

**The Status of Training and Employment Policies and Practices for  
People with Disabilities in the People's Republic of China**

**DRAFT**

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# Part One: Country Overview

## 1.1 Introduction

### 1.1.1 *Brief historical Overview*

China is the one of the world's most ancient civilizations with a recorded history of nearly 4,000 years. Successive dynasties developed a system of bureaucratic control, which gave the agrarian-based Chinese an advantage over neighboring nomadic and hill cultures. Chinese civilization was further strengthened by the development of a Confucian state ideology and a common written language that bridged the gaps among the country's many local languages and dialects.

During the early nineteenth century, the Qing Dynasty declined rapidly. China was gradually relegated to a semi-colonial, semi-feudal country. With the Revolution of 1911, the Chinese bourgeoisie mounted the historical stage. This bourgeois-democratic revolution, led by Dr. Sun Yatsen, as it overthrew the Qing Dynasty ending over 2,000 years of feudal monarchy, established the Republic of China. The May 4th Movement of 1919 is regarded as the ideological origin of many important events in modern Chinese history. After that, the Communist Party of China (PC) led the Chinese people to wage the 10-Year Civil War or the War of Agrarian Revolution

### *People's Republic of China (PRC, 1949-Now)*

In Beijing, on 1 October 1949, Mao Zedong proclaimed the founding of the People's Republic of China. In the early 1950s, the Chinese Government successfully carried out land reform in areas accounting for over 90 per cent of the total national agricultural population, and 300 million farmers were granted approximately 47 million hectares of land, greatly increasing the property of the poor. Economic achievements were made during the First Five-year Plan period, from 1953 to 1957, with amazing growth averaging over 8.9 per cent per annum. China established basic industries necessary for full industrialization. Total industrial fixed assets quadrupled between 1956 and 1966, and the national income increased by 58 per cent in constant prices. October 1976 marked the end of the "Cultural Revolution" which had been initiated by Mao Zedong in his later years, and the beginning of a new era in Chinese history. In 1979, China instituted a guiding policy of reform and opening to the outside world under Deng Xiaoping's leadership, shifting the focus from political struggle to modernization. Jiang Zemin has been the general-secretary of the Communist Party of China (CPC) Central Committee, and Chairman of the Central Military Commission since 1989 and President of the state since 1993. He led China's third-generation leaders to uphold and carry out the policy of reform and opening-up initiated by Deng Xiaoping. China enjoys a stable political situation, burgeoning economy and active diplomacy, winning the support of the broad masses of the people.

Recently, China has developed and adjusted its economic structures and initially established a

market-oriented economy. Great progress has been made in economic and social development. During 1996-2000, the annual average growth of GDP was approximately 8 per cent, with the natural population growth rate being lower than 10 per thousand. The Chinese economy will be able to maintain sustained, rapid, healthy development in the new century so long as China handles some key issues properly like the relationship between investment and consumption, and the relationship between the Government and the market<sup>1</sup>. Regarding employment, China has succeeded in unemployment control while creating more job opportunities through continuous economic restructuring. The unemployment rate kept a lower level and many laid-off workers from state-owned enterprises were re-employed. The structure of employment had changed greatly. The number of workers in the primary industry had reduced and those in the manufacturing industry and the service industries had increased significantly.

In 2001, China entered the World Trade Organization. The WTO entry has had a positive impact overall on the Chinese economy as China starts to take an active role in the new round of WTO talks on farm trade, export subsidies, intellectual property protection, Government purchasing and competition policies.

*Brief introduction to level of development and 2002 UNDP Human Development Index*

China According to the Human Development Report 2002, of the United Nations Development Programme (UNDP), China's Human Development Index (HDI) value in 2000 was 0.726, slightly higher than that of the global average of 0.722, ranking 96 among 173 countries. China's index has risen sharply in recent years reflecting tremendous economic and social growth. The key indicators of economic and social development from 1992 to 2000 are shown in table 1.1.

**Table 1.1: Key development, economic and social indicators in China, 1992 to 2000**

Year	GDP per cent growth	GDP (US\$) Market Prices	Per capita GDP (PPP) (US\$)	CPI	Trade as % GDP	Age Dependency ratio	Life expectancy	HDI	GDI
1992	14.3	359	1809	60.1	37.5	0.5	69		
1993	13.5	366	2073	68.9	35.7	0.5			
1994	12.8	456	2348	85.5	48.8	0.5			
1995	10.5	582	2681	100	45.7	0.5	69.4		
1996	9.6	672	2940	108.3	39.9	0.5			
1997	8.8	732	3154	111.4	41.4	0.5	69.7		
1998	7.8	764	3342	110.4	39.2	0.5			
1999	7.1	792	3617	108.9	41.3	0.5	70.1	0.718	0.715
2000	8.0	856			47.1	0.5		0.726 <sup>2</sup>	

Note: PPP: purchasing power parity, CPI: consumer price index, GDI: gender development index.

## 1.2 Geography

### *Territory*

Located in the east of the Asian continent, on the western shore of the Pacific Ocean, the PRC has a land area of about 9.6 million square kilometers, and is the third-largest country in

<sup>1</sup> Qiu Xiaohua: Overseas Chinese Worldwide 2000 Conference, China Daily. 07/15/2000

<sup>2</sup> Human Development Report 2002, United Nations Development Program

the world, next only to Russia and Canada. From north to south, the territory of China spans over 49 degrees of latitude of the town of Mohe to the Zengmu Reef at the southernmost tip of the Nansha Islands. From east to west, the nation extends over 60 degrees of longitude from the confluence of the Heilong and Wusuli rivers to the Pamirs with a time difference of over four hours. With a land boundary of some 22,800 kilometers, 15 countries border China. China's mainland coastline measures approximately 18,000 kilometers, with a flat topography. The Chinese mainland is flanked to the east and south by the Bohai, Yellow, East China and South China seas, with a total maritime area of 4.73 million square kilometers. The Bohai Sea is China's continental sea, while the Yellow, East China and South China seas are marginal seas of the Pacific Ocean. A total of 5,400 islands dot China's territorial seas.

