SOCIAL SYSTEMS, ATTITUDE AND ENVIRONMENT HINDER EMPLOYMENT OF PEOPLE WITH DISABILITIES

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HINDER EMPLOYMENT OF PEOPLE
WITH DISABILITIES

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This paper’s focus is on the social system, attitude, and environmental factors that affect the employment of people with disabilities in China. In order to understand and define the concept of people with disabilities, various models and theories of disability development are reviewed. This in turn sheds new light on the unique context of people with disabilities and the employment of people with disabilities, and how disabilities are viewed by Chinese society and how it ultimately affects people’s abilities to gain and maintain sustainable employment.

This research was accomplished through qualitative methods of data collection and analysis of the information through in-depth interviews with government officials and textual analysis of individual case studies. The interviews were conducted with different stakeholders, which included official government informants, human resource managers of enterprises, and neighborhood community social workers, as well as people with disabilities.

The findings of this research highlight the weakness of China’s social system and government policies regarding the employment of people with disabilities, and it was found that the public’s attitudes and the social environment have seriously hindered the employment of these individuals.

The results of this research will make a contribution to theory in several ways. The study extends the theoretical contributions made by Dr. Margaret Chan, Director-General World Health Organization (June, 2011), and Elwan (1999), both of who stated that poverty and disability are inextricably linked. Furthermore, the research
also recognizes the interrelationship between social value and economic value regarding the employment of people with disabilities, and it explores the blended value collaborations among the social system, public attitudes, and social environment regarding the employment of people with disabilities, thus extending the theoretical contributions made by Sen (1997). The research also enriches the theory that social inclusion is about the ability of society to keep all groups together as a society (Social Exclusion Unit 2000b).

Apart from the theoretical contributions, this research contributes in a practical way to the encouragement of policy reform, attitude changes, and the reduction of environmental barriers in relation to the employment of people with disabilities in China.

**Keywords:** Social systems, Attitude, Environment, Employment of people with disabilities
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ABBREVIATIONS AND SYMBOLS

CBR  Community-based Rehabilitation
CDPF  China Disabled Persons’ Federation
CWDs  Children with disabilities
ESCAP  Economic and Social Commission for Asia and the Pacific
GGP  Grant Assistance for Grassroots Projects
HK  Hong Kong
HKSAR  Hong Kong Special Administrative Region
HKSR  Hong Kong Society for Rehabilitation
ILO  International Labor Organisation
INGOs  International Non-Government Organizations
JD  Job Description
JICA  Japan International Cooperation Agency
LCD  Leonard Cheshire Disability
LRC  Livelihood Resource Center
MDG  Millennium Development Goal
NGO  Non-governmental Organization
NPC  National People's Congress
OT  Occupational Therapist
PT  Physiotherapist
PWDs  Persons with disabilities
RMB  Ren Min Bi (Chinese Yuan)
RLRC  Rural Livelihood Resource Center
TOR  Terms of Reference
UN  United Nations
UNCRPD  United Nations Convention on the Rights of People with Disability
UNDP  United Nations Development Programme
UNICEF  United Nations Children’s Fund
UNESCO | United Nations Educational, Scientific and Cultural Organization
USAID | United States Agency for International Development
WHO  | World Health Organization
CHAPTER 1

INTRODUCTION

Researchers, policy makers, and people with disabilities all agree that there is a need for a scientific basis and valid conceptual framework for establishing disability statistics, defining disability, identifying issues, and resolving problems of employment for people with disabilities. However, the measurement toolkits and analyses of issues regarding persons with disabilities remain particularly complex. Various models, theories, and definitions propose different perceptions of the phenomenon, ranging from the extremely medical to the very social; and it is understood that the cultural context is also relevant to understanding disability. This has the effect of making it difficult to compare different disability studies, because they are likely to use different definitions, concepts, terminologies of disabilities, and measurement tools. Even studies focusing on the basic prevalence of disabilities in different countries have established very different rates, most likely reflecting a variety of ways of measuring disability. In addition, much of the existing disability literature compares the measures of prevalence in developed countries. To date, limited research has been conducted comparing the methods or results of disability studies for different developing countries.

This dissertation describes the research methodologies and findings of employment of people with disabilities completely in China. The paper covers five parts: Chapter 1 - Introduction; Chapter 2 - Review of the Literature and Conceptual Framework; Chapter 3 - Research Methodology; Chapter 4 - Research Results and Discussions & Recommendations; and Chapter 5 - Discussion and Conclusion.

In Chapter 1, the introduction provides an overview of the issues of employment for people with disabilities, and problem identification. In this chapter the author introduces the research scope, questions, and objectives, as well as the research limitations and benefits of the study. The details of the introduction are described as follows.
1.1 Problem Statement

China is a country with 85 million people with disabilities, which comprise 6.34% of the total population. Among them, more than 74% of the people with disabilities are living in rural areas. The China Disabled People’s Federation fulfills the government’s role of supporting people with disabilities in terms of education, community rehabilitation, and employment in China, and this organization has made great efforts in addressing the employment for people with disabilities, including the ratification of the UN Convention on the Rights of People with Disabilities (UN CRPD), adopting the Law of the People’s Republic of China on the Protection of People with Disabilities, and other important laws and policies to protect people with disabilities and their rights, including the right to employment. With the joint endeavors of the government and society, China has made remarkable progress in its work for people with disabilities; consequently the situation for people with disabilities has improved.

However, China is a huge country, and due to inadequate policy support, insufficient good practice, a general lack of awareness about the right to employment for people with disabilities, and a difficult social environment, there are still millions of people with disabilities with no jobs today. Solving the employment problem of people with disabilities will require the maximum effort of both the government and society.

The employment of people with disabilities in China is a complicated issue, and it reflects society’s values concerning disability, which has a close relationship with social systems (including a nation’s legislation and policies), public attitudes, and social environments and culture. In both developed and developing countries, the policies and practices regarding the employment of people with disabilities are improving, as countries are beginning to provide vocational training relevant to labor market needs and jobs suited to persons with disabilities and their skills, interests, and abilities. In China it is important to reform the existing disability policies, change the attitudes of the public, and improve the accessible environment so as to ensure more employment opportunities for people with disabilities.
The recent period of economic growth in China has resulted in a vastly improved living standard for the people, while at the same time it has also resulted in a huge disparity between the rich and poor. People with disabilities in China suffer from poor quality of support, which affects their employment. Poverty is widespread among people with disabilities, particularly for people in rural China, where millions of people with disabilities remain unemployed.

With great inequality and little access to basic services and social safety nets for people with disabilities in China, many of them have become marginalised, with little or no ability to realise their right to employment. Braithwaite and Mont (2008) for example have stated that people with disabilities are disproportionately affected, as there is a direct correlation between disability and poverty. As the matter of employment for people with disabilities, people with disabilities are continuously facing various challenges by dysfunctional disability policy, disability discrimination, and risks, such as:

1) Increased risk of children with disabilities being abandoned, as parents cannot cope with the stigma and costs of caring for the child

2) Less access to education, rehabilitation and healthcare, which directly hinder employment for people with disabilities

3) Unemployment, social exclusion, and discrimination, which make people with disabilities more vulnerable

In terms of employment for people with disabilities in China, though China has adopted a number of laws, policies, regulations, and standards related to people with disabilities, including the Law of The People’s Republic of China on the Protection of Persons with Disability (promulgated on May 15, 1991, revised on April 24, 2008), the UN Convention on the Rights of People with Disabilities (came into force in China on August 31, 2008). Furthermore, China developed the law to protect the rights of people with disabilities so that those individuals can have productive and decent work. But the unemployment rate in the disabled group is still very high.\(^1\) As a

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\(^1\)There are 82.96 million people with disabilities in China, and only 21.9 million people with a disability in urban and rural areas are employed or self-employed (based on information obtained from the Second National Sampling Survey on Disability and the 2010 Statistical Bulletin for the Development of Disability in China).
direct result of low employment, the poorest people with disabilities make up a large percentage of the population of China. In 2007, 30 million people lived under the poverty line in China, and over 80% of these were people with disabilities (Hu, 2007).

According to the Research on Social Welfare Services System (RSWSS) by the China Social Research Institute in 2009, some policies pose problems for the employment of persons with disabilities. People within the disability and development field have begun to argue for a more critical approach to disability that incorporates social systems, attitudes and environmental factors, for example:

1) Social and environmental factors such as public buildings and transport systems

2) Social attitudes toward people with disabilities

3) Geographical, organisational, economic, political, social linguistic, tribal and other community characteristics

4) The nature and impact of outsider interventions whether through trade, aid, services or tourism

With the largest population in the world, 74% of disabled persons (62 million) are living in rural areas, and nearly 14 million out of them are living in poverty (Zhang, 2009). For various social and economic reasons, historically there has not been much emphasis placed on disability issues.

In light of the difficulties for People with Disabilities (PWDs) in China, employment challenges for them must address the following three major problems, which are like three huge mountains sitting between people with disabilities and mainstream society.
Disabled people are confronted by various forms of inadequate policy support, discrimination, and social exclusion in different societies. As shown above in Figure 1, it can be clearly seen that people with disabilities in China are oppressed by “three mountains,” which are blocking the way for people with disabilities to access mainstream society. The crucial issues to understand here are that:

1) China’s social system is a big barrier which hinders the employment of people with disabilities.

2) Public attitudes, including discrimination and social exclusion, make it difficult for people with disabilities to find employment.

3) Environmental barriers block accessibility to employment for people with disabilities.

Promoting employment for people with disabilities in China requires breaking through those “three mountains.” An effective social system, with long-term mechanisms that are mainstreamed into the overall plans and policies of central and local governments, a government accountability system, and a social security system are necessary. Additionally, multiple social service measures must be undertaken to unlock barriers for people with disabilities to allow them access to mainstream society and to explore the potential of these individuals in order to achieve the goal of providing and maintaining employment for them.
1.2 Scope of Research Questions

The research purpose is to understand the social system, attitude and environmental factors which have affected the employment of people with disabilities in China.

The overarching research question is: To what extent do the social systems, attitudes, and the environment affect the employment of people with disabilities? Further explained, this research examines the factors surrounding the social systems, attitudes, and environment which affect the employment of people with disabilities in China.

The questions will provide a structure in order to examine the effect within three specific dimensions of social systems (i.e. the policies and regulations that affect the employment of PWDs), social and community attitudes (towards PWDS), and physical and soft environmental factors of employers (challenges to the employment of PWDs).

The overarching research question will be supported by the following three sub-questions:

1) How do social systems affect the employment of people with disabilities? How social system issues affect the employment of people with disabilities will be examined according to the following interview questions.

   (1) What are the legal polices or regulations that exist for the employment of people with disabilities in China?

   (2) What are the key elements of the initial governance structure within your organization for the employment of people with disabilities?

   (3) How does government implement those policies for the employment of people with disabilities?

   (4) How has governance changed over time?

2) What are the public (i.e. social and community) attitudes towards the employment of people with disabilities? The social attitude issues faced by people with disabilities in terms of accessing employment will be examined according to the following interview questions.
(1) What are the initial difficulties faced by people with disabilities when accessing employment?

(2) What provision of job services does your local community have for people with disabilities to access employment?

(3) What are the people’s attitudes towards people with disabilities when they are applying for a job?

(4) What are the most important factors within the local community for the employment of people with disabilities?

(5) What are the options of disabled people’s families (including their parents and relatives) regarding the employment of people with disabilities?

3) How well do employers (including state owned and private organizations) do in terms of recruiting people with disabilities as their staff? The recruitment issues faced by people with disabilities will be examined with the following interview questions.

(1) What is the HR policy of your organisation in terms of recruiting new staff?

(2) How many people with disabilities have submitted a job application to your organization? Have any people with disabilities been shortlisted? And how many of the shortlisted candidates with disabilities have been recruited?

(3) Are there any places at your organization that are physically-accessible for people with disabilities?

(4) What are the organizational challenges faced when disabled people are recruited?

(5) What are the organizational attitudes toward the employment of people with disabilities?

1.3 Research Objectives

The objective of this research is to understand the situation of China’s existed social system, and its attitudes and environment regarding the employment of people with disabilities, and to find out how to make changes or improvements regarding the
employment for the people with disabilities. The following are some specific objectives:

1) To have better knowledge of China’s current existing social system (including the governance and policies of the government), the research paper recommends the reform of poor systems in terms of the employment of PWDs so as to improve their quality of life

2) To increase awareness of the rights of people with disabilities and to change the public’s attitudes toward PWDs in order to create a society in which disabled people can enjoy their right to employment and have the opportunity to realize their potential

3) To advocate and campaign for freeing the barriers for people with disabilities, and to remove the barriers which hinder the employment of PWDs

1.4 Limitations

In empirical terms, there is not enough reliable data of employment of people with disabilities in China to make international comparisons of disability studies, especially when talking about political and social rights. In terms of civil rights, it would be possible to provide, in great detail, lists of statutes as they apply to the people in each country, and the effects of those statutes on the citizenship of disabled people; however, these are difficult to assess in China. Pan (1990) has stated that “the developments in the legal field had a highly positive impact on the social integration of the disabled and on the creation of equal opportunities.” Nevertheless, the success of policies aimed at improving the social integration of disabled people is very difficult to judge by any comprehensive or objective measures, even when governments seek to monitor the effect of their policies. Bynoe (1991) stated that there were many difficulties with the enforcement of the law and doubts about its coverage and effects. The public sector in the United States is much smaller than in many other countries and the fact that the law was restricted to federally funded schemes meant that its effect would be greatly limited, especially when contraction of government spending simply removed the necessary link.
Again, in China, some data are not able to be accessed because they are politically sensitive. This research involves human rights issues, and China’s government under the Communist regime is not welcoming of such kind of research, which would cause political sensitivity or suspicion. The research would test the boundaries of political systems by assuming a number of civic rights, especially in totalitarian regimes and democratic countries. These might include:

1) The right to a voice on policy decisions
2) The right to participate in society
3) The right to employment
4) The right to monitor and comment on the governance process

1.5 Benefits of the Study

1.5.1 Overview of the Social System on Disability in China

China began building a social security and service system for disabled people in the 1990s. It was mainly focused on the construction of social security and service capacities for disabled people, and creating and implementing policies especially designed to meet the needs of people with disabilities. In 2010, China included people with disabilities in the rural areas into the low-insurance system to guarantee their basic life and health. It also developed new types of rural cooperative medical care and a new rural social endowment insurance system for disabled persons.

The programme of rural cooperative medical care will also study and solve the rehabilitation problems for disabled people in China by focusing on the construction of schools for special education in western rural areas and give priority to projects related to students with disabilities. The government will offer support to disabled persons living on minimum life insurance and improve poverty alleviation programs for disabled persons. Some systems of people with disabilities in China have been formulated, but have not been evaluated.

Thus, this study will provide detailed and comprehensive insight into the current issues and challenges faced in implementing the social system of people with disabilities in China, including the employment of people with disabilities, particularly the implementation of the job quota scheme in China.
1.5.2 Attitude Change

The research intends to increase public awareness of the rights of people with disabilities, which will contribute to encouraging employers to change their attitudes, adopt good practices, and willingly take on disabled employees without legislative “sticks” or financial “carrots.” The enforcement of compulsory employment measures, such as the quota scheme for hiring disabled workers, would be regarded as an unwarranted intervention in the labour market and not in accord with overall labour market policies.

Disabled people may have attitudes towards external social forces, or environmental barriers, which they feel makes them suffer. For example, a person in a wheelchair certainly suffers when he or she cannot get a wheelchair through the doorway of a toilet. In this case, however, the focus is on the architectural barrier and both the “observer” and “sufferer” may study this “problem” with equal scientific objectivity. Since the problem is architectural (and social in as much as it does not affect one individual but all wheelchair users) it can be studied, analysed, and solved independently of the disabled individual. The results of the studies could contribute to promoting public awareness of community accessibility development.

1.5.3 Disability Development

People with disabilities have been involved in every stage of the development of the UN report as advisors, editors, authors, and reviewers. Disabled people's organisations have been consulted at the global level.

This study also intends to show the importance of taking into consideration the interests of people with disabilities in connection with poverty reduction and achievement of the Millennium Development Goals (MDGs). It presents the orientation of China disability development, and in this regard, offers a brief outline of the activities to date, and provides alternative suggestions for further cooperation efforts on disability development in this sensitive area.
CHAPTER 2

REVIEW OF LITERATURE AND CONCEPTURAL FRAMEWORK

2.1 Introduction: Poverty and Disability

Worldwide, poverty is the single most pressing issue for millions of people with disabilities. A UN report said recently that more than one billion people worldwide (approx. 15% of the world’s population) experience some form of disability. The United Nations and the World Bank call for the elimination of barriers that often force the people with disabilities to “the margins of society” (World Health Organization, 2011). Persons with disabilities are among the most marginalized group in society, particularly in developing countries. The World Bank estimates that 20% of the world’s poorest people are persons with disabilities and their difficulties are further exacerbated by social discrimination and exclusion. The Economic and Social Commission for Asia and the Pacific (ESCAP) reported that “[d]espite recent achievements, people with disabilities remain the single largest sector of the least-served and most discriminated against in almost all societies in the Asia Pacific region.”

There is no unified definition of disability in the world. A widely-used statistic however is that up to 10% of the global population is disabled (United Nations, 2006), and “…the majority of people with disabilities are poor.” (Disability Funders Network, 2011) In any country the poorest of the poor are often people with disabilities and their families, and people with disabilities have a higher percentage of unemployment than their nondisabled peers. “Unemployment among the disabled is as high as 80 percent in some countries” (United Nations, 2006). Improvement of employment for people with disabilities to earn a living for them is an important step in breaking down the vicious trap between disability and poverty.
Across the world, people with disabilities have less economic participation and higher rates of poverty than people without disabilities (Chan, 2011). Poverty and disability seem to be inextricably linked. It is often noted that persons with disabilities are poorer, as a group, than the general population, and that people living in poverty are more likely than others to be disabled persons (Elwan, 1999). The majority of people with disabilities are poor. In any country the poorest of the poor are often persons with disabilities and their families. According to the World Bank (2006),

Disabled people are often excluded from school or workplace and are forced to depend on others in the family and community for physical and economic support. In addition to being acutely vulnerable to such exclusion, disabled people are disproportionately poor, and poor people are disproportionately disabled. The Millennium Development Goals, a commitment for the international community to expand the vision of development, cannot be achieved without taking into consideration the needs of people with disabilities.

Figure 2 was adapted from the UK Development for International Development and clearly shows the vicious cycle of poverty for people with disabilities.
Figure 2.1 The Vicious Cycle of Poverty and Disability

Source: Adapted from the UK Department for International Development (2000), as Stated in Guemsey, Nicoli and Ninio, 2006: 10.

Based on the literature review, there is a way to break this vicious cycle: that is, to provide more policy support for people with disabilities in terms of employment, the public should change their attitudes toward people with disabilities, and communities, schools and workplaces should be accessibility for people with disabilities. This will make the development inclusive for people with disabilities in all aspects of socioeconomic development. This would embody the principles outlined within the United Nations Convention on Rights of People with Disabilities (UNCRPD). For example, the principles of the UNCRPD shall be:

1) Respect for inherent dignity, individual autonomy including the freedom to make one’s own choices, and independence of persons;
2) Non-discrimination;
3) Full and effective participation and inclusion in society;
4) Respect for difference and acceptance of persons with disabilities as part of human diversity and humanity;
5) Equality of opportunity;
6) Accessibility;
7) Equality between men and women;
8) Respect for the evolving capacities of children with disabilities and respect for the right of children with disabilities to preserve their identities.

The improvement of the life of people with disabilities is an important step to support the employment of people with disabilities and for reducing the poverty for people with disabilities; that is, by breaking the vicious trap between disability and poverty. The following table is the employment rate of people with disabilities in some countries and areas in Asia and the Pacific:

Table 2.1 The Rate of Employment of PWDs in Asia and the Pacific

<table>
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<th>Countries and areas</th>
<th>Employment rate of people with disabilities</th>
<th>Statistical year</th>
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<tbody>
<tr>
<td>Thailand</td>
<td>28.5%</td>
<td>2007</td>
</tr>
<tr>
<td>India</td>
<td>26%</td>
<td>2002</td>
</tr>
<tr>
<td>Turkey</td>
<td>21.71%</td>
<td>2002</td>
</tr>
<tr>
<td>Australia</td>
<td>15%</td>
<td>2003</td>
</tr>
<tr>
<td>Hong Kong (China)</td>
<td>11.8%</td>
<td>2008</td>
</tr>
</tbody>
</table>


---

2 Information about the employment rate of people with disabilities in most countries is not accessible. In the “Disability at a Glance 2010: a Profile of 36 Countries and Area in Asia and the Pacific,” only 13 among 36 countries and areas provided related information.
2.2 Policy Responses

2.2.1 Policy Response at the Global Level

Globally, the employment of persons with disability has a great impact on disability development. Article 27 of the United Nations Convention on the Rights of Persons with Disability (UNCRPD) holds that states must ensure that persons with disabilities are able to exercise their labour and trade union rights on an equal basis with others. Also, key international standards on disability have been given a high status, such as the following:


2) ILO Convention concerning vocational rehabilitation and employment (for disabled persons) 1983 (no. 159) ratified on 2 February 1988


Internationally, both developed and developing countries have tried to promote the employment of people with disabilities through improved policies. With policy adaptation as needed, many societies are also recognizing the need to dismantle other barriers, making the environment more physically accessible, providing job information, and changing the attitudes towards the employment of people with disabilities.

2.2.2 Policy Response in China

China ratified the UN Convention on the Rights of People with Disabilities (UN CRPD) on June 26, 2008, which came into force in China on August 31 of the same year. In Article 27 of the UNCRPD, it states that “all states should recognize the principle that people with disabilities must be empowered to exercise their human rights, particularly in the field of employment. In both rural and urban areas they must have equal opportunities for productive and gainful employment in the labor market.” (Rauschning, Wiesbrock and Lailach, 1996: 392)
At the national level, China's government has adopted the implementation of a number of laws, policy standards, and initiatives pertaining to persons with disabilities, including their right to be productive and to have decent work. The main laws are listed below:


3) The Employment Regulation and the Education Regulation for persons with disabilities adopted in 1994 and in 2007 respectively promote equality, participation and sharing, and prohibit discrimination


5) The 11th Five Year national Programme on Disability (2006 – 2010)


It is easy to see on paper that China does have systems and regulations which outline service provisions for people with disabilities. The question then is, if the systems and regulations which have existed for many years have not been implemented, how have they been applied to the employment of persons with disabilities?

The relationship between employment and citizenship is important, as has already been argued, while the relationship between employment inclusion and other entitlements of citizenship is not a simple one, and the problems of making cross-national comparisons persist. As already mentioned, the poverty of disabled people and their lack of access to employment can be regarded as evidence of the lack of success of either collectivist or individualistic approaches to welfare. In China many disabled people have been forced into special groups due to social discrimination, negative attitudes toward them, and an inaccessible environment. Their right to education, employment, entrainment and participation has been excluded. Taylor (1989) stated that “citizenship has not been realized for excluded group either through the false collectivism of social democratic welfare, or though the consumerist democracy of the market.”
2.3 Disability Discrimination

People with disabilities in all societies are systematically disadvantaged because they are discriminated against (Barron, 2010). Discrimination occurs everywhere at the institutional level, for example, within the legal, health and education systems, as well as in people’s immediate communities and even sometimes in their homes. This systemic discrimination of people with disabilities has not only created social exclusion in society, but it has also raised barriers that significantly impede their economic and political participation. As a result, people with disabilities are more likely to be poor and denied access to income, assets, and services. This in turn invariably leads to more entrenched levels of social exclusion and a violation of their inherent human rights (Barron, 2010).

