

DOI: 10.7596/taksad.v7i1.1408

Citation: Kiyanova, L., Litvinenko, I., Laptev, S., & Filina, F. (2018). Socioeconomic and Management Aspects of the System of Vocational Guidance for Learners with Disabilities. *Journal of History Culture and Art Research*, 7(1), 341-353. doi:<http://dx.doi.org/10.7596/taksad.v7i1.1408>

Socioeconomic and Management Aspects of the System of Vocational Guidance for Learners with Disabilities

Liliya D. Kiyanova¹, Inna L. Litvinenko²,
Sergey V. Laptev³, Faina V. Filina⁴

Abstract

Of significant importance for the Russian economic system is the generalization and application of best practices in the area of vocational guidance and employment of young people with special educational needs. In Russia, a special attention is being paid to the development and creation of a vocational guidance system as one of the priorities in the sphere of training students with special educational needs. Despite the fact that in recent years much has been accomplished in this area, yet there remain a number of both conceptual and practical problems. The authors of this study have conducted a critical analysis regarding the main aspects of the problems related to vocational guidance for persons with disabilities and regarding the current trends in the creation of a professional self-determination system for persons with disabilities. The authors have also defined prospects of the concept of a vocational guidance system for school children/students with special educational needs, as well as examined existing strategies for the vocational guidance of learners with special educational needs.

Keywords: Education, Learners with disabilities, Vocational guidance, Employment, Professional self-determination, State support, Human capital, Road map.

¹ PhD in economics, Associate Professor, Department of Education Management. E-mail: Black_magicM@rambler.ru

² PhD in economics, Associate professor, Department of Management and Entrepreneurship, Moscow State University of Humanities and Economics, Moscow, Russia.

³ Doctor of economics, Professor of the Department of Corporate Finance and Corporate Governance, Finance University under the Government of the Russian Federation.

⁴ PhD in economics, Associate professor, Head of the Department of Economics and Innovations, Moscow State University of Humanities and Economics, Moscow, Russia.

Introduction

The transition to an innovative economy by changing the established structure of employment is accompanied by a decrease in the number of inefficient workplaces, a redistribution of employees by types of economic activity and an emergence of new areas of employment. This fact greatly increases the education system's responsibility for the development of qualified staff, who are so much needed by an innovatively developing economy.

Learners with disabilities represent an educational group that requires general pedagogical and social approaches. The availability of education, the creation of a special educational environment for disabled people is an absolute requirement to be met by professional educational institutions.

The above measures may be implemented during the transition from the "catching up" nature of learning to the progressive one, which will require a whole new "human capital" that should be receptive to innovations, have a modern vocational training and possess the relevant competencies. Under such conditions, the education system needs an ongoing monitoring and accounting of changing parameters in the macro environment (socioeconomic situation, market needs, demographics, requirements for qualified personnel).

The most difficult and, of course, important is the vocational guidance for disabled persons, their professional education and preparation for employment, adaptation of the education system and working environment to the level of their training, the peculiarities of their development, as well as their abilities and interests (Savina, 2009; Atutov, 2001).

According to the experience of economically developed and a number of developing countries, the socioeconomic efficiency of a vocational guidance system noticeably increases when it is included into the general framework of a national human resource (HR) policy. This, in turn, greatly enhances the education system's responsibility for workforce development.

Materials and Methods of the Study

The study of the disabled people professional self-determination system created in Russia has focused on the legal framework governing the activities aimed at facilitating the vocational guidance and promoting the employment of persons with disabilities. During the study, the compliance of Russian statutory and regulatory acts with international standards has been assessed.

The methods of systematic, comparative and logical analysis have been applied in the course of the study.

Results

In order to improve the vocational guidance system at all education levels and enhance the management of this system in three years, we have prepared a roadmap for the facilitation and promotion of vocational guidance and employment of persons with disabilities. This road map will be implemented in three stages: Year 1, Year 2, Year 3 (see Figure 1 below).