### *Topography and climate*

China's topography was completely formed around the emergence of the Qinghai-Tibet Plateau. The terrain gradually descends from west to east like a staircase. The Qinghai-Tibet Plateau rose continuously to become the top of the four-step "staircase," averaging more than 4,000 meters above sea level. Mount Everest (Mount Qomolangma in China) is the first step—the world's highest peak and the main peak of the Himalayas at the border of China and Nepal. The second step includes the gently sloping Inner Mongolia Plateau, the Loess Plateau with criss-crossing ravines and gullies. The Yunnan-Guizhou Plateau with alternating valleys and basins, the arid Tarim Basin, the Junggar Basin with complicated and varied topographies, and the warm and humid Sichuan Basin, with an average elevation of between 1,000 and 2,000 meters. The third step, dropping to below 500 to 1,000 meters in elevation, begins at a line drawn around the Greater Hinggan, Taihang, Wushan and Xuefeng mountain ranges and extends eastward to the coast of the Pacific Ocean. Here, from north to south, are the Northeast Plain, the North China Plain and the Middle-Lower Yangtze Plain. Interspersed amongst the plains are hills and foothills. To the east, the land extends out into the ocean, in a continental shelf, the fourth step of the staircase. The water here is less than 200 m deep. China abounds in rivers. More than 1,500 rivers each drain 1,000 square kilometers or larger areas. The Yangtze, the largest river in China, is the third largest in the world. The Yellow River is the second-largest river in China. China also has a famous man-made river, the Grand Canal with a total length of 1,801 kilometers, the longest and oldest man-made waterway in the world.

Most of China lies in the north temperature zone, characterized by a warm climate and distinctive seasons, a climate well suited for habitation and has a continental monsoon climate. From September to April, the dry and cold winter monsoons blow from Siberia and the Mongolian Plateau, resulting in cold and dry winters and great differences in the temperatures of north and south China. Then from April to September, warm and humid air currents blow from the South China Sea, resulting in overall high temperatures, plentiful rainfall, and little differences in the temperatures in the North and South. The nation can be divided from south to north into equatorial, tropical, subtropical, warm-temperate, temperate, and cold-temperate zones. Precipitation gradually declines from the southeastern to the northwestern inland area, and the average annual precipitation varies greatly from place to place. In southeastern coastal areas, it reaches over 1,500 millimeters, while in northwestern areas, it drops to below 50 millimeters.

There are geographic disparities of development in central, western and eastern areas. In the western areas of China, the natural environment limited the development of the local

economy. By 1994, out of the 592 nationally designated poor counties, 82 per cent were located in central and western PRC and 80.3 per cent poor people lived in central and western PRC. Higher poverty incidence was witnessed in central and western PRC. The natural factors leading to poverty in the PRC's poor areas include climatic, topographical, and geographical conditions. The PRC is located in the Eurasia Continent with high terrain in the west and low terrain in the east. It has a continental monsoon climate, which is complex and changeable. It is arid in the west with limited rainfall. There is large disparity of temperature and humidity between the south and the north. The entire country spans over three climatic zones including tropical zone, subtropical zone, and cold temperate zone. The coastal areas are frequently hit by typhoons, while the hinterland always suffers from cold waves. There is a large area of deserts in northwestern and northern PRC, whereas southern PRC frequently suffers from landslides and flooding during rainy seasons. Disastrous climatic conditions such as drought, water-logging, frost, wind, and sand hit the country frequently. Poor areas are often located in places with poor conditions. They are mainly concentrated in the upland, mountainous, hilly, desert, and karst mountain areas in northwest and southwest PRC. These areas are either extremely dry, with most rainfall concentrated in the summer season; or surface water cannot be utilized and water seepage a serious problem in karst mountainous areas. Or, these areas are located in high-altitude places with inadequate effective temperature accumulation, thus making it unsuitable for agricultural development; or are steep high mountains with serious soil and water erosion and frequent natural disasters. In addition to poor natural conditions, most of these areas are located in remote places far away from economic centers. They are geographically disadvantaged and isolated from the outside world due to poor transportation.<sup>3</sup>

#### *Rural/urban configuration*

China had 667 cities by the end of 1999, of which:

- 13 had populations of more than 2 million each;
- 24 cities had populations between 1 and 2 million;
- 49 cities had populations between 500,000 and one million;
- 216, had populations between 200,000 and 500,000; and
- 365 had populations less than 200,000.

Some of these are industrial cities that burgeoned along with the construction of key state projects, some are port cities with favorable conditions for the opening-up, and some are famous historical and cultural cities. Medium-sized cities with populations of less than 500,000 and small cities with populations of less than 200,000 grew rapidly from the 1980s. And the large cities with populations of over one million have developed satellite cities and towns in a planned and positive way. It is expected that urbanization in China will reach 45 per cent by 2010.<sup>4</sup> With an estimated 200 million more people expected in the urban areas in the next ten years, the Government will need to invest considerable resources for urban public utilities, infrastructure and services including water supply, energy, housing, roads and bridges.