In the late 20th and early 21st centuries, a number of countries, including China Hong Kong, have passed laws aimed at reducing discrimination against people with disabilities. These laws have begun to appear, as the notion of civil rights has become more influential globally, and follow other forms of anti-discrimination and equal opportunity legislation aimed at preventing racial discrimination and sexism which began to emerge in the second half of the 20th century (Disability Discrimination Laws, 2012). As can be seen in the following examples.

Table 2.2  List of International Disability Discrimination Acts

<table>
<thead>
<tr>
<th>Country</th>
<th>List of Disability Discrimination Acts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Australia</td>
<td>Disability Discrimination Act 1992</td>
</tr>
<tr>
<td>Canada</td>
<td>Ontarians with Disabilities Act (2002) (only in Ontario; no other province has disability protection)</td>
</tr>
<tr>
<td>United Kingdom</td>
<td>Equality Act 2010 (prior to October 2010 the relevant legislation was the Disability Discrimination Act 1995 as amended)</td>
</tr>
</tbody>
</table>
Table 2.2 (Continued)

<table>
<thead>
<tr>
<th>Country</th>
<th>List of Disability Discrimination Acts</th>
</tr>
</thead>
<tbody>
<tr>
<td>United States of America</td>
<td>Americans with Disability Act of 1990</td>
</tr>
<tr>
<td>Pakistan</td>
<td>National Policy for Persons with Disabilities 2002</td>
</tr>
<tr>
<td>China Hong Kong</td>
<td>The Disability Discrimination Ordinance has been in force since 1996.</td>
</tr>
</tbody>
</table>

Source: Equity and Diversity, 2011.

Discrimination happens everywhere in the world, and disability discrimination has been seen more in the areas of education and employment. Disabled employees are seen as less favorable by enterprises because disabled people have been regarded as a burden for the entity.

In China, a Disability Discrimination Act is not available, and people with disabilities have no way to file suit against any employers if s/he is rejected to work due to her/his disabilities. From the following case, we can see that disabled people have to find their own way to get a job. The stigma of discrimination is faced by people with disabilities, communities and societies assign strong negative attributes to those with disabilities in China.
Nevertheless, I met unexpected difficulties there due to my congenital cerebral hemiplegia.

"Hello. This is my resume. I am an undergraduate, majoring in electronic information engineering. I wish to apply for the position of electronic engineer at your company." The recruiter took a look at me and said, "Do you think we could recruit an employee like you who cannot even speak clearly?" I applied to many companies, but I was always rejected.

(He Zhixiong 2009)

Source: A Case Study from the Economic Empower Project in China, 2009.

2.4 Social Exclusion

Social exclusion is a multi-dimensional process of progressive social rupture, detaching groups and individuals such as people with disabilities from social relations and institutions and preventing them from full participation in the normal, normatively prescribed activities of the society in which they live (Guernsey et al., 2006).

According to the UNDP (2004) Joint Report on Social Inclusion, there is a huge debate about the causes, consequences, and solutions for the employment of people with disabilities. In meantime, the multi-dimensionality of social inclusion and policy development have been undertaken at the European Unit level, focusing on the employment of people with disabilities as an important step toward social inclusion. For example, the American economy is growing, according to the most recent statistics, at the staggering rate of seven percent, and is in the middle of the largest peacetime expansion in American history. It is often stated in the newspapers that practically everyone that wants a job can get one. Microsoft is running advertisements in the New York Times attempting to persuade Congress to issue more visas for foreign computer and information technology workers. (Taylor, 1989)
In this situation, it is shocking that one group of Americans, people with disabilities, have such a high level of unemployment: 30 percent are not employed -- the same percentage as when the Americans with Disabilities Act became law.

The unemployment of people with disabilities derives not only from matters of discrimination; it is also a matter of social exclusion. In research into the employment of people with disabilities for the ILO undertaken in Africa, the Middle East, and Asia, it was found that the hallmark of disabled persons that are successful in work is that they are outgoing, positive, and concerned about the well-being of others as well as themselves (Coleridge, 2005).

2.5 Models of Disability

Aside from the common connotation of disabilities, the concept of disability has a much broader reach than that. For practical purposes, and for the drafting of an effective policy or system, we need to understand not only the concept of disability but also the impact of it and its relevance to people with disabilities. We have various “models of disability” that attempt to provide systematic understandings and explanations of the concepts of disability, identify problems based on the logics underlying the models, and make policy suggestions accordingly. Models represent perspectives or organized systems of interrelated ideas and concepts to explain problems.

Most “models of disability” express a general idea of disability rather than explaining it in a strictly scientific sense. In essence, they serve to provide a framework to capture the phenomenon of disability as a concept. They can be very similar to ideologies and sometimes are the products of which, such as the charity model and the religious model. Their meanings, therefore, are not strictly defined. A more accurate description would be “the zeitgeists of disability.” Some models, on the other hand, are the products of social science theories, for example, the human capital model and quality-of-life model, which do not attempt to explain disability directly but serve as important tools in the prediction of its impact.
phenomena (Feldman, 1996). Feldman states that although no one model can provide a definitive explanation of behavior collectively, models do provide more than one perspective for understanding behavior. Identification with a model can represent an individual’s group of ideals, patterns, or beliefs that contribute to how they will interpret, behave, or react in society. Due to the sheer number of models and limited space in this paper, the present author will discuss the models that are most widely discussed in the debate about disability—the medical and social models.

2.5.1 Medical Model

The medical model, sometimes called the individual model, views disability as a personal matter, in which a person’s “functional limitation” or “psychological losses” has caused her or him to be disabled. Mike Oliver (1990: 3) calls it “the personal tragedy theory of disability.” This concept of disability suggests that disability is a condition that rests with the person and the hardship that a disabled person is facing is entirely hers. If anything needs to be done to reduce the hardships for that person, it has to come through medical interventions—“curing” an individual from her or his disabilities or to reduce his functional and/or psychological limitations to a certain acceptable level. It promulgates a view that disability is merely a medical condition, which, in turns, suggests that resources should be spent mostly in providing medical treatments for people with disabilities, and it is the persons with disabilities who have to change their conditions to what is deemed appropriate.

The medical model may seem reasonable, with its focus on medical treatments to overcome impairments, and the encouragement of technological and medical innovations can indeed help people with disabilities in overcoming many functional difficulties. Nonetheless, the focus on medical treatments can be so narrow that people with disabilities will not receive the help they desire. When the medical model is incorporated into social programmes, especially in the form of transfer payment, its reach can be very disappointing. One common eligibility criterion is the recipient’s ability to work, which is subsequently evaluated by the applicant’s level of impairment, for example, the requirement of “losing two out of four limbs, equivalent to complete (100%) inability to work,” and this eligibility has to be confirmed and
certified by physicians. (Hong Kong. Social Welfare Department, 2010: 8) This kind of criterion easily misses the fact that some of the hardships created by a disability can be relieved by effective social policies, and as a result, medical model based social policies can defeat the purpose of social welfare. Take the “missing of X number of limbs rule” above, for example. One person’s ability to work is not necessarily limited by only the number of limbs he or she is missing; the person’s age, education, experience in certain fields, the hardship resulting from his or her injury (chronic pain, for example), etc., all of which can affect his or her opportunities and difficulties in obtaining employment (which cannot be evaluated by physicians).

**Figure 2.2** Medical Model: Disabled People Seen as the Problem

**Source:** Open University, 2006a.

In the medical model, disabled people are seen as the problem. They need to change and adapt to circumstances (if they can), and there is no suggestion that society needs to change. This model reflects the World Health Organization’s definition of disability. According to the medical model the problem of disability is located within the individual, i.e. a person is disabled due to his or her individual impairments and therefore requires medical interventions to provide the person with the skills needed to adapt to society.
2.5.2 Social Model

In opposition to the medical model, the social model suggests that disability is not a personal phenomenon but rather a set of conditions and hardships imposed upon persons with disabilities by society. This view suggests that the impact of disability is a man-made phenomenon, or in other words, a social construct (Mitra, 2006). The social model goes on to state that what has to change is not people with disabilities themselves (in other words, being “cured”), but it is the society that has to change. The major issue faced by people with disabilities is that they have a hard time navigating the society because hurdles are everywhere: inaccessible cities, discrimination in the work place, lack of access to education, etc., and these factors and inequalities turn PWDs into an oppressed, vulnerable, minority group (Oliver, 1990: 3).

The social model can be seen as a reaction to the medical model, and it calls for social solutions rather than medical treatments. To oppose the oppression (of course, the intensity and methods would be different from, say, oppression against native and African Americans, in the sense that this oppression towards people with disabilities would be largely passive and it would apply to people of all ethnicities; nevertheless, one can reasonably imagine that people with disabilities would indeed face a fair amount of unfair treatments), discrimination, and inequalities, the social model demands a right-based approach to correcting the past wrongs by recognizing that people with disabilities have the right to be treated equally as ordinary citizens and not face discrimination. This approach is supported by the current trend in international legislation on human rights. The preamble of the Convention on the Rights of Persons with Disabilities (UN, 2006b) states that “disability is an evolving concept and that disability results from interaction between persons with impairments and attitudinal and environmental barriers that hinders their full and effective participation in society on an equal basis with others.” The Convention further demands the state parties to, inter alia, “undertake or promote research and development of universally designed goods, services, equipment and facilities” (Art 4.1.f); “to raise awareness throughout society, including at the family level, regarding persons with disabilities and to foster respect for the rights and dignity of persons with disabilities ” (Art 8.1); “to take appropriate measures to ensure to persons with
disabilities access” (Art 9.1); and regarding disabled children, “the best interests...shall be a primary consideration” (Art 7.2) and “the right to express their views freely on all matters affecting them” (Art 7.3). All of the above demands suggest that the society should change itself to incorporate people with disabilities as equal citizenry.

The social model takes account of disabled people as part of our economic, environment, and cultural society. The barriers that prevent any individual from playing a part in society are the problem, not the individual. Barriers still exist in education, information and communication systems, work environments, health and social support services, transport, housing, and public buildings and amenities. The devaluing of disabled people through negative images in the media—films, television and newspapers—also acts as a barrier. The figure below shows the ways in which society is the problem and not the individual. The model indicates that all problems come from the society, not from individuals.
The social model aims to develop a barrier-free society for all human beings; people with disabilities living in a social model society should have the same opportunities to live a fulfilling life as any others.

The social model has impact on social systems, and public attitudes and the environment. This is an ideal model for people with disabilities. However, some disability experts, scholars and disabled people that are involved in the development of a social model have argued that the time has come to be far beyond this expectation.
Professor Stephen W. Hawking found that much of his own experience was related to the social model. He has benefitted from access to first-class care, and a team of personal assistants that make it possible for him to live and work in comfort and dignity. His house and his workplace have been made accessible for him. Computer experts have supported him with an assisted communication system and a speech synthesizer which supports him in his lectures and with his papers, and to communicate with different audiences. (Monaco, 2012) Professor Hawking has stated the following: “My success in theoretical physics has ensured that I am supported to live a worthwhile life. It is very clear that the majority of people with disabilities in the world have an extremely difficult time with everyday survival, let alone productive employment and personal fulfillment.”

“Disability need not be an obstacle to success. I have had motor neuron disease for practically all my adult life. Yet it has not prevented me from having a prominent career in astrophysics and a happy family life. I find much of relevance to my own experience.

Professor Stephen W. Hawking (June, 2011)

2.5.3 Disability in the Social Environment

With the review of the different models, it can be understood that disability is a social problem, rather than individuals. According to the UN Convention on the Rights of Persons with Disabilities (UNCRPD), to enable persons with disabilities to live independently and participate fully in all aspects of life, states parties shall take appropriate measures to ensure to persons with disabilities access, on an equal basis with others. People with disabilities should have an equal rights “to the physical environment, to transportation, to information and communications, including information and communications technologies” and systems, and to other facilities and services open or provided to the public, both in urban and in rural areas (UN, 2006).
Social development should consider a social model of people with disabilities. It affirms that disability results from the interaction between people and their physical, cultural, and social environment. The difficult conditions that will limit aspects of human functioning thus become a disability only if people face barriers in accessing their physical surroundings or social goods. Thus functioning depends on the limitations of the environment.

The following equation illustrates the environment’s impact on the relationship between disability and functional diversity/limitation from a mathematical perspective (Mediros, 2005):

$$\text{Functional limitation} \times \text{environment} = \text{disability}$$

If an environment without barriers is given a value of zero, the result of this equation will always be zero, whatever we give to disability.

$$\text{Functional limitation 1} \times \text{environment 0} = 0 \text{ disability}$$
$$\text{Functional limitation 5} \times \text{environment 0} = 0 \text{ disability}$$

However, if the environment has a value higher than zero, the functional impact of disability on the person’s life increases in proportion.

$$\text{Functional limitation 1} \times \text{environment 1} = 1 \text{ disability}$$
$$\text{Functional limitation 5} \times \text{environment 5} = 25 \text{ disability}$$

Anyone in the world can acquire any type of disability. It may be present from birth or it may develop during the lifetime, through malnutrition or disease, accident, violence or abuse, or environmental conditions. As people’s life expectancy increases, so too does their probability of acquiring a disability.
2.6 China’s Disability Demography

The People’s Republic of China was founded on the 1st October, 1949. From 1949 to 2000, the China national census has been conducted 6 times, including the years of 1949, 1953, 1964, 1982, 1990 and 2000. However, it is not known if these censuses contain statistics on persons with disabilities because of the unavailability of census data.

In 2006, a national disability survey was conducted across China. The result of the survey suggests that in China there are 85 million disabled people in a population of 1.3 billion. The survey identifies seven categories of people with disabilities, as shown in the following table.

**Table 2.3 Number of Persons with Disabilities in China**

<table>
<thead>
<tr>
<th>Numbers of persons with disabilities</th>
<th>85 million (in Total)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Persons with hearing impairment</td>
<td>19.92 million</td>
</tr>
<tr>
<td>Persons with learning disabilities</td>
<td>5.95 million</td>
</tr>
<tr>
<td>Persons with physical disabilities</td>
<td>24.65 million</td>
</tr>
<tr>
<td>Persons with visual disabilities</td>
<td>12.75 million</td>
</tr>
<tr>
<td>Persons with mental disabilities</td>
<td>5.95 million</td>
</tr>
<tr>
<td>Persons with multi-disabilities</td>
<td>13.6 million</td>
</tr>
<tr>
<td>Persons with speech disabilities</td>
<td>1.7 million</td>
</tr>
</tbody>
</table>

**Source:** China National Disability Survey, 2006.

The official figure for disabled people in the population of China is 6.3%, which includes mental illness. The proportions of different disabilities are shown in the following chart (figures for 2006):
However, fewer disabled children are being born under China’s one child policy. The government encourages the prevention of disability, but not through abortion. Nevertheless, the abortion of disabled fetuses happens. There is also a trend to abandon disabled children, who are placed in institutions.

2.7 Traditional Culture of Disability in China

Studies on the history and culture of disabilities help author to have a better understanding of the situation in the disability development of the country. A review of the studies on Chinese culture in relation to disability will help the author to have a better understanding of the movement of the rights of people with disabilities in China. However, the movement dwindled due to lack of leadership and social support at the time. Unlike the world movement, China’s movement took a different path, from independence to interdependence: in 1988, the China Disabled Persons’ Federation was established (CDPF), a powerful government NGO, namely “GONGO”\(^4\) with a

\(^4\) A Government Organized Non-Governmental Organization (GONGO) is a non-governmental organisation that may have been set up by a government to look like an NGO in order to qualify for outside aid or mitigate specific issues related to in-country work or international relations.
status equal to that of a vice-ministerial level in China. As this system of government structure, it’s hard for a GONGO (CDPF) to lead the disability movement advocating for or campaigning on the right of people with disabilities, which is challenging the power of the government. As a GONGO is essentially a branch of the government, it is caught in the middle – between its mandate to represent and safeguard the rights and interests of disabled people and at the same time attempting to insure the stability of society by now allowing over-zealous campaigning on the part of the disabled people, however, their allegiance is basically to

Because of the impact of traditional culture on the society, the disabled persons from communities in China learned to speak with one voice. They have come to realize that coping with interdependence proves to be the right model in the best interests of disabled people in China (Jia Yang, 2001).

2.7.1 Disability in the Positive

Generally speaking, traditional Chinese culture has exerted a positive influence on how people with disabilities view themselves and how they are viewed by the society. The Confucian culture believes that all human beings are good when they are born, thus conveying a positive and unbiased view of human nature, which should include people with disabilities. In this aspect, it places all people, the disabled or non-disabled, on an equal footing. It is a culture which has no room for speculations about sin related to disabilities. Moreover, the Chinese culture supports the conviction that no one is born insignificant, as reinforced in many Chinese classics, for example, in the poetry by the Tang Dynasty poet Li Bai, who articulates: since heaven gave birth to me, I must be of some use (in this world). As a result, throughout Chinese history, there have been quite a few accomplished persons with disabilities. Among blind people, there were eminent historians such as Zuo Siming who wrote the Zuo Historical Archives; and musicians such as Hua Yanjun, who composed a classical music piece entitled two streams reflecting the moon.

The disabled in China believe that they do possess great potential and have been eager to explore that potential themselves when government efforts seemed remote and slow. For example, the disabled were among the first to be self-employed when such was allowed in China. Thereafter, the spirit of self-reliance grew even
stronger, and they established themselves as writers, poets, even painters; they opened their own massage clinics and piano-tuning centers.

Meanwhile, traditional Chinese culture cultivates communal support for the vulnerable. People are brought up with the notion that it is a form of happiness to help others, and that there is no good deed too small. As a result, the Chinese are ready to give a helping hand to the disabled. As told vividly through the ancient tale of Cao Cao and Ou Yang Xiu, two friends that had very different reactions to the needy; one gave away his money right away, and the other waited till he was in power. Thus, the Chinese culture teaches its people about the two alternatives of assistance: one is immediate financial relief; the other is through policy implementation. The latter has proved to be more effective and popular so far as disability work is concerned. Chinese culture has a positive view toward different situations, advocates tolerance, and preparation for the future. Chinese traditional culture was in alignment with the social model. Such embodiment of cultural value in society is highly praised in China.

2.7.2 Disability in the Negative

However, the traditional culture has two views in China with positive and negative. The negative impact of the Confucian culture is obvious, and has made people with disabilities almost invisible in Chinese society. People with disabilities are undercounted, under-served, and under-educated in China. One serious negative factor is that disabled people are often hidden as a family secret; the family does not want to tell their neighbors or friends that it has a disabled person in it because of the notion of saving face. Having a disabled person in the family is a sin for the family. After all, before the 1980's, conceptually and linguistically, the Chinese term for the disabled had been humiliating and self-defeating; the notion is incomplete and useless people, which resulted in the poem *A World out of Balance*, in which a person with disability challenges: “Who said that we are incomplete? The incomplete are whose souls are incomplete, in this world, out of balance, we keep on evolving, searching, transcending etc. The cultural taboo and fear of discrimination outweighing the social benefits from the government make many people hide the reality.
The traditional Chinese term for disability is "canfei," meaning "handicap" and "useless," or "canji," meaning "handicap" and "illness." This demonstrates how the Chinese used to view disability. The term "canji ren," meaning "handicapped" and "sick people," is also common. The term "gong neng zhang ai zhe," meaning "individuals with disabilities," is rarely used.

In many areas of China disability is viewed as a punishment for the disabled person's parental or past–life sins. When encountering health problems, many religious people from rural areas believe that god has punished their family if there is a disabled person in it. The parents often have to visit the temples to pray for the disabled person’s recovery as there is a lack of medical services in rural areas. Praying to god is a way for them to find a solution for the individual’s disease or disability.

The traditional Chinese culture carries the myth that the place for people with disabilities is at home. Until the last decade, disabled people were not taken into consideration in infrastructure development. Great progress has been made in recent years in terms of barrier-free construction and communication for the disabled in China, particularly in the period of 2008 in preparation for the Beijing Olympic Games. However, the employment of people with disabilities still lacks effective approaches. Disabled people are invited to attend job trainings for free, but often the trained disabled people are still not able to get the job. The training courses are very conventional and stereotyped, such as massage training for blind people and artist training for deaf people. People with disabilities are not free to pursue their dreams. People with disabilities have become conservative and inheritors of the trade traditionally held by the disabled.

In conclusion, traditional Chinese culture balances both losses and gains for disabled people and the policy-makers associated with disability issues. Either blind acceptance or total rejection or denial is erroneous. It is vital that we maintain a diagnostic frame of mind when examining our traditional culture and put it in today's context. In the midst of globalization, we need an anchor, which we can find in traditional culture, yet at the same time, we have to be open-minded because we also need the freedom to improvise.
2.8 Employment of People with Disabilities

The employment of persons with disabilities in public service is an ongoing challenge. The purpose of this literature review is to find out what the main barriers are to the employment of people with disabilities, and then to development strategies to reform the policies for employment of people with disabilities. The best practice, tools and resource for promoting the employment of people with disabilities have been developed by various agencies, including international organisations in China, and these can be drawn from the review and summarized so that the state can learn about and implement them.

According to the Studies of Employment for Persons with Disabilities 2003, China provided jobs for 268,000 persons with disabilities in 2000. Amongst them 71,000 persons were for concentration of employment (“jizhong jiuye” in Chinese) and 72,000 for the proportion of employment (“bili jiuye” in Chinese) and 126,000 for self-employment (“geti jiuye” in Chinese). During the 9th Five-Year Plan (1996 – 2000), the government implemented the proportion of employment to increase the jobs for people with disabilities. By the end of the 9th Five-Year Plan in 2000, the employment for persons with disabilities has rapidly increased by 20 - 25%.

In summary, the documents, websites and other resources used in this literature review indicate that even though a legal framework for disability and employment has been established, improvements towards the recruitment and integration of people with disabilities in the workforce are very inconsistent and often depend on government priorities in each area.

2.9 Conceptual Framework

The literature review revealed that the employment of people with disabilities requires good policies, best practices, and supportive social and physical environments. Discrimination and social exclusion are significant issues for the employment of people with disabilities.

The World Bank and other international agencies formulated the Global Partnership for Disability and Development (GPDD) in 2004 in order to provide a
framework for the employment of people with disabilities. The overall objective of the GPDD is as follows:

Combat the social and economic exclusion and impoverishment of people with disabilities and their families in developing countries by increasing awareness and understanding, and strengthening cooperation among developing country governments, bilateral and multilateral donors, development banks, UN agencies, development NGOs, disabled persons’ organisations, NGOs working in the field of disability, foundations, enterprises, and other partners, internationally and nationally.

(World Bank, 2004)

People with disabilities should be considered with no discrimination in the entire employment process, from job advertisements to recruitment. People with disabilities have enough capability to make their employment successful if opportunities are provided for them. Employers have fewer problems with disability accommodations and costs than they might believe. Consequently, disability employment should not be an issue in employee selection. However, here are issues related to people with disabilities: legal rights, discrimination, and social exclusion. (Susan, 2012)

There are a number of key initiatives which set out a framework for the employment of people with disabilities. The literature review indicates that the most efficient mechanisms to increase the employment of people with disabilities is a well-focused strategy aimed at social system, including government policy and practice improvement, public attitude change, and a barrier-free community for people with disabilities.

According to the objectives of the present research, a summary of the conceptual ideas on the employment of people with disabilities is made by drawing the following framework:
The above framework includes two variables; one is the independent variables and other is the dependent variable. The independent variables are social system, attitude, and environment, which would have an impact on the dependent variable - employment of people with disabilities.

In this research, the author would like to see how the independent variables affect the dependent variable. Each of the independent variables is designated to correspond to each related issue, such as:

1) Social System; this looks at a set of government structures, institutions, government policies and practices which enforce ways of affecting the employment of people with disabilities.