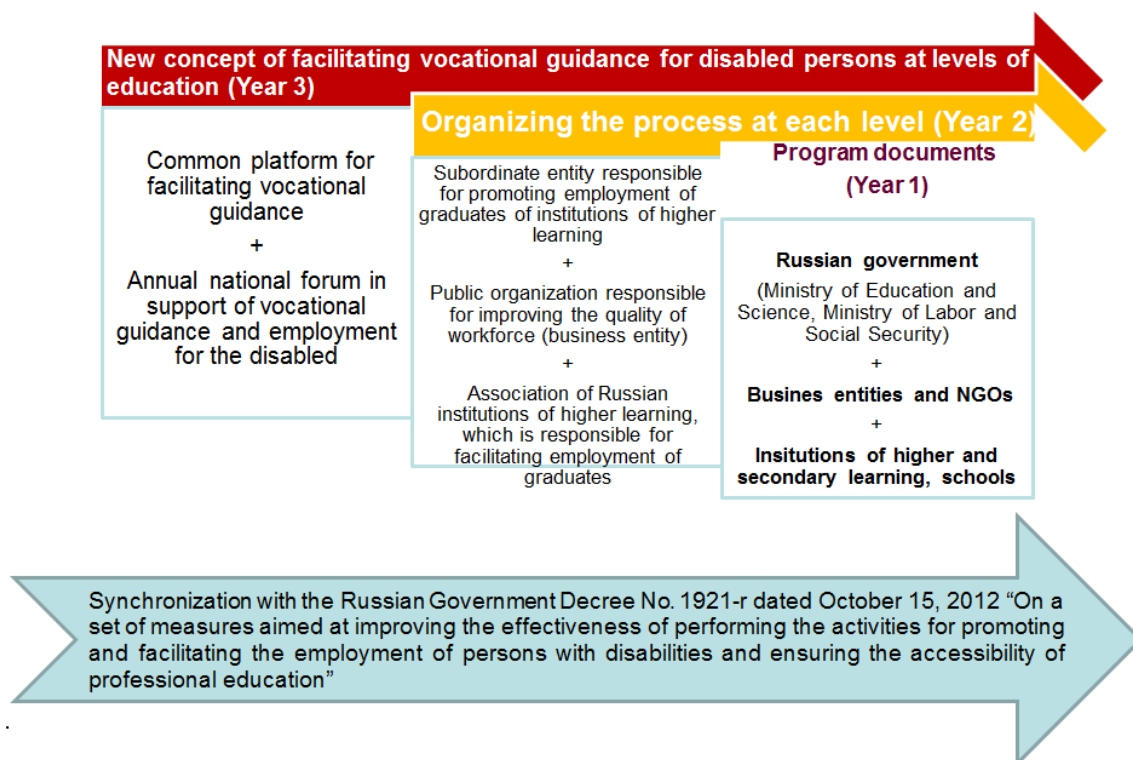


Figure 1. "Roadmap" for the facilitation and promotion of vocational guidance and employment of learners with disabilities

Part 1

According to experts, the socioeconomic aspect of vocational guidance of persons with disabilities consists primarily in the fact that when selecting types of occupation and forms of professional training for disabled persons one should take into account various factors that define the peculiarities of a disabled person's social status (level of education, degree of training, qualification, marital status and financial situation, housing conditions, place of residence, age, gender), as well as take into consideration the local (regional) specifics of industrial development, the conditions of employment and manpower requirements existing in particular types of professional activities (the state of labor market and the opportunities for vocational training and employment of disabled people) (Kudaeva, 2009; Nikolaenko & Satari, 2016).

The most common indicator of the socioeconomic efficiency of a vocational guidance system is its ability to assist learners with disabilities in choosing profession and to shape their soft and hard skills that maximize the competitiveness of this category of citizens in the labor market. By using the approach proposed by A.L. Fursov (2010), below we present a table of indicators of the socioeconomic efficiency of vocational guidance for learners with disabilities.

