Employment management of the rural population in the system of labor rehabilitation support in the Yemelyanovsky district of the Krasnoyarsk territory

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Abstract. The necessity of social partnership in the management of the rural population employment on the basis of the programs "Support of labor rehabilitation and subsequent employment of disabled people" on the platform of the "Territorial Agreement" is shown. In the conditions of the employment policy activation it reduces the unemployment rate in the municipal districts. It is important not only to analyze the causes of rural unemployment, but also to study the structure of labor resources for the development of the rural population employment trajectories. In rural areas, employment management is considered from the perspective of increasing the labor potential of municipalities. The process of employment management is formed on the basis of the development dynamics of both industrial and social processes, the pace of scientific and technological progress and the need to increase the innovative sensitivity of labor collectives in agricultural organizations. The processes of society humanization outline the trajectory of social adaptation and support in solving issues related to the life of disabled people, as the most vulnerable category of citizens. We associate the management of the rural population employment with the procedural elements of the organizational mechanism functioning: the conclusion of the "Territorial Agreement on the promotion of employment of disabled people" (draft) and the implementation of the Program "Support of labor rehabilitation and subsequent employment of disabled people". The mechanism for managing the rural population employment at the municipal level ensures the functioning of a social partnership between the Agency for Labor and Employment of the Population of the Krasnoyarsk Territory, the executive bodies of the Yemelyanovsky district municipality and the business systems of the district, which facilitate disabled people’s social adaptation; expand their professional and labor activities; create conditions for employment.

1. Introduction
In the policy of socio-economic development of the region, the employment system contributes to the solution of issues of the population employment and contributes to the effective use of labor resources in general [1-4]. In the conditions of scientific and technological progress and the processes of society humanization, the activation of the employment policy, the management of the processes of using human capital, allows expanding the innovative receptivity of the labor collectives of organizations and reducing the unemployment rate [5-8]. In rural areas, employment management is considered from the perspective of increasing the labor potential of municipalities and reducing the unemployment rate in the region. According to the Federal Law of the Russian Federation of 19.04.1991 No. 1032-1 "On
employment of the population in the Russian Federation*, employment is the activity of citizens related to the satisfaction of personal and social needs, which does not contradict the current legislation and brings, as a rule, earnings (labor income). Citizens who are considered to be employed: those who work under an employment contract; self-employed and engaged in entrepreneurial activities; those engaged in subsidiary fisheries and selling products under contracts; members of production cooperatives (artels); elected, appointed, or approved for a paid position; those undergoing military service; full-time students in general education institutions, institutions of primary vocational, secondary vocational and higher vocational education and other educational institutions; temporarily absent from the workplace due to disability, vacation, retraining, advanced training, suspension of production caused by a strike or other reasons; participants of organizations, except for public, religious, and charitable ones.

The employment system of the population, its role in the context of providing conditions for the effective functioning of the economic systems of agricultural organizations located on the territory of municipalities, is a key indicator of the socio-economic development of the rural community and is aimed at increasing the number of jobs. The structure of the employment and social protection management bodies is as follows: labor resources are divided into economically active population and economically inactive population. Economically active population is represented by the employed (the population that is in an employment relationship under the terms of an employment contract) and the unemployed (the working-age population registered with the employment service and ready to start working). Economically ineffective population includes people older and younger than working age; old-age pensioners and on preferential terms; disabled people; voluntarily unemployed.

Employment processes reflect the movement of the labor force not only within the country, but also abroad [2]. The scientific discussion from the point of view of employment of the population as a socio-economic category presents a description of the essence of the concept of employment in the following wording (table 1).

**Table 1. Discussion on the content of "the population employment".**

| Author            | Characteristics                                                                 |
|-------------------|---------------------------------------------------------------------------------|
| Smith A.          | Employment as a self-regulating mechanism for managing vacant jobs.             |
| Keyns D.M.        | Employment determines national income, based on the dynamics of demand, consumption expenditures. |
| Kotlyar A.E.      | Employment refers to social relations between people, in cooperation and division of labor. |
| Ledvanov M. Yu., Kyazimov K. G. | The concept of employment of the population is the relationship between people in social production by field of activity. |

The review of the characteristics of the category of employment from the position of various authors allows us to judge the processes of formation of both the productive forces of society and the production relations that regulate the use of the properties of the labour force in the conditions of scientific and technological progress. The functions of the state employment service of the population are defined: assessment of the development of employment, forecasting the development of the market of demand and supply of vacancies, informing interested parties; informing the population about available vacancies, the state of the labor market and its updates, as well as measures to reduce unemployment; development and implementation of programs to promote employment of various categories of the population; assistance to citizens in finding a suitable job; assistance to employers in selecting the necessary employees; organization of active employment policy activities; accrual and payment of social benefits to citizens recognized as unemployed.