2) Attitude: this variable taps the public attitudes toward the policies of government, organisations and communities on the employment of people with disabilities. The knowledge of such attitudes is critically important so that the government can become involved in disability awareness programs and community support programs for people with disabilities.

3) Environment: this explores the community barriers experienced by people with disabilities, and analyzes how people with disabilities are challenged by accessible services and physical structures in the workplace for people with disabilities.
CHAPTER 3

RESEARCH METHODOLOGIES

3.1 Introduction

This study adapts the qualitative research method. Qualitative research has its roots in social science and is more concerned with understanding why people behave as they do: their knowledge, attitudes, beliefs, fears, etc. (e.g., why do disabled people prefer to be involved in decision-making concerning their employment?)

This paper describes how such methods can be used and identifies how to improve the use of such methods in studying how the social system, and attitudes and the environment hinder the employment of people with disabilities. This qualitative research allows the subjects being studied to provide much “richer” answers to the questions put to them by the researcher, and may give valuable insights which might have been missed by any other method. Not only does it provide valuable information related to certain research questions in its own right, but there is a strong case for using it to complement quantitative research methods. Qualitative research may also help one to understand the findings of quantitative research; for example, it is very easy to discover how many disabled people are unemployed, but uncovering the reasons for this can be more difficult and conventional surveys may miss some of the important factors.

3.2 Data Collection

Multiple methods will be used to gain an in-depth understanding of the challenges and needs regarding the employment of people with disabilities. Creswell (2008) stated that “a multiple methods strategy adds rigor, depth, and breadth to quality studies and provides corroborating evidence of the data obtained.” Therefore,
this study will use five main methods for collecting the data. The resulting data are usually transcribed and then analysed using one of a variety of techniques for analysis (development and interpretation of key themes). The five main methods of the data collection are as follows.

3.2.1 Focus Groups

The focus group is a unique type of interview method that is very useful in exploratory research aiming to uncover socially-held beliefs and norms. Panne (1993) stated that “the focus groups are also a way to supplement information on community knowledge, beliefs, attitudes and perceptions about an important population or health problem.”

For this method the researcher brought together a small number of subjects to discuss the topic of interest. The group size was kept deliberately small so that its members did not feel intimidated but could express their opinions freely. A topic guide to aid the discussion was usually prepared beforehand and the researcher usually chaired the group to ensure that a range of aspects of the topic was explored. The discussion was frequently tape-recorded, and then transcribed and analysed.

For example of data collection: The researcher explored the policy and practice implications of the experience of power and lack of power in terms of the economic empowerment for people with disabilities. The group workshops were organized to generate the data. Brainstorming techniques have been used to explore the “ideal” situation for the employment of people with disabilities.

3.2.2 Empirical Observation

The data can be collected by an external observer, referred to as a non-participant observer, or, the data can be collected by a participant observer, who can be a member of the staff undertaking usual duties while observing the environment or processes of services related to the employment of people with disabilities. In this study the researcher aimed to become immersed in or become part of the population being studied so that he could develop a detailed understanding of the values and beliefs held by the members of the population. Sometimes a list of observations which
the present author was specifically looking for was prepared before-hand, and at other
times notes were taken about anything that was observed for later analysis.

The observations were used in order to gather evidence about how the value
judgments made by the staff in organisations can impact decision making. In this
study, the author acted as a participant observer, working as a staff member in
workshops or companies while observing situations where disabled staffs were facing
challenges in a difficult environment. Observations were recorded as field notes and
analysed for content.

3.2.3 In-Depth Interviews

Interviews in qualitative research have been widely used to probe problems in
detail. It rarely involves prepared questions, as would be the case with quantitative
studies. (GRM Market Research, 2011) Instead they encourage subjects to express
their views at length. Interviews use the same principle as a focus group, but subjects
are interviewed individually, ideally in the offices for policy key informant interview,
and in disabled people’s own home for their employment issues. One particularly
useful technique that could be used is critical incident study, in which subjects are
asked to comment on real events rather than providing generalisations. This can
reveal more about the beliefs, attitudes, and behavior in relation to people with
disabilities.

The author used unstructured interviews as they were of use for standpoint
theory, which is a postmodern method for analyzing inter-subjective discourses.
Unstructured interviewing was also used to explore the impact of the factors of policy
malpractice, disability discrimination, and social exclusion on the employment of
people with disabilities. The unstructured interviews helped the author to obtain
greater internal validity by acknowledging the humanity and the expertise of the
people that were providing the information, and so by giving them more control over
the interview and the range of topics covered the researcher gained greater in-depth
material.
3.2.4 Phenomenological Study

Phenomenological methods are effective ways of studying the experiences and perceptions of individuals, for example, why people with disabilities would prefer to stay in the same group. The phenomenological was also added to this research in order to identify the issues which illustrate discrepancies and system failure and to illuminate or draw attention to different situations regarding the employment of people with disabilities in China, for example.

People with disabilities in China often automatically group themselves into a special group. Why does this phenomenon happen in China? What are the causes that lead to this especially regarding the disabled group phenomenon? And what is the basis for a practical theory, allows it to inform, support or challenge policy and action. With the phenomenological method, the author will attempt to identify the dominant discourses currently in play which are shaping policy and practice in the employment of people with disabilities in China.

3.2.5 Case Study

Case studies have been used extensively to study social organisations and behavior and are used increasingly in information systems and social research. Furthermore, case studies have been used in a broad spectrum of disability studies to bring context to the phenomenon being studied. From a social organisation perspective, case study methodology provides for an in-depth understanding of the interviewee’s perspective of organizational decisions and motivations and the perceived value proposition as well as technical processes and challenges and governance configurations. This will provide a better understanding of how and why certain factors were important to the dynamics of the collaboration between government and employers and to the value proposition of the development of the employment of people with disabilities.

In this research, the author uses the case study design to allow for detailed, in-depth, and intensive study of the case, and to facilitate understanding of the complexities between factors of policies, attitude/discrimination and environment which impact the employment of people with disabilities as well as explanatory of
processes through “how” and “why” the employment of people with disabilities are consistently impacted by those factors in China.

Apart from the above methods for the data collection, other methods used in this research will include:

1) Diary method: In this research, the author kept a personal account of daily events, feelings, discussions, interactions, etc.

2) Role-Play and Simulation: During the focus group discussion, participants were asked to play a role, or were asked to observe role-play, after which they were asked to rate their behavior, report feelings, and predict further events for later analysis.

3.3 Limitation

One of the limitations of qualitative research is that the data collection is so labour intensive, but only small numbers of subjects are studied. It is also often criticised for being subject to researcher bias; the difficulties in analyzing qualitative data rigorously; the lack of reproducibility and generalisability of the findings (i.e. findings may not be applicable to settings).

3.4 Ethical Considerations

Consideration of ethical issues might have arisen relative to this study. This was due to the nature of this study—a dissertation involving people with disabilities directly. Language on disabilities should be carefully addressed during the study activities with disabled participants, and strategies needed to be prepared to protect against potential biases and to enhance the rigour of the findings. Also, confidentiality was ensured so that the participants would not have any problems if they spoke some angry words during the interviews.
3.5 Research Setting

This research was conducted at three levels:

1) Government sector (at both the ministry and local government levels): 4 or 6 government officials from public agencies were selected for in-depth interview for example from the Ministry of Labour (MoL) and the China Disabled Persons’ Federation (CDPF) from Central and local agencies

2) Employers (organizational level): CEOs and HR managers were selected from private (8) and public (4) employment sectors

3) Neighborhood committee (community level): 14 participants were selected from the community level for two focus group discussions, including one focus group discussion with people with disabilities.

Participants of people with disabilities: This research targeted disabled people at the working age of 18 to 55. Some young people with disabilities were invited to participate in the research activities, as young people are very creative and young people with disabilities were at the centre of this research activity. More than a billion people are considered to be living with some forms of disability, which is over 15% of the world’s population. (World Health Organization, 2011) Young people with disabilities are among the poorest and most marginalized of the world’s youth. It is estimated that there are around 21.5 million young people with disabilities in the world, of whom about 17.2 million live in developing countries. That is about 20% of the world’s youth, making young people with disabilities one of the largest minority youth groups. Most of the issues that affect young people with disabilities are challenges for them to access education, healthcare, provision of social services and employment, as those factors have seriously affected the employment of people with disabilities. Attitudes and discrimination linked to disability make it much more difficult for them to go to school, to find work or to participate in local community activities. In many communities they are not fully accepted and their potential is not realized, often leaving them to live isolated and unfulfilled lives. This is an area of development in which there is still a serious lack of research. The existing data

5 UNDESA Briefing Note 2010.
indicate that young people with disabilities are facing more challenges than their peers without disabilities. Additionally, people with disabilities have to make an effort to cope with issues in relation to gender, poverty, ethnicity and sexuality, etc. This research will make an important contribution towards raising awareness of the issues and enabling young people with disabilities to voice their experiences and observations which hinder their employment.

There were three dimensions that enabled the author to achieve deep research on the employment of people with disabilities as follows:

1) Government sector: The author sets the government sector is set at ministry level focusing on the social system (including both policy and governance issues); for example, what are the systems and policies that exist in terms of the employment of people with disabilities? How they been implemented? At this level the documents related to the employment of people with disabilities will be fully reviewed, and the data on disability employment will be also carefully studied so as to have a better understanding of the strengths and weaknesses of current system/policy on the employment of people with disabilities. At this level, public agencies will provide and implement policy support for the employment of people with disabilities. The following issue is explored as they are vital for people with disabilities in China:

(1) To identify the inter-organizational relationships between the Disabled Persons’ Federation and the Departments of Labour those affect the employment of persons with disabilities.

2) Employers: This will be set at the organizational level, including both state-owned and private enterprises, focusing on the efforts made by employers, under the government policies, towards promoting the employment for people with disabilities in China. What needs to be improved in terms of disability discrimination and social exclusion, etc. will also be explored. At this level, the aim will be finding the views and concerns of employers in the private and public sectors regarding the employment of disabled persons in China. Afterwards, the finding can be used:

(1) To analyze employers’ knowledge and attitudes regarding the employment of disabled persons

(2) To examine the perception of employers of the job-related needs of disabled persons
(3) To ascertain the measures that organizations take to meet the job-related needs of disabled persons

(4) To explore the challenges that employers encounter in the environment of employing disabled persons

3) Neighborhood committee: This will be set at the community level with a focus on the community environment, including both the public's attitudes towards the employment of people with disabilities and community challenges. Community attitudes are an expression of a people's culture, both positively and negatively, and a study of some aspects of culture ought to reveal generally-held views about disability and disabled people. These aspects may include customs, paintings, drawings, carvings, and the folklore and language used in relation to disability and disabled persons. In this research, two focus group discussions were conducted at the community level; the data were collected from disabled persons, parents, students, teachers, co-workers and other specific professional groups. At the community level, the research aimed:

(1) To discover the local communities’ attitudes toward, and the local environment form people with disabilities regarding community participation

(2) To investigate the environmental barriers regarding the employment of people with disabilities

(3) To investigate how local communities provide support for people with disabilities in terms of access to employment
Figure 3.1 Three Dimensions of the Research Setting

Source: Discussion in Research and Development Class 16 NIDA, 2011.

This above setting is to help author have better understanding of vary factors which affect the employment of people with disabilities in China.
3.6 Data Analysis

Data analysis is the process of modeling data with useful and important information from reviews, interviews, and observations. Data analysis has different approaches in different fields, i.e. business, science, social science, etc.

This research was conducted with reference to three dimensions in order to gain insight into the employment of people with disabilities. The data analysis approach presented in the following section was facilitated at different levels.

3.7 Analytical Framework

The research analytical framework as a guide to the process of data analysis is outlined in the following figure:

![Research Analytical Framework](image)

**Figure 3.2** Research Analytical Framework

**Source:** Discussion in Research and Development Class 16 of NIDA, 2011.

This framework offers an overview of the main changes of the social policy/system for the employment of people with disabilities that have occurred in China since 1949. It is mentioned that this study aims to seek a better understanding of how the factors of the social system, attitudes, and the environment affect the employment of people with disabilities. The analytical process was conducted in the following steps:
There were five steps that helped to guide the order of the data analysis:

1) Contextual analysis of the conditions and trends and assessment of the policy sitting which included policy, history, traditional practice, employment, demography and global impact

2) Resource analysis which included natural capital, economic, human/social capital, etc.

3) Analysis of the problems in institutional system which affect the employment of people with disabilities. The author looks at the institutional process and organizational structure from three points of view: governmental institutions, employers, and communities

4) Analysis of the strategies for the employment of people with disabilities such as how to break down the disability discrimination, and changes in one’s attitude toward people with disabilities so as to remove the barriers for the employment of people with disabilities

5) The final step is to look at the outcomes after the previous 4 steps are analyzed. Through this research, it will be possible to arrive at a policy on improving the employment of people with disabilities that will have a significant impact on anti-discrimination and increase social inclusion so that an effective approach or model can be identified to support the employment of people with disabilities.

It is hoped that each of the five steps of analysis will enable the author to make detailed, explicit comments and an analysis of the situation in China regarding the employment of people with disabilities. In this study, the author uses this five-step process of analysis to form a platform that will encourage reader discussion and as Liver (1991) has stated, “When there is a discussion, it should be contained within a human rights or anti-discrimination framework.”
CHAPTER 4

RESEARCH FINDINGS AND ALTERNATIVE SOLUTION

4.1 Findings

In China, the employment of people with a disability means the process in which people with disabilities meet legal age requirements for employment and have both the ability and the desire to work at obtained job posts, and gain business incomes or rewards for their work. It can be understood in the following three aspects: first, not all people with disabilities have employment problems. Only those being able to work and within the age groups suitable for employment have them. Second, not all work undertaken by people with disabilities is considered employment. Only work that is recognized by the society and from which rewards or incomes are gained can be regarded as employment. Third, any kind of work is considered employment as long as it is both recognized by the society and gains rewards or incomes.

In modern society, employment is one of the most important approaches through which people with disabilities can realize their values, as well as the basis on which people with disabilities can obtain economic income, achieve genuine independence, and equally participate in social activities. Therefore, to make full use of the intelligence, wisdom, and potential of people with disabilities and to turn them into an important force that drives the economic and social development, the state must lay emphasis on the employment of people with disabilities. However, the academic circles of China have always paid little attention to it and have conducted little research on the employment problems of people with disabilities; and the employment situation of disabled persons is becoming more and more serious today. Based on empirical research, this paper indicates two main findings: primary findings, and support findings on the current situation and the problems of the employment of people with disabilities in China and an additional finding from comparison studying of employment of people with disabilities between Hong Kong and mainland China.
4.1.1 Primary Findings

4.1.1.1 Institutional Patterns for the Employment of Disabled Persons

The Chinese government has laid stress on the employment of people with disabilities ever since the establishment of the People’s Republic of China. After the 1980s, in particular, the government published many laws, regulations, and preferential policies which gradually formed the legal basis for the employment of people with disabilities. Up until now, four major institutional patterns have been formed for the employment of people with disabilities in China.

1) Concentratve Employment\(^7\) of People with Disabilities

This means to establish welfare enterprises dedicated to the people with disabilities and centrally provide disabled persons with working equipment and tools and necessary welfare facilities. This pattern offers consummate working conditions for people with disabilities and a relatively familiar and natural environment for them to work in, enhancing mutual understanding and reducing discrimination. So far many Chinese welfare enterprises have created their own product brands and gained considerable popularity. For example, “Dabao” cosmetics and “Zhuangguang 101” series products of Beijing are selling well. However, P. Coleridge (1993) questions, “How can disabled people have equal opportunities in developing countries in the face of rapid global change, worldwide recession, armed conflicts, and continued imbalance of trade, structural adjustment and the ongoing rapid technological advances of the modern world?”

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\(^6\) According to Article 10 of “Regulation on the Employment of the Disabled,” welfare enterprises for disabled people, blind men’s massage agencies and other welfare units (hereinafter all referred to as employing units with concentrative employment of disabled people) set up by the state and society in accordance with law, shall provide concentrative employment for disabled people. Qualification assessment of employing units with concentrative employment of disabled people shall be practiced according to relevant regulations of the state.

\(^7\) According to Article 2 of “Regulation on the Employment of the Disabled,” the State adopts an employment principle of combining concentrative placement with scattered employment to promote the employment of disabled persons.
2) (Quota Scheme\textsuperscript{8}) Proportion-based Employment of People with Disabilities

This means that the national and local governments require, in the form of laws and decrees, all entities of the society to hire disabled persons according to certain proportions or to carry out their legal responsibilities by paying an employment guarantee fund for people with disabilities. The essence of this pattern is to regard the employment of people with disabilities as a responsibility of the whole society and to mobilize the forces of the entire society to arrange for the employment of people with disabilities. It has been proved in practice that this pattern can not only elevate the employment rate of people with disabilities, but also enhance the activeness and creativity of people with disabilities as they play equal roles in the society.

According to the statistics from the CDPF and a report from the Chinese government, under the joint endeavor of the government, society and CDPF, the work for persons with disabilities in China has made remarkable progress, and disabled persons' situations have been considerably improved since 1988. The following “Government Achievements” have been reported by the China Disabled Persons’ Federation in their “Studies of Employment for People with Disabilities 2003”

\textsuperscript{8} According to Article 8 of “Regulation on the Employment of the Disabled”, employing units shall employ a certain proportion of disabled people in appropriate types of jobs and posts. The proportion of disabled employees shall not be lower than 1.5% of the overall employees. The specific ratio may be determined by people’s governments of provinces, autonomous regions and municipalities in line with their actual conditions. Disabled employees recruited by employing units outside their respective regions, shall be counted into the target number of disabled employees.
From 1988 – 2000, there were 6.54 million persons with disabilities having been rehabilitated to differing extents through major rehabilitation projects such as cataract surgeries, orthopedic operation, hearing and speech training, systematic rehabilitation training, and severe mental illness treatment.

Figure 4.1 Government Achievement\(^9\) I:

From 1988 – 2000, there were 3,012 employment service facilities for persons with disabilities at all levels having been established by the CDPF, conducting investigation of disabled persons waiting for jobs and registration of labour resources, offering training and recommendation for the employment of persons with disabilities.

Figure 4.2 Government Achievement II

\(^9\) The information of achievement was summarized according to the Studies of Employment for Persons with Disabilities in China, 2013.
The employment rate of persons with disabilities in cities and township rose from less than 50% in 1988 up to over 80% in 2000.

**Figure 4.3** Government Achievement III

**Source:** China Disabled Person’s Federation (CDPF), 2003.

According to the Studies of Employment for Persons with Disabilities 2003, China provided jobs for 268,000 persons with disabilities in the year of 2000, and amongst them 71,000 persons were for the concentration of employment ("jizhong jiuye" in Chinese) and 72,000 for the proportion of employment ("bili jiuye" in Chinese) and 126,000 for self-employment ("geti jiuye" in Chinese). During the 9th Five-Year Plan (1996 - 2000), the government increased the proportion of jobs for persons with disabilities. By the end of the 9th Five-Year Plan in 2000, the employment for persons with disabilities had increased by 20 - 25%, which also shows the significant impact of globalization on the development for people with disabilities in China.
However, China has 85 million persons with disabilities. According to the data above, they show that 1.5 million persons with disabilities have become employed through the National 9th Five-Year Plan which means that it takes 5 years’ time for 1.5 million persons with disabilities to be provided with employment. China is a very large country, and according to the National survey of 2005, there are today 85 million (not including the 6.34% of the total national population that are children with disabilities). This implies that millions of people with disabilities still have no jobs in contemporary China. If the government wants to promote employment for all persons with disabilities, the questions remain:

1) How many years will be needed to achieve this?

2) How can civil society join the arena to help increase the rate of employment for people with disabilities?

3) Individual Employment of People with Disabilities

This means that disabled persons find business and service projects on their own or that the government helps them to establish their business and has them run and manage these businesses on their own. At present, the scale of individual employment of people with disabilities in China is already greater than that of centralized employment and proportion-based employment. Further, individual employment takes up large proportions of the employment of urban disabled persons in some provinces and cities. National Surveys (2006) show that of the 176,000 people with disabilities employed throughout the Province of Anhui, about 126,000
are self-employed. There is a large number of entrepreneurs with disabilities in Zhejiang, a province with a relatively developed private economy. Two hundred and sixty of them have assets in excess of 1 million Yuan and 40 of them have assets in excess of 10 million Yuan.

4) Flexible Employment of People with Disabilities

This means that disabled individuals or the NGOs of disabled persons participate in handy and convenience services for the public of communities, such as house cleaning, green keeping, security service, carport management, reception and delivery of newspapers and periodicals, elevator maintenance, and salvage of waste materials. This employment pattern fits the characteristics of people with disabilities and has been developing rapidly in large and medium-sized cities. The main approach of this pattern is to support disabled persons to work in communities by depending on the constructions of the communities. This approach integrates resources within the communities and makes use of policies and joins the efforts from the society.

4.1.1.2 Statistical Analysis of the Employment of Disabled Persons

However, the current employment situation of disabled persons is not very satisfactory. Since the establishment of the market-oriented economic system, both the status and role of the concentrative employment for people with disabilities in the welfare enterprises have been reduced sharply and quota scheme employment pattern also has problems that need solutions. Additionally, some merging issues and problems have caused unbelievable difficulties and challenges against the employment of people with disabilities.

On the whole, the employment situation of people with disabilities in China has been worsening in recent years. During the “11th Five-Year Plan” period, the number of employees in urban areas of China had expanded by 10 million annually. Considering laid-off workers, unemployed people, and other surplus or transferred workers, which need to provide employment opportunities for up to 24 million laborers every year, in rural areas, although 200 million people have been

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10 The data are cited from the Statistical Communiqué on Development of the Work for People with Disabilities in 2010.
employed by township and village enterprises or become migrant workers in cities, there are still more than 120 million people in need of work. Statistics reveal that in 2008, there were 114,040,000 employees in enterprises and public institutions throughout the country, which decreased by 4,940,000 compared with those of the same period in the previous year; and there were 110,300,000 employees in urban enterprises and public institutions, which decreased by 5,060,000 compared with those of the same period in the previous year. The number of laid-off workers from state-owned enterprises alone reached 7,690,000 in that year. Researchers have analyzed the supply-demand status in the labor markets of 59 large and medium-sized cities throughout the country and came to the conclusion that only 0.65 job posts were available for each job-seeker on average. According to the data issued by the Department of Talent Flow of Ministry of Personnel as of the first quarter of 2008, the job demand ratio of the human resource market was 1:2.86 throughout the country. In other words, about three job-seekers were competing for the same job post on average. Due to the huge population and extremely limited number of new employment opportunities, the overall situation of employment in China will remain quite serious within a very long period of time in the future.

Further, given their disadvantageous physical conditions, disabled persons will find it even more difficult to become employed. The China National Statistics (2008) show that in 2007, only 22,660,000 out of the 82,960,000 disabled persons in China successfully were employed. Four million, six hundred thirty thousand of them were based in towns and cities and 18,030,000 were based in villages. At present, 8,580,000 disabled persons having physical working capabilities and meeting the age requirements for employment are still unemployed, and the number of disabled laborers is increasing by about 300,000 annually. Additionally, welfare enterprises dedicated to disabled persons cannot accommodate the great number of newly-rising disabled laborers and have to dismiss a lot of laid-off disabled persons. Researchers show that the number of disabled employees in welfare enterprises throughout the country has dropped from a peak value of 900,000 to less than 700,000 at present, leading to a serious employment situation among welfare enterprises. For example, the total number of welfare enterprises of Shanghai has dropped from more than 4200 in 1996 to 3198 in 2002, and the number of employed
disabled persons has also fallen from above 92,000 to a little more than 62,000. In 1999 there were more than 300 welfare enterprises in Jinan (Shandong Province), accommodating more than 6,000 disabled workers. So far, however, only 138 of them are left, employing only 2,048 disabled workers. The number of disabled workers employed by welfare enterprises of Jiangsu Province has also dropped from a peak of 248,000 to the current 210,000.