Table 1. Indicators of the socioeconomic efficiency of vocational guidance for learners with disabilities

| Individual | Socioeconomic effect |
|---------------|--------------------------|
| Learners with | - Higher professionalism |

| | |
|---------------------|---|
| disabilities | <ul style="list-style-type: none"> - Higher competitiveness in the labor market - Fulfilled professional abilities and interests - Higher social status - More satisfaction with life and job - Higher living standards, literacy, education and life expectancy - Higher income per capita |
| Basic training | <ul style="list-style-type: none"> - Higher rating - More funding from the state and social partners - Competitive graduates with disabilities are prepared for the conscious choice of occupation |
| Vocational training | <ul style="list-style-type: none"> - Formed competence - Higher competitiveness in the labor market - Higher rating among universities - More funding for the educational process from the state and social partners - Wider range of educational and additional services - More research funding from the state and grantors (donors) - Better scientific and information support for vocational guidance and career counseling - Better international image |
| Authorities | <ul style="list-style-type: none"> - Effective system of employment for people with disabilities - Fewer unemployment benefits, lower cost of vocational retraining and more labor mobility of people with disabilities - Lower social tension - More human capital with disabilities |

| | |
|---------------------------------|--|
| | - More budget revenues from personal income tax |
| Business entities, employers | - Lower costs for retraining and professional development - Competitive employee - Higher performance - Higher profit |

One of the indicators of the effectiveness of a vocational guidance system is the number of disabled people admitted to the institutions of higher learning. According to the National Research University “Moscow Higher School of Economics”, the number of disabled individuals enrolled in educational programs of higher learning (bachelor, specialist and master) for 2014-2015 academic year was 20,820 people, or 0.4% of the total student population. Those studying under adapted educational programs amounted to 1817 people, which is 21.2% of the total number of learners with disabilities (Official Website of the Russian Federal Service of State Statistics, 2018).

It should be noted that the disabled individuals who are receiving and have received higher education account for a mere 23.9 percent of the total number of disabled persons aged from 15 and older. Therefore, the availability of education, the creation of a special educational environment for disabled people is an absolute requirement for educational institutions (Official Website of the Russian Ministry of Education and Science, 2018).

According to the procedure of employing persons with disabilities, along with other required documents an applicant is supposed to submit a certificate of disability and an individual rehabilitation program. There are three disability categories in the context of employment (Figure 2). Based on what disability category he or she belongs to, each candidate is assigned to a particular category and the respective working mode and conditions are set for him or her.