There are disparities in economy and social development between urban and rural areas. For instance, the income disparity between urban and rural areas is increasing recently. Market reform and sustained economic growth has greatly heightened Chinese farmers' earnings and revitalized the rural economy. In the five years after 1991, the annual increase in farmers'

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<sup>3</sup> W. GUOLIANG. Growth and Poverty Reduction in the People's Republic of China. *Asia and Pacific Forum on Poverty*

<sup>4</sup> United Nations Development Programme China, 2001.

incomes averaged 9 per cent thanks to the rising prices of agricultural products and the rapid expansion of township enterprises. However since 1997, the growth rate of farmers' incomes has been on a constant decline. The growth rate of farmers' per capita net income has been 4.6, 4.3 and 3.8 percentage points in 1997, 1998 and 1999 respectively. Official statistics indicate the average annual net income of farmers stood at 2,210 yuan (US\$266.3). Indeed, the falling earnings of Chinese farmers and their crippling financial burdens have afflicted not only the country's agricultural sector but the national economy as well.<sup>5</sup>

To implement the urbanization strategy and advance the process of urbanization are major strategic measures put forward by the Outline on *the 10th Five-Year Plan for Economic and Social Progress (2001-05)*. At present, China has entered the stage of quickened urbanization process, and the conditions are ripe for accelerating urbanization. Based on defined functions of cities and towns, the competitive advantages of these cities and towns will be developed, and rational industrial setups and city and town economies with distinctive features will be formed. Small cities and towns should pay attention to providing various kinds of services for agriculture, rural areas and farmers. The suburbs of central cities should put emphasis on developing export-oriented, metropolis and ecological agriculture. Small and medium-sized cities and towns should develop advantageous labor-intensive industries and supporting industries for central cities. Central cities should put emphasis on developing high-tech industries and manufacturing and other metropolis industries with high added value and great employment capacity.

In the western part of China are one-third of the country's administrative provinces and autonomous regions. It covers an area of 5.4 million square meters and has a combined population of over 280 million, making up 56 per cent and 23 per cent of the national total respectively. It lacks transportation facilities, and lags behind other parts of the country in terms of development and economy. The GNP per capita here accounts for just half of the average national level. But the west boasts vast stretches of land, abundant resources and beautiful scenery. Chinese Government implemented the strategy of developing the west to expand domestic demand, promote sustained growth of the national economy and coordinated economic development between various regions, and finally to achieve the goal of a common prosperity.

## **1.3 Population**

### *1.3.1 Total population*

According to the fifth national population census on 1 November 2000 by *National Bureau of Statistics of PRC*,<sup>6</sup> China has a population of 1,295,330,000. Of the people enumerated in the 31 provinces, autonomous regions and municipalities and servicemen of the mainland of China, 51.63 per cent were males and 48.37 per cent were females. The sex ratio was 106.74 males to 100 females.

### *1.3.2 Geographic and urban/rural distributions*

Table 1.2 shows the geographic distribution of the population from the fifth national

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<sup>5</sup> Source: Rural, urban disparity increases, China Daily, 11/08/2000.

<sup>6</sup> Statistical Communique 2000, National Bureau of Statistics of the People's Republic of China, 2002

population census of China.<sup>7</sup>

**Table 1.2: Geographic distribution of population from the fifth national population census of China (million)**

City	Pop.	City	Pop.
Beijing Municipality	13.82	Guangdong Province	86.42
Tianjin Municipality	10.01	Guangxi Zhuang Autonomous Region	44.89
Hebei Province	67.44	Hainan Province	7.87
Shanxi Province	32.97	Chongqing Municipality	30.90
Inner Mongolia Autonomous Region	23.76	Sichuan Province	83.29
Liaoning Province	42.38	Guizhou Province	35.25
Jilin Province	27.28	Yunnan Province	42.88
Heilongjiang Province	36.89	Tibet Autonomous Region	2.62
Shanghai Municipality	16.74	Shaanxi Province	36.05
Jiangsu Province	74.38	Gansu Province	25.62
Zhejiang Province	46.77	Qinghai Province	5.18
Anhui Province	59.86	Ningxia Hui Autonomous Region	5.62
Fujian Province (excluding the population in Jinmen and Mazu and a few other islands)	34.71	Xinjiang Uygur Autonomous Region	19.25
Jiangxi Province	41.40	Hongkong Special Administrative Region	6.78
Shandong Province	90.79	Macao Special Administrative Region	0.44
Henan Province	92.56	Taiwan Province and Jinmem, Mazu and a few other islands of Fujian Province	22.28
Hubei Province	60.28	Servicemen	2.50
Hunan Province	64.40		

### *Urban/rural distribution*

In 2000, there were 455.94 million urban residents, accounting for 36.09 per cent of the total population; and that of rural residents stood at 807.39 million, accounting for 63.91 percent.

### *1.3.3 Population Growth*

The growth rate of population in China during 1990 to 2000 is 1.07 per cent and has decreased. These results contributed to the implementation of policies of regulating and adjusting the population growth with proper family planning. In urban areas, the one-child policy had been implemented and some services and security had been provided for the family in the administration of the policy. Development of population of China by age and gender is shown in table 1.3.<sup>8</sup>

**Table 1.3: The development of population in China from 1990 to 2000**

	1990	1995	1998	1999	2000
Total population (Millions)	1143.3	1211.2	1248.1	1259.1	1265.8
Females (Percentage)	48.5	49.0	49.0	49.0	48.4
Aged 0-14(Percentage)	27.7	26.7	24.3	23.9	22.9
15-64 years(Percentage)	66.9	66.6	68.2	68.4	70.2
65 years and over(Percentage)	5.4	6.7	7.4	7.6	7.0
in rural residence(Percentage)	73.6	71.0	69.6	69.1	63.8
Birth rate (Per 1,000 population)	21.1	17.1	16.0	15.2	...
Death rate (Per 1,000 population)	6.7	6.6	6.5	6.5	...
Rate of increase (Percentage)	1.4	1.1	1.0	0.9	0.5
Density (Persons per square kilometer)	120	126	129	131	132

<sup>7</sup> National Bureau of Statistics of China April 2, 2001

<sup>8</sup> Source: Statistics Division, United Nations Economic and Social Commission for Asia and the Pacific (ESCAP)

### 1.3.4 Life expectancy

Life expectancy at birth for male and female is 70.2 years.<sup>9</sup> UNESCAP population data sheet reported that life expectancy at birth for males was 69 years and for females was 73. The infant mortality rate was 38 per 1,000, mortality under age 5 was 43 per 1,000 and sex ratio of population 60 and above was 91 males per 100 females.