At the municipal level (city, district), direct work is carried out with job seekers and employers. The provisions on the employment policy are implemented at this level in the following areas: employment of various categories of the population; training or retraining of citizens; payment of benefits to the
unemployed. Russian legislation allows local governments to organize activities that promote employment, including: public, charitable and volunteer work; temporary employment of young people and adolescents; participation in competitive projects; organization of job fairs.

2. Materials and methods

The employment service in the Krasnoyarsk Territory is regulated mainly by the Agency of Labor and Employment of the Population of the Krasnoyarsk Territory, which is structurally subordinate to all territorial centers and employment departments located throughout the territory of the Krasnoyarsk Territory. The activities of the State Employment Service of the Krasnoyarsk Territory are regulated by the Regulations on the Agency of Labor and Employment of the Population of the Krasnoyarsk Territory, approved by the decree of the Government of the Krasnoyarsk Territory of 15.07.2010 No. 387-P. Promotion of the population employment by territorial services is reduced to the implementation of interaction with employers in terms of providing assistance to citizens in professional implementation.

The Agency of Labor and Employment of the Population of the Krasnoyarsk Territory is an executive body of the Krasnoyarsk Territory, which carries out its activities on the basis of: development and implementation of regional and state programs to promote employment including people with disabilities; monitoring the state of the unemployment rate in the region and analyzing the demand for professions; supervision and control over the employment of people with disabilities within the established quota, registration of people with disabilities as unemployed, training and retraining of citizens for further employment; organization of temporary employment of unemployed citizens; social adaptation of the unemployed in the labor market and promotion of self-employment; support with the assistance of employment of disabled people.

Yemelyanovsky district is located in a suburban area, to the west of Krasnoyarsk. The population of the Yemelyanovsky district as of 01.01.2020 was 53820 people, of which 13310 people live in the urban-type settlements of Yemelyanovo. In 2017-2019, the total unemployment rate in the district decreased by 12.5 %. The number of citizens registered as unemployed increased by 3.6 %, the number of citizens registered to find a suitable job increased by 1.15 %, the number of services provided to assist in the employment of registered unemployed increased by 2.82 %.

The processes of society humanization outline the trajectory of social adaptation and support in solving issues related to the life of disabled people, as the most vulnerable category of citizens. It is important to note that during the study period, the number of disabled people of working age in the region increased by 3 %. The practical significance of the employment of disabled people is regulated by the absence of individual programs for the rehabilitation of disabled people, their labor adaptation; the absence of structures that accompany them after a change in social status (change of job, change of physical capacity, medical and social expertise, social protection). The integration of disabled people into the social environment and their successful adaptation in rural areas on the basis of labor collectives of agricultural organizations today does not correspond to the dynamics of the development of socioeconomic processes in municipalities.

3. Results and discussion

Analysis of the dynamics of the structure of disabled people in the Yemelyanovsky district shows that the most popular services provided to able-bodied disabled people include: assistance in obtaining social benefits, psychological assistance and social adaptation in the labor market, assistance in finding a job. The specialists of the employment center provide assistance to people with disabilities of working age, through the use of various methods and mechanisms of social work, such as adaptation – 43 %, diagnostic – 29 %, preventive – 14 % and rehabilitation – 14 %. In order to determine the professional orientation, we will analyze the physical and age characteristics of registered disabled people in the Employment Center of the Yemelyanovsky district (table 2).
Table 2. Characteristics of the age-related disability of the population in the Yemelyanovsky district.

| Year | Total disabled people, people | Age of disabled people, years | Disabled people by groups |
|------|-------------------------------|-----------------------------|--------------------------|
|      |                               | 18-25 26-45 over 46 | 1 group, % | 2 group, % | 3 group, % |
| 2017 | 198                           | 4 112 82         | 12 | 50 | 38 |
| 2018 | 186                           | 5 115 66         | 14 | 51 | 35 |
| 2019 | 180                           | 3 121 56         | 12 | 45 | 43 |
|      | Growth rate, %                | 90.9 75.0 108.0   | 68.3 | 100.0 | 90.0 113.2 |