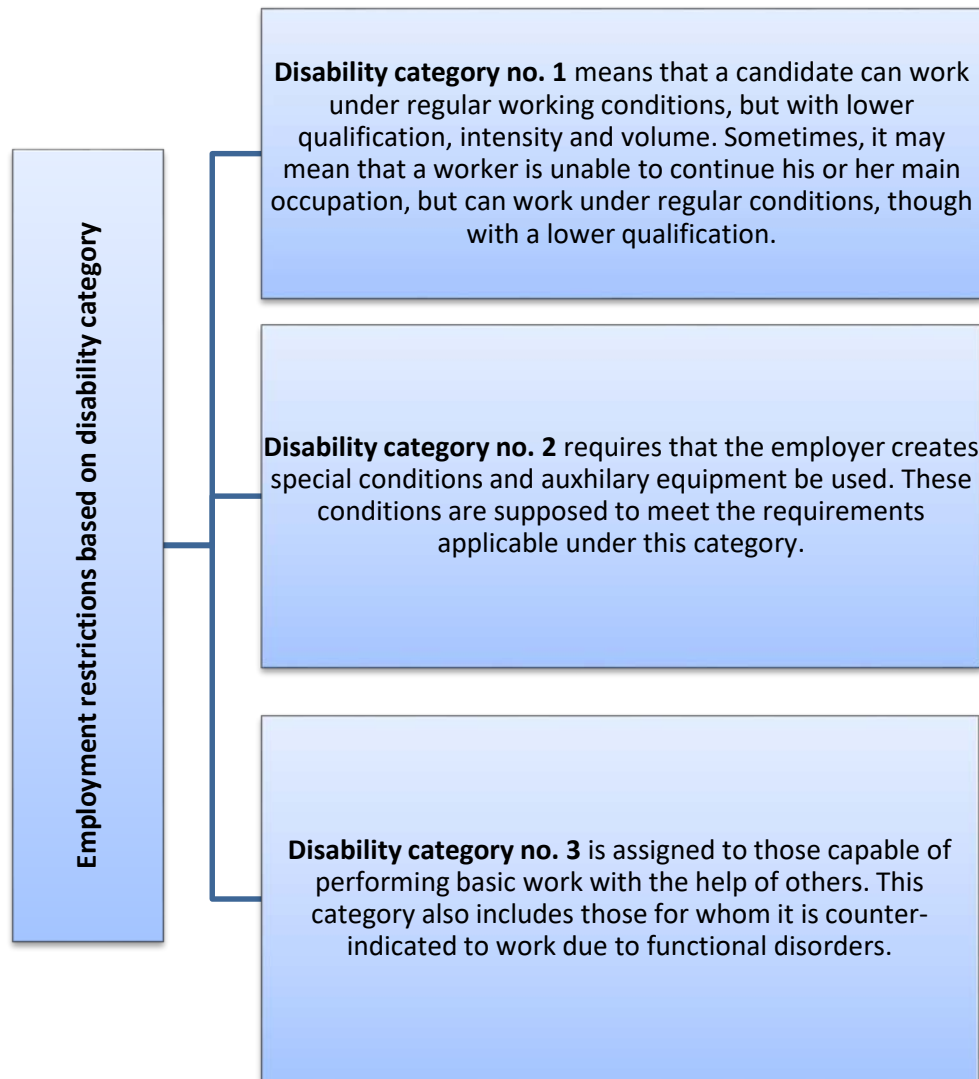


Figure 2. Employment restrictions based on disability category

The number of disabled people who applied for assistance in finding a suitable job in recent years is decreasing (from 306 to 170 thousand). Almost half of them find a job. It should be noted that more disabled persons seek such assistance find a job (an increase in the total number of seekers). 60% of those employed in 2016 had disability category no. 1, 37% - no. 2 and merely 3% - no. 3 (Official Website of the Russian Ministry of Education and Science, 2018).

Part 2

Under the Russian law (The Moscow City Law, No.16, 2010), there are various measures in place and under implementation which are aimed at supporting the employment of persons with disabilities, including graduates of vocational institutions and institutions of higher learning, including:

- Promoting the employment of persons with disabilities within the framework of a state program “Accessible environment” for 2011-2020;
- State support for the nationwide public organizations of disabled persons;

- Support for socially oriented NGOs that provide additional targeted services to persons with disabilities;
- Assistance in finding a suitable job for disabled people as part of the public service provided by Employment Office for organizing vocational guidance for citizens;
- Promoting the employment of jobless people with disabilities within regional programs aimed at reducing tensions on the labor market by finding equipped (fitted out) jobs for them;
- Setting disabled employment quotas for large and medium-sized enterprises;
- Granting tax benefits to public organizations of disabled persons and institutions, the sole owners of the property of which are public organizations of disabled people;
- Other measures implemented by Russian federal municipalities (constituent entities) (Smid, 2000; Sokolova, 2011; Starobina, Gordievskaya, & Kuzmina, 2016).

