impossible. ... We also invite representatives of Business Youth, and they thoroughly discuss self-employment issues with children. Yesterday, for example, we arranged the event “How to Earn Your Own 50+ Thousand Rubles.”*

FGD with staff of educational institutions

Paid internships also provide a safe opportunity for both employers and employees to get to know one another and assess their suitability for a potential employment relationship.

*“” Last year, through a project for employment of persons with disabilities, our guys were given work tasks to carry out on the grounds of our institution, and they were paid for it. A supervisor was always nearby to help them. They performed different jobs—landscape design, area beautification. The project lasted a year, they had some time to work and earn some money. This was a sort of rest for their parents. They want their kids to be employed. However, there are just a few successful projects like this one.*

FGD with staff of educational institutions

Alumni networks of graduates with disabilities who have achieved professional success can be particularly valuable to help future and current students better understand potential career paths and professional development opportunities.

*“” One of our graduates became a psychologist. He actively worked with our students with disabilities. He encouraged them to get an education, was distributing information on educational institutions offering educational services to persons with disabilities and on relevant specialties and professions.*

FGD with staff of educational institutions

First-hand experiences with the positive impact of inclusive education can significantly motivate the faculty.

“” *... in our technical high school, persons with disabilities study together with other children who do not have disabilities. ... The former show quite positive dynamics in development and socialization due to contacts with nondisabled children. We had quite a positive experience. A boy with Down syndrome studied in our school to become a photographer. ... During his first year, when he came to us on September 1 for the first lesson, he was with his mother. By the middle of the second year, in the spring, he came to classes all alone, by bicycle. The boy learned how to get around the city, started to communicate with other children.*

FGD with staff of educational institutions

The role of resource training and methodical centers is already visible and appreciated by the educational facilities that aim at providing an inclusive education.

“” *There are regional training and methodological centers called [resource training and methodical centers] in Russia. They are created in every sphere: in medicine, education, agriculture. One leading higher education institution has been selected in every sphere and it helps all the other higher education institutions to create an accessible environment and to develop methodical guidelines for the education of persons with disabilities.*

Interview with employee of public organization

## Government Policy Measures to Stimulate Demand for Labor from Persons with Disabilities

### Quota system

The current quota system for hiring persons with disabilities has been judged to be ineffective by employment centers, employers, and persons with disabilities. During interviews and FGDs, representatives of NGOs emphasized that the present quota framework mimics inclusive employment instead of offering real career opportunities to applicants with disabilities.

“” *By law, the employer must allocate a quota for the employment of persons with disabilities, and after that this legislation stops working. That is, there is a quota allocated. You call the employer personally, say: “Hello, I see that you have a simple job—a greenery packer. I have guys with minimal disabilities who can handle it. Are you ready to receive us, should we come?” They say to me in direct language: “You have obliged us to allocate a quota—we have allocated it. Don’t call here again, we don’t need them.” This is a quote from an employer, from a direct, in-person conversation.*

FGD with NGOs

Even in positions advertised as quota-based jobs, job seekers with disabilities are still subject to discrimination. Employees at job centers, who act as intermediaries between job seekers with disabilities and employers who would like to fill quota jobs, also seem to be aware of the discrimination but are unable to change it. For example, a job applicant who did not disclose her disability was hired in the first place for a vacancy advertised under the quota; however, upon learning of her disability, the employer refused to hire the candidate.

“” *Let’s say one organization had a quota for an accountant. We sent a girl accountant, but the girl didn’t tell them right away that she was disabled. She was interviewed and was told that she was accepted. Then we called to confirm that the girl had a disability, as this was a job under quota. But when the employer found out that the girl was disabled, the job offer to the girl was canceled. The girl came back to us, crying and said: “Why did you tell them I had a disability?”*

FGD with employment center employees

### Special workplaces

Although state policies on the creation of special workplaces do operate as a successful support measure for those employers who promote inclusive employment, interviews with experts and FGDs with business owners demonstrated that the current system of funding is restrained by the framework to create special workplaces using subsidies and excessive state control over provided funds.

“” *Our programs are also being developed, they [the employees of the employment center] said: “If you take an employee, we can provide you with this and that, you can equip a place.” But it needs to be well thought out, and there are too many documents to collect.*

“” *As far as I know, there is now a program where an employer equips a workplace for a disabled person, and he is compensated for this. But at the same time, there is check after check. It’s very stressful. The employer has invested, made, received compensation from the state, but at the same time, the check goes almost every month: “does it really work?” But if we do it, then it must be so, we need it and we use it.*

FGD with employers

According to NGOs that represent persons with disabilities, most do not need expensive workplace adjustments, although a company’s environment should be adapted.

“” *In fact, almost no person with a disability needs anything special. Most people work in modern offices, and they provide the basic accessibility. As for the systems that an organization uses—the installation of the program “Joss” and so on for the blind—it costs a penny or is free. For persons with hearing disabilities, mainly issues of interaction and communication with colleagues arise. But programs like Skype, where you can see the face of the speaker, are already solving these problems for a person with a disability. It doesn’t cost anything, so it’s more about training employees to interact with persons with disabilities.*

Interview with expert

### Employment support services

The overall efficiency of employment support centers is limited, and the results of their work vary by region and location. Most persons with disabilities consider an appeal to the state employment service as a measure of last resort. Much of the work of the employment centers consists of serving those who would like to receive a special cash allowance as an unemployed person. The fact that such applicants are obliged to undergo several unsuccessful interviews with employers allocating quotas frustrates both applicant and employer, who both find themselves in a round of pointless interactions disguised as an employment process.

“” *People who come from the employment services, [they] have no desire to work, move on, grow, or anything else. They need a stamp and an allowance, and that’s it. I stopped considering such candidates a long time ago.*

“” *In my experience, this collaboration has never yielded any results. Very often, people come who want to be marked that they are not suitable. Imagine if this is a person with a disability, this fact creates big risks for the employer, at least image risks. [They can say] “Why was I rejected? Because I’m disabled.” No one will write anywhere that the candidate asked for a signature and was gone.*

FGD with employers

Another factor discouraging employers from cooperating with employment centers is the bureaucratic costs.

“” *It was terrible from a documentary point of view. That is, it is a lot, a lot [documents].*

“” *We work with employment centers, but we do not register there as employers. This is in no way related to the disabled persons. This is rather due to the fact that you need to constantly send them reports.*

Interview/FGD with employers

After entering the service, many candidates are offered additional training. However, supplementary education suggested by the government employment centers is not always relevant to finding a real job.

“” *They [the employees of the employment center] recommended me to take courses at a local institution. I took courses of accounting and computer graphics. I thought that I would find a good job after I finish them. But something went wrong. I was studying for a very long time, they gave some recommendations, but when I came to the employer, I was faced, as always, with refusals.*

FGD with persons with disabilities

However, efforts made by state employment centers are greatly appreciated by local education facilities. Cooperation of different specialists who work at finding jobs for persons with a disability often yields significant results.

“” *We get a lot of help from the employment center. They accompany our disabled persons. There is one employee of the employment center for one person, and they accompany him until he finds a job. [They help] write a resume, find a vacancy, offer a job.*

FGD with staff of educational institutions

Interviews with employees of state employment services demonstrate that accompanied employment is now in the process of being established in the routine employment process. At the regional level, accompanied employment service is not yet included in the list of services implemented for the population as part of social rehabilitation and is performed as a voluntary informal interaction between employees of rehabilitation centers and applicants with disabilities.

“” *We do this only as a part of our innovative activities, as one of our voluntary initiatives. We engage in employment support if a person is very interested in it, if there is an employer who is ready to do this, and if we have already passed all the other stages with this person. Then we go out with this person and work with him for the first day or two or three. But this service is not included in the list of services.*

Interview with state employment center employee

## Social entrepreneurship

Businesses that perform their social mission while making profits find it difficult to meet the criteria for recognition as social enterprises.

“” *To obtain the status of a social enterprise, there are very strict requirements: almost 50 percent of the personnel must be persons with disabilities. We can't afford that in our field. You understand that the working conditions in a restaurant are difficult. Waiters [work] on their feet, chefs on their feet, working in the hot shop. We would like the state to put forward milder requirements for obtaining this status [of a social enterprise]. We are ready to take [persons with disabilities to work], but we are waiting for [a relaxation of requirements].*

FGD with employers

The current system of state and municipal procurement and tax benefits does not provide sufficient demand for the products of organizations of disabled persons, which leads to a decrease in the number of employees in specialized enterprises despite the existing demand for such work among persons with disabilities.

“” *They [specialized enterprises for persons with disabilities], unfortunately, are only window dressing. They employed 15 hundred people in Soviet times. And now there are more blind people, and only 15 or 30 [people] working there. Now there are no people with vision impairment there. I tried to get a job at this company for 15 years, and then I quit.*

FGD with persons with disabilities

Unfortunately, local employers that hire persons with disabilities assess existing legal measures and state support as nonexistent.

“” *Are there any benefits for employing persons with disabilities?*

“” *Probably just that we stick to a certain ethic. That's all. Helping people warms up our hearts. You know that you can help, so you help. But no, we do not see any preferences from the state, we don't get any tangible support, there's none of it.*

FGD with employers

### Special labor conditions/accommodations

Among the options of special working conditions prescribed by law, remote work and reduced or flexible working hours are the most in-demand due to the individual medical needs of persons with disabilities.

“” *I have a job now, probably a dream job. I work from home. I work remotely. My work takes me four or five hours a day. That means I have time for myself and my hobbies. It is this quiet, not very stressful mode of work that I am engaged in now. ... I have now had a relapse of my illness. That may have something to do with it—I am undergoing treatment without interruption. I really need different working conditions at this stage.*

FGD with persons with disabilities

When a relationship of trust is established between an employer and an employee with a disability, the employee can adjust and manage their working hours to accommodate their health needs.

“” *... when I first got the job, my employer decided to discuss everything at the onset. He delicately and unobtrusively asked what he was interested in, I told him. He said that if there was a need to go somewhere to the clinic or rehabilitation, to go away, I should write [to the employer informally] and there would be no problem. ... Roughly speaking, all I have to learn is how to manage my working time properly. Now I can work until 12 o'clock and then go to the clinic. I already manage [my own work time]. I can just write to [my supervisor]: "I left my workplace." He doesn't even answer that message. He'll just ask me afterwards if I'm okay.*

FGD with persons with disabilities

The COVID-19 pandemic made remote work a more widespread practice, which may open new opportunities for persons with disabilities.

“” *Regarding guys with disabilities, I can say that the IT sphere is very convenient for them for the simple reason that it is really remote, it is good earnings, and it is easier for the employer, because many guys who have group 1 disability and move in wheelchairs, they simply should not work in the office even according to their disability assessment documents (IRHP). We have a guy in Voronezh who has been a full-time employee of the Ministry of Emergency Situations for eight years even though his disability group would not allow him to do it in the office.*

“” *And it is fundamentally important that the COVID pandemic showed that for many employers, in terms of economics, distant work also turned out to be economically more beneficial.*

FGD with NGOs

“” *Our whole office works remotely now. Before, it was only employees who [had disabilities] ... In fact, we sometimes arranged for them to come to the office, but it was not easy. For example, we had to lift their wheelchairs in our arms. It was uncomfortable for the person we were pulling in our arms like that too. And we had to order a social cab in advance, so they had to come with their parents, because he could not use our bathrooms by himself, nothing. Sometimes we had some sort of outreach meeting. There was some meeting with clients. He participated in that meeting, and the clients were pleasantly surprised to see such an employee from our side. We organized a meeting in the city [in a building] that had an accessible environment.*

Interview with employer

However, legal frameworks for remote working are not yet fully established. As such, the status of a person with a disability working for a company based in another region remains unclear.

“” *Employment service employees do not understand how to consider and regulate all this—accordingly, the companies [do not understand it]. And if you talk to one employee of the employment service, he will tell you [one thing], and with another employee will say differently. That is, the law does not spell it out, and now they are trying to somehow bring it all to a common denominator. Because it seems that Muscovites should be employed by the Moscow employment services, but on the other hand, there are restrictions, and Moscow is not a separate state. It is also wrong to put any obstacles for a person from another region to work.*

Interview with NGO employee

Working remotely, while becoming more widespread, is still not seen by most employers as equivalent to an in-person work format and can limit the career prospects of those for whom remote work is their only option.

“” *Now I am satisfied with everything, but naturally, I want more salary and more functions. Because the bank will not hire me for a management position with remote work right away. So, I have to be content with very little.*

FGD with persons with disabilities

## Support Measures by Nongovernmental Actors

### Employers

Workplace mentorship is used by Russian companies as a method for adapting newly hired employees with disabilities. Mentors comprising experienced employees and/or personnel



service specialists can provide support in the work process, psychological adaptation, team integration, and the formation of work motivation for an employee with a disability. Employee mentorship usually requires a more individualized approach and work that goes beyond the usual briefing of a newly hired employee.

*“ ” ... I was very worried, every two or three days I called the head of HR, asking how Andrei was, if anything needed to be done to support him, but everything was fine and great with the support of colleagues from the head office. This was the first time we employed someone under a civil law contract. We took all the risks, and of course we were a little afraid of what would happen if Andrei didn't suit us. But I was constantly in contact with Andrei on WhatsApp, supporting him in every way possible during the adaptation stage.*

FGD with employers

However, many employers do not consider this a problem.

*“ ” When a new employee comes to us, he or she has a mentor who introduces him or her to all the specifics of what he or she does. It's the same with an employee with a disability.*

FGD with employers

Employees with disabilities may receive additional on-the-job training. Some companies—like the case study from Philip Morris International—organize training programs prior to the recruitment and selection process to support outstanding candidates with disabilities to have a better chance at a more demanding career.

As part of their cooperation with local educational institutions, employers organize joint events, participate in the evaluation of graduation papers, and in other ways get to know graduates, thereby making their professional adjustment more effective. Internship schemes for graduates with disabilities serve as a critical pathway to employment.

*“ ” We've been working with the technical school for a long time and closely. The teaching staff there is very strong. As a rule, we hire guys who have had internships with us, who we already know in their work and know their potential.*

FGD with employers

Communicating with professionals and potential future employers helps young professionals with disabilities acquire the skills necessary for successful employment in the open labor market more quickly, create a job search strategy, and plan their own representation as a valuable specialist.