### 1.3.5 Age Composition

In the report of the fifth national population census, 289.79 million persons were in the age group of 0-14, accounting for 22.89 per cent of the total population; 887.93 million persons in the age group of 15-64, accounting for 70.15 per cent and 88.11 million persons in the age group of 65 and over, accounting for 6.96 percent<sup>10</sup>.

### 1.3.6 Literacy levels

Over 85.07 million persons were illiterate or semi-literate (i.e. people over 15 years of age who can not read or can read very little). According to ILO 1999 key indicators of the labour market, the illiteracy rate of persons aged 15 years and over has been declining from 1995 to 2000 in China is shown in table 1.4. The literacy levels by gender are shown in table 1.4 (See also table 4.4 in Section 4.1 for other education statistics).<sup>11</sup>

**Table 1.4: Literacy levels by gender (Units: persons)**

	Total	Male	Female
6 year old and above population	1124495	569900	554594
Illiterate or recognize few words	150340	45578	104761

### 1.3.7 Primary religious groupings

China is a country with great diversity of religions, with over one hundred million followers of the various faiths. The main religions are Buddhism, Islam, Christianity, China's indigenous Taoism, along with Shamanism, Eastern Orthodox Christianity and the Naxi people's Dongba religion. The Hui, Uygur, Kazak, Kirgiz, Tatar, Uzbek, Tajik, Dongxiang, Salar and Bonan persons adhere to Islam; the Tibetan, Mongolian, Lhoba, Moinba, Tu and Yugur, to Tibetan Buddhism, and the Dai, Blang and Deang to Theravada Buddhism. Quite a few Miao, Yao and Yi are Christians. Religious Han Chinese tend to practice Buddhism, Christianity or Taoism.

## 1.4 Government and general development plans

### 1.4.1 Form of Government

The institutions through which the people exercise state power are the National People's Congress (NPC) and the local people's congresses. The people's congress system is China's

<sup>9</sup> UNDP Human Development Report 2002.

<sup>10</sup> Statistical Communique 2000, National Bureau of Statistics of the People's Republic of China, 2002

<sup>11</sup> Source: 1999 sampling survey of 0.976% population, National Bureau of Statistics, 2000.

fundamental political system or the system of Government. Under the premise that the people's congresses exercise the state power in a unified way, the state's administrative power, judicial authority, procuratorial authority and leadership over the armed forces are clearly divided to ensure that the organs of state power and administrative, judicial, procuratorial and other state organs work in a coordinated way. Under the Chinese Constitution, the state organs of PRC include the National People's Congress and the local people's congresses, President of the State, the State Council and the local people's governments, the Central Military Commission, the Supreme People's Court, local people's courts and special people's courts, and the Supreme People's Procuratorate, local people's procuratorates and special people's procuratorates.

#### *1.4.2 Political system and stability*

##### *The People's Congress System*

Founded in July 1921, the Communist Party of China (CPC) today has more than 64.51 million members and over 3.518 million basic organizations. The central organs of the CPC include the Party national congress, the Central Committee, the Central Political Bureau, the Political Bureau's Standing Committee, the Central Secretariat, the Central Military Commission and the Central Commission for Discipline Inspection. Multi-party cooperation and political consultation led by the CPC and the eight other political parties of the nation is the basis of the political system in China. Multi-party cooperation and political consultation take two principal forms: (1) The Chinese People's Political Consultative Conference (CPPCC, a regular institution) (2) consultative conferences and forums participated in by personages from non-Communist parties and personages without party affiliation at the invitation of the CPC Central Committee and local Party committees.

#### *1.4.3 Structure of government*

The State Council is the highest administrative organ of the state. The central administrative system in the PRC includes the central administrative organs under the system of the National People's Congress and the leadership of the central administrative over local administrative at various levels. The State Council is composed of all Ministries, commissions, the People's Bank of China and administrative departments that make up the State Council. The Working offices of the State Council is General Affairs Office of the State Council. The organs of State Council can be divided into the following categories (see table 1.5). The Ministry of Labour and Social Security and Ministry of Education are the main organs which take the responsibilities of employment and education for persons with disabilities.

##### *Organizations directly under the State Council*

These are organs that are in charge of administrative affairs in special areas, under the unified leadership of the State Council. Leaders of these organs are decided by the executive meeting of the State Council, appointed and removed by the Premier. They include General Administration of Customs, State Administration of Taxation, State Environmental Protection Administration, General Administration of Civil Aviation of China, State Administration of Radio, Film and Television, State General Administration of Sports, National Bureau of Statistics, State Administration for Industry and Commerce, General Administration of Press and Publication (National Copyright Administration), State Forestry Administration, General Administration of Quality Supervision, Inspection and Quarantine, State Drug Administration, State Intellectual Property Office, National Tourism

Administration, State Administration for Religious Affairs, Counselors' Office of the State Council, Government Offices Administration of the State Council.