According to the Federal State Statistics Service (latest data as at 15.04.2015):

- The disabled persons aged from 15 to 65, who are economically active and whose profession (qualification) is confirmed by a diploma or other document, account for 68.7%. Out of which merely 51.2% of the diplomas (certificates) correspond (38%) and almost correspond (13,4%) to the received qualification. It is yet another evidence that there is an imbalance in the labor market (a qualitative gap between the demand and supply of labor).
- The ability to lead an active life is possessed by 15% of the disabled people of working age and the lack of interest in it is observed among 9%;
- 26.7 % of those aged from 15 to 29 are able to lead an active life and 11% thereof have no desire or interest (Official Website of the Russian Federal Service of State Statistics, 2018).

Such lack of interest is largely due to the existence of social and psychological barriers (both the internal ones, which are related to the individual aspects of a person, and the external ones, which are related to the availability and development of an “accessible environment”): the underestimation or overestimation of one’s capabilities, the influence of parents or reference group, the problems of socialization, the lack of sociability, the lack of motivation, the blurring of values, the lack of information about professions and their specifics, the availability of a necessary infrastructure (transport, institutional, social), etc. (Braddock & Bachelder, 1994; Fukunaga, Simonelli, & Sperry, 2018; Hotchkiss, 2002; Kay, Ochs, & Shields, 1997).

The solution to these problems is also within the scope of vocation guidance and largely reflects its social aspect.

Part 3

As has been noted earlier, the system of vocational guidance for disabled people, likewise any system, must be controllable. This can be achieved if the system’s organizational structure will ensure coordination between all its participants: a disabled child; his or her family; teaching staff of the school who are responsible for the work related to vocational guidance; teaching staff of educational institutions of secondary professional and higher education who are interested in the enrollment of students for training in professions and qualifications within educational organizations; employers and government officials who ensure implementation of the state policy in the field of education, vocational guidance and employment of persons with disabilities.

Ensuring that the vocational guidance system is effective involves the creation of a whole range of conditions, primarily including: the activity and ongoing impact on this process from the state, the society,

the administration and teaching staff of an educational institution; the qualification and readiness of specialists to carry out vocational guidance (meaning all types of readiness: personal, professional, psychological, etc.); the relevant psychological conditions, the organizing of correctional assistance and comprehensive (including organizational and managerial) support for the professional self-determination of persons with disabilities at all levels of general and professional education (Kruse & Schur, 1998; Volman, 1997).

The fact that managerial support is mainly focused on education is primarily due to the fact that it is educational institutions that can implement the basic ideas associated with the continuity of professional self-determination, the creation of optimal conditions for forming among people with disabilities the views and practical experience sufficient for making an informed choice of profession (Marcinkowska, Wojakowska, & Koman, 2008; Standing, 2011).

The authors of the concept of support for the professional self-determination of students in the context of lifelong learning developed in 2015 by the Center for professional education of FGAEU "Federal institute for the development of education" (Russian acronym - FIRO) consider the support at micro and macro levels. The micro one is psychological and pedagogical support of professional self-determination. It is implemented in the form of direct interface between a student and a teacher (counselor, psychologist, master for apprentice, employer representative, etc.). The macro level involves comprehensive support professional self-determination implemented on a local, municipal, regional and federal level of education. It includes the legal, organizational-managerial, scientific-methodical and resource support for this process (Blinov & Sergeev, 2018).

At the federal level, the education authorities develop a state policy, as well as a statutory and regulatory framework for the vocational guidance of children with disabilities. Another quite important function of theirs is the development of a mechanism for interagency cooperation between federal, regional and municipal education authorities, universities and institutions of secondary vocational education, employment office for the purpose of organizing vocational guidance for persons with disabilities and facilitating their employment.

As has been noted earlier, the Russian law requires that the measures aimed at providing vocational guidance and training for children aged 14 should be taken by the executive authorities of Russian federal municipalities (constituent entities).

At the regional level, the managerial support of vocational guidance for children, including those with disabilities in educational institutions, is aimed at ensuring their effective professional self-determination with the balance of personal interests and the needs of a regional labor market for skilled and competitive staff.