*“ ” We hold master classes for students, we invite them to practice, to see, to touch the profession, so that they have an understanding. We talk to partners, to restaurateurs, to those who are ready, to chefs who are ready. We also come to exams where they demonstrate their skills and abilities. We are actively involved in the Abilympics movement project, we also act as partners, we help organize this event, our chefs participate as experts, pastry chefs, as experts for the Abilympics assessment and as sponsors.*

FGD with employers

Informal communication with employees of various organizations helps create social capital, which persons with disabilities lack more often than people without special needs. Having an extensive social network of contacts—people who can provide recommendations—is as important for the employment process as having technical skills.<sup>225</sup>

“” *Even if we do not have such vacancies that guys can apply for, there is always a possibility to contact acquaintances, other companies, recommend to other managers, invite them to the contest, talk to them, tell them that it [hiring specialists with disabilities] is not scary at all. At least come to this contest and communicate with the guys, maybe in this way also help them find a job.*

FGD with employers

To make the social culture of the organization more inclusive and supportive of persons with disabilities, employers engage in events where employees can share personal interactions with persons with disabilities in an informal setting.

“” *There is an inclusive studio called “Emotion” in Tatarstan. A close friend of mine runs it. The guys work together—healthy kids with persons with disabilities. We invited them to our place to show persons with disabilities live, and we specially played a play where we could cooperate closely [with them], thereby practicing the skill of “not knowing, not having encountered, not knowing.” There are some stereotypes about persons with disabilities, that they are people with infantile cerebral palsy and nothing more. Many people have not even heard that there are hidden disabilities, and so on.*

FGD with employers

Employers who hire a specialist with a disability may need to make additional adaptations to the physical and digital environment, and the exact parameters of those adaptations need to be designed in close consultation with persons with disabilities or organizations who represent their interests.

“” *We don’t have assigned parking spaces for interns, as our parking spaces are very limited. But as soon as the director found out about the person with a disability in the admissions order, he immediately wrote to me, “What help do you need?” I replied: “The only thing I need from you now is a parking space.” Immediately from the top came the order finding him a space literally within walking distance. ... A little earlier [an employee of an NGO that deals with persons with disabilities] came, and we evaluated the possibility of employment for persons with disabilities who move around with a wheelchair, from the point of view of labor safety. How comfortable they would be going up and down, whether the connectors would allow them or not. On the one hand, it seems like our occupational safety specialists measured it out, yet she [the NGO employee] works with people [with disabilities] on a daily basis. She can already say for sure whether it’s good or not.*

FGD with employers

Communication-related barriers and other individual characteristics may require the adaptation of the enterprise’s social environment so that the employee with a disability can feel comfortable in the workplace.

“” *I remembered a young man who worked for us, he worked with his mother. He couldn’t work without his mother, because he couldn’t talk to the staff. We don’t know sign language. Unfortunately, the problem probably arose because there was a little misunderstanding. Again, I say: when there are large volumes going on, as with all employees, there’s no time to explain, to tell. It all must happen quickly, and he had to understand. His mother helped him in that respect. ... Mom had to quit her job for health reasons, and over time he couldn’t work without her. It is necessary that they adapt, and the condition is that someone understands them.*

FGD with employers

At enterprises that require the interaction of many people, especially at production facilities, the appearance of an employee with a disability could require an adjustment of work regulations that describe the activities of all members of the team to the person with a disability.

“” *We warned everyone that we were going to have employees who couldn't hear. And we had to resolve the issue with occupational safety because the company has a rule that we give way to forklift drivers at the audible signal. That is, the pedestrian does not have priority. On the contrary, the forklift driver has priority. They won't hear that signal. We wondered what to do. We didn't know what to do. We rounded them up and asked them if they would be offended if we flagged them. [They said:] No problem! Here they are wearing special patches on their sleeve and forklift drivers, we changed the instructions, accordingly, know that if they see a man with a yellow stripe on his sleeve, he can't hear them and won't give them way. And that was it, and the issue was resolved, but it certainly had to be discussed.*

Interview with employer

Communication can be very challenging for persons with certain speech or hearing impairments and their employers; special support measures may be needed to help both overcome such barriers. Communication problems can result in a person with a disability being excluded from workplace social life and may limit their professional growth potential.

“” *Most of the guys who come in cannot hear or speak well. Consequently, this creates some kind of problem within the team in terms of communication. Most of the guys work in positions where they work individually. A confectioner designs confectionery and tries not to communicate much with the rest of the team, only as needed. The main problem is communication within the team.*

FGD with employers

But it could also be recognized as a challenge by the employers, leading them to make adjustments on their side and even learn the basics of sign language to interact with the workers.

“” *Over this period of time, we discovered how difficult it was to work with these guys: we ourselves don't know how to talk to them. They feel very uncomfortable, and it is very uncomfortable and difficult for us. Of course, we still have a few guys, mostly employed as cooks. It's easier to cook there, it's a narrow profile job. We have recruited adults with disabilities who work for us, but the difficulty is that communication is very difficult. I suggested, apparently, we ourselves need to learn some sign language to make them feel more at ease with us.*

FGD with employers

### Nongovernmental organizations

All actors of professionalization and employment process agreed on the essential role performed by NGOs that represent the interests of persons with disabilities. These NGOs operate as intermediaries in communications between the state, employers, and persons with disabilities.

“” *When we work with businesses, when we give them training on understanding disabilities, the tension in their eyes at the beginning of the training, and then surprise and excitement, "Why, is that true?" It really helps to bring the business closer to guys with disabilities. ... The most basic fear is that once they hire someone with a disability, they can never fire them. Well, I mean, it's like with pregnant women. We just take the legal aspects of hiring persons with disabilities also very seriously, and that's one of the main inquiries on this issue, on employment. They're afraid that if they're employed, they're not going to get rid of it. If they're not satisfied with the employee, there's nothing they can do about it. That's the most basic thing that scares them. Then, when they more or less understand that they are ready in principle, the question of accessibility comes up.*

FGD with NGOs

Maintaining flexible formats of work enables NGOs to perform a whole range of activities that help persons with disabilities find jobs by addressing the individual needs of every applicant and focusing on the final goal of successful employment. Serving as long-term partners for business companies, NGOs are able to involve them in various forms of cooperation. As a part of their strategy, NGOs provide unique trainings taught by leading professionals on “soft skills”— for communicating with employers, self-presentation, and building a job search strategy, skills that most persons with disabilities lack.

*“” When we were discussing with the guys at the training, they said, “I applied for the job, and they turned me down right away, within half an hour.” We discussed each case, why they refused, what was the reason, what did you write, why did you think you were ready for this job, without any legal experience, right away, to apply for head of department position. They were completely unprepared for the interview. If the guys, especially the guys who work in sales, are quite persistent, pushy, if they want to get somewhere, when they are thrown out the door—they will climb into the window to get a particular position, in a particular department of the bank. But these guys are very humble, and they have no interview experience. They really need that experience. Part of the competition, the introductory part, is that the employers who come in do these interviews, and they can just get their hands on it, get that skill.*

FGD with employers

Commitment to values and person-centered approaches make NGOs the most convenient channel of support for persons with disabilities.

*“” NGOs are the most interested in our employment. Sometimes even more so than we are ourselves.*

FGD with persons with disabilities

NGOs develop innovative models for taking advantage of underutilized measures—such as grants and subsidized credit for individual entrepreneurship—by helping persons with disabilities come together and work as a group of individual entrepreneurs.

*“” While with the support of the Ministry of Labor we decided to make a business incubator, and now together with the Ministry of Entrepreneurship we are processing at this moment. We have found residents who know how to do something. And for them, we conclude a contract with the Ministry of Labor and the Department of Social Protection. They are self-employed as private entrepreneurs, and they are paid up to 250,000 [rubles] for their development. They used this money to buy, for example, a sewing machine. We work with them, we support them completely. We sign a contract for further cooperation for five years. We are looking for a customer base. We are looking for sales. We give them square meters to develop it. We do not charge them for light and water. We find points of contact with the state so that they [state agencies] support [businesses opened by persons with disabilities] ... Now this model will be implemented in one district, and it will go to all the others. This is a pilot project. If this mechanism works, [we plan] to launch it later in Russia as a whole.*

FGD with NGOs

However, to target limited resources effectively, NGOs and support organizations focus on collaborating with those employers who are already interested in inclusive employment.

*“” Here we work with an employer who is ready. Or we help him to get ready. Out of thousands of enterprises, at best two will respond. That is why we look for companies that are willing in principle to hire persons with disabilities. And we say in advance that “we are ready to match you with possible candidates, people who fit your requirements. But you should be prepared for the fact that you will have an additional amount of work with documents, there will be some additional workload, but you are socially responsible, and you will meet the quota for the employment of persons with disabilities.”*

Interview with public organization employee

NGO respondents emphasized that through establishment of long-term relations with the business sector, the tolerance and readiness of employers to hire persons with disabilities could be increased.

*“” ... I realized that people just need encouragement, help, and who better than an employer to honestly tell them how to announce why it is important to them that a person is disabled, what concerns we have, to listen to what concerns the guys have, and to train them.*

FGD with employers

Peer-advocacy among employers is also an important vehicle for other employers to start opening up to the idea of employing persons with disabilities in their organization.

*“” ...what I am grateful to Perspektiva for is that from the very first moment they cleared up all my myths. Often when I talk to my colleagues, even in informal conversation, I talk about the fact that I, as HR, have a desire to employ these guys.*

FGD with employers

## APPENDIX G.

## Case Studies: Best Practices for the Employment of Persons with Disabilities in Russia

Based on presentations at the roundtable discussions on April 28–29, 2021 as well as interviews with representatives of respective organizations, the following case studies were written to highlight some best practices for facilitating access to employment among persons with disabilities in Russia.

### CASE STUDY 1. SOLUTIONS FOR PERSONS WITH DISABILITIES IN THE “WORLD AI AND DATA CHALLENGE” COMPETITION, LED BY THE AGENCY FOR STRATEGIC INITIATIVES

**Task:** *Solve intractable socioeconomic problems affecting persons with disabilities.*

**Solution:** *Attract data and digital specialists.*

Since 2019, the Agency for Strategic Initiatives has been promoting the use of data and digital solutions for the most pressing social needs through a competition on digital solutions called “World AI and Data Challenge,” which connects regions experiencing socioeconomic challenges with digital specialists to develop and implement data-based solutions. The competition has three stages:

1. Regional government bodies and nongovernmental organizations (NGOs) work with socially vulnerable segments of the population to identify and shortlist social challenges/barriers to be addressed.
2. Information technology (IT) and data specialists propose solutions.
3. Proposed technical solutions are executed by regional authorities, NGOs, and academia by task-setters from the first stage.

In 2020, the competition covered 43 regions and received technical support from World Bank experts. One hundred digital solutions were submitted for implementation; 20 were developed in the framework of the competition using open code. Over 8,000 people participated in the initiative, including 6,500 IT and data specialists and experts from large companies such as Megafon, Yandex, MTS, Sberbank, Microsoft, and ABBYY. Over 20 solutions were implemented in 25 regions in Russia and Uzbekistan.

One disability-related solution was the development of an app that reads Braille and converts it to text/voice. This app is particularly useful for teachers at inclusive education schools and for parents untrained in Braille to support their children with visual impairments with their homework. It also helps visually impaired persons communicate with friends and relatives who do not use Braille. Currently, the service is used by more than 9,500 people from 84 regions in Russia and in Uzbekistan.

During 2021–22, the World Bank and the Agency for Strategic Initiatives aim at working together to identify barriers and opportunities to ensure access to digital products and services for vulnerable groups of the population (primarily disabled persons and the elderly).



**CASE STUDY 2. NATIONAL PROGRAM TO PROMOTE VOCATIONAL TRAINING AMONG PERSONS WITH DISABILITIES—ABILYMPICS RUSSIA**

**Task:** *Promote vocational education among persons with disabilities and help them get recognized as qualified specialists.*

**Solution:** *Create a platform that would allow job seekers to demonstrate their professional skills and communicate with employers.*

The idea for the Abilympics was born in 1972 in Japan, drawing inspiration both from the Worldskills competitions and the Paralympic games. Abilympics is an international nonprofit movement that conducts professional skills competitions for persons with disabilities and provides career guidance in the vocational sector.

Abilympics in Russia operates as one of the projects under the federal program Russia—Land of Opportunities, aimed at developing a system of social mobility in the country. The goal of the project is to provide effective vocational guidance and motivation for persons with disabilities to obtain vocational education, and to promote their employment and inclusion in society. Persons with disabilities of all ages can take part in the championships: students, professionals (up to 65 years old), schoolchildren, and adults with disabilities.

Since 2015, professional competitions among persons with disabilities have been held in Russia. The main organizer of the competition is the Abilympics National Center, which is implementing the following activities:

- Monitoring data on employment and organizing internships for participants of Abilympics;
- Supporting and developing the Abilympics volunteer movement, and creating a network of volunteer centers in Russian regions to help persons with disabilities;
- Cooperating with leading employer associations and industry unions; and
- Coordinating regional qualifying competition stages and developing the Abilympics movement in Russian regions.

Various industry organizations act as experts, partners, and potential employers. In 2019, regional Abilympics competitions were held in all Russian regions. In total, 12,138 participants aged 14 to 65 years old took part in these events (over the five years of the Abilympics regional competitions, the number of participants increased fivefold). The number of regions hosting Abilympics championships has grown from 29 in 2014 to 85 in 2019.

The government allocated more than Rub 400 million (Rub 70 million annually) for this project.

According to employment monitoring results, 1,481 (12.2 percent) of participants of regional Abilympics competitions were employed in 2019; and 9,443 (77.8 percent) of them continue to study.

In 2020, the president of the Russian Federation promised to further support the participants and winners of the Abilympics professional skills contests. In particular, the Presidential Office is planning to develop a procedure for issuing certificates to the winners of the Abilympics championship, which gives them the right to be compensated for the cost of an additional vocational education or for the purchase of specialized technical rehabilitation equipment necessary for the implementation of professional (labor) activities. Additional measures to support the employment of the participants and winners should be developed in cooperation with potential employers and partner organizations.

### CASE STUDY 3. ALTERNATIVE APPROACHES TO QUOTA IMPLEMENTATION IN ST. PETERSBURG

**Task:** *Increase the number of persons with disabilities employed under the quota system.*

**Solution:** *Develop and conduct an experimental assessment of an alternative quota system.*

In February 2018, the Law of St. Petersburg 55–12 (February 7, 2018) *On the Introduction of Changes to the Law of St. Petersburg “On Job Quotas in St. Petersburg”*<sup>226</sup> introduced substantial changes to the fulfilment of mandatory job quotas by the employers, including the following alternative routes:

1. Conclusion of contracts with private employment agencies that, in accordance with the Russian Federation’s legislation on employment, are eligible to carry out activities to provide workers (staff), on the temporary assignment of employees of private employment agencies from among persons with disabilities to organizations acting as hosts (temp agencies);
2. Conclusion of contracts for the organization of jobs for persons with disabilities for quota jobs in another organization; and
3. Creation of joint workplaces within the established quota by agreement among several employers.