The following table covers China’s government’s efforts to systematize the finding and understand the degree of employment of people with disabilities from 2003 to 2007.

**Table 4.1** Employment of PWDs in Recent Years

<table>
<thead>
<tr>
<th>Items / Year</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Status of Employment of People with Disabilities in Urban China</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Employed Disabled Persons</td>
<td>327,000</td>
<td>378,000</td>
<td>391,000</td>
<td>362,000</td>
<td>392,000</td>
</tr>
<tr>
<td>Ratio of Employment</td>
<td>8.4</td>
<td>8.8</td>
<td>11</td>
<td>9.9</td>
<td>11.5</td>
</tr>
<tr>
<td>Ratio of Concentrative Placement</td>
<td>9.8</td>
<td>10.9</td>
<td>11.4</td>
<td>10.3</td>
<td>11.9</td>
</tr>
<tr>
<td>Self-Employment</td>
<td>100,400</td>
<td>119,400</td>
<td>115,900</td>
<td>139,600</td>
<td>146,000</td>
</tr>
<tr>
<td>2. Status of Employment of People with Disabilities in Rural China</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Employed Disabled Persons</td>
<td>16,852,000</td>
<td>17,632,000</td>
<td>18,034,000</td>
<td>16,724,000</td>
<td>16,965,000</td>
</tr>
<tr>
<td>Unemployed Disabled Persons</td>
<td>3,702,000</td>
<td>3,309,000</td>
<td>3,376,000</td>
<td>4,337,000</td>
<td>N/A</td>
</tr>
</tbody>
</table>

**Source:** China Disabled Persons’ Federation (CDPF). 2003.
With regard to the entire country, the employment of people with disabilities shows the following distinctive characteristics.

1) Low Employment Rate

It was found that the employment rate of disabled persons was only 44.8%, among which 46.4% were male disabled persons, 42.3% were female disabled persons, 45.8% were urban disabled persons, and 36.6% were rural disabled persons. Unemployed disabled persons are most supported by their families and take up a proportion of 48.1%, and their proportion is even up to 54.7% in urban areas\(^{11}\).

2) Low Employment Income

The findings show that 40% of the employed disabled persons have monthly incomes lower than 500 Yuan, which is below the minimum wage standard of Chengdu\(^{12}\) (Sichuan Province), and only about 10% have monthly incomes above 1000. More than 1/3 of them are either “unsatisfied” or “very unsatisfied” with their current income. The wages of most disabled employees in welfare enterprises are also relatively low. For example, the average annual wage of disabled employees in the welfare enterprises of Jinan (Shandong Province) is about 4500 Yuan, which is only half of the average annual wage of non-disabled employees. The average annual wage of disabled employees in welfare enterprises of Shanghai is about 6500 Yuan, and the average annual wage of non-disabled employees is 15000 Yuan. “While people in the rich world are talking about Independent Living and improved services, we are taking about survival.” said, Ms. Wumei Dong\(^{13}\) (In-depth Interview in Hefei, May 2013).

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\(^{11}\) Date analyzed based on the National Survey 2006

\(^{12}\) Chengdu is the capital city of Sichuan province. The low employment rate was studied in 10 cities from 5 provinces (i.e. Anhui, Jiangsu, Sichuan, Shandong and Sha’anxi). This explanatory uses the example of the data from two provinces: Sichuan and Shandong.

\(^{13}\) Ms. Wumei was born in 1986, and she came from a community of Anhui Province. She lives with her only grandmother, who adopted her when she was abandoned by her parents due to her congenital infantile paralysis. Infantile paralysis made her live in a shabby wheelchair and unable to enjoy normal life.
3) Disabled Persons Seldom Realize the Necessity to Protect their Rights and are Often Inclined to Depend on Others.

The findings show that when their employment conflicts with the employers happened, only about 35.4% of disabled people turn to the China Disabled Persons’ Federation (CDPF) for help, 23.9% choose to keep quiet, 5.5% plan to argue with their employers, but only 2.9% file law suits with courts. This researcher spoke with 12 people with disabilities about what they would do if employment conflicts happened, and their responses showed that none of them was willing to bring a law suit to the court.

4.1.1.3 Main Problems in the Employment of People with Disabilities

1) Problems with Provisions of Law

The employment of people with disabilities in China is mainly adjusted by policies and is seldom adjusted by law. In the current situation, the quota scheme for the employment of people with disabilities is regarded as a very important regulation for the employment of people with disabilities in China. However, this regulation is still not good enough, and its implementation has not been realized. Below are some of the problems which give additional challenges to people with disabilities.

The payment of social security funds\textsuperscript{14} for people with disabilities is awkward and inconvenient for implementation. In reality, some employers offer wages lower than the social average or refuse to pay for the social security funds as they think such funds are unfair to them and cause the additional burden for them. Most employers offering wages higher than the social average are more willing to pay for the social security funds for people without disabilities, but not for people with disabilities\textsuperscript{15}. This adds to more difficulties in implementing the quota scheme of

\textsuperscript{14} The social security funds in China are the compulsory for both employer and employee. The social security funds cover five types of social insurance and one fund which include basic old-age insurance; basic medical insurance; occupational injury; unemployment; maternity insurance and housing fund.

\textsuperscript{15} This information was given by several human resource personnel of the enterprises during the in-depth interview.
proportion-based employment for people with disabilities, and this situation leads pulls further away from the legal provision.

Insufficient power of enforcement on organizations and public institutions, according to relevant legal provisions, organizations and public institutions shall disburse from their budget surplus to pay for employment security funds of disabled persons. As a matter of fact, however, some of them are in bad or a difficult financial situation and end up with limited surplus funds which can hardly pay the employment social security funds. Other employers may even refuse to pay for the employment social security funds for which they have no surplus. This all affects the payment of employment social security funds. These situations are examples of the employment of people with disabilities; however, the law has provided possibilities for them to evade their responsibilities.

The current legal provision has neither empowered the China Disabled Persons’ Federation or service agencies regarding the employment of disabled persons with any qualification such as as law-enforcement subjects, nor has it defined other law enforcement organisations. This is a big problem. Due to the failure of the system, the employment of people with disabilities is lacking management, and much effort needs to be made to protect the rights of people with disabilities as well as the employment of people with disabilities in China. Also due to the absence of a clear law-enforcement subject, laws cannot be executed and some employers as well as some individuals are committed to disobeying the regulations or policies and are often not punished. As a result, the Law of the People’s Public of China on Security of Rights for People with Disabilities is meaningless, just like a “toothless tiger.” Mr. Lei Kong, the director of International Cooperation Affairs in China Disabled People’s Federation responded as follows:

The government opposed very general legislation, which it considered too sweeping and difficult to target on the group of people with disabilities who need most help. It objected to broad criteria for inclusion as 'too vague' and considered any inclusion of people with a reputation for being disabled as confusing; lack of clarity could lead to costly litigation. The costs to business and the assumed consequent
effect on the employment of people with disabilities are fundamental concerns by people with disabilities.

(In-depth Interview, May, 2013)

As with all top-down policies, the effectiveness of sanctions depends on the political will to implement the law. There is no powerful department or people that decide whether action should be taken against an employer contrary to the law.

2) Problems with Government Policies

With the development of a market-oriented economy and the shifting pattern of economic growth, the labor-intensive industries of China are shrinking rapidly. Furthermore, the policy patterns have made it more difficult to promote the employment of people with disabilities, particularly in the personnel system of enterprises, public agencies, and private industries. The patterns are often difficult to understand on the part of civilians, and the vagueness of the patterns makes even more difficult for those that are already in a vulnerable situation to get employment.

The tax reimbursement policies for welfare enterprises are neither consummate nor well-coordinated. According to the Interim Provisions on Recruitment of Disabled Workers by Social Welfare Enterprises issued by Ministry of Civil Affairs, Ministry of Labor, Ministry of Health, and China Disabled Persons’ Federation, disabled workers include those with visual disabilities, physical disabilities, hearing (speech) disabilities, and intellectual disabilities. However, the State Administration of Taxation only recognizes those with visual, hearing, speech, and physical disabilities as disabled workers, excluding those with intellectual disabilities. As many private enterprises are trying to escape the government relevant reimbursement scheme as their difficult economic status, they only give jobs to disabled persons for less than three months; particularly those with a mental disability could be fired before their probation period is complete. For example, some welfare enterprises in Qingdao (Shandong Province) dismissed intellectually-disabled employees in the first half of 2003 and as a result, many disabled workers protested against the government. The whole event caused very bad consequences.
According to the Notice on Collecting Turnover Tax from Civil Welfare Enterprises issued by the State Administration of Taxation in 1994, only those registered and approved by civil departments are considered as social welfare enterprises and are entitled to enjoy the reimbursement policies. Welfare enterprises established by all other subjects are not entitled to reimbursement policies. In addition, welfare enterprises are only allowed to undertake industrial production and prohibited from business and service areas. All of these have limited the development of centralized employment.

A lot of welfare enterprises are suffering from low overall quality of employees, inefficient organizational systems, unsophisticated equipment, old technologies, and outdated management practice. With the impact of the global economy, China’s market is very much money orientated. The competition between industries and enterprises is very intense. Social welfare enterprises have been impacted seriously, and it is very difficult to compete with any other industries or high technical companies. Declining profits and depressed production have seriously limited the development of some welfare enterprises, rendering them the actually weaker ones in contrast to other enterprises.

Different employers and enterprises of different ownerships are not provided with equal duties by the proportion-based employment policies and are treated on a discriminatory basis. For example, proportion-based employment is not required of foreign-invested enterprises and private enterprises in places like Suzhou and Wuxi (Jiangsu Province); and only the urban population is included in the arrangement, which is unfit for the accelerating transfer of rural laborers to the non-agricultural fields.

There are insufficient rigid requirements in the preferential policies developed by the government for individual businesses and flexible employment of people with disabilities. Casualness is frequently seen in the implementation of these policies, which often fail to be implemented. For example, some individual businesses are facing barriers and difficulties when it comes to taxation, credit & loan, sites, and services. Additionally, the lawful rights and interests of flexible employment cannot be guaranteed.
Much of the commentary from people with disabilities on the failure of China’s quota scheme has revolved around the impossibility of making the scheme work. Compared with other countries' quota schemes, the China system is uniquely odd in its conception. It can only penalize an employer found to have no strong relationship with government departments. On the other hand, any employer of small size that does not have the required proportion of disabled people in the workforce is subject to a penalty.

3) Social Discrimination and Exclusion

Only 40% of government officials that engage in assisting people with disabilities have received professional training, which has seriously impacted the employment of people with disabilities.

The society has not formed a proper understanding of the employment of people with disabilities. Some hold that such employment is totally out of the question because even non-disabled people find it difficult to gain employment and a huge number of workers have been laid off. Others believe that the proportion-based employment of disabled persons is actually an intervention against the enterprises’ right to handle their own recruitment, and that the collection of employment security funds for disabled persons is a matter of “arbitrary charges,” which increases the burden on enterprises. In addition to this, some even consider disabled persons as “encumbrances.” Constrained by circumstances and pressure from polices for the employment of people with disabilities, they assume a negative attitude towards the employment of people with disabilities and are not willing to provide any favorable support for them.
### Table 4.2 Disability Training for Full-Time Staff Who Engaged Disability Work

<table>
<thead>
<tr>
<th>Categories of Training</th>
<th>Yes (%)</th>
<th>No (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rehabilitation</td>
<td>19%</td>
<td>81%</td>
</tr>
<tr>
<td>Vocations / Professional Training</td>
<td>25.1%</td>
<td>75.9%</td>
</tr>
<tr>
<td>United Nation Convention on the Right of People with Disabilities / Disability Development</td>
<td>29.8%</td>
<td>61.2%</td>
</tr>
<tr>
<td>Disability Laws / Policies</td>
<td>35.5%</td>
<td>64.5%</td>
</tr>
<tr>
<td>Psychological Counseling</td>
<td>15%</td>
<td>85%</td>
</tr>
<tr>
<td>Others</td>
<td>45%</td>
<td>55%</td>
</tr>
</tbody>
</table>

**Source:** In-depth Interview with Key Informants from CDPF, May, 2013.

As to their social discrimination and exclusion, many employers fail to employ disabled persons in accordance with the required proportions. The findings show that more than 70% of disabled persons have been discriminated against on their way to employment, and nearly half of the female disabled persons said yes to the question, “Are female disabled people faced with greater difficulties in finding a job?” Considering the medical expenditures, people with disabilities are very often excluded by labor insurance, as the health condition of people with disabilities, some enterprises don’t provide any labor insurance for employees with disabilities by giving a short term of employment for disabled persons, rather long term which is the compulsory to pay the medical insurance for disabled persons if they have long term job status. For example, the standard probation period is the three month time, and the employers will not be punished if they don’t purchase labor insurance for their employees during the probation period.

In Shanghai, there are 10,042 enterprises participating in the proportion-based employment program for disabled persons, and 2,198 of them chose
to make payments to the employment security fund for disabled persons\(^\text{16}\), and some enterprises did not make disabled persons work but paid each one a monthly wage of 100~200 Yuan just to complete the required quota\(^\text{17}\). However, since such disabled persons are not really employed, they cannot actually make a living, and this practice has hindered the implementation of the proportion-based employment policy for disabled persons.

In addition, due to social discrimination, many disabled persons have been totally socially excluded since their childhood. The following story indicates how disabled persons survive in China.

<table>
<thead>
<tr>
<th>Story Box 1: My life with Child Welfare Home (Orphanage)</th>
</tr>
</thead>
<tbody>
<tr>
<td>My name is Fu Shengjun. 'Fu' is the same character that appears in <em>fuli yuan</em> ['Child Welfare Home',] where I grew up. It was said that my parents left me, when I was very young, at the Provincial Military Hospital [<em>sheng junqu yiyuan</em>, from which Fu's first name derives]. I had been disabled by polio. I still don't know when the tragedy happened to me and when exactly I was abandoned. Anyway, I was picked up by some warm-hearted person and taken to the Hefei Municipal Child Welfare Home.</td>
</tr>
<tr>
<td>I suppose bending one's knees is a piece of cake for normal people, but it is impossible for me. I ended up sitting in a wheelchair every day. In the orphanage, as a rule, the older, stronger children bully their more disadvantaged peers. Since I was disabled, I was often the target. In response, I took out some of my anger on younger kids until one day I realized we were all in the same situation and so it's absolutely ridiculous for those who are stronger to bully the smaller or weaker group.</td>
</tr>
<tr>
<td>The care staff treated us badly. It's no exaggeration to say they beat and scolded us for little reason. Compared to the others in the Home I would count myself lucky: because I was fairly smart so I seemed obedient; I gave a rather good</td>
</tr>
</tbody>
</table>

\(^{16}\) The data are cited from the Statistical Communiqué on Development of the Work for People with Disabilities in 2010.

\(^{17}\) This data were obtained from the Second National Sampling Survey on Disability 2006.
impression to almost all the staff, so they treated me better than some of the others. Usually children living at the Welfare Home started school much later than the normal age. I did no schooling until I was eleven. Local schools turned me away on the grounds of my disability. When I turned eleven I was sent to a village foster family in Sanshitou Township and was fostered there for seven or eight years until I graduated from junior middle school. Every month a staff member from the Child Welfare Home would come to the family with 40 or 50 Yuan (equivalent to about US$5-7), my living expense for the whole month.

I can't really say the foster family treated me badly but I couldn't help thinking that I was not equal to the family's own children when I saw them eat eggs in the morning. I never got eggs myself. I tried to comfort myself with the thought that I didn't want to eat eggs at all. The monthly money the foster family got from the Child Welfare Home was only meant to cover my basic daily diet. I had no money to buy even basic items I needed urgently, like shoes and clothes. Even today, when I recall my life at that time I still feel bitterness. My foster family members gave me little hope about my future, saying 'It's difficult for an able-bodied person to find a good job let alone someone disabled like you.' I was deeply hurt by these remarks and came to feel myself inferior to others.

At school, though, I did so well that I often won small prizes like pens and stationery. I felt contented and pleased. Strangely, I got on well with a couple of lads who the teachers thought were bad students. They were good lads except that their academic performance was not as good as mine.

After graduating, I returned to the Child Welfare Home with no job and hopelessness.

Source: Field In-depth Interview with Mr. Fu in Hefei, May, 2013.

The employment of disabled persons is largely affected by adverse external conditions. For example, regarding unequal education, many people with disabilities are not supported for inclusive education when they are young, and they lack training opportunities; people with disabilities, particularly those living in rural areas, have limited chances to be invited for the trainings, and employment
information is not shared with them. The more challenging aspect is that social discrimination and exclusion push people with disabilities further way from employment. All these factors have negatively impacted the employment of people with disabilities.

4) Problems with the quality of disabled persons themselves

The employment skills of disabled persons are not up to the requirements for the development of modern science and technology and they lack a competitive spirit and the ability to compete. This is also an important reason for the difficulty in their employment. The findings from a community study with 200 respondents show that employment skills of the disabled are not be able to meet the requirements of the job position, and many of them have to rely on the support of others. For example, the following analysis of the resources for people with disabilities could provide a clue.

Table 4.3 Provision of Resources for People with Disabilities

<table>
<thead>
<tr>
<th>Provision</th>
<th>Yes</th>
<th>%</th>
<th>No</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transportation</td>
<td>32</td>
<td>16%</td>
<td>168</td>
<td>84%</td>
</tr>
<tr>
<td>Career Training</td>
<td>78</td>
<td>39%</td>
<td>122</td>
<td>61%</td>
</tr>
<tr>
<td>Funding Support</td>
<td>53</td>
<td>26.5%</td>
<td>147</td>
<td>74.5%</td>
</tr>
<tr>
<td>Other Support</td>
<td>98</td>
<td>49%</td>
<td>102</td>
<td>51%</td>
</tr>
</tbody>
</table>

Source: In-depth Interview with Local Community People, May, 2013.

The employment of disabled persons is quite special. Both their career options and work types are limited by the types and degrees of their disabilities. For example, people with visual impairment could not take the jobs which need eyesight as teaching and oral interpretation is not available. People with mental disability cannot cope with technical work, and mentally disabled persons are unfit for management work. Moreover, people with multiple disabilities have been excluded from the job largely as they have more disabilities than others.
Low literacy and low level of skills are major obstacles in the employment of people with disabilities. The findings show that 60.7% of people with disabilities in urban China had a junior high school education and 78.6% of people with disabilities in rural areas had only a junior primary school education. Both proportions are far lower than people without disabilities. In addition to this, 74.4% of all disabled persons throughout the country do not hold a qualification certificate, and 19.1% of urban and 29.1% of rural disabled persons failed to complete the Nine-Year Compulsory Education. In the Linhu Community of the City of Hefei (Anhui Province), up to 37% of disabled persons are fully-illiterate or semi-illiterate. Only 8.8% of them have a high school (vocational secondary school) education (The Second National Sampling Survey on Disability, 2006) and none of them has an education higher than high school.

Apart from the issue of the education of disabled persons, their parents, families, communities as well as society have forced people with disabilities into the trap of bad quality of life from the time they are young, for example of a case as bellows:

Maomao is a fifteen year old boy who lives with a severe physical disability and epilepsy. He is the illegal second child of his parents. The couples are permitted by law to have a second child if their first child is disabled. Maomao’s older brother is able-bodied and his parents therefore did not have permission to raise a second child. Maomao’s disability is economically crippling for his parents: his illegal status made it impossible for them to apply for government support for children with disabilities and they even faced fines and other penalties. Due to his parents’ fear of financial penalties from the government, they sent him to live with his paternal grandmother. He lived there until the grandmother passed away when he was five years old.

On his return to his parents, he was forced to hide inside the home. I interviewed his mother and found that Maomao was neglected and completely excluded from the society, but parents have enough
resources to properly care for Maomao: “If we had not had this son - Maomao, we could live a much better life.” Said the mother, “but the reality is he is alive, and there is nowhere we can send him to. We have no way, but face the reality. (In-depth Interview with Maomao’s Mother, May, 2013)

Due to their low literacy and relatively simple labor skills, people with disabilities are usually only able to do simple, dull, and unstable jobs. Their employment structure is simple and their roles are easily replaceable. For example, blind people are mostly limited to the occupation of massage, while this industry or line of business is capable of accommodating only a limited number of laborers in the labor market and more and more non-disabled people are entering this field. Upon any disturbance in their employers, these disabled persons are the first to be affected.

According to the results of Second National Sampling Survey on Disability (2006), children with multiple disabilities have the lowest rate of school enrollment in China. The figure below shows the number of children with each disability enrolled in compulsory education as a percentage of all children with disabilities enrolled in compulsory education in China.
The above figure indicates that there is a huge risk for children with disabilities when they grow up because many children with disabilities are not supported to fulfill their right to education. The author finds that the disabled persons with a lower education are not able to compete for jobs with people without disabilities. Jonson & Wiman (2009) indicated a similar idea as follows: “Across the world, people with disabilities are struggling for access to education, job and housing, for the right to express their sexuality and to have children, to participate in the political and social life, and in the development of our communities. However, the world is a disabling place, and millions of us experience the effects of it every day of our lives.”

4.1.2 Supporting Findings

4.1.2.1 Public Attitudes Towards Employment of People with Disabilities

The attitude of the respondents was studied in detail. Nineteen of the respondents would be inclined to conceal the disability of their family member.
because they “felt ashamed for their family” (25.8%) and were “afraid of being discriminated” (58.4%). Twenty-two percent of the respondents would terminate the employment of people that had psychiatric disabilities if a seizure occurred during work because of unreported disease. Older age groups and lower education level were associated with this attitude. Forty-six of the respondents would like to offer help to people with disabilities. Forty-six of the respondents believed that people with a mental disability can get married, and 15% of respondents believed that they can have their own children. Younger age (younger than 45 years) and better education were associated with a positive attitude toward marriage and pregnancy. These attitudes were associated with the older age group and poorer education level.

Public attitudes have also hindered the employment of people with disabilities in China. The findings from the in-depth interview with the HR personnel from 40 enterprises showed that 80% were familiar with the regulations concerning government quota scheme for employing people with disabilities, whereas only 20% were not. Further analysis was made by dividing the enterprises into complying and non-complying cohorts. The former were comprised of those enterprises in the process of making recruiting announcements targeting persons with disabilities, those actually employing persons with disabilities, and those opting to make a contribution to the quota system fund; only 20 of them were familiar with laws concerning the quota scheme for the employment of people with disabilities. The following table clarifies the above results.

**Table 4.4** Familiarity with Laws Related to Employment of PWDs

<table>
<thead>
<tr>
<th>Familiarity with laws</th>
<th>Total</th>
<th>Complying Laws</th>
<th>Non-complying Laws</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of Respondents</td>
<td>%</td>
<td>Number of Respondents</td>
</tr>
<tr>
<td>Familiar</td>
<td>32 (80%)</td>
<td>100</td>
<td>20</td>
</tr>
<tr>
<td>Unfamiliar</td>
<td>8 (20%)</td>
<td>100</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>40 (100%)</td>
<td>200</td>
<td>20</td>
</tr>
</tbody>
</table>

**Source:** Field Interview with HR Personnel of Enterprises in Hefei, in May, 2013.
However, in the above scenario, it seems that the enterprises were only willing to recruit people with slight disabilities, rather than treat people with disabilities equally. This means that some enterprises are only taking some persons with slight disabilities as a show; the fundamental negative attitudes have not been solved. In the following table, the findings show that the most disabled-employees have slight physical disabilities, or most of them have a hearing or speech impairment. To classify the types of 20 disabled employees from the interviewed 40 enterprises, 7 of them had slight physical disabilities, i.e. lost one or two figures; 8 were blind in one eye; and the other 5 were hearing impaired or were deaf; there were no employees with severe disabilities disabled employees among the 40 employers.