**Table 1.5: Organs of the State Council by type of organization**

Macro-control organs	State Development Planning Commission State Economic and Trade Commission Ministry of Finance People's Bank of China.
Special economic administrative organs	Ministry of Railways Ministry of Transport Ministry of Construction Ministry of Agriculture Ministry of Water Conservancy Ministry of Foreign Trade and Economic Cooperation Ministry of Information Industry Commission of Science, Technology and Industry for National Defense
Social security organs	Ministry of Labor and Social Security Ministry of Personnel State Family Planning Commission
Natural resource administrative organ	Ministry of Land and Resources
Foreign affairs, internal affairs and security organs	Ministry of Foreign Affairs State Commission of Ethnic Affairs Ministry of Civil Affairs Ministry of Justice, Ministry of Public Security Ministry of State Security Ministry of National Defense Ministry of Supervision and National Auditing Office
Education, science, culture and health administrative organs	Ministry of Education Ministry of Science and Technology Ministry of Culture Ministry of Health

#### *Administrative offices under the State Council*

There are offices set up within the State Council to assist the Premier in dealing matters in special areas. Their establishment, merge and dismissal are decided by the State Council and their leaders are appointed and removed by the Premier. Now the Administrative Offices Under the State Council include Overseas Chinese Affairs Office of the State Council, Hong Kong and Macao Affairs Office of the State Council, Legislative Affairs Office of the State Council, Economic Restructuring Office of the State Council, Research Office of the State Council, Information Office of the State Council, and Taiwan Affairs Office of the State Council.

#### *State bureaus*

State bureaus are relatively independent working organs especially in charge of certain trades and affairs. Ministries and commissions of the State Council oversee them. They are not under the direct leadership of the State Council, but receive leadership from ministries or commissions. However, they are not bureaus like those within each ministry or commission. Their major responsibility is to draw up regulations and policies and conduct administration within the trade. Now the state bureaus include State Bureau for Letters and Calls, State Administration of Grain, State Tobacco Monopoly Administration, State Administration of Foreign Experts Affairs, State Oceanic Administration, State Bureau of Surveying and Mapping, State Post Bureau, State Administration of Cultural Heritage, State Administration of Traditional Chinese Medicine, State Administration of Foreign Exchange, State Administration of Work Safety, (State Administration of Coal Mine Safety), State Archives Administration, and National Administration for the Protection of State Secrets.

#### *1.4.4 Administration of Government*

The entire country is divided into provinces, autonomous regions and municipalities directly under the Central Government. The provinces and autonomous regions are divided into autonomous prefectures, counties, autonomous counties and cities. The counties and autonomous counties are divided into townships, ethnic townships and towns. The municipalities directly under the Central Government and large cities in the provinces and autonomous regions are divided into districts and counties; and Autonomous prefectures are divided into counties, autonomous counties and cities. The Central Government may also set up special administrative regions.

Governments of ordinary local administration include the people's congresses, people's governments, courts and procuratorates established in the provinces, municipalities directly under the Central Government, counties, cities, districts under cities, townships, ethnic townships and towns. Provincial governments are first-level local state administrative organs in China. Provincial governments must accept the unified leadership of the State Council which has the power to decide on the division of responsibilities between the Central Government and provincial administrative organs. The State Council also has the power to annul inappropriate decisions and orders of provincial governments. Provincial governments implement local laws, regulations and decisions of the provincial people's congresses and their standing committees, are responsible to and report on their work to provincial people's congresses and their standing committees. Provincial people's congresses and their standing committees have the power to supervise the work of provincial governments, change and annul inappropriate decisions of the provincial governments. There are four municipalities directly under the Central Government, namely Beijing, Tianjin, Shanghai and Chongqing. Governments of these municipalities must accept the unified leadership of the State Council that has the power to decide on the division of power and functions between the Central Government and state administrative organs of municipalities directly under the Central Government.

The State Council also has the power to alter or annul decisions and orders made by governments of municipalities directly under the Central Government. Governments of municipalities directly under the Central Government implement local laws, regulations and decisions of the people's congresses and their standing committees of the municipalities, are responsible for and report on their work to the people's congresses and their standing committees. People's congresses and their standing committees in the municipalities have the power to supervise the work of the governments of municipalities, change and annul inappropriate decisions and orders of municipal governments. Municipal governments have the right to exercise unified leadership over the work of the districts, cities, counties, townships and towns and exercise unified administration over the economic, social, and cultural affairs in areas under their respective jurisdictions. County-level cities normally grow from towns within a county or are established in place of originally a county which has been dissolved. Governments of county-level cities administer governments of townships, ethnic townships, and towns. Neighborhood offices may also be established under their leadership. Governments of townships, ethnic townships (both referring to rural areas) and towns (urban centers in rural China) are grassroots governments in rural areas. They receive leadership from governments of counties, autonomous counties, county-level cities and districts. Local people's governments at and above the county level, within the limits of their authority as

prescribed by law, conduct administrative work concerning the economy, education, science, culture, public health, physical culture, urban and rural development, finance, civil affairs, public security, ethnic affairs, judicial administrations, supervision and family planning in their respective administrative areas; issue decisions and orders; appoint or remove administrative functionaries, train and make evaluations of their performance and reward or punish them.