After the adoption of this decree, the quantitative indicators of compliance with the quota in St. Petersburg increased – over 800 additional jobs were created for persons with disabilities. Some businesses began to support specialized workshops for persons with disabilities.

### CASE STUDY 4. MODERN APPROACHES TO SERVICE PROVISION BY EMPLOYMENT CENTERS

**Task:** *Increase the efficiency of employment support centers in relation to applicants with disabilities.*

**Solution:** *Apply modern principles of working with applicants, create an infrastructure to increase the competitiveness of candidates with disabilities, and cooperate with employers.*

The modernization of the Moscow Employment Centers began in 2019 as part of the National Program on Increased Labor Productivity, including extensive renovations to facilities and training for the staff. As a result of this modernization effort, services were rebranded into two tracks:

1. Preparation of candidates for employment through interaction with an individual career consultant, including:
  - Testing;
  - Professional portfolio: resume, a professional photo or video business card, and an assessment of competencies;
  - Career and psychological counseling;
  - Professional training; and
  - Master classes and trainings, including workshops for family members of candidates with disabilities.
2. Selection of vacancies and facilitation of contact between employers and applicants with disabilities, including:
  - Internships and excursions to employers;
  - Targeted employment that considers the qualifications, experience, and nosology of an applicant, as well as the physical availability of a workplace;
  - Personalized support for candidates during employment: training on adaptation in a workplace, psychological support; and
  - Open job fairs and thematic events (e.g., IT, Transport, and Labor Professions).

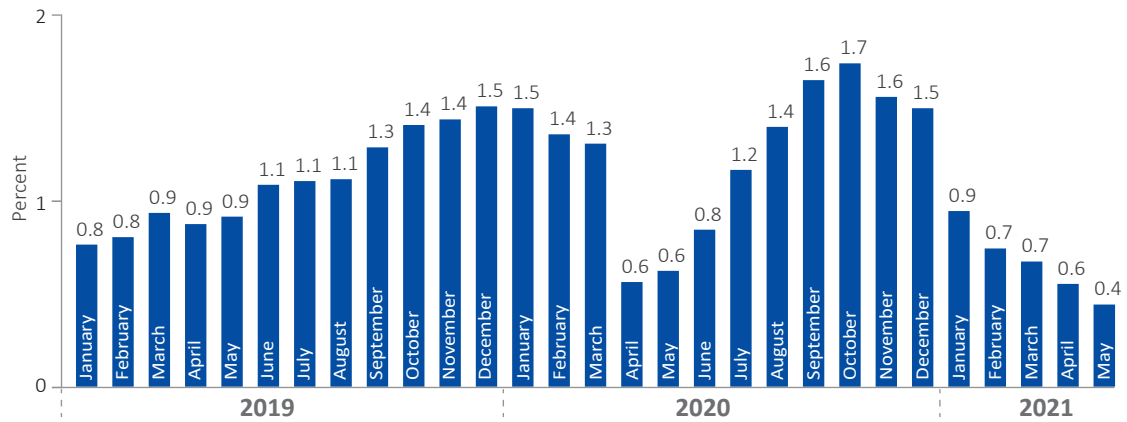
On the basis of the Open University of Modern Human Skills and Social Rehabilitation, a database of the most motivated candidates for employment “TOP-500 RESUMES” and a Community “I want to work” were created. The Moscow Employment Centers have established a dedicated department for serving persons with disabilities. In 2020, 3,472 applicants applied for employment support through this department, 2,714 of whom subsequently registered as unemployed and 827 of whom successfully found a job.

#### **CASE STUDY 5. HEADHUNTER—ROLE OF ONLINE PLATFORMS IN MEDIATING BETWEEN EMPLOYER AND EMPLOYEE**

**Task:** *Increase inclusiveness of labor market.*

**Solution:** *Introduce a special label that highlights vacancies available to persons with disabilities.*

HeadHunter (hh.ru) is one of the largest job and employee search sites in Russia and the world. In 2013, a special labeling of vacancies available to persons with disabilities was introduced on hh.ru (figure G.1). It is designed to inspire persons with disabilities to find a job and remind companies that all candidates should have equal employment opportunities. The largest number of vacancies available to persons with disabilities was placed on hh.ru in 2016 (5.2 percent of the total number of vacancies at its peak). In 2019, on average, every 20th vacancy on the portal hh.ru was available for applicants with disabilities. As part of the policy to support the employment of persons with disabilities, hh.ru also publishes materials that are aimed at informing persons with disabilities about the subtleties of the recruitment process.

**FIGURE G.1.** DYNAMICS OF VACANCIES MARKED AS AVAILABLE AS A SHARE OF ALL VACANCIES ON THE MARKET IN RUSSIA

Source: Headhunter.<sup>227</sup>

### CASE STUDY 6. RABOTA-I: A SOCIALLY ORIENTED PRIVATE RECRUITMENT AGENCY

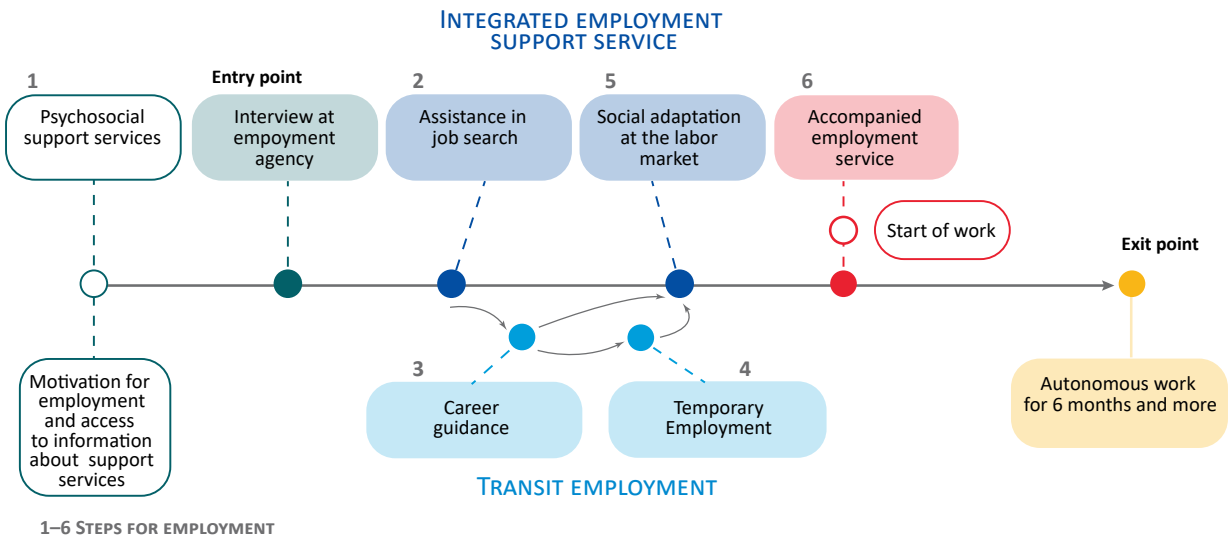
**Task:** *Make employment more accessible to young professionals with disabilities.*

**Solution:** *Apply the tools of private employment agencies and develop a full-cycle employment system.*

The model of out-staffing in lieu of quota compliance in St. Petersburg works through a social private recruitment agency: Rabota-I.

Large businesses that need to fulfill their quota obligations pay Rabota-I the equivalent of wages for positions created plus a fee. Rabota-I hires workers with disabilities as temporary personnel, who are then sent to perform activities in socially oriented enterprises.

Rabota-I implements this service as part of its support of a “full employment cycle” project (figure G.2) for young people (ages 16–30) with disabilities who have not had official work experience over the previous six months. Working for temporary services for six to eight months allows candidates with disabilities to gain work experience, which makes them more competitive in the open labor market. Career guidance support is also provided.

**FIGURE G.2.** FULL CYCLE OF EMPLOYMENT

Source: Materials provided by the representatives of Rabota-i.

As a result of the program:

- Candidates prepare for employment in real jobs and acquire skills that are in demand in the labor market;
- After working six to eight months at a project, candidates enter the open labor market with the support of a career counselor;
- Once candidates find permanent jobs in the open labor market and hold a job for at least six months, they exit the program, opening the space up for other candidates.

From 2013 to 2020, more than 2,000 candidates were given employment support from Rabota-I, and 610 candidates gained work experience under an employment contract of at least one month. One hundred and fifty positions were created in lieu of quota implementation.

**CASE STUDY 7.      COMPREHENSIVE APPROACH TO EMPLOYMENT SUPPORT SERVICES BY ORGANIZATIONS OF PERSONS WITH DISABILITIES—PERSPEKTIVA**

**Task:** *Increase the chance of successful employment and job retention among all persons with disabilities.*

**Solution:** *Work in a flexible format that combines additional training of candidates with disabilities, a client-oriented approach, and constant interaction with employers.*

Perspektiva has been implementing employment programs for persons with disabilities since 2004, and an informal employment agency has been created for persons with disabilities based on the organization. Its programs focus on working with young persons with disabilities to give them professional and social experiences, help them get their first job, and build a career. A traditional Perspektiva event that has been held annually since 2008 is the “Path to Career” competition for students with disabilities, which allows young persons with disabilities to demonstrate their abilities to business representatives. The event’s participants receive an opportunity to complete an extensive educational program, where the main trainers are representatives of business companies. The finale of the competition comprises mock interviews, individual presentations, and business-related team games, with representatives of major international and Russian companies among the jury members and guests. The competition achieves excellent results: about 70 percent of contestants secure prestigious jobs with good pay.

Individual support for persons with disabilities in the job search process is provided where personal, face-to-face work with clients on writing resumes, searching for suitable vacancies, preparing for telephone conversations with employers, interviews, and going to work is practiced. Within six months of a client entering the workplace, the situation at the workplace of a client with a disability is monitored to prevent difficult situations and possible dismissal of the client.

In 2014, Perspektiva began to actively develop its programs in the Russian regions, in the cities of St. Petersburg, Nizhny Novgorod, Novosibirsk, Voronezh, Kazan, and Ryazan. The annual budget of the program is about Rub 25,000,000, including administrative expenses. Every year, the organization helps around 200 persons with disabilities find permanent jobs (all regions are counted). The latest plans are to increase the number of employed people to 300–400 per year.

Perspektiva staff estimate that the average cost of employing one person with a disability within the framework of the organization’s activities is about Rub 125,000. The job retention rate among graduates of the program is high—almost 70 percent of the employed applicants with disabilities work at the place where they were employed for more than three years, about 20 percent work for one to three years, and fewer than 10 percent are at the workplace for less than a year.

The main sources of funding for Perspektiva’s work are international corporate donations and grants from businesses, the Presidential Grants Fund, and regional state agencies. The area of paid services, primarily for business, is developing for sustainability. There are trainings for managers and personnel, as well as accessibility audits.



Currently, commercial activities (sales of trainings, paid audits of buildings for accessibility for persons with disabilities, and signing commercial contracts with employers to recruit personnel from among persons with disabilities) provide about 10 percent of the organization's current expenditures on employment programs for persons with disabilities. The rest is provided through state subsidies, grants, and donations from grantees and businesses.

**CASE STUDY 8.      ROLE OF NATIONAL ORGANIZATIONS OF PERSONS WITH DISABILITIES IN EMPLOYMENT SUPPORT AND REMOVAL OF BARRIERS TO EMPLOYMENT— ALL-RUSSIAN SOCIETY OF DISABLED PERSONS**

**Task:** *Make the working environment accessible to persons with disabilities.*

**Solution:** *Support a network of regional enterprises of persons with disabilities and create an association of experts on accessible environments.*

The All-Russian Society of Disabled Persons (ARSDP) assists persons with disabilities to exercise their equal rights and opportunities with all Russian citizens, and it facilitates the integration of persons with disabilities into society. In the interest of achieving its statutory goals, ARSDP provides assistance to the authorities, business and nonprofit organizations, and to persons with disabilities in resolving issues of education, vocational training, retraining, employment, vocational and social rehabilitation, and habilitation. The main areas of activity are:

- Cooperation with federal and regional authorities on education and employment of persons with disabilities;
- Support of ARSDP enterprises and regional ARSDP organizations in the development of the material and technical base and creation of workplaces;
- Establishment and funding of ARSDP regional and local organizations, including employment of persons with disabilities.
- Project activities of ARSDP and ARSDP regional organizations in the field of education and employment of persons with disabilities.

Representatives of ARSDP are members of the public oversight councils of the Ministry of Labor and Social Protection, Ministry of Education and Science, and Ministry of Health, and they have the legal mandate to review normative legal acts that concern the interests of persons with disabilities. The chair of ARSDP also acts as deputy chairman of the State Duma Committee on Labor, Social Policy, and Veterans Affairs. ARSDP operates eight regional enterprises that employ persons with disabilities, funded through subsidies from the federal budget (annual allocation in 2020 was Rub 61,735,00). In total, 8,803 people are employed by ARSDP, including 6,071 persons with disabilities. The enterprises produce rehabilitation equipment and hygiene items for persons with disabilities, some produce crafts, and some provide car repair and driver education services, training, and medical services. They are funded through a combination of federal and regional subsidies, social contracting, and income from services rendered. Entrepreneurship among persons with disabilities is another area of focus. For example, in Vladimir region, training programs and an online accelerator for self-employed persons with disabilities have been supported since 2012. The accelerator program includes consulting services to self-employed/informally employed persons with disabilities on how to optimize their income and increase the marketability of their services. Experience from Vladimir is now being scaled up nationally via e-resources.<sup>228</sup>

To address the barriers to the accessibility of the physical environment, ARSDP implements a voluntary certification system known as A World Accessible for All, in which persons with disabilities receive training, acquire the necessary knowledge and skills in the organization of accessible environment and monitoring of facilities, undergo control testing and are certified as ARSDP experts. Since 2015, more than 1,000 people from 82 regions were trained, 540 people from 72 regions passed accreditation exams, and 40 accredited centers of expertise were opened in 34 regions (with at least two certified experts in each center). Expert centers conduct accessibility audits, review regulatory documents, provide disability sensitization training for staff, support the development of universal design and accessible environment architectural solutions, and conduct certification of infrastructure in line with the legal requirements on accessibility. ARSDP provides a one-time grant of Rub 150,000 (US\$~2,200) for the establishment of each expert center; their operational costs are covered by service fees.