Table 4.5 Classification of Disabilities Among Disabled Employees

<table>
<thead>
<tr>
<th>Classification of Disabilities</th>
<th>Total</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of respondents</td>
<td>%</td>
</tr>
<tr>
<td>Physical (slight physical disabilities)</td>
<td>7</td>
<td>35</td>
</tr>
<tr>
<td>Blind (only low vision or blind in one eye)</td>
<td>8</td>
<td>40</td>
</tr>
<tr>
<td>Deaf (speech and hearing impairment)</td>
<td>5</td>
<td>25</td>
</tr>
<tr>
<td>Mental</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Others (incl. multiple disabilities)</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>20</td>
<td>100</td>
</tr>
</tbody>
</table>

**Source:** Field Interview with Disabled Employees from Enterprises in Hefei, in May, 2013.

According to statistics from the CDPF (China Disabled Persons’ Federation) 2012, the number of people needing a job have increased to 25 million people, but only 12 million of them would be able to be provided a job. The employment situation is grim, and the employment of persons with disabilities is more severe.
4.1.2.2 Environmental Barriers Blocking Employment of People with Disabilities

Environmental barriers are very critical elements which block the employment of people with disabilities. The findings from the focus group participatory discussion identified that most community facilities, including schools, offices, libraries, shops and public transportations, are not accessible for wheelchair users. The content of the barriers discussed with the focus group includes three parts: A.) accessibility issues regarding buildings and natural environment; coaching or counseling information; emotional and psychological problems; assistive equipment and other related barriers; B.) and the interpretation of guidelines, regulations and laws; professional knowledge, education; and training issues; C.) Perceptions and attitudes of public towards to people with disabilities including professional training, policies and procedures for the employment of people with disabilities at both national and local community levels.

The employment of people with disabilities is affected by a multi-factorial set of barriers. Many people with physical disabilities in China have to stay at home, isolated from community life. People with disabilities need or want to participate in the communities and society. The analysis from the focus group discussion showed that the respondents from the focus group actively provided information about the frequency of their encounters with each type of barrier. Further, the relative impact of environmental barriers was assessed compared with personal factors, impairment, and activity limitations regarding employment and life satisfaction. The findings also showed that 20% of the participants with physical challenges reported that none of them had ever taken public buses by themselves. Eighty percent of the participants with other disabilities reported that they have been encountering barriers, ranging from infrequent small problems to large problems encountered daily. The 5 top barriers, in descending order, were the natural environment, transportation, help at home, healthcare, and government policies.

The findings showed clearly that environmental barriers were not only challenging the lives of people with disabilities, but also a big barrier blocking the employment of people with disabilities. The participants have raised serious concerns with regard to the employment of people with disabilities in China, which requires a
major rethinking about both the political and physical environment concerning the social standing of disabled people and their right to employment.

<table>
<thead>
<tr>
<th>Story Box 2: No company wants to hire me, so I joined the “Rights into Action Group”</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mr. Yao who has a Bachelor degree in science from a university and he has always been interested in scientific invention and intellectual property rights when he was still at university. However when Yao started to pursue a career in this field in December 2005 he designed a resume and brought it to many job fairs with high expectations of attaining a good job. Yao met unexpected difficulties at the job fairs due to his disability. One of the recruiters looked at Yao and said &quot;Do you think we could recruit an employee like you with your 1.2 meters height? You are not able to access to a tool on the top of a work-platform.&quot; Later, Yao heard about “Right into Action Group” a special group for people with disabilities in Hefei, and he started his work with the Group as a volunteer for three months. He then began working as project officer on a micro-finance credit project for persons with disabilities in a community. Yao said “There is no company or organisation who wants to hire me, so I joined ’Rights into Action Group.’”</td>
</tr>
</tbody>
</table>

Source: Field Interview with Mr. Yao in Hefei Anhui, May, 2013.

4.1.2.3 Lack of an Effective Approach to the Employment of People with Disabilities

China has 86 million persons with disabilities. The research findings showed that 2.6 million persons with disabilities have been employed through the National 11th five-year plan. This means that it has taken 5 years for 2.7 million persons with disabilities to be provided with employment. This implies that millions of persons with disabilities still have no jobs in contemporary China. If the government wants to promote employment for all persons with disabilities, the following questions remain:
1) How many years will be needed to achieve this?
2) How many years do persons with disabilities have to wait for their right to access employment?

It can be seen as a big challenge for the government if we take time to look at the following status of employment of persons with disabilities nowadays.

![Graph of employment status for PWDs]

**Figure 4.6** Analysis on Percentage of Employment for PWDs

**Sources:** Survey on Employment of Persons with Disabilities 2008.

The above finding is from a Survey on the Employment of Persons with Disabilities in a city in southwest China. This survey was done by a Disabled Persons’ Organization (DPO) in 2008. The survey shows the current status of employment in one location of China, indicating that:

1) 30% have paid employment
2) 15% are self-employed
3) 45% are not employed
4) 10% are not sure of employment
Table 4.6  Findings of Employment for PWDs by Age Groups

<table>
<thead>
<tr>
<th>Employment Status</th>
<th>Aged 18 – 24</th>
<th>Aged 25 - 34</th>
<th>Aged 35 - 44</th>
<th>Aged 45 - 54</th>
<th>Aged 55 - 60</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employed or self-</td>
<td>15%</td>
<td>20%</td>
<td>25%</td>
<td>10%</td>
<td>0%</td>
</tr>
<tr>
<td>employed</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Not employed</td>
<td>85%</td>
<td>80%</td>
<td>69%</td>
<td>75%</td>
<td>80%</td>
</tr>
<tr>
<td>Retired</td>
<td>0%</td>
<td>0%</td>
<td>6%</td>
<td>15%</td>
<td>20%</td>
</tr>
</tbody>
</table>

Sources: China Statistical Yearbook, 2008.

According to the above regarding the status of employment of persons with disabilities, it shows the analysis contradicts the government reports on the employment of people with disabilities in China. What is the real situation?

Though the government of China has made significant progress in ensuring the rights of persons with disabilities to become employed, their entitlements to their right to decent jobs, access to information, participation, protection, etc., they are very controversial, or challenging. According to the Research on Social Welfare Services System (RSWSS) by the China Social Research Institute in 2009, the existing problems have really hindered the employment of persons with disabilities. For example:

1) Not Enough Training for the Employment of Persons with Disabilities

The prerequisite for the employment of persons with disabilities is to provide them with systematic, regulated professional skills so that they have certain professional capacities or abilities to find suitable jobs. Like non-disabled persons, disabled people need skills for economic empowerment, but unlike non-disabled people they start with a number of disadvantages that need to be addressed in training programmes. Traditionally, the training for persons with disabilities consists of a short course with no strategic plan for advanced trainings, and this does not enable persons with disabilities to find jobs after the training. According to the RSWSS, there were only 1/3 persons with disabilities participating in various professional skill trainings.
Story Box 3: This training could not Help

Mr. Guo is a person with visual impairment, as he has no other skills and he comes into a living dilemma. He says: our city runs blind massage training workshop once a year, but I learnt nothing from it, the training is not systematic, and it was only conducting for 25 days. Most of the participants only spent their 25 days in the class for government to show what they have done for us, but we were not able to achieve anything from this short period class. Also for us with visual impairment, apart from the job of blind massage, can we have other trainings? Such as teaching brail for children with visual impairment, music, or any chance of going to have further education in Beijing. Many persons with visual impairment are of illiteracy, when they finish the 25 days training, and then provide the massage for other people. It would not help me for getting a job.

Source: Field Interview with Ms. Guo in Hefei Anhui, May, 2013.

2) Fewer Employment Opportunities for Persons with Disabilities

Amongst the persons with disabilities that are engaging in job activities, it was found that most work involved lower skills and lower salaries. For example, 68.41% of persons with disabilities are engaged in the work such as agriculture, forestry, animal husbandry, fisheries and water conservancy; 14.09% are engaged in commerce and services; and 13.43% in production line and transport equipment operations. (China National Disability Survey, 2010) However, regarding work in fields such as state organisations, scientific personnel, financial staff, and metal industry, etc., there is a very limited numbers of persons with disabilities engaged in them. Hence, there are a few professional careers for persons with disabilities.
Story Box 4: Blind massage is the only way for me

Mr. Li is a person with visual impairment, after many years struggle; he seems that the blind massage is the only way for the persons with visual impairment. He says: I tell every person with visual impairment that if you want a job, you have to the massage job because you cannot see. So if I ask you, do you want to do the blind massage? The answer certainly “yes”. Then I respond that you could not be just “want”, but “must”. Otherwise, you have to be a beggar in the street or a fortune-teller. As apart from massage, there are no alternatives for us. Many persons with visual impairment even never been in school, they don’t have any other skills, what they can do? The massage is the only way for me.

Source: Field Interview with Mr. Li in Hefei Anhui, May, 2013.

3) Little Opportunity for Disabled Persons to Start their Own Business

It is an encouraging development for some disabled people to use their local or their own resources to set up their own businesses. However, in reality, the problems always tend to occur in one way or another; for example, persons with visual impairment are preparing to begin work in the area of massage, but registration is always an issue for them. Further, persons with disabilities in rural areas have no start-up capital after completing their livelihood skill training.

Story Box 5: I have no idea of what I can do

Ms. Zhuang is facing the capital difficulty for her to setup her own business after the livelihood training. She tells that I learnt the professional skill from the training workshop, I want to start a pig farm, the start-up capital is about 30,000 – 40,000 Chinese Yuan (4,000 – 5,500 US$). I want to borrow the money from my relatives, but they are reluctant to lend. I want to apply for bank loan with my house as mortgage, but my families don’t agree with my plan. Now I have no idea of what I can do.

4) Traditional Vocational Training Centre is Out of Date

In the past, segregated vocational training centers teaching such skills as shoe making, tailoring, and carpentry were seen as the best way of giving disabled people employable skills, but these are now recognized as having a number of drawbacks because they only offer a limited range of trades, and tend to be inflexible in response to a changing market. Persons after being trained often cannot find work in the society, and these vocational training centers tend to become disconnected from the real job market. Most importantly, traditional vocational training centers seldom reach the core competencies. Many of those trained persons do not obtain employment, at any rate not in the trade they had been trained in. Many disabled people do not want to be limited to these fairly menial types of work, but want to have opportunities which are intellectually more challenging.

4.1.2.4 Findings on the Employment of People with Disabilities in Hong Kong

To help to better analyze the real situation of the employment of people with disabilities, the present author conducted a comparison study on the disability and employment of people with disabilities between the Hong Kong Special Administrative Region (HKSAR) and the mainland. The purpose of this study was to identify a good system or the best practice regarding the employment of people with disabilities in Hong Kong so that it could be recommended to mainland China. The research was conducted based on the designed framework with three elements studied—social systems, public attitudes, and the environment—which has greatly helped in the analysis of the reasons why the employment of people with disabilities in mainland China has such challenges. The study initially compared the social systems of both sides, including policies, and human development and demography. Details can be seen in the following table:
Table 4.7 Comparison Summary at the Policy Level

<table>
<thead>
<tr>
<th>Description</th>
<th>Hong Kong</th>
<th>Mainland</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Definition</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Definition disability</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Definition of person with disabilities</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td><strong>National coordination</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mechanism / focal point</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td><strong>Legislative and policy framework</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Comprehensive disability law</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Disability specific anti-discrimination law</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>National plan of action</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td><strong>National efforts to promote an inclusive society</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Employment quota scheme</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>National accessibility standard</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Standardized sign language</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>ICE accessibility guidelines</td>
<td></td>
<td>✓</td>
</tr>
</tbody>
</table>

**Source:** UNESCAP: 2010.

Table 4.7, which is a comparison summary at the policy level between Hong Kong and mainland China, indicates that Hong Kong has not implemented a quota scheme, while mainland China has. According to the primary findings, the quota scheme is a good policy, but implementation in mainland China has shown to be of concern in various respects, such as the unity ratio; the number calculation methods; the degree of punishment; incentive measures, etc. At the same time, findings demonstrate an effective approach of employment of people with disabilities in Hong Kong, for example:

1) **Effectiveness of Hong Kong System for the Employment of People with Disabilities**

    The findings concerning the ratio of employment of people with disabilities in Hong Kong indicate that “…of the 347,900 persons aged 15 and
over with disabilities, about 302,100 (86.8%) were economically inactive, and the remaining 45,800 (13.2%) were economically active. Of all persons aged 15 and over with disabilities, some 41,000 (11.8%) were employed.” One of the successful approaches in terms of Hong Kong achieving a great number of jobs for people with disabilities is that the Hong Kong government realizes that disability rehabilitation will help with the employment of people with disabilities. In 1956, the Hong Kong Society Rehabilitation was established, and millions of people with disabilities have found jobs with the support of the rehabilitation system.

In 2001, the Central Registry for Rehabilitation compiled statistics from various government departments and service providers for the purpose of planning rehabilitation services. One set of statistics was based on disability allowances according to the type of disability. Notably, there were two categories of disability allowance, as show in the following table.

**Table 4.8** Statistics on Disability Allowance (DA) Cases in HK

<table>
<thead>
<tr>
<th>Type of disability</th>
<th>Higher disability allowance recipients</th>
<th>Normal disability allowance recipients</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Physical disability</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Illness, injury, or deformity resulting in bedridden state</td>
<td>576</td>
<td>1,348</td>
<td>1,924</td>
</tr>
<tr>
<td>Total blindness</td>
<td>113</td>
<td>5,002</td>
<td>5,115</td>
</tr>
<tr>
<td>Others (i.e. loss of function of two limbs, paraplegia, and so forth)</td>
<td>10,295</td>
<td>44,819</td>
<td>55,114</td>
</tr>
<tr>
<td>Profound deafness</td>
<td>1</td>
<td>4,355</td>
<td>4,356</td>
</tr>
<tr>
<td>Mental disability</td>
<td>2,410</td>
<td>24,959</td>
<td>27,005</td>
</tr>
<tr>
<td>Total</td>
<td>13,395</td>
<td>80,119</td>
<td>93,514</td>
</tr>
</tbody>
</table>

**Source:** Hong Kong. Census and Statistics Department, 2002.
In 2001, the Hong Kong government also realized that DA could be one good way to support people with disability for short-term living, but it has to seek long sustainable ways to help people with disabilities fulfill their rights of employment.

In collaboration with the relevant government departments and non-governmental organization (NGOs), through the rehabilitation scheme, including primary education, vocational training and special education, the number of employed persons with disabilities has exceeded 34,100 male persons with disabilities and 18,400 female persons with disabilities. (Hong Kong. Census and Statistics Department, 2002) Most employed persons with disabilities, excluding those with mental disabilities, have attained an education level up to the secondary or matriculation level.

Table 4.9 Employed Persons with Disabilities by Gender and Education in HK

<table>
<thead>
<tr>
<th>Descriptions</th>
<th>All employed persons with disabilities (excluding persons with mental disability)</th>
<th>Total employed population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Persons (1,000)</td>
<td>Percent</td>
</tr>
<tr>
<td>Gender</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>34.1</td>
<td>64.9</td>
</tr>
<tr>
<td>Female</td>
<td>18.4</td>
<td>35.1</td>
</tr>
<tr>
<td>Total</td>
<td>52.5</td>
<td>100.0</td>
</tr>
<tr>
<td>Education</td>
<td></td>
<td></td>
</tr>
<tr>
<td>No schooling / kindergarten</td>
<td>2.9</td>
<td>5.5</td>
</tr>
<tr>
<td>Primary</td>
<td>18.4</td>
<td>35.1</td>
</tr>
<tr>
<td>Secondary / matriculation</td>
<td>25.0</td>
<td>47.7</td>
</tr>
<tr>
<td>Tertiary</td>
<td>6.2</td>
<td>11.8</td>
</tr>
<tr>
<td>Total</td>
<td>52.5</td>
<td>100.0</td>
</tr>
</tbody>
</table>

As can be seen in the above table, education has played a great role in supporting persons with disabilities to achieve their right to employment. Table 10 shows that 47.7% of employed persons with disabilities have received secondary or matriculation education. This verifies that a good system, including education and rehabilitation scheme, would be able to support more persons with disabilities in terms of gaining employment.

2) Positive Hong Kong Attitudes Towards People with Disabilities

In the public attitude, it’s very curious to know the difference about public attitudes toward employment of people with disabilities in Hong Kong and mainland China. Hong Kong and the mainland are one country, but with two systems. What are the different attitudes of the people of either side toward the employment of people with disabilities? Do social factors affect the employment of people with disabilities in Hong Kong?

3) Public Education on Disability

From reading large local reports, documents, and key informant interviews with the Hong Kong Society for Rehabilitation (HKSR), it is evident that in Hong Kong, public education helps to create positive attitudes toward people with disabilities while inculcating a better understanding of their rights and special needs. The Sub-committee on Public Education on Rehabilitation (SCPE)—under the aegis of the Rehabilitation Advisory Committee, NGOs, and self-help groups—has played an important role in enhancing public awareness. Over the last decade, it has planned and organized major public education activities, such as an annual territory-wide campaign for activities scheduled for the International Day of Disabled Persons; large-scale public education programmes; projects at district level under the aegis of various government departments and 18 district boards; a series of programmes for Mental Health Month, and more. From 1994 to 1996, the Committee on the Promotion of Civic Education and the Equal Opportunities Commission conducted a public education campaign on equal opportunities. It was found from an early government report that a further US$380,000 was granted for public education programmes in 1997 and a capital grant of US$1 million was allocated for 1998 to 2003. Additionally, US$2.5 million was granted to expand educational programmes
on equal opportunities and human rights as well as for non-governmental organizations (NGOs) to launch Community Participation Schemes, and a further US$19.2 million was assigned for support the employment of people with disabilities in Hong Kong.

4) Disability Awareness Advocacy

Access to media of communication such as television programmes, newspapers, books, and magazines for people with disabilities is problematic. In response, local television broadcasters have generously volunteered to subtitle their programmes. Also, through donations from charitable funds, hearing and vision-impaired persons are able to purchase facsimile machines and computers to help them with communication.

In Hong Kong, according to a 1998 survey conducted by the Equal Opportunities Commission, people generally regard mentally ill persons as “emotionally unstable,” subject to a “more irritable temperament,” susceptible to “a sudden relapse,” “potentially dangerous,” and “poor in communication skills” with respect to social interaction, the provision of services and facilities, education, and employment. Most Hong Kong citizen believes that formerly mentally ill persons were the same as ordinary people (New Life Psychiatric Rehabilitation Association, December 2001: Mental Health in the Workplace: Situation Analysis--Hong Kong).

5) Hong Kong Barrier-free Environment for People with Disabilities

The Hong Kong government recognizes that the development of a barrier-free physical environment and an accessible transport system are necessary for meeting the overall objective of equal opportunities and full participation in all areas, including employment. As a general policy, all new government buildings must be designed in accordance with the Design Manual: Barrier Free Access 1997, which sets out mandatory and recommended requirements for the provision of access facilities for people with disabilities. Various government departments have been modifying schools, hospitals, housing estates, and social and recreational facilities that were designed after the release of the manual so that such facilities will comply with the manual’s requirements. The government will continue to take the lead with its ongoing refurbishment programme to improve the accessibility of existing government buildings.
In recent years, the Hong Kong government has taken an active role in organizing four summit meetings between the representatives of people with disabilities and public transport operators to discuss measures for improving the accessibility of the public transport system for people with disabilities. The public transportation system has been improved the quality of lives for people with disabilities, (Wan, 2004) for example, the government purchase of low-floor buses with access ramps for wheelchair users, installing tactile guide paths and other support facilities for people with visual impairments, and introducing loops and electronic information displays for people with hearing problems. Hong Kong also expanded the operation of a territory-wide rehab bus network for people with disabilities. Centre-based transport/commercially-hired vehicles transport people with disabilities to destinations where they receive education, training, and vocational rehabilitation services. Highways and pedestrian facilities maximize the mobility of people with disabilities. In 1998, Hong Kong installed over 400 additional dropped kerbs at at-grade crossings. Audible traffic signals are automatically included as part of the signage at all signal-controlled pedestrian crossings in urban areas and new towns. Much of the public infrastructure incorporates Braille signs. For example, many of the elevators in buildings, such as public libraries and government offices and university buildings use Braille signage to accommodate people with visual impairments. Finally, traffic lights for road crossings use different sounds to assist visually impaired people.

4.1.3 Suggestions for Alternative Solutions

4.1.3.1 Suggested Countermeasures Against these Problems

Disabled persons are a disadvantaged group in need of care in their lives. They have the same values and dignity of life just as those of normal people. The care for disabled persons is an embodiment of the kindest and most beautiful part of humanity.

For the purposes of solving the difficulties and problems in the employment of people with disabilities and for providing wider and effective approaches for the employment of people with disabilities, this paper hereby proposes the following suggestions:
1) Create Legislation and Provide Special Guarantees for the Employment of Disabled Persons

According to the experience of various countries around the world, centralized employment, proportion-based (Quota Scheme) employment, and individual employment are all good employment patterns that could be used to promote the employment of disabled persons. For example, European countries such as Switzerland, Sweden, and Finland have provided a lot of support for people with disabilities, and the governments have set up many factories of companies for people with disabilities and have issued policies of tax reduction or exemptions for disabled employees. Disabled employees are entitled to get government credit and loans as well as a disability allowance. (Yu, n.d.) In other countries such as Japan, the United Kingdom, and France, their governmental organizations, enterprises, and public institutions are required to offer certain proportions of their job placement for people with disabilities. In addition, some countries have prescribed the minimum sizes of enterprises which are required to recruit people with disabilities. For example, the USA and Austria require that enterprises hire people with disabilities if they have more than 20 employees. Most countries in the world have adopted preferential taxation policies and other preferential measures for the individual employment of people with disabilities.

However, China needs to further improve its relevant legislation. This is because disabled persons are a special disadvantaged group that needs special employment protection. For example, job offers for people with disabilities can be made through legislation and further preferential tax concessions to welfare enterprises for people with disabilities. At the same time the government could provide some relevant subsidies to the welfare enterprises so that you could have more financial capability to offer the more jobs for people with disabilities, cancel limitations for welfare enterprises, and encourage and create all kinds of conditions for employment of people with disabilities so that people with disabilities can take part in businesses of the tertiary industry. The empowerment of people with disabilities could be support through government procurement. (Yu, n.d.)

With regard to the proportion-based (Quota Scheme) employment of disabled persons, misconduct needs to be addressed and stopped, such as
discrimination and exclusion against the employment of people with disabilities. In addition, the government needs to amend the Civil Servant Act, allow employers to recruit some disabled persons according to the requirements of positions and the kind of people they want to hire, including the recruitment of both civil servants and public institutions within the scope of legal proceedings, and thereby guarantee the employment rights of disabled persons. At the same time the government should guarantee the employment of people with disabilities in rural regions and also include them within the scope of proportion-based (Quota Scheme) employment through legislation.

With regard to the individual employment of disabled persons, we should provide further encouragement and support. In addition to preferential taxation policies, long-term low-interest loans or certain financial aids can be offered to disabled persons so that they can start their own businesses.