Local people's governments at various levels are responsible and report on their work to people's congresses at the corresponding levels. Local people's governments at and above the county level are responsible and report on their work to the standing committees of the people's congresses at the corresponding levels when the congresses are not in session. Local people's governments at various levels are responsible and report on their work to the state administrative organs at the next higher level. Local people's governments at various levels throughout the country are state administrative organs under the unified leadership of the State Council and are subordinate to it. Local people's governments at and above the county level direct the work of their subordinate departments and of people's governments at lower levels, and have the power to alter or annul inappropriate decisions of their subordinate departments and of the people's governments at lower levels. Local people's governments at and above the county level establish auditing bodies. Local auditing bodies at various levels independently exercise their powers of supervision through auditing in accordance with the law and are responsible to the people's governments at corresponding levels and to the auditing bodies at the next higher level.

#### *1.4.5 Socio-economic/development objectives and strategies*

##### *National socio-economic/development objectives and strategies*

Since the founding of the People's Republic of China in 1949, ten five-year plans have been in place, starting from 1953 (From October 1949 through the end of 1952 and from 1963 through 1965, China experienced economic recovery, readjustment and development). The Five-Year Plan is a long-term program at the heart of China's national economic planning aiming to provide a detailed plan for major construction projects, distribution of productive forces, and proportional development of national economy and society. They are:

- Tenth Five-Year Plan (2001-2005),
- Ninth Five-Year Plan (1996-2000),
- Eighth Five-Year Plan (1991-1995),
- Seventh Five-Year Plan (1986-1990),
- Sixth Five-Year Plan (1981-1985),
- Fifth Five-Year Plan (1976-1980),
- Fourth Five-Year Plan (1971-1975),
- Third Five-Year Plan (1966-1970),
- Second Five-year Plan (1958-1962), and
- First Five-Year Plan (1953-1957).

##### *National Economic and Social Development During the Tenth Five-Year Plan Period.*

The main targets for economic and social development from 2001 to 2005 are as follows:

- maintain a fairly rapid growth rate in the national economy, achieve noticeable success in the strategic restructuring of the economy, and make marked improvement in the quality

and effects of economic growth to lay a solid foundation for doubling the 2000 GDP by 2010;

- make significant progress in establishing a modern corporate structure in State-owned enterprises, increase the soundness of the social security system, improve the socialist market economy, and open wider to the outside world and strengthen cooperation with other countries;
- expand avenues of employment, increase the income of urban and rural residents steadily, improve the people's material and cultural well-beings, and reinforce ecological conservation and environmental protection;
- accelerate the development of science, technology and education, further improve the quality of the Chinese people in terms of health and education, and achieve marked progress in improving socialist culture and ethics, democracy and the legal system.

The major guiding principles of the plan are as follows:

(1) Making development the central theme.

Emphasis will be laid on a balance between high growth rate and good economic returns and attaining fairly rapid growth by taking improved economic returns as the precondition. Sound economic growth must be based on strong market demand and good economic returns.

(2) Concentrating on economic restructuring.

China has already reached the point where it cannot further develop the economy without making structural adjustments. Efforts must be pooled to adjust the economic structure in developing the economy and maintain a relatively rapid growth rate in structural adjustments. In the next five years, efforts will be intensified to adjust the patterns of economic development of different industries, different regions, and urban and rural areas, with emphasis on the industrial structure. Endeavors will also be made to stabilize and strengthen agriculture as the foundation of the national economy, accelerate industrial restructuring, reorganization, upgrading and optimization, vigorously develop the service industry, accelerate the informationization of the national economy and society, and continue to reinforce the infrastructure.

(3) Making reform and opening-up and technological progress the driving force.

In the next five years, efforts will be made to unswervingly pursue reform, open China wider to the outside world, and break down the institutional obstacles to the development of productive forces. This will provide a strong impetus for economic and social development. In addition, priority will be given to the development of science, technology and education, so as to further implement the strategy of developing China through science and education, invigorate science and technology, train more skilled personnel, and better integrate science, technology and education with the economy.

(4) Making improvement of the people's living standards the basic starting point.

Priority will be given to raising the people's living standards. To accomplish this, efforts will be made to create more jobs, increase personal income, rationally regulate income distribution relationship, improve the social security system, and ensure a more comfortable life for the people.

(5) Coordinating economic development with social development.

Great efforts will be made to improve socialist culture and ethics, democracy and the

legal system, appropriately handle the relationships among reform, development and stability, accelerate development of various social undertakings, and ensure social stability. Close attention will be attached to handling issues related to population, resources and the ecological environment, and further steps will be taken to implement the strategy of sustainable development, and stimulate coordinated economic and social development.

### *National work programmes for disabled persons*

In light of Law of the People's Republic of China on the Protection of Disabled Persons and the five-year economic and social development plans, there have been four national Work Programs for disabled persons. The most recent is the Work Programme For Disabled Persons During the Tenth Five-year Plan Period (2001-2005) which had been worked out by the State Council Coordinating Committee on Disability and ratified by the State Council. The three preceding work plans had been implemented successfully.

## **1.5 Economy**

### *1.5.1 Economic development and current status*

China has made significant achievements in economic construction and social development. In 1999, the GDP was 8,205.4 billion yuan, (US\$991 billion). The gross domestic product, GNP and GDP from 1992 to 2000 is shown in table 1.6. In China, primary industry is agriculture including farming, forestry, animal husbandry and fishery. Secondary industry includes mining and quarrying, manufacturing, production and supply of electricity, water and gas, and construction. Tertiary industry includes all other industries not included in primary or secondary industry.<sup>12</sup>