### **CASE STUDY 9. SHELTERED EMPLOYMENT FOR PERSONS WITH SEVERE DISABILITIES— PRODUCTION AND INTEGRATION WORKSHOPS FOR PERSONS WITH DISABILITIES IN PSKOV**

**Task:** *Include people with severe disabilities who cannot enter the open labor market in the work process.*

**Solution:** *Provide opportunities for people with severe health disorders to perform work activities, cooperate with a team, and receive remuneration for their work.*

Production and Integration Workshops for Persons with Disabilities (PIW) was established in 1999 by the Pskov Regional Public Foundation for the Support for Persons with Disabilities. It provides voluntary social employment for graduates with developmental disabilities from the Pskov Center for Curative Pedagogy and correctional schools to support professional adaptation and social integration. Based on their interests and the severity of the disability, participants can choose among four production departments (woodworking, plant production, housekeeping, or apparel) or take classes in a developmental care unit. PIW currently employs 250 people between the hours of 9:00 a.m. to 4:00 p.m., with breaks every hour and a half. Most employees travel to the workshops using public transportation, while those with developmental disabilities and others unable to navigate the city independently or who have mobility impairments, are picked up by a PIW vehicle. PIW seeks to support the transition of employees to other open market job opportunities but have so far had very limited success.

At the end of the month, employees receive a social allowance, which is calculated based on compliance with internal rules, attitude at work, and the amount of work performed. Employees also receive free lunches, paid for by the Pskov City Administration. The payment is processed as a social benefit, not a salary, because most of the persons with disabilities working for PIW have a type of impairment deemed incompatible with work by the disability assessment system (marked in their individual rehabilitation or habilitation program [IRHP]). The PWI operational budget consists of income generated by conducting roundtable discussions, as well as subsidies from regional authorities and charitable contributions.

### **CASE STUDY 10. BEST PRACTICES ON WORKPLACE INCLUSION BY PRIVATE SECTOR—ONLINE BUSINESS SCHOOL BY PHILIP MORRIS INTERNATIONAL**

**Task:** *Create an inclusive environment at the company.*

**Solution:** *Provide candidates with additional opportunities before the selection for open vacancies begins.*

In 2020, the Russian branch of Philip Morris International, a leading international tobacco company with more than 80,000 employees worldwide, launched a two-month online business school called “Equal Opportunities.” The idea behind the school was to support persons with disabilities with employment issues, make job seekers more competitive in the labor market, and transfer the knowledge needed to build a successful career and for professional development. It was a unique initiative as the majority of special training initiatives for persons with disabilities target lower-end career opportunities.

The initiative provided professional training to applicants via lectures and mentor-supported case study work. Of the 95 applicants, 42 were selected for the education program, and of those, 10 were selected for a further hands-on mentorship support component. Philip Morris International engaged 16 internal and external field-experts to deliver the program.

The school helped the company achieve several crucial milestones toward the creation of an inclusive workplace:

1. Create a common space for candidates with disabilities and for company employees where both can share their experiences and build networks of professional contacts.
2. Employ candidates who have revealed themselves as highly qualified during the project. (Two graduates were hired by Philip Morris International.)
3. Increase the level of professional readiness of students, applicants with work experience, and potential employees.
4. Direct the attention of internal employees to the issue of employment of persons with disabilities working remotely.

#### **CASE STUDY 11.** BEST PRACTICES ON WORKPLACE INCLUSION BY THE PRIVATE SECTOR— PROACTIVE ACCOMMODATIONS FOR PERSONS WHO ARE HARD OF HEARING AT YANDEX.TAXI AND YANDEX.COURRIER

**Task:** *Attract new employees to the company.*

**Solution:** *Develop infrastructure support for employees with disabilities.*

Yandex.Taxi is a platform to facilitate interactions between customers needing a taxi and drivers. Through active outreach among drivers with hearing impairments, and by adapting all processes of interaction with their clients to their needs, Yandex was able to attract 2,000 people into its network since 2018. Drivers are self-employed and are able to choose their own schedules. Special adaptations of the service for the inclusion of hearing-impaired drivers include:

- Notification to the client that the arriving driver is hard of hearing.
- Disabling the customer’s “call to driver” function so that only chat is used for communication.
- When an order is received, the driver’s smartphone vibrates, and a light indicator (flash) is activated.
- Order notification is duplicated from the app to the fitness bracelet.
- Upon entering the car, the client can see a sign that explains that the driver is hearing impaired.
- The driver maintains a set of cards that describe likely communication scenarios to facilitate communication between the driver and client.
- Yandex Go client app also describes the peculiarities of communication with the deaf drivers to clients and provides instructions on what to do if the client wants to change the destination during the trip.

Yandex is committed to ensuring a positive working experience for drivers with hearing impairments. There is a dedicated line to quickly solve problems. There is a dedicated landing page on the Yandex website for new drivers with hearing problems—it automatically directs the driver to a carpark where managers have experience working with deaf drivers. There are more than 130 such carparks across Russia. Yandex conducts regular consultations with this group of drivers to develop new functions in the mobile application for partners and information for service clients. Prior to the pandemic, meetings and events for drivers with hearing impairments were organized. There is a large community of deaf persons, including the cab drivers themselves, who are constantly improving the service, and exchanging opinions; this is an additional communication platform for them too. There is also offline support for drivers and a dedicated technical support line to handle requests from deaf drivers.

In December 2020, Yandex launched an app for persons who are hard of hearing to join its courier services. So far, 450 couriers who are hard of hearing have enrolled in 11 cities. The app offers the following features:

- Notification to the client that the arriving courier is hard of hearing;
- Communication with the client either through chat or phone to the support service; and
- Dedicated and specially trained staff member in the support service to interact with the clients and restaurants in the event of any problem.

## **CASE STUDY 12.** BEST PRACTICES BY PRIVATE SECTOR ON WORKPLACE INCLUSION— UNIVERSAL DESIGN APPROACH BY IKEA

**Task:** *Maintain diversity among employees and make the company's products more popular among different segments of the population.*

**Solution:** *Promote an inclusive culture with all employees and create products that meet the needs of customers with disabilities.*

As part of its global policy of following the principles of equality, INGKA Holding (IKEA) takes various measures to create an inclusive environment for its employees and customers. In 2015, based on this approach to doing business, the employment of persons with disabilities was chosen as one of the social priorities of IKEA in Russia. Now IKEA is systematically working to create an accessible environment, improve personnel processes to facilitate the reception of persons with disabilities, and create conditions for diversity and inclusiveness.

The company currently employs over 155 persons with disabilities in Russia. During the COVID-19 pandemic, the number of employed persons with disabilities in IKEA's Russian division increased by 23 percent due to the development of flexible employment formats. To ensure the effective integration of persons with disabilities into the work process, the company conducts special training and support activities to address any fears or objections among employees that may arise when a person with a disability joins the team, and to encourage examples of inclusive behavior and a caring attitude among employees.

IKEA participates in the formation of an inclusive culture through active interaction with various NGOs and government agencies and through its participation in Abilympics and WorldSkills Russia. In addition, IKEA is a partner of Russian social entrepreneurs who employ persons with disabilities—the “ÅTERSTÄLLA” collection is entirely dedicated to this project. An inclusive approach is also applied to the company’s customers: all IKEA stores are equipped so that persons with disabilities can comfortably stay and move around in them; in the furniture collections, there are increasingly more items that would be convenient to people with special health conditions; IKEA designers and architects are currently developing special design projects for people who get around in a wheelchair.

### **CASE STUDY 13. PEER SUPPORT AND ADVOCACY FOR THE INCLUSION OF PERSONS WITH DISABILITIES BY THE PRIVATE SECTOR—BUSINESS ADVISORY BOARD ON DISABILITY**

**Task:** *Promote the ideas of inclusivity among employers.*

**Solution:** *Create a network of organizations interested in new approaches to recruitment and development of personnel.*

The Business Advisory Board on Disability was launched by Perspektiva in 2008, with technical support from the British Foreign Commonwealth Office, drawing on the experience of the U.K.-based Employers’ Forum on Disability and from the U.S. Russia Foundation, which is inspired by the U.S. Business Leadership Network.

Today, the board operates in four cities, uniting companies that have made a commitment to the inclusive employment of persons with disabilities. Moscow has the largest membership with 70 companies, followed by 20 members in St. Petersburg and 10 members each in Nijniy Novgorod and Novosibirsk. The board serves as a network, facilitating knowledge and experience exchanges among members, in addition to hosting joint city-specific and national events. The board publishes a biannual newsletter for the business community and recently launched a website—[www.sbvi.ru](http://www.sbvi.ru). The board secretariat hosts annual business-to-business conferences on disability and employment for members of the business community in Moscow (seven conferences, reaching over 200 businesses); and it has delivered presentations at networking events for businesses and human resources professionals.

Members of the board are particularly active in improving employment opportunities for young persons with disabilities by:

- Providing training to young persons with disabilities on the best way to write a resume, how to present oneself at an interview, communication skills, time management, and other topics;
- Serving as mentors, hosting internships or job shadowing and temporary work positions at their companies; and
- Including job seekers with disabilities in appropriate in-service trainings at their companies.



## APPENDIX H.

# International Best Practices to Support Recommendations

## Background to Recommendation 1: Review Key Performance Indicator Metrics and the Broader System of Collecting and Analyzing Data on Disabilities

### Expand the collection and use of disability-disaggregated data

The World Bank recommends the use of the Washington Group question sets on disability inclusion to ascertain prevalence and to disaggregate household surveys (such as labor force and living standards surveys) and censuses.<sup>229</sup> The Washington Group Short Set on Functioning includes questions for ascertaining functional difficulties of varying degrees of severity in terms of executing basic activities in six core functional domains: seeing, hearing, walking, cognition, self-care, and communication.<sup>230</sup> The Washington Group Short Set is considered the leading global standard for comparable disability disaggregation.



### The Washington Group Short Set on Functioning

1. Do you have difficulty seeing, even if wearing glasses?
 

a. No—no difficulty	b. Yes—some difficulty
c. Yes—a lot of difficulty	d. Cannot do at all
2. Do you have difficulty hearing, even if using a hearing aid?
 

a. No—no difficulty	b. Yes—some difficulty
c. Yes—a lot of difficulty	d. Cannot do at all
3. Do you have difficulty walking or climbing steps?
 

a. No—no difficulty	b. Yes—some difficulty
c. Yes—a lot of difficulty	d. Cannot do at all
4. Do you have difficulty remembering or concentrating?
 

a. No—no difficulty	b. Yes—some difficulty
c. Yes—a lot of difficulty	d. Cannot do at all
5. Do you have difficulty with self-care (such as washing all over or dressing)?
 

a. No—no difficulty	b. Yes—some difficulty
c. Yes—a lot of difficulty	d. Cannot do at all
6. Using your usual (customary) language, do you have difficulty communicating, for example understanding or being understood?
 

a. No—no difficulty	b. Yes—some difficulty
c. Yes—a lot of difficulty	d. Cannot do at all

Depending on the purpose and need for data collection, the Washington Group has additional datasets that should be considered:

- The Child Functioning Module for children up to age 17<sup>231</sup>
- Washington Group Short Set-Enhanced (WG-SS Enhanced)<sup>232</sup> when additional domains may be of interest, including communication (expressive and receptive), upper body activities, and affect (depression and anxiety)
- Extended Set on Functioning (WG-ES)<sup>233</sup> when data collection is focused on persons with disabilities rather than just the need for disability disaggregation in general surveys.

The Washington Group and the International Labour Organization (ILO) have developed the WG ILO Labor Force Survey Disability Module (LFS-DM) for use in population-based surveys on employment. This module is designed to collect data on five issues: (1) disability identification, (2) barriers, (3) accommodations, (4) attitudes, and (5) social protection.

Eurostat uses the GALI indicator (Global Activity Limitation Indicator) in its surveys, which was already used by Rosstat in the 2018 Comprehensive Monitoring of Living Conditions. This makes the observation data comparable with the results of similar surveys in the European Union.



### Global Activity Limitation Indicator

Question 1. Have you experienced restrictions in your daily life due to any health problem? Would you say you have been:

- severely limited?
- limited but not severely?
- not limited at all?

If the respondent answered question 1 that he experienced significant or minor restrictions, then ask question 2.

Question 2. Have you had any restrictions for at least the last 6 months?

Yes/No.

## Background to Recommendation 2: Redesign Quota System Shifting Focus from Punitive to Supportive Measures for Employers

### Review international best practices for quota system

Quota systems that mandate employers fill a certain percentage of their jobs with workers with disabilities are one of the most common affirmative action measures used to promote the employment of persons with disabilities. According to the ILO, 103 countries use quota systems; the majority of them (64 countries) have binding quotas, and one-third have quotas backed up by levies or fines. At least 52 countries use a combination of quotas and nondiscrimination legislation.

In most countries, quota schemes apply to both public and private sector employers and cover employers with workforces exceeding a certain size. Quota rates vary across regions and countries: the lowest quota levels are in Eastern and Southeastern Asia (1–5 percent), and the highest quota levels are in Sub-Saharan Africa (up to 15 percent); in Europe and North America, they range from 2 to 12 percent (averaging 5 percent). Persons with certain levels or types of disabilities may be counted as a double or triple quota; examples can be found in Japan and Austria. A part-time worker with a severe disability can be considered a full-time worker in determining quota compliance.

In cases of noncompliance, employers may be required to pay a compensatory levy for every unfilled quota. A compensatory levy may also be established at a scaled rate; for example, in Germany, the levy rate depends on the extent of the unfilled quota obligation. Accumulated funds, which may go into a designated fund or the state budget, are used either to provide incentives or to support services for employers who fulfill their quota obligation or to finance employment-related services, such as vocational training or job placement for persons with disabilities.

In some countries, employers may comply with quota obligations in alternative ways, including subcontracting work to persons with disabilities, employing a worker with a disability offsite, placing orders with self-employed persons with disabilities or disability-owned organizations (Tunisia); providing training for persons with disabilities, and outsourcing work to sheltered organizations (50 percent of quota obligation; France).

Incentives for employers complying with quota obligations can include wage subsidies for workers with disabilities; subsidies to promote accommodations, suitable equipment, and workplace adaptation; tax exemptions and deductions; grants for training and workplace adaptation, including the provision of special equipment; statutory compensations, including allowances for probationary employment, integration, and internship.