2) Increase the Intensity of Enforcement and Truly Implement the Measures that Promote the Employment of Disabled Persons

First, the government should truly implement the laws and regulations supporting the employment of people with disabilities. According to provisions of the law, the government has an important obligation to execute the employment laws and regulations for people with disabilities. For example, the government is supposed to provide good service for welfare enterprises, make sure that the reimbursed taxes of the nation are used for the development of enterprises and the improvement of the lives of disabled workers, and create a good environment for the sustainable development of welfare enterprises. At the same time we should strengthen the standardization and management of enterprises employing disabled persons by means of annual inspections and taxation, and firmly prohibit the practice of “nominal employment.” Additionally, labour security funds for people with disabilities are seriously monitored, and it is strictly examined if the enterprises submit their requests to deduct or exempt for labor security funds. To prevent employers from employing only slightly-disabled employees, the government can follow the practice of some European countries in terms of counts the scores of disability coefficients (Yu, n.d.) on employment of people with disabilities based on the disability categories and functional limitations. The scores are used to calculate
the reimbursement rate of employers and how much the employers should pay for the employment funds. As a matter of fact, many problems would be able to be solved if the laws and regulations on the employment of people with disabilities were strictly carried out.

Secondly, those violating the regulations on the employment of people with disabilities shall be punished seriously. The current laws of the People’s Republic of China provide many rights for people with disabilities, but fail to specify which departments are responsible for implementing these rights. In other words, nobody will be held liable for not implementing these rights; and due to the absence of any law-enforcement subject, no organization will investigate these responsibilities. Therefore appropriate law-enforcement subjects should be established and be endowed with certain administrative authority power or law enforcement rights. For example they can be entitled to give warnings, require rectifications, impose fines, or apply to the court for enforcing execution against conducts violating the legal provisions for the employment security of disabled persons. The experience of France is good reference for us in this aspect. The French government requires that all enterprises having more than 20 employees fill at least 6% of their job posts with disabled workers. If employers fail to meet the requirement, they will be fined: “5,000 Euros for each post failing to be occupied by a disabled person in the first year, which is increased to 5,000~15,000 Euros in the second year”, (Yee, n.d.) and the government provides employers of disabled persons with special equipment needed by these people in work.

In addition, the government needs to adjust its reimbursement policies for welfare enterprises in which disabled persons are hired, and make sure that the reimbursed tax truly benefits people with disabilities, and also ensure that serious action would be made to against those that are taking advantage of the preferential taxation policies of the nation by embezzling tax reimbursement in the name of welfare enterprises. (Yu, n.d.)

3) Enhance Education & Training and Improve the Literacy and Vocational Skills of People with Disabilities

Many disabled persons cannot make rapid adaptations to the job requirements for their own reasons. Even if there are jobs available, it is most
likely that they are incompetent in them because they fail to achieve the basic job qualifications. Therefore, depending on the social resources, it is necessary to carry out various job trainings through channels and orientations, to help them master work skills and exert their subjective initiatives to overcome the challenges to adapt themselves to the social environment and not just wait for limited help passively.

It is necessary to make full use of the training channels now available. At present there are many channels for job trainings: all kinds of training institutions held by the Labor Department, Education Department, Poverty Relief Office, and adult education and private entities can provide disabled persons with a good platform for training. The government needs to coordinate the training institutions at different levels, make them exhibit their respective advantages and bring the training of disabled persons into them. Once the support is properly provided by societies, people with disabilities would be able to improve their abilities and skills to meet the requirements of the job placements, and meanwhile the job training opportunities should be financially supported for people with disabilities so that the economic burden would not be on the shoulder of people with disabilities.

Also, it is necessary to improve the overall educational level and vocational skills of the people with disabilities. People with disabilities, generally have limited education and skills to meet the requirements of certain positions in the enterprises, and therefore it is important to support people with disabilities to have compulsory education when they are at school age. There is an old saying in China that says that “Only the education could save your life.” The education system must be inclusive, and children with disabilities would be able to achieve their goals as long as the education system is adaptable for them. The construction of special schools should also be planned as a whole. Meanwhile, it is essential to further improve the admission policies of institutions of higher education for students with disabilities with more acceptable health examination criteria, increase the number of disabled students, and encourage those schools to offer special education classes once they are needed. In this supportive way, people with disabilities could be confident in their education and their future life in the competitive world.

4) Establish a Disability Insurance System and Guarantee the Bottom-line Living Standard of Disabled Persons
The employment of people with disabilities is a difficult problem challenging all countries in the world. From an international point of view, it is difficult to thoroughly solve the employment problem of people with disabilities, which can only be alleviated to some extent by means of policies and laws. China has a disabled population of 86 million. It will be impossible to employ all disabled persons or employ disabled persons on a lifetime basis. Therefore we must properly establish a social security system and in particular, subsistence allowances system and a disability insurance system, which are the bottom-line for the subsistence of disabled persons. The insurance system for disabled people in Switzerland for example not only guarantees the subsistence of job-losing disabled persons just like everybody else, but also provides them with disability compensations. Disabled persons have a higher cost of living, and they need the kind of balances which cover not only their normal living expenses, but also their rehabilitation and purchase of assistance equipment (appliances). Therefore it is only by establishing both a subsistence allowances system and a consummate disability insurance system that we can properly guarantee the subsistence for people with disabilities.

5) Adapting an Effective Approach on Employment of People with Disabilities from Hong Kong

Hong Kong and China are one country with two systems; eventually China and Hong Kong will be combined as one country with one system. From now on, the government should be able to gradually make the changes to catch up the Hong Kong system for the employment of people with disabilities. Hong Kong’s goal of achieving full participation and equal opportunities for people with disabilities is clearly visible. China’s government needs to learn from Hong Kong, increase its awareness of the employability of people with disabilities, change its attitude toward the employment of people with disabilities, and strengthen the network of public and private organizations to increase job opportunities for disabled persons. The government and all concerned parties will need to work closely together to meet the challenges of reforming polices, changing attitudes, and freeing barriers for supporting the employment of people with disabilities.

China’s government might need to adopt development strategies for disabled persons, particularly regarding the employment of people with disabilities,
in order to accelerate the establishment of the social system, and the public and community employment services needed in mainland China.

Persons with disabilities should have the right to be employed, to have access to public services, etc.; however, many of these rights are violated or neglected. Campaigning activities are among the important approaches to increasing public awareness of the UNCRPD and to promote the rights of people with disabilities and the employment of persons with disabilities. The campaigning should be designed including sustained engagement with duty bearers in the communities, provincial- and national-level raising awareness of successes, sharing best practices, and ultimately change the attitudes towards disability in China.

Persons with disabilities face huge barriers in work, such as the reluctance of employers to hire them, inadequate physical access to many workplaces, exclusion from training opportunities, and the negative attitudes and stigma that are found in broader society. Professional skill training is a very important process for promoting the right to employment of persons with disabilities. For instance, suitably adapted training packages should be developed for people with a range of disabilities, and particularly focus should be placed on key wage and self-employment sectors as can be seen in the example below.

<table>
<thead>
<tr>
<th>Table 4.10 Waged and Self Employment for PWDs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Wages Employment</td>
</tr>
<tr>
<td>2. Self-employment</td>
</tr>
</tbody>
</table>

Source: Field Email Interview with HKSR in Hong Kong, May, 2013.
6) Learn International Advanced Perspectives on Developing Community-based Holistic Livelihood Resource Centre (LRC)

With the international conceptual framework of a holistic LRC development for the employment of people with disabilities, people with disabilities should be supported, and the LRC should deliver technical, vocational and life skills training through a fully-accessible approach; a “one-stop-shop” for people with disabilities seeking employment should be instituted, where they are supported in a holistic way to access to adaptive technology, information and comprehensive one-to-one services for the employment of people with disabilities.

![Holistic Approach - “One-Shop-Stop” Service for the Employment of PWDs](source)

**Source:** Leonard Cheshire Disability, 2011.

The Livelihood Resource Centre (LRC) is a good approach to empowering people with disabilities so that they can live a full life. It considers the different needs of disabled persons with various types of disabilities for employment. The LRC is regarded as one of the best practice models in China in terms of promoting the right of employment of persons with disabilities, for example:
(1) The LRC creates opportunities for work placement, apprenticeships and participation, and it provides linkages to employers and financial institutions (including microfinance organizations) once the training has been completed.

(2) The LRC ensures that persons with disabilities have access to career counseling, work placements and apprenticeships during their training and are provided with employment and funding linkages once they have finished.

(3) The LRC promotes greater employment of persons with disabilities across all sectors of the economy.

(4) The LRC works with policy makers, the private sector, and NGOs to promote greater use of training packages and livelihoods opportunities for people with disabilities.

(5) Regarding livelihood training, the LRC could replace the traditional vocational training centre in developing training schemes to reach the core competencies of persons with disabilities, rather than thinking in terms of skills alone. It would be useful to think of competencies which include attitudes, knowledge, and skills.

Table 4.11 Competency Development for the Employment of PWDs

<table>
<thead>
<tr>
<th>Attitudes</th>
<th>Knowledge</th>
<th>Skills</th>
</tr>
</thead>
<tbody>
<tr>
<td>Self-confidence</td>
<td>Knowledge of economic context</td>
<td>Community skills</td>
</tr>
<tr>
<td>Determination</td>
<td>Knowledge of the social context</td>
<td>Interpersonal skills</td>
</tr>
<tr>
<td>Having aspirations</td>
<td>Understanding of job market</td>
<td>Financial skills</td>
</tr>
<tr>
<td>Social responsibility</td>
<td>Understanding of market for products and services</td>
<td>Literacy &amp; numeracy</td>
</tr>
<tr>
<td>Willingness to take risks</td>
<td>Understanding of disabilities issues</td>
<td>Goal setting</td>
</tr>
<tr>
<td>Optimism / Friendliness</td>
<td></td>
<td>Problem solving</td>
</tr>
<tr>
<td>Persistence in the face of set-backs</td>
<td></td>
<td>Opportunity seeking</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Information seeking</td>
</tr>
</tbody>
</table>
Table 4.11 (Continued)

<table>
<thead>
<tr>
<th>Attitudes</th>
<th>Knowledge</th>
<th>Skills</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Creativity / Risk taking</td>
<td>• Planning and monitoring</td>
<td>• Bookkeeping</td>
</tr>
<tr>
<td>• Openness to other’s views</td>
<td>• Bookkeeping</td>
<td>• Market analysis</td>
</tr>
<tr>
<td>• Critical thinking</td>
<td>• Critical thinking</td>
<td>• Technical skills</td>
</tr>
<tr>
<td>• High personal standards</td>
<td>• High personal standards</td>
<td>• High personal standards</td>
</tr>
</tbody>
</table>


7) Strategies for Enterprises to Employ People with Disabilities

Furthermore, enterprises on the mainland of China need to respect all relevant local and national laws. Any enterprise should respect the rights of people with disabilities when they are producing their policies or regulations, and the equality of people with disabilities should be always be put into the daily agenda for their employment. The diversities of disability should be respected in the enterprises and supported in the workforce. Managers and supervisory staff, in particular, should seek to develop an understanding of the different types of needs of people with disabilities, and discrimination should never be allowed in the enterprises. For example, the salary of disabled workers should be not allowed to be less than their peers without a disability, and the special needs of disabled workers should be given enough support so that they have the same opportunities as their peers.

Companies can put in place specific activities to address the question of discrimination and eliminate it within the workplace. For example:
Table 4.12  Strategy of Workplace Development for PWDs

<table>
<thead>
<tr>
<th>In the Workplace</th>
<th>In the Community of Operation</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Institute company policies and procedures which make qualifications, skill and experience the basis for the recruitment, placement, training and advancement of staff at all levels.</td>
<td>• Encourage and support efforts to build a climate of tolerance and equal access to opportunities for occupational development such as adult education programs and health and childcare services.</td>
</tr>
<tr>
<td>• Assign responsibility for equal employment issues at a high level, issue clear company-wide policies and procedures to guide equal employment practices, and link advancement to desired performance in this area.</td>
<td>• Companies may need to accommodate cultural traditions and work with representatives of workers and governmental authorities to ensure equal access to employment by women with disabilities.</td>
</tr>
<tr>
<td>• Work on a case by case basis to evaluate whether a distinction is an inherent requirement of a job, and avoid application of job requirements that would systematically disadvantage certain groups.</td>
<td>• Be aware of formal structures and informal cultural issues that can prevent employees from raising concerns and grievances.</td>
</tr>
<tr>
<td>• Keep up-to-date records on recruitment, training and promotion that provide a transparent view of opportunities for employees and their progression within the organization.</td>
<td>• Establish programs to promote access to skills development training and to particular occupations.</td>
</tr>
<tr>
<td>• Where discrimination is identified, develop grievance procedures to address complaints, handle appeals and provide recourse for employees.</td>
<td>• Provide staff training on non-discrimination policies and practices, including awareness on rights of people with disabilities. Reasonably adjust the physical environment to ensure health and safety for employees, customers and other visitors with disabilities.</td>
</tr>
</tbody>
</table>

Source: Focus Group Discussion in Hefei Anhui, May, 2013.
CHAPTER 5

DISCUSSION AND CONCLUSION

5.1 Discussion

The literature is clear; that “Across the world, people with disabilities have less economic participation and higher rates of poverty than people without disabilities” (Dr. Margaret Chan, Director-General World Health Organization June, 2011), and “Poverty and disability are inextricably linked” (Elwan, 1999). The findings from the research give enough evidences on the poverty of people with disabilities, the poverty caused by less participation in the society and its economic activities, and it’s a viciously cycled from disability to the poverty if people with disabilities are discriminated and socially excluded.

However, what remains less clear is that the social value and economic value regarding the employment of people with disabilities are still in debate, which should be considered first. This study has used a case study to marshal evidence to ascertain the values related to the employment of people with disabilities. The case study is “Rural Livelihood Resource Centers of People with Disabilities.” This case study provides some alternative values from the grassroots level in developing the potentials of people with disabilities as well as social values regarding the employment of people with disabilities. For detailed stories of the case study please refer to Appendix III. – A Case Study of the Rural Livelihood Center for Employment of People with Disabilities.

In general, the research proposal design has provided a guideline to engage stakeholders in the present research. The research findings have provided relevant insights into the multiple dimensions (government policies, public attitudes and community environments) of the collaboration. However, the real research practice was far more complex than the design. Some changes needed to be made so that the findings were more relevantly explored from the research activities. This research
5.1.1 Analytical Framework Revisited

The analytical framework was designed as the research guideline for the theory analysis. In order to effectively grasp the opportunities to conduct the in-depth interview with different stakeholders, the analytical framework was revisited and included additional activities into the framework for effective research. The new analytical framework adopted a participatory approach. For example:

**Figure 5.1 Redesigned Research Analytical Framework**

**Source:** Discussion in Research and Development Class 16 of NIDA, 2011.
The former framework was used as the principle guidance for the research analysis; the latter was to have a further completion framework to guide the author in using a participatory approach to interact with the stakeholders in order to increase the value of the findings. Both frameworks display the important steps and principles in how to engage stakeholders to conduct research analysis in three dimensions (i.e. social system, public attitudes, and social environments) by in-depth interview, group discussion, empirical observation, phenomenological and case studies, etc.

Qualitative research has its roots in social science and is more concerned with understanding why people behave as they do: their knowledge, attitudes, beliefs, fears, etc. Qualitative research allows the subjects being studied to give much richer answers to questions put to them by the researcher, and may give valuable insights which might have been missed by any other method. Not only does it provide valuable information to certain research questions in its own right but there is a strong case for using it to complement quantitative research methods as well.” (Peninsular Research and Development Support Unit, 2009) These two frameworks combined strengthen a variety of techniques for research analysis. In addition, the frameworks from various angles assess whether the government has accommodated the rights of people with disabilities in the framework of its policy.

5.1.2 Research Contents Revisited

As the research contents are the core areas that influence policy change regarding the employment of people with disabilities, the present author also attempted a data comparison analysis on the employment of people with disabilities between Hong Kong and mainland China. The analysis has addressed different findings in this regard.

Hong Kong returned to China in 1997 with the policy of “one country, two systems.” Hong Kong is well-developed compared with mainland China; the employment of people with disabilities has been well supported and developed by the Hong Kong government in the past decades. This presented a great opportunity to use the results of the evidence-based analysis to influence the government’s policy change in order to improve the employment of people with disabilities in mainland China. The results of the following, Figure 5.2: Framework of HK Evidence-Based Analysis
could be submitted to China’s government in order to provide a constructive recommendation to the Chinese government for the employment of people with disabilities in mainland China.

**Figure 5.2** The Framework of HK Evidence-Based Analysis

**Source:** Victor, 1979.

Based on the above framework, the research analysis included the following questions:

1) How has the HK social system helped the employment of people with disabilities in HK? Are there any gaps between Hong Kong and the mainland in this regard? If yes, how can it be improved in the future?

2) How have the HK public attitudes supported the employment of people with disabilities in Hong Kong? Is there anything that the government of mainland China could learn from HK?

3) What has HK government done to eliminate environmental barriers for people with disabilities in terms of accessing employment in HK? How could China government improve the environment for people with disabilities in terms of accessing employment in mainland China?
5.1.3 Research Questions Revisited

The research questions were revisited to provide the most salient findings relative to each question as proposed, analyzed, and interpreted. These were presented by the overarching research questions and followed by the three sub-questions.

![Figure 5.3 Structure of Research Questions](image)

**Source:** Discussion in Research and Development Class 16 of NIDA, 2011.

The overarching research question was revisited, i.e. *to what extent have the social system, public attitudes, and social environment affected the employment of people with disabilities?* This provided a structure to analyze the effect within the three specific dimensions of social system, social and community attitudes, and physical and political environmental factors in relation to the employment of people with disabilities.

The three sub-questions were also revisited and redesigned so as to be in line with the overarching research question, for example:

*How have the social systems affected the employment of people with disabilities?* This focused on the specific policy level issues which affected the employment of people with disabilities. The data were collected and analyzed by in-depth interview with key informants using designed questions.

*How have public attitudes (i.e. recruitment issues faced by people with disabilities) impacted the employment of people with disabilities?* The social attitude issues faced by people with disabilities in terms of accessing access their right to
employment were examined via designed interview questions with the human resource personnel in 40 enterprises in Hefei City of Anhui Province.\textsuperscript{16}

*How have physical and political challenges been faced by people with disabilities?* This research was conducted together with a special focus group. Data were collected and analyzed after the group work. The research included the factors that had inhibited their employment success.

Hypothesis questions were added based on the suggestions and advice of NIDA professors from the “Proposal Topic Defense Committee Meeting” on the 4\textsuperscript{th} March 2013; and the professors’ advice were adapted, and three research questions were designed, as hypotheses and as the independent variables, to find what additional contexts have affected the employment of people with disabilities, as follows:

1) \(H1: \) The social system has an effect on the employment of people with disabilities.

2) \(H2: \) There is a relationship between public attitudes and social environment regarding the employment of people with disabilities.

3) \(H3: \) Poverty and disability are correlated.

In terms of hypothesis one, the findings suggested that the social system may not be a single dimension but rather include both dimensions of public attitudes and social environment in relation to the employment of people with disabilities. Furthermore, public attitudes and environment have a strong relationship which causes a vicious cycle; the worse are the public attitudes towards people with disabilities, the more difficult is the environment for the employment of people with disabilities. Poverty and disability iares illustrated in *Figure 2: - Vicious Cycle of Poverty and Disability.*

\textsuperscript{16} Anhui Province is one of the most populated (68 million people) but least developed Province. Anhui is the cradle of Chinese policy-pilots. Many government policy reforms started in Anhui. For example, in 1950s the land policy reform was piloted in Anhui province and then replicated in many other provinces in China. It’s potential to influence national policy by the research result.
5.1.4 Theory Revisited

Enactment theory explains that a rationale is ascribed to outcome (Weick, 1986). The employment of people with disabilities applies the enactment theory to suggest that the employment of people with disabilities produces outcomes which are of great social value, not just economic value. The economic value would not be able to be produced by people with disabilities if their social value is ignored. Bishop (1981) suggests that the implementation of policy should take into consideration the financing, construction and participation of the policy.

1) Value Added on the Employment of People with Disabilities

In line with Bishop’s statement, the findings and literature suggest that social and economic values may be located in different places for different policies and in different organizations. For example, if a disabled person works at a supportive job placement with well-supported policies, public attitudes and social environment, the social value of people with disabilities will be increased. Further, due to the increase in their social value, there would be no doubt that people with disabilities will have more sustainable job placements with more confidence, self-reliance and commitment, etc., and all of these factors will certainly increase the economic value to the society in the long run. The details of the social and economic values are as following:

![Figure 5.4 Social & Economic Blended Value on the Employment of PWDs](image)


The findings have revealed that if there are three positive important factors (social system, public attitudes, and social environment), leading to the
ineffective implementation of employment policy for people with disabilities, and therefore the right support from these three factors in the right places or right organizations, the blended value of social and economic would be able to be maximized to the providers and society.

2) Full Participation of People with Disabilities

Moreover, Yutaka (2003) suggests that the impact of negative perceptions and negative attitudes produces little or no expectations for people with disabilities to be successful. Low expectations can in turn lead to low levels of participation of people with disabilities in all aspects of social life, including training and employment.

The World Bank defines participation as the process through which stakeholder’s influence and share control over priority setting, policy making, resource allocations, and access to public goods and services (Tikare et al., 2011). In this research, the participation of the focus group was described as the involvement of people with disabilities from Rights into Action Group. The key findings from the focus group participation showed that people with disabilities have an inadequate level of participation in the policy formulation process of the government. The main factors regarding why people with disabilities do not participate fully in policy formulation are displayed in the following diagram:

![Figure 5.5 The Factors Affecting Disabled People’s Participation](image)

**Figure 5.5** The Factors Affecting Disabled People’s Participation

**Source:** Focus Group Discussion with Members of “Rights into Action Group” in Hefei Anhui, on Saturday-Sunday / 20-21 July, 2013.
The above figure illustrates that people with disabilities, due to physical constraints, rejection by prejudice, no accessibility and not being invited or informed, do not participate in the policy process. This situation strongly certifies the truth that “the barriers to full participation of people with disabilities include negative attitudes, prejudices based upon ignorance and apathy of policy makers and the community” (UNESCAP, 2002).

Through the revisitation of the theory and the discussion, it can be seen that the discussion references the framework and the research is organized holistically to interpret the findings relative to the literature.

5.1.5 Implications of Findings

A key outcome of this research was to provide a good strategy for the employment of people with disabilities within a framework in which the findings could be submitted to the Chinese government for reference or study. This will increase the chances of people with disabilities in China to gain employment once it is adapted by the Chinese government. However, it must be understood that it is not very easy in China for such a controlling government to accept advice from a researcher. Nevertheless, there is a good channel for the present author to submit this paper to the top government related departments through HKSR, which has historically had had a strong relationship with the China Disabled Persons’ Federation, where there have been many joint programs that assist people with disabilities in the past decades.

1) Limitations

This research had several limitations in terms of data collection and generalizability. As regards the data collection, by the very nature of being a qualitative research, it relied heavily on interviews as the primary data collection method. This was further complicated by the fact that some key informants of the interviewees were government officials. It is possible that they many were limited in what or how they could respond.

2) Challenges

The main issue that arose in taking a phenomenological approach in an organisational setting was people not understanding. It can be difficult for people to
understand that a single-figure sample is valid—that there can be confusion between methods such as the theoretical sampling used to ensure that the participants stick to the actual context, and that statistical sampling if often different from the contexts. Depending on the knowledge of the researchers, it could be difficult to get participants involved in one session of more than one hour, particularly if they are not very interested in the topic of the research. In this case, a phenomenological approach was adapted, and the research structure had to make relevant changes rather than enforcing the participants.

Additionally, those data from the focus group discussion on the “Rights into Action Group” are very critical for the government, which is causing some people to be very suspicious about the “Rights into Action Group” as an NGO, which usually tests the boundaries of political systems by assuming a number of civic rights, especially in authoritarian regimes and emerging democratic countries. It is a risk for NGOs in China to involve themselves in advocating public policy, a sharper realization of the potential dangers for NGOs in China, because China is still ruled by one party (communism), which will not allow NGOs to challenge their decisions. As a result, some questions have to be responded to in vague wording and the present author had to guess what the real meaning was, and sometimes it was necessary to phone them back for confirmation, which took a lot of time for the data recollection and reanalysis after the analysis of the data.