As can be seen from the data in table 2, the number of registered unemployed people with disabilities decreased by 9.1% during the study period. The share of disabled people increased by age, the largest number of active working people aged 26-46 by 8.0%. The lowest activity in the treatment of young people with disabilities aged 18-25 years. Considering the disabled by disability groups, we note that the largest proportion of disabled people is 2 groups, which are limited in their ability to work and require in most cases equipped workplaces. The analysis of the employment system of the Yemelyanovsky district showed that in 2017-2019 the level of total unemployment in the district decreased by 12.5%. The number of citizens registered as unemployed increased by 3.6%, the number of citizens registered to find a suitable job increased by 1.15 %, services provided to assist in the employment of registered unemployed increased by 2.8 %. The activity of the employment center of the Yemelyanovsky district with assistance in the form of social payments and psychological assistance is also conducted.

The mechanism for managing the employment of people with disabilities is based on targeted programs adopted at the federal level to promote employment of the population [3-8]. The main focus of this mechanism is aimed at improving the disabled people’s quality of life, which is implemented through the development of programs for the social rehabilitation of disabled people, through the creation of additional jobs, reducing unemployment and increasing the labor potential of the municipal community. Based on the identified problems of employment of disabled people in the Yemelyanovsky district, the following measures are proposed: social partnership through Implementation of the Program “Support of labor rehabilitation and subsequent employment of disabled people” and “Territorial Agreement on Promoting employment of Disabled People (draft)”. The Employment Center of the Yemelyanovsky district, as part of the support of labor rehabilitation, is proposed to adjust the professional competence of disabled people, providing social and professional adaptation with subsequent employment. The passport of the program is presented in table 3.

Table 3. Support of labour rehabilitation and subsequent employment of disabled people.

| Name of the regional program          | Support of labor rehabilitation and subsequent employment of disabled people |
|--------------------------------------|-----------------------------------------------------------------------------|
| Grounds for the development of a     | Order of the Government of the Russian Federation No. 1507 of 16.07.2016; Law of the Krasnoyarsk Territory of 01.12.2011 No. 13-6604 "On promoting employment in the Krasnoyarsk Territory"; Resolution of the Government of the Krasnoyarsk Territory of 31 December 2019 No. 797-p. |
| municipal program                     | Agency of Labor and Employment of the Population of the Krasnoyarsk Territory. |
| Responsible executor of the          | Ministry of Education of the Krasnoyarsk Territory; Ministry of Health of the Krasnoyarsk Territory; Ministry of Culture of the Krasnoyarsk Territory; Ministry of Social Policy of the Krasnoyarsk Territory. |
| municipal program                     | Creating conditions for improving the effectiveness of                        |
| Co-executors of the municipal program|                                                                              |
program vocational rehabilitation and (or) habilitation of disabled people. Increasing the level of employment of disabled people. Accompanying people with disabilities in their professional education.

Tasks of the municipal program Ensuring the quality and accessibility of public services for the disabled as part of the implementation of measures to support employment. Improving the competitiveness and professional mobility of disabled people in the regional labor market. Expanding employment opportunities for people with disabilities. Organization of professional orientation of people with disabilities.

Stages and terms of implementation of the municipal program 2021-2023

List of target indicators 1. The share of employed people with disabilities in the total number of people with disabilities who applied to employment centers of the population - at the level of not less than 75%; 2. Assistance in professional self-determination, taking into account the indicated (contraindicated) types of work recommended in the individual rehabilitation program; 3. Ensuring the proportion of disabled people employed after completing vocational training at the level of 100%; 4. Ensuring that the proportion of disabled people who have found work after 6 months or more after receiving higher education at the level of 20.7%; 5. Ensuring the proportion of disabled people who have found work after 6 months or more after receiving secondary vocational education at the level of 50.8%.

The values of long-term target indicators Creating conditions for improving the effectiveness of social and professional rehabilitation.

Information on the resource support of the regional program The program for the years is 13961.6 thousand rubles, including: funds of the regional budget – 13961.6 thousand rubles; of them by year; in 2022-4653.8 thousand rubles; in 2023-4653.8 thousand rubles; in 2024-4653.8 thousand rubles.