## References

Promoting Employment Opportunities for Persons with Disabilities. Quota Schemes.Volumes 1 and 2. ILO. 2019.<sup>234</sup>

## Detailed recommendations for the redesign of the quota system in Russia

The quota system remains the main regulatory mechanism utilized by the authorities, based on the implicit assumption that without such measures, employers would be unwilling to bear the costs of making necessary accommodations that would allow workers with disabilities to be as productive as other workers and therefore would turn them away. In line with best practices from other countries, the following modifications should be made to the current quota system:

- Change the definition of quota fulfillment to mean the actual employment of a person with a disability. Ideally, a time period over which the person retains a job should be introduced into the definition;
- Increase the size of the quota, while allowing some difficult categories of disability to count as two or three jobs under the system; and
- Provide clear guidance for counting part-time, distance, remote-work and out-sourced/self-employed positions as quota fulfillment.

Procedures for alternative quota fulfillment should be designed, acknowledging that in Russia, as in most other countries that implement the quota system, about half of employ-

ees are not able to fully comply with quota requirements. Alternative forms that could count as partial quota fulfillment could include:

- Subcontracting work to persons with disabilities and to organizations that employ them;
- Employing a worker with a disability offsite/outstaffing;
- Placing orders with self-employed persons with disabilities or disability-owned organizations;
- Organizing vocational trainings and apprenticeship scheme for persons with disabilities; and
- Developing policies to support career progression to higher-level positions among persons with disabilities.

For companies that are unable to comply with the quota or alternative mechanisms, a more nuanced system of compensatory levy should be developed. The scale for the fees should be based on the size of the enterprise and linked to minimum annual salary, multiplied by the number of quota positions that should have been filled. Companies that have failed to meet quota obligations for several consecutive years should be fined double. Funds could be used for:

- Employment preparation measures, training, and vocational integration activities;
- Financial assistance to companies for workplace and workstation adaptation, research, and innovation activities related to the employment of persons with disabilities;
- Transportation expenses for persons with disabilities to travel to the workplace;
- Other incentives and support services to employers who fulfill their quota obligations;
- Support to individuals with disabilities who wish to start a business; and
- Preference to financing activities of nongovernmental organizations (NGOs) working in the sphere of the employment of persons with disabilities based on social contract/competitive selection.

At the same time, payment of fees and other alternative mechanisms should only be counted as partial fulfillment of the quota (not more than 50 percent) because excluding persons with disabilities from the mainstream labor market not only deprives them of full socialization and professional development experiences but also contributes to segregation in the society and limits opportunities for persons without disabilities to gain personal experiences interacting and collaborating with persons with disabilities.

The redesign of the quota system and other measures should be carried out in dialogue with NGOs, employers and employment services to arrive at a system that is effective and controlled by employers and employees with disabilities. A thorough assessment of the effectiveness of the current quota system and an analysis of the lessons from the current regional experiments with quota alternatives are recommended.

To facilitate compliance, support services should be offered to employers, including placement services, technical advice, workplace support for persons with disabilities, and technical assistance and advisory support for employers. Concurrently, a system of incentives for employers who comply with the quota could be designed, including

- Public recognition of employers who meet their quota obligations;
- Subsidies for the improvement of accessibility in the workplace by designing a barrier-free environment;
- Preferences in public tendering to companies complying with their quota obligations (e.g., in Chile, companies that comply with quota requirements receive additional points in the process of evaluation of their bids for government contracts; in Peru, if two companies have the same rating for a public tender, preference is given to the company that employs persons with disabilities); and
- Organizations of persons with disabilities (OPDs) could be given privileges, as is done in the Philippines, where governments and public organizations are expected to procure at least 10 percent of products and services from OPDs.

### **Background to Recommendation 3: Modernize the Employment Support System Focusing on Strengthening Nongovernmental Service Providers, Develop Employer Support System, and Strengthen the Role of Public Organizations in the Employment of Persons with Disabilities**

#### **Supported employment—concept and best practices**

Supported employment programs are designed to help incorporate persons with disabilities directly into the workplace based on the notion that anyone can be employed if they want paid employment and sufficient support is provided. It is grounded in a person-centered approach, seeking to support the contributions of each person in his or her local community by building a support group around the individual.

#### **SUPPORTED EMPLOYMENT: MAIN PRINCIPLES**

- Individual planning for each person, including assessment of skills, abilities, talents, interests, and desires regarding employment to develop a job selection plan.
- Integration, which calls for persons with disabilities to work in an open labor market alongside persons without disabilities, one at a time or in small groups and under the same conditions as other workers, creating conditions for natural integration.
- On-the-job training—after the selection of a suitable workplace, training on the performance of labor functions is directly organized at the same place.
- Assistance in adaptation and support in the workplace over a long time period; support can be delivered by a person who provides supported employment or an in-house mentor.

The main tool of work within the framework of supported employment is the work of an individual coach who knows his/her mentee well, competently assesses the barriers that do not allow him/her to cope with work effectively, is aware of events that may cause difficulties, and knows which ways of doing work and behavioral strategies in the past were unsuccessful. The role of a coach is much more complex than the role of an employment agent, and higher requirements are imposed on coaches. After the necessary level of stable work of an employee with a disability has been achieved and the coach is confident that

such an employee can independently continue effective work, the coach exits the work process and leaves the former mentee alone with work and new colleagues (i.e. natural assistants).

Workplace support may include the following activities:

- training and instructing an employee directly at the workplace;
- adaptation to working conditions and requirements;
- adjustment of functional responsibilities;
- training in orientation in the city and the use of public transport;
- social skills training;
- assistance in solving emerging problems (with the employer, with social and expert services, etc.).

Supported employment is considered as an alternative solution to such traditional options for supporting the employment of persons with disabilities as therapy centers, specialized workshops, and rehabilitation programs. The difference between supported employment and these tools is that the first offers the integration of a person with a disability into the labor process instead of isolation.

#### **FUNDING MODELS FOR EMPLOYMENT SUPPORT**

- The service has constant funding (most often from the state), regardless of the number of services provided and the success of this process (but these indicators are important for the service to receive support in the future).
- Supported employment services are contracted, and the organization receives funding solely based on its performance (e.g., in Ireland, funding to NGOs for employment services is provided for a two-month assessment phase and a four-month job search/integration phase).

The experience of the Irish NGO WALK demonstrates that traditional measures to support the employment of persons with disabilities use ineffective approaches that focus on a person's illness, the possibilities of their compensation and embedding a person with a disability in generally accepted standards. The questions that WALK suggests focusing on are how a person with a disability would like to arrange his/her life, what help and opportunities should be provided for this, and how an inclusive culture can be effectively developed in society as a whole. For employers, WALK offers a gradual introduction and inclusion of persons with disabilities in the work:

1. visiting an organization by a candidate with a disability;
2. trainings on inclusive behavior for the employees of an organization;
3. admission of a candidate with a disability for an unpaid internship;
4. admission of a candidate with a disability for a probationary period;
5. conclusion of an employment contract.

As a result of the framework applied by WALK, such large companies as TESCO, Domino's Pizza, Volvo Group, SPAR and others cooperate with this organization.



## Background to Recommendation 4: Revise the Social Protection System in the Context of the Principles of the Convention and the Biopsychosocial Model of Disability

### Overview of the United Nations Global Compact/ILO recommendations for businesses

#### **TO ENSURE A RECRUITMENT PROCESS FREE OF DISCRIMINATION:**

- Provide awareness-training on the rights of persons with disabilities to staff involved in the recruitment process.
- Highlight in all job advertisements that the company is an equal opportunity/inclusive employer that welcomes applications from all groups of society and that reasonable adjustments can be provided, if needed, during the recruitment process as well as during employment.
- Ensure that candidates with disabilities are provided with reasonable accommodations, if needed, during the recruitment process. This includes asking job candidates to indicate the need for any such accommodations.
- Unless strictly needed because of the requirements of the job, avoid preselecting medical testing.
- If the company is using online recruitment, ensure that the system is accessible to persons with disabilities, in particular people using screen readers.
- Adopt and implement a recruitment strategy that specifically targets hiring persons with disabilities, as well as partnering and engaging with other organizations that help and support persons with disabilities who are facing barriers to finding a job.
- If the company is outsourcing its recruitment process to a third party, ensure that this third party complies with the above-mentioned measures.
- If the company uses apprentices, interns, or other similar work practice schemes, ensure that these schemes are also inclusive of persons with disabilities.

#### **TO PROMOTE AN ACCESSIBLE WORKING ENVIRONMENT:**

Provide reasonable accommodations for employees with disabilities in the workplace, if needed. Information on this should be made available to all staff and be part of any induction training of new staff.

Based on an assessment (for instance, through an accessibility audit) of existing barriers of premises, websites, IT systems, and emergency evacuation procedures, implement an accessibility plan for the gradual elimination of current barriers. Involve staff members with disabilities in this process and in the identification of priority actions.

Ensure that internal as well as subcontracted facility management staff comply with accessibility requirements so that all new company premises meet relevant accessibility requirements and that any changes to current premises are also used to improve accessibility.

Ensure that accessibility needs are included as part of the procurement processes of the company, for instance, when purchasing IT equipment, furniture, or software.

**TO PROMOTE A HEALTHY, SAFE, AND STIGMA-FREE WORKING ENVIRONMENT:**

- Ensure that any company policies to prevent all types of violence and harassment in the workplace include staff with disabilities, including introducing grievance policies for employees to raise concerns.
- Ensure full confidentiality of any medical information, including the one disclosed by the employee requesting a reasonable adjustment.
- Consider specific measures for staff with disabilities in health and safety plans, as well as in workplace emergency and evaluation plans.
- Raise awareness of the rights of persons with disabilities as ad hoc initiatives or preferably as part of wider diversity and inclusion and antistigma initiatives.
- Promote actions to facilitate work-life balance for all employees, such as teleworking, flexible organization of work, and other measures that facilitate the rationalization of working hours and the conciliation of personal, family, and professional life.
- If the company uses confidential staff satisfaction or other kinds of similar surveys, determine the comparative level of satisfaction of staff with disabilities compared with other staff, also disaggregated by sex.

**TO PROMOTE EQUAL OPPORTUNITIES OF PERSONS WITH DISABILITIES FOR CAREER DEVELOPMENT:**

- Provide, if needed, reasonable adjustments to staff with disabilities taking part in staff training, whether provided by the company itself or outsourced to a third party.
- Provide training on unconscious bias to all staff in decision-making roles and in the human resources department.

**TO GUARANTEE JOB RETENTION AND RETURN TO WORK FOR PERSONS WHO DEVELOP A DISABILITY:**

- Implement disability management programs (also referred to as absence management) which allow for the early identification of staff members who are in the process of developing a disability.
- Provide, if needed, reasonable adjustments to allow staff members who have developed a disability to stay at work.
- Provide support, including through reasonable adjustments, to staff with disabilities returning to work after a period of rehabilitation.

Many of the above measures are complementary. For instance, for persons with psychosocial disabilities to request a reasonable adjustment, they would need to be assured that the work environment does not stigmatize mental health conditions and that any information provided to the company is kept confidential.

**Job Accommodation Network (JAN) Experience**

Reasonable accommodations implies adopting workplace environments or rather creating special conditions for ensuring equal opportunities for employees with disabilities. JAN provides informational support to employers who seek to create more disability-inclusive workplaces. JAN was founded in 1983 at West Virginia University with funding from the

U.S. Department of Labor’s Office of Disability Employment Policy as a part of state policy in support of the employment of persons with disabilities.<sup>235</sup>

Initially, JAN was presented by a few specialists that advised employers on how to adapt a workplace to the needs of persons with disabilities. Because of a rapidly growing demand for a confidential, direct, and no-cost consulting service, JAN expanded their staff and began to provide advice not only to employers but also to rehabilitation and education specialists, persons with disabilities, and anyone else interested in adapting jobs.

Until the early 1990s, about 30 percent of requests to JAN related to hearing, vision, touch, or speech disabilities. Employers needed information on how to adapt the new technologies and tools of work that were emerging at that time—computers, office equipment, cell phones, wireless communications, and similar technologies—to the needs of employees with various impairments. For effective support, JAN consultants were divided into separate groups working on issues of motor, sensory, and cognitive health disorders. This approach allowed consultants to cope with the growing workload, provide up-to-date information, and navigate changing technologies and products.

With the enactment of the Americans with Disabilities Act of 1990, increasingly more people began to apply to JAN. At first, the organization received about 630 requests per month; in 1992, the number of requests increased to 1,600 per month and continued to grow steadily throughout the 1990s, reaching an average of almost 3,000 per month. Now JAN accepts more than 53,000 requests annually.

The set of tools offered by JAN provides recommendations and resources for developing or updating policies on employee accommodations while using the best proven practices currently available. JAN’s toolkit<sup>236</sup> is aimed at a wide audience and relates to a large set of topics, each of which offers practical tips, training videos, accompanying presentations, and links for further study (see table H.1).

**TABLE H.1.** JOB ACCOMMODATION NETWORK: AUDIENCE AND TOPICS

AUDIENCE	TOPICS
<b>RECRUITERS AND HIRING MANAGERS</b>	Finding qualified applicants with disabilities Adapting the selection and recruitment process for persons with disabilities
<b>SUPERVISORS AND MANAGERS</b>	Accommodation process for employees Productivity standards Accommodations for retaining and return-to-work employees
<b>INTERNAL REASONABLE ACCOMMODATIONS FOR SUBJECT-MATTER EXPERTS AND CONSULTANTS</b>	Preparation Collaborating with colleagues with disabilities Types of workplace accommodations Training of managers and executives Assessing the effectiveness of accommodations Creating resource groups
<b>IT TEAM MEMBERS</b>	Fundamentals of digital accessibility Selecting experts on digital accessibility Possible difficulties Best practices
<b>EMPLOYEES WITH DISABILITIES AND THEIR ALLIES</b>	Disclosing a disability and requesting workplace accommodations Examples of requests for accommodations

*Source:* Developed by the authors.

The experience of JAN demonstrates that an effective information and consulting policy of employers interested in hiring persons with disabilities requires technical, financial, and technical support from the state to create an infrastructure that unites specialists of various profiles, persons with disabilities, and representatives of the business community.

### References

Guide for Business on the Rights of Persons with Disabilities, the United Nations Global Compact/ILO.<sup>237</sup>  
JAN's official website.<sup>238</sup>

## Background to Recommendation 5: Continue to Strengthen Inclusion in Education and Provide Support for the Transition from Training to Employment Throughout the Lifecycle

### Good policy practices in inclusive education from 12 European countries:

- Adapt curriculum to raise awareness of the students about diversity (disability as a form of diversity).
- Engage in an information campaign about reasonable accommodations in schools, exams, and workplaces.
- Arrange for reasonable accommodations for persons with disabilities during exams.
- Set up professional development programs in pedagogical services and universities to support school teams; build partnerships with all local stakeholders, including NGOs,

OPDs, persons with disabilities, families of persons with disabilities, and community members.