The framework for vocational guidance of disabled learners at the regional level involves the concerted efforts by a variety of stakeholders. They include:

- Government sectoral ministries and departments (education, labor and social welfare, culture and sports, health, family and youth policy, etc.);
- Institutions of the relevant industrial sector and its subordinate organizations at the regional level;
- Employers' associations, enterprises and organizations with different forms of ownership;
- Employment Office;
- Media;

- Public organizations of disabled people and other social institutions interested in solving the problems associated with professional self-determination of children with disabilities.

In order to achieve the desired results, at the regional level the vocational guidance system stakeholders work closely with each other and within the limits of their powers perform certain functions. Let us focus only on the functionality of stakeholders operating in the education system.

The education governing body of a Russian federal municipality (constituent entity):

- Ensures the creation of conditions for the methodological support to the system of professional self-determination for children with disabilities;
- Coordinates the activities of subordinate educational institutions and issues guidelines to local governments responsible for education on how to organize the work of supporting the professional self-determination of children with disabilities;
- In collaboration with the regional employment office, annually develops an action plan for supporting the professional self-identification of disabled children studying in educational institutions of the region;
- Interacts with centers promoting and facilitating the employment of graduates with disabilities in the region's professional education institutions;
- Ensures conditions for targeted training;
- Monitors the pre-employment of disabled graduates of the region's institutions of general education.

Institutions of general education:

- Create the conditions for a systematic, qualified and comprehensive work of supporting the professional self-determination of children with disabilities;
- Provide organizational-pedagogical and psychological support of the professional self-determination of children with disabilities;
- Monitor the professional intentions of children with disabilities;
- Ensure that measures aimed at supporting the professional self-determination of children with disabilities be included into the curriculum;
- In the course of educational and extracurricular activities, familiarize students with the professions and specializations taught in institutions of secondary professional and higher education located in the region;
- Organize professional counseling for persons with disabilities, contribute to the formation of their professional intentions based on a comprehensive study of their personality, taking into account their individual psychophysiological characteristics and health condition, as well as how many workers of certain profession are needed in the region;
- Interact with the regional employment centers for the purpose of implementing vocational guidance;
- Organize awareness raising programs for parents of disabled children about their professional identity.

Professional educational organizations and institutions of higher learning:

- Promote the professions required by the economy (priority – the economy of the region);
- Provide organizational-pedagogical and psychological support for determining the professional identity of persons with disabilities;
- Contribute to the formation and consolidation of professional intentions among students with disabilities;

- Monitor educational and career trajectories of persons with disabilities;
- Provide disabled applicants with information about requirements for the study and its content, about professional opportunities in selected training programs;
- Together with organizations of the relevant economic sectors, ensure conditions for quality training of skilled workers and specialists;
- Jointly with regional employment centers, build a network of partnerships with organizations and enterprises for arranging practice-oriented vocational guidance activities.

It should be noted that by early 2017 the regional education authorities and educational institutions have managed to overcome some negative trends that serve as barriers to forming an effective system of vocational guidance for persons with disabilities. In particular, the trend of a decreasing prestige of in-demand professions and specialization at the level of secondary vocational education has been overcome. According to the results of a monitoring conducted in 2016, disabled people are enrolled for secondary vocational programs by 64% of the total number of educational institutions offering such programs (+ 4% compared to the previous year). For professional education institutions subordinate to Russian federal municipalities (constituent entities), this figure was higher – 72%. Training programs for this category of students are offered by 20% of educational institutions of the total number of educational institutions monitored (Official Website of the Russian Ministry of Education and Science, 2018).

In the academic year of 2015/2016, a total of 18403 people with disabilities were enrolled for secondary vocational education programs. Compared to the previous academic year, the number of students in this category grew by 12.7%. For programs of training skilled specialists, 4622 people were enrolled (5% more than in the previous year) and for programs of training semiskilled specialists – 13781 (15.5% more than in the previous year). The program of professional training involves 23,902,658 disabled persons studying in educational institutions, which is 29% higher than according to the data obtained during the monitoring conducted in 2015 (Official Website of the Russian Ministry of Education and Science, 2018).