The creation of jobs for the disabled at the initiative of the local self-government bodies of the Yemelyanovsky district expands employment opportunities and ensures the development of various forms of support based on the provision of favorable conditions for cooperation with employers of the Yemelyanovsky district. Such a social partnership will provide support for entrepreneurship in the district and increase their interest in the employment of disabled people (table 4).

Table 4. Territorial Agreement on promoting employment of disabled people (draft).

| Agreement Section | Characteristics |
|-------------------|-----------------|
| General provisions | This Agreement is concluded in order to implement the requirements of the Sending Party of the Federal Law of 24.11.1995 No. 181-FL "On Social Protection of disabled people in the Russian Federation", the Law of the Krasnoyarsk Territory of 01.07. 2011 No. 61 "On guarantees of employment |
of disabled people in the Krasnoyarsk Territory” in terms of job quotas for the employment of disabled people.

Subject of the agreement The subject of this agreement will be the provision of services for the allocation (creation) of jobs by the Host party for the employment of people with disabilities and the employment of people with disabilities in organized jobs at the expense of quotas.

Guide party Employment centre of Yemelyanovsky district

Host party At the expense of the Sending Party in the period up to 2022, allocates (creates) 20 workplaces for the employment of people with disabilities that meet the state regulatory requirements for labor protection and working conditions of people with disabilities, including individual rehabilitation programs or rehabilitation of people with disabilities.

Confirmation of employment and compensation to the employer of the organization of jobs
The act of fulfilling the obligations under this Agreement; a copy of the employment contract, employment order, certificate.

Compensation for the organization of work places of the host party
The amount of compensation is 60 % of the cost of organizing the equipment of the workplace in accordance with the regulations.

Attracted companies
Municipal Unitary Enterprise "Electric networks of the Yemelyanovsky district" – 1 workplace, JSC Plemzavod Shuvaevsky – 14 workplaces, LLC "Abris" – 1 workplace, JSC "Airport Yemelyanovo” – 3 workplaces, Farm “Borisov V” – 1 workplace.

The creation of jobs for the disabled at the enterprises of the Yemelyanovsky district of Krasnoyarsk, involves employment in equipped work places created taking into account the profession and the needs of the applicant with the financial participation of the executive power of the municipal district. The trajectory of the implementation of the target parameters in the implementation of the program "Support for labor rehabilitation and subsequent employment of disabled people" for the period 2022-2024 is carried out on the basis of the "Territorial Agreement" and the Order of the Ministry of Labor and Social Protection of the Russian Federation No. 769n of December 5, 2019 (table 5). The employment of disabled people is managed by the Agency for Labor and Employment of the Population of the Krasnoyarsk Territory, the executive bodies of the municipality of Yemelyanovsky district, and the business systems of this district. It is important to note that compensation for the costs of organizing a workplace in accordance with the regulations is 60 % of the total costs (table 5).

Table 5. Target parameters of the "Territorial Agreement for the Promotion of Employment of People with Disabilities" (draft).

| Main targets for the development of employment of people with disabilities | Standard, according to Order No. 769 N in 2020 | Fact (2020), % | Project, % |
|---|---|---|---|
| Percentage of employed disabled people among the disabled who applied to the employment service for assistance in finding a suitable job, % | 87 | 35 | 40.2 |
The ratio of the number of disabled people who received the state service for career guidance to the number of disabled people who applied to the employment service bodies in the reporting period, %

|                | 90  | 28  | 31.1 |
|----------------|-----|-----|------|

The share of those who received additional professional education in the total number of unemployed disabled people registered in the reporting period, %

|                | 4.5 | 1.8 | 4.0  |
|----------------|-----|-----|------|

The number of disabled people of working age working in the reporting period, people.

|                | 246 | 276 | 286  |
|----------------|-----|-----|------|

Lower unemployment rate, %

|                | 0.58 | 0.56 | 0.62 |
|----------------|------|------|------|

Labor potential of the company, thousand people-hour.

|                | -    | 2075463.8 | 2195959.1 |
|----------------|------|-----------|-----------|

4. Summary
The number of employed disabled people in the working age will increase as a result of the implementation of the Territorial Agreement will increase by 16.2 %. The implementation of the program "Support for labor rehabilitation and subsequent employment of disabled people" is carried out in the medium term and allows to increase the dynamics of employment of disabled people, which reduces the expenditure of budget funds on unemployment benefits, increases the number of jobs for disabled people. The labor potential of the company in the conditions of the Yemelyanovsky district in the medium term will increase by 5 % as a result of the implementation of the program.

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