- Establish a university center facilitating knowledge exchange and gathering on inclusive education for persons with disabilities.
- Organize events/activities to promote disability inclusion and inclusive education.
- Recognize the role of sign language and provide bilingual education and/or sign language courses/study programs.
- Produce digital resources accessible to students with disabilities.
- Organize competitions for schools fighting discrimination with internal projects. Offer awards to schools showing exemplary good practice with projects that discourage discrimination, stigma, and disability exclusion.

### Russia's in support of employment (according to focus group discussion data):

- Develop career centers at colleges and universities that support:
  - Development of digital skills for preparation of necessary documents and application for public services;
  - Development of financial literacy skills;
  - Information about further educational opportunities; and
  - Resume preparation, job searches, and interview skills development.
- Invite speakers from the private sector to career events at educational institutions.
- Host job fairs at educational institutions with potential employers.
- Sponsor paid internships for students and graduates with disabilities.
- Create associations of alumni and successful graduates with disabilities for the sharing of experiences.

### Canadian Experience in Inclusive Education Development and Labor Market Transition:

- Add courses on inclusion and career education to the teacher training curriculum (career education is defined as “a set of school activities aimed at preparing and involving people in their career development”).
- Create school-based transition team for eighth or ninth grade students, including key stakeholders such as family members and professionals, and provide support for planning professional development and transition to employment of students.
- Organize experiential learning at the real workplace (a partnership between schools and employers is needed) or “integrated learning” at the workplace. Such training is recommended as compulsory for future graduates.
- Design a career development skills program for students (e.g., a course on personal development and career planning covering basic aspects of career planning, including resume writing and interview skills).
- Provide stable and student-centered career programming. Make career and labor market information accessible. Inform students about all postsecondary pathways.

Link learning to labor-market applications. Provide students with free access to career and transition services. Provide adequate training to educators who will be involved in supporting students in their transition process. Assess career education and service provision.

- Introduce teaching materials and books about different occupations and socioemotional skills at the preschool level.
- Organize experiential events such as the Experiential High School Learning—New Brunswick Pilot Project “Investigate! Invent! Innovate!” in which students learn to solve complex problems and explore different professions, career paths and professional skills. This initiative combines group and individual work and the invitation of external experts.
- Adapt training materials for career development (e.g., linguistic, cultural).

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## NOTES

- <sup>1</sup> In 2018, the World Bank launched its first Disability Inclusion and Accountability Framework, which outlined the roadmap for: 1) Including disability in the World Bank's policies, operations, and analytical work. <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/437451528442789278/disability-inclusion-and-accountability-framework>
- <sup>2</sup> [https://cdn.who.int/media/docs/default-source/classification/icf/icfbeginnersguide.pdf?sfvrsn=eead63d3\\_4](https://cdn.who.int/media/docs/default-source/classification/icf/icfbeginnersguide.pdf?sfvrsn=eead63d3_4).
- <sup>3</sup> International Labour Organization, Global Business and Disability Network. [http://www.businessanddisability.org/wp-content/uploads/2019/11/PDF\\_acc\\_FoW\\_PwD.pdf](http://www.businessanddisability.org/wp-content/uploads/2019/11/PDF_acc_FoW_PwD.pdf)
- <sup>4</sup> The Constitution of the Russian Federation (1993). <http://www.constitution.ru/en>
- <sup>5</sup> Federal Law No. 181–FZ On *Social Protection of People with Disabilities in the Russian Federation* (1995)
- <sup>6</sup> Federal Law No. 1032–1 On *Employment of the Population in the Russian Federation* (1991)
- <sup>7</sup> The Labor Code of the Russian Federation (2001)
- <sup>8</sup> <https://asi.ru/news/180845/>
- <sup>9</sup> <https://mintrud.gov.ru/ministry/programms/3/0>
- <sup>10</sup> Resolution of the Government of the Russian Federation No. 1932 (December 28, 2019)
- <sup>11</sup> <http://static.government.ru/media/files/0olyfclWHSjtuzshbbMmrkOQITJm4.pdf>
- <sup>12</sup> Decree of the Government of the Russian Federation No. 2655–p
- <sup>13</sup> Resolution of the Government of the Russian Federation No. 449 (March 23, 2021)
- <sup>14</sup> Article 1 of Federal Law No. 181–FZ (November 24, 1995): *On Social Protection of People with Disabilities in the Russian Federation*
- <sup>15</sup> Demianova A.V. (Employment of people with limited health capacities: the role of the disability status) <https://www.hse.ru/sci/diss/266802051>
- <sup>16</sup> <https://rosstat.gov.ru/folder/210/document/13212>
- <sup>17</sup> [https://gks.ru/free\\_doc/new\\_site/KOUZ18/index.html](https://gks.ru/free_doc/new_site/KOUZ18/index.html)
- <sup>18</sup> <http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do>
- <sup>19</sup> World Health Organization & World Bank. (2011). Summary: World Report on Disability 2011. World Health Organization. <https://apps.who.int/iris/handle/10665/70670>
- <sup>20</sup> Data as of January 1, 2020 <https://sfri.ru/analitika/chislennost/chislennost?territory=1>
- <sup>21</sup> Ibid.
- <sup>22</sup> <https://fexch.mintrud.gov.ru/s/X8D7TQDffJr762e#pdfviewer>
- <sup>23</sup> <https://rosstat.gov.ru/folder/13964>
- <sup>24</sup> Demianova A.V. Employment of people with limited health capacities: the role of disability status
- <sup>25</sup> <https://rosstat.gov.ru/folder/13964>
- <sup>26</sup> <https://docs.google.com/document/d/1U3pWxBf7QyBFIHaw-npxj-6zFeULtDo9/edit#>
- <sup>27</sup> <https://population.un.org/wpp/Download/Standard/Population/>
- <sup>28</sup> <https://rosstat.gov.ru/folder/13964>
- <sup>29</sup> <https://rosstat.gov.ru/compendium/document/13284>
- <sup>30</sup> Rosstat data as of January 1, 2020. <https://rosstat.gov.ru/storage/mediabank/plkGYHvP/3-1.doc>
- <sup>31</sup> Rosstat data as of January 1, 2020. <https://rosstat.gov.ru/storage/mediabank/K9bCXaP1/2.2.doc>
- <sup>32</sup> According to Resolution of the Government of the Russian Federation No. 2406 (December 31, 2020): *On Establishing the Subsistence Minimum Per Capita and by Main Social and Demographic Group for the Russian Federation as a Whole for 2021*, the per capita subsistence minimum is Rub 11,653, with its size set at Rub 12,702 for working-age

population, Rub 11,303 for children and Rub 10,022 for pensioners.

[https://pfr.gov.ru/grazhdanam/invalidam/soc\\_pens\\_inv/How\\_social\\_pension/](https://pfr.gov.ru/grazhdanam/invalidam/soc_pens_inv/How_social_pension/)

33 <https://rosstat.gov.ru/folder/13723>

34 Based on the analysis of Rosstat household survey data “Comprehensive survey of the living standards of the population.” Source: Khasanova R., Makarentseva S. “Poverty of people with disabilities and households”

<https://cyberleninka.ru/article/n/poverty-of-disabled-people-and-households/viewer>

35 Rosstat data, 2020

36 <https://rosstat.gov.ru/storage/mediabank/plkGYHvP/3-1.doc>

37 PFR data reported on January 1, 2021 is used. It is calculated from the pension contributions made by the employers, based on official employment contracts, triangulated with the official disability status through an individual's insurance account number. The informally employed are not counted in PFR data. PFR reports only for those persons with disabilities that receive pensions from the PFR budget; those who receive state pensions from the state budget are not included in the PFR data. Any person who has worked for at least four months in a year is counted.

38 PFR data, January 1, 2021; PFR reports only for those persons with disabilities that receive pensions from the PFR budget; those who receive state pensions from the state budget are not included in the PFR data.

39 <https://mintrud.gov.ru/docs/government/postan/260>

40 Working age in 2020 was defined as 15–54 years old for women, and 15–59 years old for men. Since 2019, a gradual increase in the retirement age has been carried out: by 2028, the retirement age for women will be 60 years old, and for men, 65 years old.

41 [https://sfri.ru/analitika/zanyatost/zanyatost/zanyatost-v-razreze-sub-ektov?j&paramPeriod=2020-12-01T00:00:00.000Z&FRIDataOper\\_paramPeriod=2017-08-23T00:00:00.000Z&viewCode=FRI\\_010\\_004\\_report&territory=1](https://sfri.ru/analitika/zanyatost/zanyatost/zanyatost-v-razreze-sub-ektov?j&paramPeriod=2020-12-01T00:00:00.000Z&FRIDataOper_paramPeriod=2017-08-23T00:00:00.000Z&viewCode=FRI_010_004_report&territory=1)

42 The Labor Force Survey (LFS) is conducted by Rosstat on a monthly basis, with an annual sample of over 900,000 people. The variable on disability is calculated based on the questions regarding official disability status and disability group. The variable on employment is based on the International Labour Organization standards of measurement, allowing comparisons to be made with the overall situation of the labor market nationally and internationally. The LFS takes informal employment into account and counts any person who worked during the reference week of the survey. But disabled persons tend to be under-represented in surveys, due to access barriers, unwillingness to declare disability to interviewers, etc.

43 <https://rosstat.gov.ru/folder/13964>

44 Here and hereafter, unless otherwise indicated, employment characteristics of persons with disabilities are based on data from the 2020 Sample Labor Force Survey.

45 <https://ec.europa.eu/eurostat/web/microdata/european-union-statistics-on-income-and-living-conditions>

46 <https://rosstat.gov.ru/folder/13964>

47 [https://sfri.ru/analitika/zanyatost/zanyatost/zanyatost-v-razreze-sub-ektov?j&paramPeriod=2020-12-01T00:00:00.000Z&FRIDataOper\\_paramPeriod=2017-08-23T00:00:00.000Z&viewCode=FRI\\_010\\_004\\_report&territory=1](https://sfri.ru/analitika/zanyatost/zanyatost/zanyatost-v-razreze-sub-ektov?j&paramPeriod=2020-12-01T00:00:00.000Z&FRIDataOper_paramPeriod=2017-08-23T00:00:00.000Z&viewCode=FRI_010_004_report&territory=1)

48 This is consistent with international studies, which suggest that the deterioration of health has a stronger effect on the employment of men and therefore equalizes the employment rates for men and women. For instance, see: García-Gómez P., Jones A., Rice N. (2010). Health effects on labor market exits and entries/ Labor Economics. 2010. №17. C. 62–76

49 Comparison here and in the rest of this chapter is made with entire population, as persons with disabilities make up a small proportion of the total employment, so excluding them will not lead to significant changes in the average estimates for the population. Calculating people without disability as a separate group is not possible for some of the indicators.

50 <https://rosstat.gov.ru/folder/13964>

51 Based on the data received from the Ministry of Labor and Social Protection on April 9, 2021

52 <https://rosstat.gov.ru/folder/13964>

- <sup>53</sup> Data of the Ministry of Labor, as at April 2021.
- <sup>54</sup> <https://rosstat.gov.ru/compendium/document/13268>
- <sup>55</sup> Published on the Federal Register of People with Disabilities (FRI), as of January 1, 2020
- <sup>56</sup> This largely corresponds to the share of men among the disabled of working age, which is larger (62 percent) than that of women (38 percent). Rosstat (2020). Statistics on disability. <https://rosstat.gov.ru/folder/13964>
- <sup>57</sup> According to LFS data for 2020, the unemployed, applying the ILO methodology, include persons who were out of work and had actively sought work in the four weeks preceding the survey and were available to start work in the week of the survey if offered a job.
- <sup>58</sup> <https://rosstat.gov.ru/folder/13964>; [https://rosstat.gov.ru/labour\\_force](https://rosstat.gov.ru/labour_force)
- <sup>59</sup> Ministry of Labor and Social Protection Data
- <sup>60</sup> <https://ach.gov.ru/news/sistema-medikosotsialnoy-ekspertizy-rabotaet-nedostatochno-effektivno>
- <sup>61</sup> Resolution of the Government of the Russian Federation No. 95 (February 20, 2006; updated November 26, 2020): *On the Procedure for and Criteria of Disability Status Assignment*
- <sup>62</sup> See annex to the Resolution of the Government of the Russian Federation No. 95 (February 20, 2006; updated version November 26, 2020): *On the Procedure for and Criteria of Disability Status Assignment*
- <sup>63</sup> <http://government.ru/news/41494/> This temporary procedure expires in October 2021
- <sup>64</sup> Federal Law No. 181–FZ of November 24, 1995 (the updated version of December 8, 2020) *On Social Protection of People with Disabilities in the Russian Federation*
- <sup>65</sup> Order of the Ministry of Labor of the Russian Federation No. 486n (of June 13, 2017; amended December 15, 2020) On approval of the Procedure for developing and implementing an individual rehabilitation program or habilitation of a disabled person, an individual rehabilitation program or habilitation of a disabled child issued by federal state institutions of medical and social expertise, and their forms
- <sup>66</sup> [https://gks.ru/free\\_doc/new\\_site/GKS\\_KDU\\_2019/index.html](https://gks.ru/free_doc/new_site/GKS_KDU_2019/index.html)
- <sup>67</sup> The compensation procedure is set out in the order of the Ministry of Health of Russia No. 57 (January 31, 2011; amended October 24, 2014)
- <sup>68</sup> Report on the Progress of Implementation and Evaluation of the Efficiency of the State Program of the Russian Federation “Assessable Environment” as of 2020
- <sup>69</sup> Resolution of the Government of the Russian Federation No. 449 (March 23, 2021)
- <sup>70</sup> <https://mintrud.gov.ru/docs/1406>
- <sup>71</sup> Federal Law No 384–FZ: The Technical Regulation on Safety of Buildings and Structures (December 30, 2009)
- <sup>72</sup> Code of Rules CR 59.13330.2016 “Accessibility of Buildings and Structures for Populations with Limited Mobility” approved by the Decree No 798/pr on November 14, 2016 by the Ministry of Construction of the Russian Federation
- <sup>73</sup> Social cab for pensioners and persons with disabilities in Moscow.  
<https://www.kp.ru/putevoditel/moskva/sotsialnoe-taksi-dlya-invalidov-pensionerov/>
- <sup>74</sup> <https://rosstat.gov.ru/storage/mediabank/JwbmCdvK/tab4-13.htm>
- <sup>75</sup> <https://rosstat.gov.ru/storage/mediabank/5-1.doc>
- <sup>76</sup> [https://rosstat.gov.ru/storage/mediabank/kfNe7zQE/2019\\_c\(1\).pdf](https://rosstat.gov.ru/storage/mediabank/kfNe7zQE/2019_c(1).pdf)
- <sup>77</sup> <https://edu.gov.ru/press/1194/infrastrukturu-korrekcionnyh-shkol-obnovyat-v-ramkah-realizacii-nacproekta-obrazovanie/>
- <sup>78</sup> [https://edu.gov.ru/activity/main\\_activities/limited\\_health](https://edu.gov.ru/activity/main_activities/limited_health)
- <sup>79</sup> (2015) Final Report of the Ministry of Labor and Social Protection. Education System Analysis and Future Development. <https://mintrud.gov.ru/uploads/magic/ru-RU/cffc27b8-1500964735.doc>
- <sup>80</sup> <https://rosstat.gov.ru/storage/mediabank/GVyDuj5t/tab4-13.html>
- <sup>81</sup> Letter from the Ministry of Education of Russia No. 05–398 (April 10, 2020) On Sending the Guidelines (together with “Guidelines for Implementing Secondary Vocational Education Programs and Vocational Education of People

with Disabilities and Health Limitations Using E-Learning and Remote Educational Technologies”): Guidelines for Implementing Secondary Vocational Education Programs and Vocational Education of People with Disabilities and Health Limitations Using E-learning and Remote Educational Technologies.