3) Generalizability

Lastly, limitations exist in terms of the generalizability of the findings. Since this research was an exploratory study using a framework, the framework required more development and subsequent use to determine reliability. Additionally, a case study was conducted for research findings in rural areas, and the relationship between public attitudes and the social environment might have increased the likelihood of a tolerance for any missteps in execution of the research, and therefore some of the results may not be generalizable. Furthermore, Yin (2008) suggests that case study findings may not be generalizable. Future validation of the findings is needed under non-incentivized conditions with un-established relationships.
5.2 Conclusion

5.2.1 Contributions

1) Theoretical

This research makes a contribution to theory in several ways. First, it recognizes the relationship between poverty and disability. It extends the theoretical contributions made by Dr. Margaret Chan, Director-General World Health Organization (June, 2011), in that “…across the world, people with disabilities have less economic participation and higher rates of poverty than people without disabilities,” and Elwan (1999), in that “Poverty and disability seem to be inextricably linked. It is often noted that persons with disabilities are poorer, as a group, that the general population and that people living in poverty are more likely than others to be disabled persons.” Furthermore, the research also recognizes the interrelationship between social value and economic value regarding the employment of people with disabilities, and it explores the blended value collaborations among the social system, public attitudes, and social environment for the employment of people with disabilities, which extends the theoretical contributions made by Sen, A. K. (1997) in terms of the behavioral foundations of economic theory. It has been clear that the findings from this research have greatly enriched the theory of social inclusion for the society to live together with people with disabilities. Social inclusion is about the ability of our society to keep all groups together as what we expect as society. Mitra (2006) states that social inclusion goes on to state what has to change is not people with disabilities, but it is the society that has to change. The unemployment of people with disabilities derives not only from matters of discrimination; it is also a matter of social exclusion (Coleridge, 1998).

The research framework contributes the finding that disability has evolved dramatic changes globally, and these global changes have also had a huge impact on changes at national and local levels. For example, the findings show that China’s disability development changes have been more dynamic over time with more apparent evolutionary changes. Hafner (2008) stated that “Local, national and international organizations of disabled have taken a strong role in promoting social change based on their own analysis of disability and society.”
Moreover, the research contributes to the limited literature on the employment of people with disabilities in terms of creating an effective approach for hiring disabled employees and in sustaining the employment of people with disabilities once the job is offered to them. For example, the development of the Livelihood Resource Center for People with Disabilities (LRC) is providing an innovative and a holistic approach as a “one-stop-shop” to serve the employment of people with disabilities, particularly in serving rural people with disabilities at the grassroots level.

Therefore, this research makes an important contribution to three dimensions of developing the employment of people with disabilities, including the social system, public attitudes, and the social environment. The contribution of the data to disabled persons’ employment can be shared with other countries for the development for people with disabilities, for example in rehabilitation, vocational training, and job coaching, as well as business development. More simply stated, the research findings make a contribution to a wider use of employment data for government-related departments, non-government organisations, disabled persons organisations) as well as researchers to follow up with future research directions.

2) Practical

The research makes a practical contribution in three ways. First, the blended values of the social and economic of the employment for people with disabilities have been analysed, which indicates economic value could not be produced if social value is ignored. The common understanding of blended value on social and economic on the employment of people with disabilities will give a guideline for enterprises to balance the difference between social and economic values. This research makes a practical contribution regarding the encouragement of policy reform, attitude changes, and the creation of an environment free of barriers for the employment of people with disabilities. Furthermore, the research will also be helpful in choosing the correct approach to increasing the likelihood of the successful and sustainable employment for people with disabilities. Lastly, the research highlights the need to understand that public attitudes and the social environment are strongly correlated; the more negative are the attitudes towards people with disabilities, the more barriers will be pressed on people with disabilities. The research
also contributes to the advocacy and campaigns for the UNCRPD (United Nations on Convention of Rights on Persons with Disabilities). Regardless of the context, this research provides a consolidated framework by which to identify strategies for improving policies and practices to fulfill the right of employment for people with disabilities.

5.2.2 Future Research Directions

This research examined data on the social system and public attitudes, including cultures and social and physical environment sharing, regarding the development for people with disabilities and the employment of people with disabilities. The findings show that the social system has dominated social environmental changes, and public attitudes and the social environment both affect each other. The results of the research also show that the social system, public attitudes, and the social environment have largely hindered the employment of people with disabilities. At the end of research, the findings indicated how to make the government accept those suggestions and recommendations from this research in order to create a concrete plan to improve the policy and practice of the employment for people with disabilities. As such, future studies might explore added value analysis with economic evidence on the employment of people with disabilities. Such research could have great significance in terms of returns on investment of the employment for people with disabilities, and impact the overall policies and practices of improving employment of people with disabilities so that many people with disabilities could be hired by public agencies and enterprises or self-employment positions, which would have a great likelihood of success for this group of individuals in China.
BIBLIOGRAPHY


APPENDIXES
APPENDIX A

INTERVIEW PROTOCOL
INTERVIEW PROTOCOL

Length of Interview: 50 – 60 minutes
Milieu: In Person

Methodology: The interview topics will be sent to participants in advance of the interview to allow for proper preparation and effective use of interview time. Notes will be taken by the research team during the interview.

Background: The World Report on Disability addresses the need for better research and data on disability. It will include the first update of World Health Organisation’s (WHO) disability prevalence which estimates for more than thirty years. The Report also explores evidences about people with disabilities are suffering from poverty, it identifies needs of people with disabilities and provides an analysis of what works to improve the lives of people with disabilities in the areas of health, rehabilitation, support services, information, infrastructure, transportation, education and employment.

The purpose of this study is to understand challenges of employment of people with disabilities in China, what influential factors (i.e. social system, public attitude and social environment) affect on the employment of people with disabilities, and how the changes of the influential factors could contribute to the improvement of employment of people with disabilities.

Thank you for setting aside time for this interview
QUESTIONS

**General**

How much do social system, public attitude and social environment have affected on employment of people with disabilities?

**Policy**

1) How does the social systems affect on employment of people with disabilities?

2) What are the legal polices or regulations that exist for employment of people with disabilities?

3) How does government implement those policies for employment of people with disabilities?

4) What are the options for disabled people families (including their parents, relatives) on the employment of people with disabilities?

**Governance**

1) What were the key elements for the initial governance structure within your organisation for employment of people with disabilities?

2) What are the key elements of the initial governance structure with your organization for employment of people with disabilities?

3) How has governance changed over time?

4) What governance structures do you see as vital for sustainability or growth of employment for people with disabilities?

**Attitudes**

1) How does public attitude (i.e. recruitment issues faced by people with disabilities) impact on employment of people with disabilities?

2) What are the initial difficulties challenged by people with disabilities for their accessing employment?

3) What are people’s attitudes towards people with disabilities when they are saying they want a job?
**Organisation / Community**

1) How were the physical and political challenges faced by people with disabilities?

2) What provision of job services does your local community have for people with disabilities to access employment?

3) What are the most important factors within the local community for employment of people with disabilities?

4) What is the HR policy with your organisation in term of recruiting new staff?

5) How many people with disabilities have submitted their job application letter to your organization? Are there any people with disabilities shortlisted? And how many of them be recruited among the shortlisted candidates with disabilities?

6) Are there any physical accessible job places adaptable for people with disabilities?

7) What the organizational challenges faced when the disabled people are recruited?
APPENDIX B

企业残疾人用工状况调查问卷
Questionnaires for Enterprise on Recruitment of PWDs
企业残疾人用工状况调查问卷
Questionnaires for Enterprise on Recruitment of PWDs

各有关企业 (To whom it may concern):

随着改革开放的不断深化和产业结构的持续调整，我国残疾人就业状况发生了很大变化。为深入了解当前企业中残疾人就业的状况，发现残疾人就业过程中面临的机遇与挑战，进一步促进残疾人就业，这里开展企业残疾人员工就业状况问卷调查。贵单位对问卷的回复将对政府、企业和社会各方面了解和改善企业中残疾人就业提供有益帮助。如实提供贵企业用工的情况，我将对企业提供的有关信息严格保密。

(With the deepening of reform and opening up the industrial structure adjustment, China's disability People employment status has changed greatly. To better understand the current situation of enterprises in the employment of persons with disabilities, to find people with disabilities 'opportunities and challenges, and to promote the employment of people with disabilities, I am doing a research on the employment of people with disabilities. Your organization will reply to the questionnaires in the following, so that government, business and society to understand and improve all aspects of the enterprise to provide useful employment for people with disabilities. Please truthfully provide your enterprises' employment situation for people with disabilities. Your information and feedback will keep confidential strictly.)

1) 请熟悉企业人力资源或相关部门人员填写:
   (Please be filled by your relevant HR personnel);

2) 有些题目是选择题，请在符合本企业情况的选项上画“√”；有些题目是问答题，请在空白处需要填写有关内容;
   (Some of the questions are multiple choice, the situation in the interests of the enterprise option to draw "√"; some of the questions need your answers, please fill out the relevant content in the blank);

3) 问卷填写完整后，请于 2013 年 5 月 31 日前将问卷寄回或传真至我处。
   (Please send your responses to the following detailed address before the 31st May, 2013).

   地址：中国云南省昆明市青年路 176 号 邮编：650021
   联系人：汪庭馀 (Tingyu Wang)
   联系电话：(0871) 6515391 转 805 (office) 或 136 5884 4753 (mobile)
   传真：(0871) 6515381 转 801
电子邮件：smileylic@gmail.com
衷心感谢对本次问卷调查给予的大力支持！调研结束后我将向问卷反馈的企业免费寄发本次题研究报告。(Sincerely thanks to your support for this research. The results will be informed to you when it’s ready).

二〇一三年五月 (May, 2013)

企业残疾人用工状况调查问卷
(Questionnaires)

1. 企业基本信息 (Basic information of your enterprise)

| 1.1 企业名称 |  |
| 1.2 所属行业 | □ 农林牧渔业； □ 采掘业； □ 制造业； □ 电力； □ 建筑业； □ 交通运输、仓储及邮电通讯业； □ 批零贸易、餐饮业； □ 金融、保险业； □ 房地产业； □ 社会服务业； □ 文体教卫广电业； □ 科学研究及高新技术行业； □ 其它，请注明_________； |
| 1.3 所有制 | □ 国有及国有控股； □ 私营企业； □ 外商及港澳台投资企业； □ 其它，请注明_________； |
| 1.4 是否为福利企业 | 是□，否□； |
| 1.5 员工人数 | 总人数____；女性员工人数____； |
| 1.6 销售额 (2012) | _________万元； |
| 1.7 企业地址 |  |
| 1.8 联系人 |  |
| 1.9 联系电话 |  |
| 1.10 电子邮箱 |  |
| 1.11 传真 |  |
2. 企业对残疾人就业意愿及政策了解情况 (Understanding of disabled employment)

2.1 如果有残疾人符合岗位条件，能力不逊色于其他非残疾应聘者，企业愿意雇佣残疾人到本企业工作吗？

是，那么考虑的主要因素（可多选）：
A. 应聘残疾人工作能力能满足企业要求，有较高的专业素质和水平；
B. 考虑到企业能够享受到相关减免税和其他优惠政策；
C. 残疾人是弱势群体，雇佣他们是企业应尽的社会责任；
D. 被残疾人的意志和精神所感动；
E. 其它，请注明：____________________；

2.2 如果有残疾人符合岗位条件，能力不逊色于其他非残疾应聘者，企业不考虑雇用残疾人员工，那么考虑的主要因素（可多选）：
A. 认为残疾人在工作中需要一定照顾； B. 残疾人工作效率没有正常人高；
C. 专业技能有限，不能满足企业要求； D. 残疾人形象不符合企业形象；
E. 其它，请注明：____________________；

2.3 您是否了解残疾人就业相关法律法规：

<table>
<thead>
<tr>
<th>序号</th>
<th>法规名称</th>
<th>备选项，请在选项后打√</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1)</td>
<td>《中华人民共和国劳动法》</td>
<td>没听说过 听说过 了解 很熟悉</td>
</tr>
<tr>
<td>(2)</td>
<td>《中华人民共和国残疾人保障法》</td>
<td></td>
</tr>
<tr>
<td>(3)</td>
<td>《中华人民共和国就业促进法》</td>
<td></td>
</tr>
<tr>
<td>(4)</td>
<td>《残疾人就业条例》</td>
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3. 企业残疾人用工情况 (Status on disabled employment)

3.1 企业是否雇用了残疾人员工？
A. 是(  )，B. 否(  )；
如果是，残疾人员工数量为____人，女性残疾人员工____人；
3.2 企业招聘残疾人的途径，请在以下选项中选择（可多选）
A. 通过公司官方网站，发布相关招聘消息；  B. 通过参加专门的招聘会；
C. 通过残联等相关机构推荐；              D. 通过招聘机构等发布消息；
E. 通过公开媒体；
F. 其它，请注明：____________________；

3.3 公司招聘残疾人员工时，倾向于招聘哪类残疾人？
A. 视力残疾； B. 听力残疾或言语残疾；
C. 肢体残疾； D. 智力残疾；
E. 精神残疾； F. 根据具体岗位而定；

3.4 公司为残疾人员工提供哪些培训？
A. 入职培训；           B. 技能培训；
C. 专门的职业安全卫生培训；
D. 开展了专门针对残疾人的职业培训，请注明：____________________；
E. 其它，请注明：____________________；

3.5 公司在雇佣残疾人员工时，是否享受了政府有关部门的优惠政策？
A. 是，请注明：____________________；
B. 否；

3.6 公司在雇佣残疾人员工时，是否制定了残疾人员工的相关保护措施或政策？
A. 是，请注明：____________________； B. 否；

3.7 与正常员工相比，残疾人员工的收入水平？
A. 相对偏低；          B. 基本持平；
C. 收入较高；          D. 没有可比性；
E. 根据工作岗位和工作性质定；

3.8 企业为残疾人员工缴纳的保险包括？
A. 养老保险；      B. 医疗保险；
C. 失业保险；      D. 工伤保险；
E. 其他，请注明：____________________；
3.9 贵企业是否在工作场所为残疾人职工提供以下福利设施（可多选）：
A.无障碍通道； B. 用餐地点； C. 工间休息室； D. 医疗服务设施；
F. 清洁的卫生设施（包括厕所，洗手池，肥皂等）；
G. 其他，请注明：__________________________；

3.10 涉及到残疾人员工与企业的劳动纠纷，请选择最主要的 3 项内容：
A. 经济性裁员； B. 工伤处理；
C. 劳动合同订立和变更； D. 工资报酬；
E. 加班工资； F. 社会保险；
G. 其它，请注明：__________________________；

3.11 贵企业在促进残疾人就业方面实践中，认为最重要的经验（请注明）：
A. __________________________________________；
B. __________________________________________；
C. __________________________________________；
D. __________________________________________；

(*如贵企业愿意我们宣传贵企业在残疾人就业方面的实践案例，请将相关的实践材料与我们分享。我们将进行总结提炼的基础上，选择有关典型案例。)

4. 企业残疾人用工存在的问题及对策（Problems and strategies of employment for people with disabilities）

4.1 在促进残疾人就业方面，贵企业需要企业组织及相关机构提供相关支持吗？如果是，请选择？
A. 是， B. 否；
如果是，请选择
a) 提高企业管理残疾员工事务的能力培训；
b) 与相关机构建立联系，提升企业管理残疾员工事务有关能力；
c) 提供企业管理残疾员工事务的相关咨询服务；
d) 需要残疾员工事务相关的管理工具以及相关信息；
e) 其它，请注明：__________________________；
4.2 一些企业在残疾人就业实践方面，取得了积极成效，请列举几个贵企业所了解几家公司的名字：
A. ________________________________；
B. ________________________________；
C. ________________________________；
D. ________________________________；

4.3 通常情况下，企业在招聘残疾人过程中要遇到一些挑战，贵企业认为招聘残疾人就业方面面临挑战有哪些，请选择？

<table>
<thead>
<tr>
<th></th>
<th>要挑战</th>
<th>有些挑战</th>
<th>不是挑战</th>
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</thead>
<tbody>
<tr>
<td>a.</td>
<td>对残疾人感觉不舒服</td>
<td></td>
<td></td>
</tr>
<tr>
<td>b.</td>
<td>对残疾人的信息了解甚少</td>
<td></td>
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</tr>
<tr>
<td>c.</td>
<td>同事的态度影响</td>
<td></td>
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<tr>
<td>d.</td>
<td>管理层的态度影响</td>
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<tr>
<td>e.</td>
<td>客户/顾客的态度</td>
<td></td>
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<tr>
<td>f.</td>
<td>不知道雇用的成本情况</td>
<td></td>
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<tr>
<td>g.</td>
<td>照顾残疾人的实际成本</td>
<td></td>
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<tr>
<td>h.</td>
<td>考虑到健康和安全事宜</td>
<td></td>
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<tr>
<td>i.</td>
<td>不能找到能够胜任的残疾人员工</td>
<td></td>
<td></td>
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<tr>
<td>j.</td>
<td>工作的性质不适合残疾人</td>
<td></td>
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<tr>
<td>k.</td>
<td>如有其它，请注明：</td>
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4.4 在企业中促进残疾人就业，还需要政府、企业组织、企业、社会人士等各方面的努力，贵企业认为应该采取哪些措施，才能切实推进企业残疾人就业，请在以下空白处填写。
A. ____________________________________________；
B. ____________________________________________；
C. ____________________________________________；
D. ____________________________________________；

(完/END)

感谢参与本次调查！/ Thanks for your participation!
APPENDIX C

A CASE STUDY OF: “THE RURAL LIVELIHOOD RESOURCE CENTERS FOR THE EMPLOYMENT OF PEOPLE WITH DISABILITIES”
A CASE STUDY OF: “THE RURAL LIVELIHOOD RESOURCE CENTERS FOR THE EMPLOYMENT OF PEOPLE WITH DISABILITIES”

I. Introduction

The Rural Livelihood Resource Center project was a three-year project, from July 2009 to June 2012. With the main aim to improve the employment or income of people with disabilities, the Rural Livelihood Resource Center project was implemented by Leonard Cheshire Disability\(^1\) in cooperation with the China Disabled Person’s Federation in four counties in the northern part of China. These four counties presented a very challenging environment, both in terms of local capacity and geography. People with disabilities suffer from poor quality services which are difficult to access. Poverty is widespread in these counties\(^2\) and people with disabilities are disproportionately affected as there is a direct correlation between disability and poverty (Braithwaite and Mont, 2008).

Everyone has different strengths and aspirations, which means that they are best suited to a different career, and people with disabilities are no exception. This project tried to use the LRC (Livelihood Resource Center) to address the poverty issues faced by people with disabilities. The Livelihood Resource Centers offer a comprehensive approach by providing career guidance and counseling support to identify the most appropriate choice of livelihood for each individual. Once the choice has been made, the LRC will provide a tailor-made training and support package to empower people with disabilities to get into the work or business they have identified. A project that adopted this approach was operated in Wuhan city in

\(^1\) Leonard Cheshire Disability is a UK-based charity and was founded in 1948, with the mission of enabling disabled people to improve their quality of life and to campaign for the removal of the barriers which hinder them. Cheshire China works under the leadership of the China Disabled Person’s Federation.

\(^2\) Three of the four counties are designated as a poor county at the national level; the other one is designated as a poor county at the provincial level.
China in 2006 and had directly benefited 102 people with disabilities through the end of 2007.

The Rural Livelihood Resource Center project aimed to develop a viable and successful Rural Livelihood Resource Center model to meet the livelihood needs of people with disabilities in rural China. The innovation offered by this project was to give people with disabilities in rural areas the same opportunities as their peers in urban areas. It provided training (i.e. soft skills training, 3-stage access to work training\(^3\) or 3-stage small business development training\(^4\)) for people with disabilities in project sites and financial schemes to help people with the necessary skills, capacity, and competence to access employment, set up their own business in rural areas, and change the economic situation for themselves and their families. Over a 3-year period, it was expected that 6,000 people with disabilities in the four project sites would receive appropriate rural livelihood training in either starting their own business or in the skills that would enable them to have paid employment, of which 750 were expected to establish their own businesses.

Until the present time, this project has been implemented for more than 3 years. So far the project has developed well, and through the end of June 2012, 5302 people with disabilities (PWDs) received skill training, 3901 (among 5302) PWDs received working / small business development trainings, 1315 (among 3901) PWDs employed or self-employed, 585 (among 1315) PWDs accessed to finance (micro-

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\(^3\) 3-stage Work Training includes: career guidance; skill development and training in selected industries; work placement / internships, mentoring. In practical work, the part of career guidance is usually combined /linked with the soft skills’ training.

\(^4\) 3-stage Small Business Development Training includes: career guidance; support for development of small business feasibility plans / market research; training in management, finance and marketing; establishment of small business. In practical work, the part of career guidance is usually combined / linked with the soft skills’ training.
credit and grant) supports. *(Source: Statistics from the Rural Livelihood Resource Center project reports of four project sites)*

As it is the first time to use the Rural Livelihood Resource Center approach to meet the livelihood needs of people with disabilities in rural area, once the project has been tested successfully in these four counties, it could be established as a model and will give China Disabled Person’s Federation the opportunity of replicating similar initiatives in other parts of the China, and therefore assist China Disabled Person’s Federation to broaden its focus from the urban area to rural area where the majority of people with disabilities live in China.

**Basic Information of the Project Sites:**

![Map 1: Locations of Sha’anxi, Gansu and Hebei Provinces](image)

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5 Rural Livelihood Resource Center Project adopts a gradual approach to provide trainings and funding supports for people with disabilities. The order of this approach is: soft skills training – 3-stage training / employment information exchange activities – loan / grant support. Details please refer to Part 5.2 of this Paper: Innovative approach initiated by Rural Livelihood Resource Center Project.
1) Baishui County

This county is located in Sha’anxi Province, has 14 townships and 194 administrative villages. Its population is 280,000 of which 7.93% are people with disabilities (i.e. 22,000 PWDs). Until the end of June 2011, there were 1,587 people with disabilities who received service from Rural Livelihood Resource Center Project.

2) Pucheng County

This country is located in Sha’anxi Province, has 24 townships and 359 administrative villages. Its population is 760,000 of which 6.69% are people with disabilities (i.e. 50,800 PWDs). Until the end of June 2011, there were 1,482 people with disabilities who received service from Rural Livelihood Resource Center Project.

3) Qingshui County

This country is located in Gansu Province, has 12 townships and 260 administrative villages. Its population is 314,000 of which 6.94% are people with disabilities (i.e. 21,800 PWDs). Until the end of June 2011, there were 861 people with disabilities who received service from Rural Livelihood Resource Center Project.

4) Lulong County

This country is located in Hebei Province, has 6 townships and 548 administrative villages. Its population is 481,000 of which 6.27% are people with disabilities.
disabilities (i.e. 30,170 PWDs). Until the end of June 2011, there were 1,372 people with disabilities who received service from Rural Livelihood Resource Center Project.

II. Contribution to the Development Field

This case study focuses on analyzing the challenges faced by existing policies and practices in promoting the employment and economic development for people with disabilities. It tests possible alternatives to tackle with these challenges by looking into the Rural Livelihood Resource Center project’s approaches and implementing processes. Specifically, the case study examined the follow questions:

1) What policies exist in relation to employment for people with disabilities in China?
2) What are the challenges faced to effectively implement and protect people with disabilities’ rights of employment?
3) What are the theories and approach adopted by the Rural Livelihood Resource Center project to address these challenges? Does this approach work effectively in project sites? Should this approach to be replicated in other places in rural China?