**Table 1.6: Economic development of China from 1991 to 2000 (100 million yuan)<sup>13</sup>**

Year	GNP	GDP	Primary Industry	Secondary Industry	Industry	Construction	Tertiary Industry	Transportation, Post and Telecommunications	Wholesale, Retail and Catering Trade	Per Capita GDP (yuan)
1992	26651.9	26638.1	5800.0	11699.5	10284.5	1415.0	9138.6	1681.8	2735.0	2287
1993	34560.5	34634.4	6882.1	16428.5	14143.8	2284.7	11323.8	2123.2	3090.7	2939
1994	46670.0	46759.4	9457.2	22372.2	19359.6	3012.6	14930.0	2685.9	4050.4	3923
1995	57494.9	58478.1	11993.0	28537.9	24718.3	3819.6	17947.2	3054.7	4932.3	4854
1996	66850.5	67884.6	13844.2	33612.9	29082.6	4530.5	20427.5	3494.0	5560.3	5576
1997	73142.7	74462.6	14211.2	37222.7	32412.1	4810.6	23028.7	3797.2	6159.9	6053
1998	76967.1	78345.2	14552.4	38619.3	33387.9	5231.4	25173.5	4121.3	6579.1	6307
1999	80422.8	81910.9	14457.2	40417.9	34975.2	5442.7	27035.8	4459.5	6842.3	6534
2000		89404	14212	45488	39570	5918	29704	4919	7307	

Note: a) The difference between the total of primary, secondary and tertiary industries and the gross national product has been the net factor income from abroad. b) Data in value terms in this table are calculated at current prices. 1 Chinese Yuan = US\$0.120823

### *1.5.2 The economic compositions*

<sup>12</sup> Source: Current Surveys Indicators, National Statistics Bureau, 2002.

<sup>13</sup> China facts and figures 2001 www.china.org.cn, is published under the auspices of the China International Publishing Group and the State Council Information Office in Beijing

Since 1978, China has adopted a series of policies and measures giving priority to the development of light industry, expanding the import of top-quality consumer goods, strengthening the construction of basic industry and facilities, and devoting major efforts to developing tertiary industry, so as to make China's economic structure more coordinated, optimized and balanced. The relations between different industries and within industries in terms of proportion have clearly been improved; the proportion of primary industry has declined, while that of the secondary and tertiary industries has grown; the growth of the overall national economy was driven formerly by the primary and secondary industries, but now it is being driven by the secondary and tertiary industries. Actually the growth of secondary industry becomes the main engine of rapid development for China's economy.

The proportion of traditional and lower productivity subsectors is declining and being slowly replaced with higher-productivity sectors. For instance, the value contributed to in the agricultural sector is increasingly shifting to forestry, animal husbandry and fisheries and pure agricultural contribution has declined. Traditional industries, such as communications, transportation and commerce, have also declined, while real estate, banking and insurance, and telecommunications, have developed rapidly. The change of composition of GDP from 1982 to 1999 in China is shown in table 1.7.<sup>14</sup>

**Table 1.7: Composition of GDP<sup>a</sup> from 1982 to 1999 (Unit: Percent)<sup>15</sup>**

Year	Primary industry	Secondary industry			Tertiary industry		
	Total Primary	Total Secondary	Including mining and quarrying, manufacturing, production and supply of electricity, water and gas	Construction	Total Tertiary	Transportation, storage, postal and telecommunications	Wholesale and retail trade, and catering trade
1982	33.3	45.0	40.8	4.2	21.7	4.5	3.8
1983	33.0	44.6	40.0	4.6	22.4	4.5	3.9
1984	32.0	43.3	38.9	4.4	24.7	4.6	5.8
1985	28.4	43.1	38.5	4.7	28.5	4.5	9.8
1986	27.1	44.0	38.9	5.2	28.9	4.7	9.2
1987	26.8	43.9	38.3	5.6	29.3	4.6	9.7
1988	25.7	44.1	38.7	5.4	30.2	4.4	10.8
1989	25.0	43.0	38.3	4.7	32.0	4.6	10.0
1990	27.1	41.6	37.0	4.6	31.3	6.2	7.7
1991	24.5	42.1	37.4	4.7	33.4	6.5	9.7
1992	21.8	43.9	38.6	5.3	34.3	6.3	10.3
1993	19.9	47.4	40.8	6.6	32.7	6.1	8.9
1994	20.2	47.9	41.4	6.4	31.9	5.7	8.7
1995	20.5	48.8	42.3	6.5	30.7	5.2	8.4
1996	20.4	49.5	42.8	6.7	30.1	5.1	8.2
1997	19.1	50.0	43.5	6.5	30.9	5.1	8.3
1998	18.6	49.3	42.6	6.7	32.1	5.3	8.4
1999	17.7	49.3	42.7	6.6	33.0	5.4	8.4

Notes: a GDP data are at current market prices, Data are based on GDP at current factor cost.

<sup>14</sup> Sources: Country sources. ADB datafile

<sup>15</sup> Sources: China Yearbook of Statistics, National Statistics Bearau, 2000

### *Development and employment in state and private sector*

In China, starting in the mid-1980s the individual or private sector has expanded rapidly. At present, it constitutes an important part of the socialist market economy. A study by the Asian Development Bank (ADB) indicated that the PRC's domestic private sector (including domestic private enterprises and self-employed individuals) accounted for at least 13 per cent of PRC's GDP in 1998. If a broader concept is used, including companies listed on stock exchanges, joint ventures with foreign participation, private agriculture, and nominal collective companies, which are collective in name but truly private companies, the private sector accounted for 50 per cent of GDP.