- <sup>82</sup> According to Article 7 of the Federal Law No. 385–FZ (December 29, 2015; the updated version of November 22, 2016) *On Suspension of the Effectiveness of Selected Provisions of Laws of the Russian Federation, Amendment of Selected Provisions of Laws of the Russian Federation and Specifics of Increasing the Insurance Pension, Fixed Payment to Insurance Pension and Social Pensions*
- <sup>83</sup> Article 3.1. Federal Law No. 181–FZ (November 24, 1995) *On Social Protection of Disabled People in the Russian Federation*
- <sup>84</sup> Order of the Ministry of Labor of Russia No. 777 (November 09, 2017) *On Approval of Methodological Recommendations for Detecting Signs of Discrimination against People with Disabilities in Resolving Employment Issues*
- <sup>85</sup> Concluding Observations of the Committee CRPD/C/RUS/CO/1, March 2018  
[https://tbinternet.ohchr.org/\\_layouts/15/TreatyBodyExternal/Countries.aspx?CountryCode=RUS&Lang=EN](https://tbinternet.ohchr.org/_layouts/15/TreatyBodyExternal/Countries.aspx?CountryCode=RUS&Lang=EN)
- <sup>86</sup> Article 21 of Federal Law No. 181–FZ (November 24, 1995): *On Social Protection of Disabled Persons in the Russian Federation* (as amended on December 8, 2020) (version effective from December 19, 2020)
- <sup>87</sup> Federal Law No. 201–FZ (June 6, 2021): *On Amendments to the Law of the Russian Federation “On Employment of the Population in the Russian Federation” and Article 21 of the Federal Law On Social Protection of Disabled People in the Russian Federation.*
- <sup>88</sup> Article 5.42 “Code of Administrative Offences of the Russian Federation” No. 195–FZ (December 30, 2001)
- <sup>89</sup> Administrative Data from the Ministry of Labor and Social Protection, April 2021
- <sup>90</sup> <https://czn.mos.ru/News/Detail/ab94616d-d469-4d18-a947-1aad1ead1eae>
- <sup>91</sup> <http://rspb.ru/trudoustrojstvo-invalidov/rabotodatelyam-kvotirovanie-rabochih-mest-dlya-invalidov/>
- <sup>92</sup> <https://docs.cntd.ru/document/8377307>
- <sup>93</sup> Federal Law No. 201–FZ (June 28, 2021) *On Amendments to the Law of the Russian Federation “On Employment of the Population in the Russian Federation” and Article 21 of the Federal Law On Social Protection of Disabled People in the Russian Federation.* <http://publication.pravo.gov.ru/Document/View/0001202106280036>
- <sup>94</sup> Order of the Ministry of Labor of Russia No. 685n (November 19, 2013)
- <sup>95</sup> Ibid.
- <sup>96</sup> Collection formed based on a compilation of best practices of volunteer organizations in providing services to promote the employment of persons with disabilities based on employment services in the regions of the Russian Federation <https://mintrud.gov.ru/uploads/magic/ru-RU/Ministry-0-1001-src-1591140724.73.docx>
- <sup>97</sup> Resolution of the Government of the Kirov Region No. 381–p (July 18, 2017) *On Approval of the Procedure for Granting Subsidies to Reimburse the Costs of Creating Additional Jobs (Including Special Jobs) for the Employment of Disabled People*; Decree of the Government of the Kaliningrad region No. 250 (May 12, 2015) *On Approval of Procedures for the Implementation of Measures in the Field of Employment Within the State Program of the Kaliningrad Region “Social support of the population”*
- <sup>98</sup> Part 2, Article 395 of Tax Code of the Russian Federation
- <sup>99</sup> Part 2, Article 264 of Tax Code of the Russian Federation
- <sup>100</sup> “The main directions of the budget, tax and customs and tariff policy for 2019 and for the planning period of 2020 and 2021.” (approved by the Ministry of Finance of Russia) [http://www.consultant.ru/document/cons\\_doc\\_LAW\\_308390/275a8e71e670b2a85b28cfed2b2729d7ce88e09a/](http://www.consultant.ru/document/cons_doc_LAW_308390/275a8e71e670b2a85b28cfed2b2729d7ce88e09a/)
- <sup>101</sup> Article 29. Participation of organizations of disabled persons in procurements. Federal Law of 05.04.2013 No. 44–FZ (ed. from 30.12.2020) *On Contract System in the Sphere of Procurement of Goods, Works and Services to Meet State and Municipal Needs.* (as amended and supplemented, in force from 01.01.2021).
- <sup>102</sup> As defined in article 3, paragraph 1, subparagraphs 1 to 4, of Federal Law No. 5–FZ (January 12, 1995): *On Veterans* Article 71. Special rules for admission to bachelor and specialist programs under Federal Law, dated December 29, 2012, No. 273–FZ (version dated December 08, 2020) *On Education in the Russian Federation* (as amended, effective since January 1, 2021)

- <sup>103</sup> Paragraph 5. Article 71 Federal Law No. 273–FZ (December 8, 2020): *On Education in the Russian Federation* (as amended, effective since January 1, 2021)
- <sup>104</sup> <http://www.garant.ru/news/1127166/>
- <sup>105</sup> Meeting of the President of Russia with representatives of public organizations of persons with disabilities in December 2020, List of assignments/tasks: <http://www.kremlin.ru/acts/assignments/orders/64860>
- <sup>106</sup> <https://mintrud.gov.ru/docs/mintrud/orders/1334>
- <sup>107</sup> <https://docs.edu.gov.ru/document/4d68a1b6160a09345089f365e6eb4327/download/3562/>
- <sup>108</sup> Paragraph 3. Letter of the Ministry of Education of the Russian Federation, dated May 21, 2020, No. GD-500/05 “On Making Recommendations.”
- <sup>109</sup> Article 7.1–1, Law of the Russian Federation No. 1032–1 (April 19, 1991) *On Employment in the Russian Federation*
- <sup>110</sup> Article 9. Federal Law of the Russian Federation No. 181–FZ (November 24, 1995) *On Social Protection of Disabled People in the Russian Federation*
- <sup>111</sup> Article 15. Law of the Russian Federation No. 1032–1 (April 19, 1991) *On Employment of Population in the Russian Federation*
- <sup>112</sup> Paragraph 5.4. GOST R 53873–2010 Rehabilitation of Disabled People. Vocational rehabilitation services for people with disabilities, National Standard of the Russian Federation
- <sup>113</sup> Order of the Ministry of Labor and Social Protection of the Russian Federation No. 643 (December 29, 2012)
- <sup>114</sup> The number of citizens belonging to the category of persons with disabilities who applied for assistance in finding suitable work in the employment services
- <sup>115</sup> <https://rosstat.gov.ru/storage/mediabank/63moFLyE/4-3.doc>
- <sup>116</sup> <https://rosstat.gov.ru/storage/mediabank/VfK0I3EM/4-4.doc>
- <sup>117</sup> <https://rosstat.gov.ru/storage/mediabank/YI4SUJrZ/tab4-22.htm>
- <sup>118</sup> Article 13.1 Law of the Russian Federation No. 1032–1 *On Employment in the Russian Federation*
- <sup>119</sup> Ministry of Labor and Social Protection administrative data provided to the research team
- <sup>120</sup> National Standard of the Russian Federation GOST R 53873–2010 “Rehabilitation of people with disabilities. Vocational rehabilitation services for people with disabilities.” Approved by Order No. 253–st of the Federal Agency for technical regulation and metrology of September 17, 2010
- <sup>121</sup> Federal Law No. 181–FZ (November 24, 1995) *On Social Protection of People with Disabilities in the Russian Federation*
- <sup>122</sup> <https://rosstat.gov.ru/storage/mediabank/1DAmhR1/4-12.doc>
- <sup>123</sup> <https://d-russia.ru/rosstat-opublikoval-dannye-po-proniknoveniju-shpd-v-regionah-rossii.html>
- <sup>124</sup> A survey of persons with disabilities living in Moscow was conducted by the Institute of Socio-Economic Problems of the Population of the Russian Academy of Sciences in 2018. Employment of persons with disabilities in the labor market of the country’s capital city: Problems and solutions (2018).
- <sup>125</sup> Persons with disabilities in the labor market: myths and realities  
<https://www.oprf.ru/press/news/2019/newsitem/49065>
- <sup>126</sup> These reforms were carried out alongside reforms to tighten the regulation of political and rights-oriented NGOs, with introduction of legislation on foreign agents
- <sup>127</sup> Defined by the Federal Law No. 40–FZ as “non-profit organizations that conduct activity focused on solving social problems and developing civil society in the Russian Federation, as well as other types of activities identified by the 1996 Federal Law No. 7–FZ *On Non-commercial Organizations*”
- <sup>128</sup> Cook L. J., Iarskaia-Smirnova E. R., Tarasenko A. Outsourcing Social Services to NGOs in Russia: Federal Policy and Regional Responses // *Post-Soviet Affairs*. 2021. Vol. 37. No. 2. P. 119–136.
- <sup>129</sup> Tariffs for services provided to senior citizens, persons with disabilities, and social service providers is based on per capita funding standards per consumer per month, Nijnigorod Oblast. Employment assistance: Rub 4.18 /US\$0.057; organization of educational assistance and (or) qualification for persons with disabilities (disabled children) accord-

ing to their abilities: 4.18/US\$0.057; conducting activities on the use of residual labor opportunities and training in available professional skills—133.81/US\$1.82; consulting on self-sufficiency 66.90/US\$0.91. Source: Executive Order, Nijnegorod Regional Government.

- <sup>130</sup> Federal Law 13/07/2020 No. 189–FZ *On State (Municipal) Social Order for Services in Social Sphere*. Key innovations of the Law include: (i) transparency about the quantity and cost of the services contracted to nongovernmental actors through the portal of the budgetary system; (ii) tenders for nonprofit and private providers and social (consumer) certificates as alternative mechanisms available to regions; (iii) equal subsidies to cover operating costs including infrastructure maintenance for state and nongovernmental providers; and (iv) assignment of responsibilities and liabilities among the government (municipal) agency responsible for social contracting, the provider of the service and the recipient of the service
- <sup>131</sup> On the activities of noncommercial organizations. Information portal of the Ministry of Justice of the Russian Federation <http://unro.minjust.ru/NKOs.aspx>
- <sup>132</sup> [https://www.vos.org.ru/index.php?option=com\\_content&view=article&id=2883:otchet-centralnogo-pravleniya-vserossiyskogo-obschestva-slepyh-o-rabote-za-period-s-noyabrya-2011-goda-po-noyabr-2016-goda](https://www.vos.org.ru/index.php?option=com_content&view=article&id=2883:otchet-centralnogo-pravleniya-vserossiyskogo-obschestva-slepyh-o-rabote-za-period-s-noyabrya-2011-goda-po-noyabr-2016-goda)
- <sup>133</sup> <https://voginfo.ru/about/>
- <sup>134</sup> Gontmakher E.Sh., Klepikov A.V. et al. Russia: on the way to equal opportunities. [http://www.unrussia.ru/sites/default/files/doc/russia\\_on\\_the\\_pat\\_ru.pdf](http://www.unrussia.ru/sites/default/files/doc/russia_on_the_pat_ru.pdf)
- <sup>135</sup> Federal Law No. 245–FZ (July 26, 2019) *On Amendments to the Federal Law “On the Development of Small and Medium-sized Businesses in the Russian Federation”* in terms of fixing the concepts of “social entrepreneurship,” “social enterprise”
- <sup>136</sup> <http://nb-forum.ru/news/pochti-3000-subektov-msp-voshli-v-reestr-sotsialnih-predpriyati>
- <sup>137</sup> Federal Law No. 245–FZ (July 26, 2019) *On Amendments to the Federal Law “On the Development of Small and Medium-sized Businesses in the Russian Federation”*
- <sup>138</sup> Federal Law No. 181–FZ (November 24, 1995) *On Social Protection of People with Disabilities in the Russian Federation*
- <sup>139</sup> Ibid.
- <sup>140</sup> [https://gks.ru/free\\_doc/new\\_site/KOUZ18/index.html](https://gks.ru/free_doc/new_site/KOUZ18/index.html)
- <sup>141</sup> <https://npd.nalog.ru/>
- <sup>142</sup> <https://openknowledge.worldbank.org/handle/10986/33220>
- <sup>143</sup> Creswell, J. W. 2013. *Research Design: Qualitative, Quantitative, and Mixed Methods Approaches*. London: Sage Publications.
- <sup>144</sup> Ethical Guidance for Research with Persons with Disabilities. The National Disability Authority. <http://nda.ie/nda-files/ethical-guidance-for-research-with-people-with-disabilities.pdf>
- <sup>145</sup> World Health Organization and World Bank. 2011. *World report on disability*. [http://www.who.int/disabilities/world\\_report/2011/report.pdf](http://www.who.int/disabilities/world_report/2011/report.pdf)
- <sup>146</sup> Thematic study on the work and employment of persons with disabilities. Report of the Office of the United Nations High Commissioner for Human Rights. 2012. <https://digitallibrary.un.org/record/740426?ln=en>
- <sup>147</sup> Triangulation, D. S. (2014, September). The use of triangulation in qualitative research. In *Oncology Nursing Forum* (Vol. 41, No. 5, p. 545).
- <sup>148</sup> Those of working age who were not employed carried out activities to seek employment during the previous four weeks and were available to take up employment given a job opportunity during the reference week, based on nationally-representative survey <https://rosstat.gov.ru/storage/mediabank/met-Tr6.pdf>; [https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/normativeinstrument/wcms\\_230304.pdf](https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/normativeinstrument/wcms_230304.pdf)
- <sup>149</sup> <https://rosstat.gov.ru/storage/mediabank/YI4SUJrZ/tab4-22.htm>
- <sup>150</sup> In 2020 the maximum size of benefits for main categories increased from Rub 8,000 to Rub 12,130 for the first 3 months, dropping to Rub 5,000—for the following 3 months—for other categories. KonsultantPlus. Reference information: Unemployment benefit size [http://www.consultant.ru/document/cons\\_doc\\_LAW\\_115258/76d57c0dcc2c1f4beffba4a83e0066a7d65292ee/](http://www.consultant.ru/document/cons_doc_LAW_115258/76d57c0dcc2c1f4beffba4a83e0066a7d65292ee/)