III. Involving Related Stakeholders in Project Management System

As the Rural Livelihood Resource Center Project is a pilot work, with the goal to benefit a wider range of people with disabilities in future through government’s replication, from very beginning the Rural Livelihood Resource Center Project involves in government partners at different levels from one side; from the other side, as mentioned above, employment for people with disabilities is a social issue. It cannot be solved only through one department, but needs the efforts from all of
society. In order to let all society pay attention to the employment of people with disabilities so that they can get necessary support from these departments, meanwhile let society especially related government departments understand the development of the Rural Livelihood Resource Center Project, the working committees at national and county levels were established before this project’s implementation.

At the national level, members of the working committee include representatives from both International Cooperation Department and Employment and Education Department of China Disabled Person’s Federation. The national working committee is not only providing technical assistance, authority and leadership to develop Rural Livelihood Resource Center Project, but also will have a crucial role in promoting this project’s nationwide replication in future.

At the county level, the working committee was established in each project site. The members of these committees are made up of leaders from county level government and related government departments (such as Civil Affairs, Labor Department, Education Department, etc.), representatives from the local Disabled People’s Federation and the manager of Rural Livelihood Resource Center Project. The members of working committee meet together every three-month to better know the development of the project, as well as exchange ideas with different members and help to solve practical issues during the project’s implementation. In addition to participating in the regular meetings, the members of working committee visit project sites irregularly with project staff to know the details of implementation and provide site-support when necessary; Project staffs also visit or call them for help when they met some specific issues. So with the function of supporting the project’s development and implementation, monitoring the project’s activities, the working committee at county level is more operational in nature. Moreover, as most members are from local government, these working committees also have the function of a catalyst in expending project’s impacts to let more people with disabilities benefited.

The following chart is the **Management Structure** of Rural Livelihood Resource Centers:
IV. Establishing Rural Livelihood Resource Center Office

As a physical body of Rural Livelihood Resource Center Project, the Rural Livelihood Resource Center office was established in each project site, which was identified as a hub for providing comprehensive and qualified information and services for people with disabilities. In order to make sure the office is accessible for people with disabilities as well as its existence and running after the withdrawal of the project, all the offices in these four project sites are located on the first floors of buildings with convenient transportation, all the venues for establishing offices were provide by local Disabled People’s Federations. In addition to equipping the offices with necessary facilities *(which tried to be disability accessible)*, project staffs recruited according to the posts’ TORs *(Terms of Reference)*, which were drafted by the Rural Livelihood Resource Center Project’s national working committee, and all project staffs received initial stage of trainings before starting their work. Besides providing consistent trainings and monitoring for the project staffs to ensure the service quality, the Rural Livelihood Resource Center’s operational procedures and office’s regulations were also developed.
The Rural Livelihood Resource Center provided a “one-stop-shop” service for people with disabilities in seeking employment. Rural Livelihood Resource Center worked with policy makers, public and private sectors, and NGOs / mass organizations to create or promote opportunities for work placements, apprenticeships, and other livelihood activities as well as provided access to information, counseling and vocational / life skills training for people with disabilities. To maximize its functions, in collaboration with local stakeholders, the Rural Livelihood Resource Center was also playing a supporting role in helping people with disabilities and their families to obtain other services, such as housing, marriage, rehabilitation, social life activities, and so on6.

Further, in consideration of providing long term services for people with disabilities, especially after the phasing out of the Rural Livelihood Resource Center Project, all four Rural Livelihood Resource Centers were registered as local NGOs in local counties by the end of December 2011, thus all these four centers have their own licenses and bank accounts, they can raise money and carry out all kinds of activities related to people with disabilities by themselves.

V. Providing Capacity Building for Both People with Disabilities and the Other Stakeholders

The Rural Livelihood Resource Center Project use a rights based approach to build capacities of both people with disabilities and the other stakeholders in order to better protect people with disabilities from discrimination, social exclusion and increase their opportunities of employments.

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6 For examples, Rural Livelihood Resource Center invites rehabilitation personnel to provide rehabilitation and training workshops for people with disabilities and their families irregularly; Rural Livelihood Resource Center also holds different kinds of parties to expand the communication/friendship circle of people with disabilities as well as to enrich their daily lives.
1) **Capacity Building for People with Disabilities**

The Rural Livelihood Resource Center Project adopted a gradual approach to address the root causes of employment vulnerability of people with disabilities. This project tried to solve the psychological issues (i.e. lacking of confidence, fear to communicate with others, etc.) of people with disabilities at first, then according to each individual’s characteristic and his/her interests, tried to solve the issues such as lack of employment information, practical professional skills and seed money. So in the Rural Livelihood Resource Center Project, people with disabilities firstly participated in soft skills training, then according to their intentions and the accessibility of resources (i.e. the accessibility of trainers, equipment, workplace, numbers of trainees, etc.), those who already finished the soft skills training were invited to participate in the related 3-stage working training or 3-stage small business development training in batches, meanwhile those trainees could also attend the employment information exchange activities.

(1) Soft Skills’ Training

Unlike most poverty alleviation projects implemented in China, the Rural Livelihood Resource Center Project values people’s potential. The Rural Livelihood Resource Center Project believes that people with disabilities will create miracles if their potential could be fully developed. The soft skills’ training was designed to rebuild confidence of people with disabilities and bring out their potential. A comprehensive range of soft skills training was carried out in the four project sites by using participatory methodology, covering the Rights of People with Disabilities,

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7 3-stage Work Training includes: career guidance; skill development and training in selected industries; work placement / internships, mentoring. In practical work, the part of career guidance is usually combined / linked with the soft skills’ training.

8 3-stage Small Business Development Training includes: career guidance; support for development of small business feasibility plans / market research; training in management, finance and marketing; establishment of small business. In practical work, the part of career guidance is usually combined / linked with the soft skills’ training.
confidence development, literacy, personal hygiene, timekeeping and interpersonal communication. Since this was the first time for people with disabilities in these four project sites have had chances to participate in such kind of training, most of them found it interesting and felt the support of confidence and information prior to the support of skills and funds.

(2) 3-stage Training

The 3-stage training was provided to people with disabilities who after participating in the soft skills’ training had some thoughts on starting their own business or being employed. Instead of arranging a post for person with disability, the Rural Livelihood Resource Center Project believes each person has his/her own aspiration, the project staff (i.e. the career guidance or the small business specialist) assisted the person with disability to find his/her own interests by providing information and analyzing existing resources. The forms and ways of trainings in this phase are various, entirely based on the specific circumstance of each trainee (for example, for the first-stage training, some attended one-to-one on-the-sport training, some attended group workshop). “Introducing ⁹” and “going out ¹⁰” strategies were used in project sites to meet the needs of people with disabilities and the local context. More important, the training was not a separate one-time’ activity, but an on-going one; after trainings the Rural Livelihood Resource Center Project provided continuous supports for people with disabilities to find jobs or start their own small business and followed-up on-sites mentoring until the people with disabilities could be independent. Until the end of December 2012, different kinds of trainings were carried out according to requirements of people with disabilities, including farming (especially vegetables and fruits growing), poultry and livestock breeding, embroidery, paper cutting, clay, shoe – repairs, electrical appliances repairs, hairdressing, computer literacy, folk music performance, and so on.

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⁹ “Inducing” means: inviting experts, teachers to provide trainings locally.
¹⁰ “Going out” means: sending trainees out of their local villages to study in the nearby villages or towns.
(3) Employment information exchange activities

The Rural Livelihood Resource Center Project organized employment information exchange activities regularly in all project sites, with supports from local government and local employers. This activity tried to provide a platform for local people with disabilities and employers to understand each other and realize the needs and requirements of employment. In order to ensure people with disabilities have the same access as those without disabilities, some employment information exchange activities were open exclusively to people with disabilities\textsuperscript{11}. Through the information exchange platform, people with disabilities and employers have developed a mutual understanding of each other’s needs and expectations. This in turn enabled the project counties to develop livelihood training activities more adapted to the local market demand as well as facilitated local government to bring more people with disabilities into government employment schemes.

2) Capacity Building for the Other Stakeholders

For the other stakeholders, especially those government partners as well as those potential employers, Rural Livelihood Resource Center Project realized the importance of their attitude and awareness towards disabilities. So a series of training workshops as well as advocacy on rights of people with disabilities, communication with people with disabilities, and so on, were designed and implemented with the purpose of improving related policies and changing staff’s attitudes and practice to people with disabilities\textsuperscript{12}. It is hoped that, through the impact of Rural Livelihood Resource Center Project and cooperation between stakeholders, a formal or informal support network at project sites could be established to address the gaps in employability for people with disabilities.

\textsuperscript{11} This is also the first time for all of these four counties to hold this kind of special employment information exchange activity.

\textsuperscript{12} The effects of trainings and advocacy work for government partners, please refer to Part 5.3 (Discussion) of this Paper.
3) Providing Micro – Financial Supports

The Rural Livelihood Resource Center Project provided micro-finance supports for people with disabilities who wanted to start their own small business after participating in the soft skills training and 3-stages’ training but lack of start-up capital. The types of micro-finance supports include grants and loans\textsuperscript{13}, and there was no collateral requirement for either type’s application. As this was the first time to introduce a micro loan/grant support for person with disabilities in rural area, there was no existing experience or standardized operating methods available in project sites, the criteria (such as the selection of borrowers, the amount and period of loan/grant, who can get loan and who can get grant, etc.) of providing financial support was based on a combination of the regulations from London Office of Leonard Cheshire Disability and the local context of project sites. All micro-financial supporting activities were determined on a case-by-case basis. It is expected that a standard operational mechanism could be formulated and enhanced by this project.

4) Establishing Self – Help Group

With the Rural Livelihood Resource Center Project’s implementation, especially with the more accessibility of training activities and the starting of small business by the beneficiaries of this project, self-help groups were emerging voluntarily among people with disabilities and their families in three project sites (till the end of 2011). These self-help groups were divided into two kinds of targets according to their format: one was based on business, such as shoes-repairing self-help groups, breeding and planting self-help groups, and so on; the other was based on location, most of them based on village level, such as Nanpengya Village self-help group, Tianjinawa Village self-help group, etc. Members of these self-help groups held meetings to discuss their issues spontaneously and had close connection with the Rural Livelihood Resource Center Project office. The establishment and running of these self-help groups greatly helped people with disabilities in accessing local

\textsuperscript{13} In Rural Livelihood Resource Center Project, the grant funding does not have to be repaid whereas the loan funding must be repaid over a specified period.
services such as information sharing, skills training, technical supports, productive materials’ sharing, microfinance, health care / rehabilitation, recreation, and campaigning on the rights of people with disabilities. From the effects of the self-help groups in project sites, it demonstrated that this kind of organization played a strong role in empowering people with disabilities; this kind of organization could be used as an effective strategy for poverty alleviation and income – generating activities.

5) Stories from Rural Livelihood Resource Centers

Rural Livelihood Resources Centers Project has been implemented for more than three years so far. From the reports of this project, it demonstrated that the approach initiated by this project was efficient and some achievements were reached. The following are two examples of the changes of people with disabilities contributed by the Rural Livelihood Resource Center Project.

Case Story 1: ‘My boy now makes beautiful paper-cuttings’

Li Songlin is 19 years old and lives in the Pucheng County of Sha’anxi Province. He has a severe congenital spinal condition which causes limited mobility. Before the project started the only way he could move around was by being carried by his mother. Discrimination and insults from the community caused great stress to the whole family and the economic pressure on the family made the situation worse.

In hearing of RLRC project and with encouragement from his families, Li Songlin took part in soft skills training from May 2010. Last October, the RLRC center in Pucheng offered him an opportunity to study paper cutting. Initially, Li had little confidence in his own abilities both to learn this new skill and to make money for himself. However, with encouragement and supports from the trainers, project staff, other trainees with disabilities, and his mother, he gradually started to succeed in the skill of paper cutting.
On Dec 3 of 2010, the International Day of People with Disabilities, Li participated in an advocacy activity called “Song Baifu” (the blessing of the New Year). He prepared many paper cuttings that he planned to send out. Li’s paper-cuttings were well received and many participants asked for a piece of his work. One of the attendees expressed interest in purchasing the paper-cuttings that in turn generated further interest. This was Li’s first sale, and he was able to generate an income of RMB180.

Li has now started working at a local folk culture workshop and his paper cuttings are increasingly popular with the customers.

Case Story 2: ‘Living with Confidence’

Mr. Wang Zhixiang is 25 years old, resident of Qingshui County, Gansu Province. He has intellectual impairments due to dysplasia. It is an abnormal development of tissues, organs and cells that can cause cancer. He is living with his elder parents in the village called Hongbao.

Farming is the main means of their livelihood; Wang has to transport vegetables and sell eggs to augment the meager income of the family. Due to lack of market information and seed capital, he failed to earn enough money for their daily needs.

With this condition he decided to leave home and find a job in Shanghai City. He applied for several vacancies but was not able to succeed. He suffered from fatigue, distress and frustration. He applied for more than 50 companies for a job in two weeks, but all employers turned him down.

Suffering from the failure and stress both in self-employment and waged job, he felt desperate and tried to end up his life.

Fortunately, the disability worker in Hongbao village learned the fate of Wang in Shanghai. He was then encouraged to return and join the RLRC project.
Wang completed the soft skills training, small business training workshop such as poultry raising, beaver and rabbit raising. RLRC- Disability Worker referred Wang for 15 days apprenticeship and then offered him micro loan to buy ten rabbits to start his small business.

The learning and experiences in RLRC project gave him new hope and inspiration. Wang dedicated his life to his newfound business, he is happy to perform his responsibilities from daily chores to loan repayment. He is confident to control his life, his family and his future.

VI. Discussions

The Rural Livelihood Resource Center Project tried to provide some alternatives in addressing employment issues faced by people with disabilities in rural area from the grassroots level. During the implementation, instead of arranging people with disabilities to do work or in certain positions, Rural Livelihood Resource Center project encourages people’s participation through stimulating their confidence and potential capacities. Rural Livelihood Resource Center project not only helped to reduce poverty of people with disabilities in these four project counties (according to the report of Rural Livelihood Resource Center Project, till the end of June 2012, there were 1,315 people with disabilities found work placements or started to run their small business, with an average fixed income of around RMB 800 per month whereas previously they had no fixed income or their income was lower than the national poverty line of RMB ¥1,196 [around US$180] annually per capita), but also increased the social’s awareness of disabilities of both people with disabilities and people without disabilities. Government partners began to pay more attention to the Rural Livelihood Resource Center Project, by being invited to attend this project’s activities at first, to asking project’s monthly plan and detailed activities’ schedules, to most recently asking the project to enlarge its activities to other townships. In consideration of this project’s goal (replicating this project’s approaches nationally), its past and current stage’s implementation, however, there are still some concerns based on my analyzing and observations that will have negative impacts to achieve project goal.
1) Lack of Comprehensive Training Package

Increasing the confidence and professional skills of people with disabilities is an important approach of Rural Livelihood Resource Center Project to help these people to get rid of poverty. Suitable trainings was a key step to reach this goal. The common character of poor people with disability in rural area was that they were usually with low or no literacy. However, as mentioned above several times, Rural Livelihood Resource Center was a pilot project towards people with disabilities in rural China. There was no suitable training materials that could be made use of, which also induced another limitation of this project so far: most beneficiaries of this project were people with physical disabilities (as, for examples, there was no training materials for people with sight impairments; or project staff lacked of skills to communicate with people with hearing impairments). Further, even in China, it was hard to find practical training materials aimed at increasing capacities of adults with low/no literacy. Through two year’s implementation, although Rural Livelihood Resource Center Project itself developed some concepts of training materials for initial using in these project sites (which were expected to be enriched or perfected through the project practices), there was no comprehensive and mature training package which could be used widely, not to mention that the quality of these trainings were hard to measure and control at its present stage. Besides, as all project staffs were newly recruited when Rural Livelihood Resource Center Project started, they themselves were impacted on the understanding of trainings as well as on the quality of training and the perfection of training materials.

2) Too Much Flexibility in Project’s Implementation, Lack of Rules to Follow

After three years’ implementation, although the approach used by Rural Livelihood Resource Center Project began to show effectiveness and some initial success, the key components of this project have not yet formed a mature model. This project is still at the exploratory stage, it will take more time to consolidate as a mutual model. During the implementation, there were limited roles and regulations to follow. Most works were done by project staff with their passion and conscience, which reflected the project’s humanization from one side, but from the other side, this
practice brought huge challenges for the project’s large scale replication. A typical example was the micro-finance activity. Although it was stipulated that the applicants who met the criteria of applying micro-finance needed to write an application for the financial support, all application would be treated equally, and the Rural Livelihood Resource Center Project staff conducted a family visit assessment accompanied by the applicant’s neighbor before making decision, however, whether the applicant could succeed in application, what kind of finance support (i.e. grant or loan) he/she could receive, how much and how long he/she could use the fund, and so on, would be totally decided by the project staff eventually. Due to the concrete situation that residents lived scattered in rural areas with no access to common communication tools, it was impossible to strengthen the supervision of equality by publicizing the successful applicants.

3) More Competition Less Cooperation Among Project Sites

The Rural Livelihood Resource Center Project was implemented in 4 counties simultaneously, as there was no clear division among each county’s budget\(^{14}\), these four counties showed “selfish departmentalism” in the project’s implementation. It seemed that these four project sites only thought of the interests of their local people with disabilities. They wanted to have more funds and other capitals used in their own counties. Four project sites competed with each other and were not willing to share their good practices. They tried to carry out all kinds of activities at earlier stages and enlarge the activities scales, while sometimes these were at the expenses of neglecting activities’ qualities. These competitions induced negative impacts on the summarization of project experiences and the perfection of project approach, and it was not helpful for promoting project’s nation-wide replication.

\(^{14}\) The budget lines of Rural Livelihood Resource Center Project are setup on the basis of project activities, not on the basis of project locations.
VII. Conclusion and Recommendations

1) Conclusion

People with disabilities are an integral part of human society; they are important members of the society. With the economy and technology’s development, people’s life expectancy is increasing, a person’s possibility of acquiring a disability is also rising, and more people may become members of this group. The dignity and civil rights of people with disabilities deserve respect from the whole society. Survival and development are the most basic human rights. As the most vulnerable group in the world, the survival and development of people with disabilities should be given more attention by the society. A person’s employment status is closely associated with his/her survival and development. This case study focused on the nexus of people with disability and their employment. It argues that the employment of person with disability is impacted by people’s attitudes, social’s cultures and a nation’s legislation. Although the Chinese government has made great efforts to promote employment of people with disabilities, their status, especially those in rural areas are not optimistic.

Solving the employment problem of people with disabilities needs all departments’ efforts. Rural Livelihood Resource Center Project tries to provide some alternatives in addressing the employment issue of people with disabilities in rural area from the grassroots level. This case study indicates that it was an efficient approach by developing the potentials of people with disabilities through encouraging their participation, meanwhile increasing social awareness and attitudes toward disability. Although the Rural Livelihood Resource Center Project itself has deficiencies, it does give some useful attempts in addressing the employment issues in rural area.

2) Recommendation

Employment of people with disabilities involves issues at both macro level (such as development and perfection of related laws and regulations) and micro level (such as concrete and operational practices). Based on my observation and analyze of accessible resources, I recommend the Rural Livelihood Resource Center Project could be used to address the employment issue from the micro level, in the following ways:
(1) Strengthen Employment Service System by Providing “one-stop-shop” Service for People with Disabilities

Due to lack of information and required basic skills, people with disabilities in rural areas usually do not know how and where they can access employment; for those who want to start their own small business, because of existing government structure in China, there is limited cooperation among different departments. It is also hard for them to get the business licenses, and have access to financial supports. The “one-stop-shop” service provided by the Rural Livelihood Resource Center gives a good alternative in addressing the issue. It is suggested that the local authority can integrate all resources to establish a “one-stop-shop” service center by providing employment services (including job information, job placement, employment counseling, etc.), skill trainings, microfinance supporting, small business’s starting, on-going supporting, legal aid, and so on.

(2) Stimulate Potential of People with Disabilities by Providing Suitable Trainings

In China, traditionally trainings and skills development are based on perceptions of what people with disabilities should do rather than meeting their true aspirations (Rural Livelihood Resource Center Project proposal, p. 2). People without disabilities decide what people with disabilities should do. Moreover some training do not meet the skill-requirements of job market, it is hard for people with disabilities to find jobs even completing the trainings. The alternative provided by Rural Livelihood Resource Center Project, that is, stimulating confidence and self-esteem of people with disabilities at first step, then the project staff providing accessible job-related information to assist people with disabilities so that they can decide what they want to learn, then people with disabilities making decisions on what they want to learn, and in the end they participating in trainings which they are interested or what they have advantages. This approach involves people with disabilities’ participation, they themselves decide what they want to learn; in addition, the trainings provided are meeting the skill-needs of the job market, people with disabilities have more enthusiasms in learning, so it is easier for them to find job and earn income. The practices from Rural Livelihood Resource Center Project also demonstrate that people with disabilities will use their initiatives positively to challenge the poverty problem if
their potentials are stimulated. The example is the voluntary establishment and running of self-help groups in the project sites, which is helping to address a large amount of problems faced by people with disabilities that could not be settled by individuals.

(3) Create a Favorable Employment Environment for People with Disabilities by Changing Social Attitudes Towards Disabilities and People with Disabilities

Due to bias and misunderstanding of people with disabilities, some units do not like to employ people with disabilities. Some of them even thought employing people with disabilities would cause extra trouble for the business’s development. The approach used by Rural Livelihood Resource Center Project is, besides strengthening advocacy on rights of people with disabilities and providing trainings on communicating with people with disabilities, Rural Livelihood Resource Center Project tries to create more opportunities for potential employers to meet people with disabilities (for examples, inviting employer to attend the skill-training for people with disabilities, holding exclusively exchanging activities between employers and people with disabilities, etc.), meanwhile use all opportunities to demonstrate the capacities of people with disabilities by showing their works and products. Though this approach cannot completely change society’s discrimination, it does give some inspiration in addressing the issue.

(4) Perfect Rural Livelihood Resource Center Project by Carrying out More Experimental Work before National-wide Replication

The last recommendation is about the Rural Livelihood Resource Center Project itself. From the outcome statistics provided by the Rural Livelihood Resource Center Project reports, as well as the feedbacks from people with disabilities and the influences towards this project’s partners especially government partners, it is without saying that Rural Livelihood Resource Center Project plays a positive role in increasing employment of people with disabilities, and will definitely reach the project’s purposes of providing livelihood trainings for 6,000 people with disabilities in four project sites, among them 750 starting their own small businesses at the end of project’s cycle. However, as mentioned in part of the Discussion of this Case Study, this project still has some critical shortcomings. These shortcomings may not have
big negative impacts in the project’s initial stage especially when the project is implemented in small scale, but may cause non-operational in the large-scale’s implementation. Therefore, I recommend that the Rural Livelihood Resource Center project should be further experimented in wider regions to sum up and perfect its approach, meanwhile appeal to China Disabled People’ Federation to adopt and replicate its initiatives.
BIOGRAPHY

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ACADEMIC BACKGROUND
BA in English Language Studies from English Department of Anhui University, P.R China in 1988

PRESENT POSITION
The Director of International & China Division of The Hong Kong Society for Rehabilitation based in Hong Kong

EXPERIENCES
The China Country Director of The Fred Hollows Foundation (Australia) from April 2012 to August 2013; The Regional Representative of East Asia & Pacific of Leonard Cheshire Disability (UK) based in Bangkok Thailand from June 2007 to March 2012; and The China Program Director of Save the Children (UK) based in Beijing China From February 2005 to May 2007.