However, such positive trends are not being observed in a number of areas of the development of a system for supporting the professional self-determination of disabled people in the context of a multilevel education:

- 1) No projects have been developed at the regional level that ensure a single technology of supporting the professional self-determination of persons with disabilities at various levels of education, nor there is a guaranteed minimum (statutory regulation) regarding vocational guidance services;
- 2) There are still no comprehensive and yet technological approaches to assessing the effectiveness of supporting the professional self-determination of persons with disabilities, which could be used at different levels of management;
- 3) No approaches to the development of professional standards by type of activity “vocational guidance support for the professional self-determination of children with disabilities” have been defined, nor there is a regulation governing the professional activities of a specialist working in the appropriate field;
- 4) There are no significant and system precedents of training staff for the system of supporting the professional self-determination of persons with disabilities, nor there is certification of such staff;
- 5) In many cases, at various levels of education management, there is still a false understanding of vocational guidance work as a system of measures aimed at “enhancing the prestige of "non-prestigious" professions”;

6) The involvement of employers in vocational guidance activities (especially in the system of dealing with disabled students) remains weak.

Finally, the quality of the existing methodological tools of psychological and pedagogical support for children with disabilities (vocational guidance tests, games and activities) leaves much to be desired. In some cases, commercially available materials of this kind do not have detailed manuals, and for schoolteachers it is difficult to understand and use them for supporting the professional self-determination of students with disabilities. Besides, many methods do not reflect the real situation in the labor market and are not adapted to the regional situation. Even if schools do purchase quality techniques of vocational guidance, it does not guarantee that they will be used by qualified and specially trained staff. Now that there is a massive pivot of schools towards solving vocational guidance tasks, it poses a serious risk of it being just a sham and, what's worse, deformation of psychological and pedagogical support for the professional self-identification of disabled learners.

As has been noted earlier, as a result of the study, the authors proposed a roadmap for the promotion of vocational guidance and employment of persons with disabilities till 2020.

The first stage involves the preparation and approval – at the federal level and within the established timeframes – of regulatory documents governing vocational guidance and employment facilitation for persons with disabilities, as well as the development of regional mechanisms and instruments for supporting the professional self-determination of persons with disabilities, taking into account the interests and functions of each stakeholder – regional and municipal bodies of education management; specialized public and private organizations that provide vocational guidance services; educational institutions at all levels and types of economic entities (businesses, employers); rehabilitation centers, associations of disabled people, etc.

We believe that the achievement of these results requires the adoption of managerial decisions on optimization of the organizational structure at the federal level. In the Russian Education Ministry it is necessary to create special structural units dealing with the issues of inclusive education and vocational guidance for students with disabilities.

The second stage – implementation of the adopted program regulations and documents on organizational-pedagogical support of professional self-determination of persons with disabilities at every education level – from pre-school to secondary professional and higher education (2019 - 2020). In this case, special attention should be paid to the points of institutional transition of disabled young people from general education school to elementary vocational school (in Russia, it is referred to as “college”) or institution of higher learning; from “college” or institution of higher learning to the field of professional activity.

During the third stage of supporting the vocational guidance and employment of persons with disabilities, based on the results of an analysis conducted by the authors a new concept of promoting professional self-determination of persons with disabilities at all levels of education will be developed. By the beginning of 2020, conditions will be created for:

- The formation of a wide social and professional public movement which unites representatives of various social groups and institutions interested in joint efforts aimed at developing a system for supporting the professional self-determination of various groups of the population, especially young people;
- The development of a common platform for promoting vocational guidance of students with disabilities at all levels of the education system;

- The holding of a national forum in support of vocational guidance and employment of persons with disabilities.