- <sup>151</sup> [https://gks.ru/free\\_doc/new\\_site/KOUZ18/index.html](https://gks.ru/free_doc/new_site/KOUZ18/index.html)
- <sup>152</sup> Ibid.
- <sup>153</sup> Gimpelson, V. The labor market in Russia, 2000–2017. IZA World of Labor 2019: 466 doi: 10.15185/izawol.466
- <sup>154</sup> <http://www.consultant.ru/law/ref/mrot/2021/>
- <sup>155</sup> Employment and unemployment in February 2021 [https://rosstat.gov.ru/labour\\_force](https://rosstat.gov.ru/labour_force)
- <sup>156</sup> HSE experts on the labor market: what the specifics of the current crisis are and how one measures its impacts <https://www.hse.ru/news/expertise/394463153.html>
- <sup>157</sup> Kopytok V., Kuzmina Y. Unemployment during COVID-19: What can administrative data tell us? [https://cpur.ru/new-research/pp\\_covid\\_unemployment/](https://cpur.ru/new-research/pp_covid_unemployment/)
- <sup>158</sup> [https://rosstat.gov.ru/labour\\_force](https://rosstat.gov.ru/labour_force)
- <sup>159</sup> <https://rosstat.gov.ru/storage/mediabank/l6rFTHYB/tab4-10.html>
- <sup>160</sup> [https://rosstat.gov.ru/labour\\_force](https://rosstat.gov.ru/labour_force)
- <sup>161</sup> The attitude of the population to people with disabilities. Analytical report. Levada-Center. 2019 <https://www.levada.ru/2019/10/25/otnoshenie-naseleniya-k-litsam-s-ogranichennymi-vozmozhnostyami/>
- <sup>162</sup> Federal Law No 384-FZ (December 30, 2009) *The Technical Regulation on Safety of Buildings and Structures*
- <sup>163</sup> Code of Rules CR 59.13330.2016 *Accessibility of Buildings and Structures for Populations with Limited Mobility* approved by the Decree No 798/np on November 14, 2016 by the Ministry of Construction of the Russian Federation. <https://minstroyrf.gov.ru/docs/13225/>
- <sup>164</sup> Report *On the implementation and assessment of the effectiveness of the state program of the Russian Federation “Accessible Environment” for 2011–20 for 2020*. Ministry of Labor of Russia. <https://mintrud.gov.ru/docs/1396>.
- <sup>165</sup> <https://rg.ru/2020/08/27/sofinansirovanie-na-reabilitaciiu-invalidov-poluchat-60-regionov.html>
- <sup>166</sup> Social cab for pensioners and persons with disabilities in Moscow. <https://www.kp.ru/putevoditel/moskva/sotsialnoe-taksi-dlya-invalidov-pensionerov/>
- <sup>167</sup> [https://gks.ru/free\\_doc/new\\_site/KOUZ18/index.html](https://gks.ru/free_doc/new_site/KOUZ18/index.html)
- <sup>168</sup> Ibid.
- <sup>169</sup> The estimates are based on combined data from two surveys. See [https://rosstat.gov.ru/labour\\_force](https://rosstat.gov.ru/labour_force); [https://gks.ru/free\\_doc/new\\_site/business/it/ikt20/index.html](https://gks.ru/free_doc/new_site/business/it/ikt20/index.html)
- <sup>170</sup> Article 1 of Federal Law No. 181–FZ (November 24, 1995) *On Social Protection of People with Disabilities in the Russian Federation*
- <sup>171</sup> Resolution of the Government of the Russian Federation No. 95 (February 20, 2006; the updated version of November 26, 2020) *On the Procedure for and Criteria of Disability Status Assignment*
- <sup>172</sup> Order of the Ministry of Labor and Social Protection of the Russian Federation No. 585n (August 27, 2019) *On Classifications and Criteria for Medical and Social Reviews of Citizens by the Federal Medical and Social Review Offices*
- <sup>173</sup> The other functioning domains/functional abilities are self-care, mobility, orientation, communication, control of one’s behaviours, and learning.
- <sup>174</sup> For persons younger than 18 years of age: Health disorder with the second and higher severity level of persistent impairment of vital functions (40–100 percent) resulting from diseases, injuries, or malformations, leading to limitation in any of the functioning domains and at any of the three severity levels of limitation of each of the core functioning domains and defining the need for social protection of the child. The status of “a child with disabilities” is assigned if the child has the second, third, or fourth severity level of persistent impairment of vital functions (40–100 percent) resulting from diseases, injuries and malformations.
- <sup>175</sup> The quantitative approach was introduced in 2016 to enhance the transparency and objectivity of the examination for the disability status.

- <sup>176</sup> Order of the Ministry of Labor and Social Protection of the Russian Federation No. 585n (August 27, 2019) *On Classifications and Criteria for Medical and Social Reviews of Citizens by the Federal Medical and Social Review Offices*
- <sup>177</sup> See annex to the Resolution of the Government of the Russian Federation No. 95 (February 20, 2006; the updated version of November 26, 2020) *On the Procedure for and Criteria of Disability Status Assignment*
- <sup>178</sup> Resolution of the Government of the Russian Federation No. 95 (February 20, 2006; the updated version of November 26, 2020) *On the Procedure for and Criteria of Disability Status Assignment*
- <sup>179</sup> <http://government.ru/news/41494/>. This temporary procedure will expire in October 2021.
- <sup>180</sup> Federal Law No. 181–FZ of November 24, 1995 (the updated version of December 8, 2020) *On Social Protection of People with Disabilities in the Russian Federation*
- <sup>181</sup> [https://gks.ru/free\\_doc/new\\_site/GKS\\_KDU\\_2019/index.html](https://gks.ru/free_doc/new_site/GKS_KDU_2019/index.html).
- <sup>182</sup> See Article 9 in Federal Law No. 181–FZ (November 24, 1995; the updated version of December 8, 2020) *On Social Protection of People with Disabilities in the Russian Federation*
- <sup>183</sup> The compensation procedure is set out in the order of the Ministry of Health of Russia No. 57 (January 31, 2011; as amended on October 24, 2014)
- <sup>184</sup> Article 3 of Federal Law No. 166–FZ (December 15, 2001) *On Public Pensions in the Russian Federation*
- <sup>185</sup> Ibid.
- <sup>186</sup> Federal Law No. 400–FZ (December 28, 2013) *On Insurance Pensions*
- <sup>187</sup> <https://pfr.gov.ru/branches/sevastopol/news~2019/10/17/191510>
- <sup>188</sup> <https://trudvsem.ru/>
- <sup>189</sup> Ibid.
- <sup>190</sup> Ibid.
- <sup>191</sup> Ibid.
- <sup>192</sup> Federal Law No. 273–FZ (December 29, 2012; version dated December 08, 2020) *On Education in the Russian Federation*
- <sup>193</sup> [https://rosstat.gov.ru/storage/mediabank/kfNe7zQE/2019\\_c\(1\).pdf](https://rosstat.gov.ru/storage/mediabank/kfNe7zQE/2019_c(1).pdf)
- <sup>194</sup> <https://edu.gov.ru/press/1194/infrastrukturu-korrekcionnyh-shkol-obnovyat-v-ramkah-realizacii-nacproekta-obrazovanie/>
- <sup>195</sup> [https://edu.gov.ru/activity/main\\_activities/limited\\_health](https://edu.gov.ru/activity/main_activities/limited_health)
- <sup>196</sup> (2015) Final Report of the Ministry of Labor and Social Protection. Education System Analysis and Future Development. <https://mintrud.gov.ru/uploads/magic/ru-RU/cffc27b8-1500964735.doc>
- <sup>197</sup> <https://rosstat.gov.ru/storage/mediabank/JwbmCdvK/tab4-13.htm>
- <sup>198</sup> Information on persons with disabilities being students at vocational education institutions and higher education institutions
- <sup>199</sup> <https://fgos.ru/>
- <sup>200</sup> “Guidelines for Organization of the Educational Process for Teaching People with Disabilities and Health Limitations at Educational Institutions of Higher Education, Including for Equipment Required for the Educational Process” (as approved by the Ministry of Education and Science of Russia, dated April 08, 2014, No. AK-44/05vn)
- <sup>201</sup> <https://mintrud.gov.ru/docs/mintrud/handicapped/1353>
- <sup>202</sup> <https://issek.hse.ru/news/352550605.html>
- <sup>203</sup> As defined in article 3, paragraph 1, subparagraphs 1 to 4, of Federal Law No. 5–FZ (January 12, 1995) *On Veterans* Article 71. Special rules for admission to bachelor and specialist programs under Federal Law No. 273–FZ (December 29, 2012; version dated December 08, 2020) *On Education in the Russian Federation* (as amended, effective from January 01, 2021)

- <sup>204</sup> Paragraph 5. Article 71 Federal Law No. 273–FZ (December 29, 2012; version dated December 08, 2020) *On Education the Russian Federation* (as amended, effective from January 01, 2021)
- <sup>205</sup> <http://www.garant.ru/news/1127166/>
- <sup>206</sup> Meeting of the President of Russia with representatives of public organizations of persons with disabilities in December 2020, List of assignments/tasks: <http://www.kremlin.ru/acts/assignments/orders/64860>
- <sup>207</sup> [http://fgosvo.ru/uploadfiles/metod/Spravka\\_dostupnost\\_invalid.pdf](http://fgosvo.ru/uploadfiles/metod/Spravka_dostupnost_invalid.pdf)
- <sup>208</sup> Federal Law *On the Changes to Federal Law on Education*. <http://base.garant.ru/71717134/>
- <sup>209</sup> <https://issek.hse.ru/news/352550605.html>
- <sup>210</sup> Order of the Ministry of Science and Higher Education of the Russian Federation No. 465 (March 23, 2020) *On Organization of Educational Activities by Organizations Implementing Educational Programs of Higher Education for Students with Disabilities and Health Limitations under Conditions Aimed at Preventing the Spread of the New Coronavirus Infection (COVID-19) in the Russian Federation*
- <sup>211</sup> “Guidelines for Organization of the Educational Process for Teaching People with Disabilities and Health Limitations at Educational Institutions of Higher Education, Including for Equipment Required for the Educational Process, as approved by the Ministry of Education and Science of the Russian Federation (No. AK-44/05vn April 8, 2014)
- <sup>212</sup> <https://perspektiva-inva.ru/userfiles/download/Perspektiva-otchet-ML-ISI.pdf>
- <sup>213</sup> <https://docs.edu.gov.ru/document/11cb97d9bbd427c234720b0d69007a6d/>
- <sup>214</sup> Ibid.
- <sup>215</sup> GOST R 53873–2010 Rehabilitation of People with Disabilities. Services for professional rehabilitation of people with disabilities
- <sup>216</sup> <https://rosstat.gov.ru/folder/13964>
- <sup>217</sup> Ibid.
- <sup>218</sup> In accordance with Federal Law dated July 3, 2016, No. 238–FZ *On Independent Qualification Assessment*
- <sup>219</sup> [https://ec.europa.eu/eurostat/cache/metadata/en/tepsr\\_sp410\\_esmsip2.htm](https://ec.europa.eu/eurostat/cache/metadata/en/tepsr_sp410_esmsip2.htm)
- <sup>220</sup> Ibid.
- <sup>221</sup> Ibid.
- <sup>222</sup> <https://учеба.онлайн/index.php>
- <sup>223</sup> <https://digitalskills.center/news/bolee-5-millionov-grazhdan-proshli-obuchenie-i-otsenku-na-onlai-n-servise-tsifrovoy-gramotnosti-i-kl/>
- <sup>224</sup> National project passport
- <sup>225</sup> Yakubovich V. Institutions, Social Networks and Market Exchange: Selection of Workers and Jobs in Russia // *Economic Sociology: New Approaches to Institutional and Network Analysis*. / Compiler and scientific editor V.V. Radaev. M.: ROSSPEN. 2002. PP. 210–248.
- <sup>226</sup> Law of St. Petersburg No. 55-12 (February 07, 2018) *On amendments to the Law of St. Petersburg “On quotas of jobs for the employment of disabled people in St. Petersburg”*
- <sup>227</sup> <https://hh.ru/>
- <sup>228</sup> <https://invastartup.ru/>
- <sup>229</sup> <https://openknowledge.worldbank.org/handle/10986/33220>
- <sup>230</sup> <https://www.washingtongroup-disability.com/question-sets/wg-short-set-on-functioning-wg-ss/>
- <sup>231</sup> <https://www.washingtongroup-disability.com/question-sets/wgunicef-child-functioning-module-cfm/>
- <sup>232</sup> <https://www.washingtongroup-disability.com/question-sets/wg-short-set-on-functioning-%e2%80%93-enhanced-wg-ss-enhanced/>
- <sup>233</sup> <https://www.washingtongroup-disability.com/question-sets/wg-extended-set-on-functioning-wg-es/>

<sup>234</sup> [https://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/---ifp\\_skills/documents/publication/wcms\\_735531.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_735531.pdf);  
[https://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/---ifp\\_skills/documents/publication/wcms\\_735532.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_735532.pdf)

<sup>235</sup> The ministry also supports organizations such as the Employer Assistance and Resource Network on Disability Inclusion, Partnership on Employment and Accessible Technology, Campaign for Disability Employment, LEAD Center, and CAPE-Youth.

<sup>236</sup> <https://askjan.org/toolkit/index.cfm>

<sup>237</sup> [https://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/---ifp\\_skills/documents/publication/wcms\\_633424.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_633424.pdf)

<sup>238</sup> <https://askjan.org/>