The development and implementation of a roadmap for promoting vocational guidance and employment of persons with disabilities till 2020 involves a synchronization with the Russian Government Decree No. 1921-r dated October 15, 2012 "On a set of measures aimed at improving the effectiveness of performing the activities for promoting and facilitating the employment of persons with disabilities and ensuring the accessibility of professional education", with the special-purpose federal education development program for 2016 - 2020 and with other documents.

References

Atutov, P. R. (2001). *The Pedagogics of Labor Formation of Students: Content and Procedural Framework. Selected Works in 2 Volumes.* Moscow: Kumir Publishing.

Blinov, B. I. & Sergeev, I. S. (2018). *The Concept of Supporting the Professional Self-determination of Learners in the Context of Ongoing Education.* [Online source]. URL: <http://www.fgou-vunmc.ru> (Date of reference: 22.01.2018).

Braddock, D. & Bachelder, L. (1994). *The glass ceiling and persons with disabilities.* Washington, DC: U.S. Department of Labor, Class Ceiling Commission.

Fukunaga, L.; Simonelli, S. & Sperry, L. (2018). *Effective Practices Brief. Individualized Educational Support Strategies for Students with Autism in Inclusive Classroom Settings:* [online source]. URL: http://www.sig.hawaii.edu/products/briefs/EPB_Autism.pdf. (Date of reference: 22.01.2018).

Fursov, A. L. (2014). *Socio-economic effectiveness of the system of vocational guidance for the region's population system: economics PhD dissertation.* Saratov State Technical University named after Yu. A. Gagarin. Saratov.

Hotchkiss, Julie L. (2002). *The Labor Market Experience of Workers with Disabilities: The ADA and Beyond.*

Kay, M.; Ochs, Lisa A. & Shields, Todd G. (1997). *The last suffrage movement: Voting rights for persons with cognitive and emotional disabilities.* *Publius*, 27(3), 75-96.

Kruse, D. & Schur, L. (1998). *Employment of People with Disabilities Following the ADA.*

Kudaeva, E. G. (2009). *The Social barriers for the employment of disabled people in contemporary Russian society.* PhD dissertation. Research library of dissertations and theses disserCat. [Online source]. URL: <http://www.dissercat.com/content/sotsialnye-barery-trudoustroistva-invalidov-v-sovremennom-rossiiskom-obshchestve#ixzz4PwBJVG2>. (Date of reference: 18.01.2018).

Marcinkowska, B.; Wojakowska-Lewicka, K. & Koman, D. *Warszawa (2008). Uczeń z niepełnosprawnością w szkole ogólnodostępnej. Program szkolenia dla nauczycieli.*

Nikolaenko, V. I. & Satari, V. V. (2016). *The Innovative Model of Ongoing Comprehensive Rehabilitation of Disabled People at Various Age Stages.* *Corrective pedagogics: theory and practice*, 1(67), 80-83.

Official Website of the Russian Federal Service of State Statistics. [Online source]. (Date of reference: 22.01.2018).

Official website of the Russian Ministry of Education and Science. [Online source]. (Date of reference: 22.01.2018).

Savina, M. S. (ed.) (2009). The Relevant issues of professional education and social and labor integration of persons with disabilities: Collection of Articles Based on the Work Materials of State Expert Panel. Moscow: Publishing house LL TsVT Orientar.

Smid, R. (2000). The group work with kids and teenagers. Moscow: Genesis.

Sokolova, E. I. (2011). The formation of professional and general competencies in a specialist. Professional education Stolitsa, 5, 35-36.

Standing, G. (2011). The Precariat: The-new Dangerous Class. New York.

Starobina, E. M.; Gordievskaya, E. O. & Kuzmina, I. E. (2016). The vocational guidance based on disabilities (2nd ed.). Moscow: INFRA-M.

The Moscow city law "On Education of Persons with Limited Health in Moscow" №16 dated 28.04.2010 (2010). Bulletin of the Moscow Mayor and Government, No. 35.

Volman, M. (1997). Rhythmic Coordination Dynamics with and without a Developmental Coordination.