The ADB research paper reported that private sector development has helped the economy absorb a growing component of the labor force. Since 1994, the domestic private sector has taken in an average of 8.2 million workers every year. Aside from joint ventures with foreign participation, the domestic private sector is the only sector that has provided jobs to unemployed workers from state-owned enterprises and redundant rural laborers in the past five years. The sector currently employs 83 million people, or 12 per cent of the workforce, which is equivalent to the number employed by the Government and state-owned enterprises. Private sector development has also had a significant impact on poverty reduction. Provinces and cities that have a high share of private sector activity usually have much lower poverty. A recent unpublished Asian Development Bank study shows that the relationship between per capita GDP and the share of private sector employment in total employment in 30 provinces clearly indicates the contribution of private sector employment to the level of income. On average, among provinces, for every 1 per cent increase in the share of private employment, there is a corresponding increase of Y164 (US\$20) in per capita GDP. The individual industrial and commercial households develop in 2000 with 50.7 million workers, the total registered capital reaches 331.5 billion Yuan; in 2000, there are 1.762 million private enterprises with 24.06 million workers, the total registered capital reaches 1330.8 billion Yuan.<sup>16</sup>

For statistical reasons, the exact statistics about the employment in the informal economy are not available as there are many informal workers in the individual and private economy and a lot of migrants from the rural areas involved in the informal economy.

#### *1.5.3 Current economic performances*

Until 2001, the economy of the People's Republic of China (PRC) performed well with GDP growing at 7.3 per cent. The industry sector grew by 8.9 per cent. Agriculture grew at a modest 2.8 per cent. Investments continued to grow strongly because of fiscal stimulation measures and increased inflows of foreign direct investment (FDI). Actual FDI reached US\$46.8 billion, representing an increase of 14.9 per cent over the level of 2000. The CPI increased by 0.7 per cent in 2001. While clothing prices continued to decline, housing and service prices rose moderately. In 2001, revenues increased by 22.2 per cent, the highest growth rate in the past 8 years. With the global economic slowdown, exports in 2001 rose by only 6.8 per cent. Imports grew by about 8.2 per cent, compared with 35.4 per cent in 2000. The current account surplus in 2001 is estimated at \$20 billion. Foreign exchange reserves amounted to US\$212.2 billion by the end of 2001. The debt service ratio was below 10 per cent. The economic development in China from 1996 to 2000 is shown in Table 1.8.

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<sup>16</sup> Source: the State Industrial and Commercial Administration and the State Statistic Bureau.

**Table 1.8: Economic development in China from 1996 to 2000**<sup>17</sup>

Items	1996	1999	2000
Economy			
GNI, Atlas method (current US\$)	755.3 billion	978.1 billion	1.1 trillion
GNI per capita, Atlas method (current US\$)	620.0	780.0	840.0
GDP (current \$)	816.5 billion	991.4 billion	1.1 trillion
GDP growth (annual per cent)	9.6	7.1	7.9
Inflation, GDP deflator (annual per cent)	5.9	-2.2	0.9
Agriculture, value added (per cent of GDP)	20.4	17.6	15.9
Industry, value added (per cent of GDP)	49.5	49.4	50.9
Services, etc., value added (per cent of GDP)	30.1	32.9	33.2
Exports of goods and services (per cent of GDP)	21.0	22.0	25.9
Imports of goods and services (per cent of GDP)	18.9	19.1	23.2
Gross capital formation (per cent of GDP)	39.6	37.2	37.3
Current revenue, excluding grants (per cent of GDP)	5.5	7.2	..
Overall budget deficit, including grants (per cent of GDP)	-1.6	-2.9	..
Trade and finance			
Trade in goods as a share of GDP (per cent)	35.5	36.4	43.9
Trade in goods as a share of goods GDP (per cent)	50.8	54.3	65.8
High-technology exports (per cent of manufactured exports)	12.0	16.8	18.6
Net barter terms of trade (1995=100)	101.0	103.0	..
Foreign direct investment, net inflows in reporting country (current US\$)	38.8 billion	38.4 billion	40.2 billion
Present value of debt (current US\$)	..	..	133.2 billion
Total debt service (per cent of exports of goods and services)	8.7	9.0	7.4
Short-term debt outstanding (current US\$)	25.4 billion	17.7 billion	17.2 billion
Aid per capita (current US\$)	2.2	1.9	1.4

#### 1.5.4 Poverty status

The PRC is a developing country with an underdeveloped economy and a very underdeveloped rural economy. The PRC's current rural poverty line was derived based on the survey of expenditures of 67,000 rural households by the State Statistics Bureau in 1986. After calculation, the rural poverty line in 1985 was set at 206 yuan and this poverty line is adjusted every year based on changes of price index. It was equivalent to 300 yuan in 1990 and 625 yuan in 1999. The PRC's poverty standard is the minimal expenditure standard for maintaining basic subsistence. Although there is a big gap between this standard and the international standard of 1 dollar per person per day, it is a realistic standard for a developing country like the PRC.

#### *Poverty Measurement in the PRC*<sup>18</sup>

Based on international and national minimal nutritional requirements, the PRC takes 2100 calories as its minimal nutritional requirement for the rural poor population. Use the food consumption list of the lowest-income households and food prices to determine the minimal expenditure of food required to reach the minimal nutritional requirement and use it as food poverty line. Assume that to sacrifice basic food needs to acquire nonfood needs is imperative and minimal for maintaining survival and routine activities. Use regression model to calculate nonfood expenditure (including expenditure for clothes, housing, fuel, and transportation) of the people whose income is just equivalent to food poverty line and use it as the non-food poverty line. Derive poverty line by adding food poverty line (accounting for 60 percent) to nonfood poverty line (accounting for 40 percent).

<sup>17</sup> Source: World Development Indicators database, April 2002

<sup>18</sup> Source: W. Guoliang Growth and poverty reduction in the People's Republic of China. *Asia and Pacific Forum on Poverty*

## *Poverty levels*

There are at least 80 to 100 million people on the move in China as a result of poverty in the rural areas. Estimates of the extent of poverty vary depending on which indicators one chooses.<sup>19</sup> Using the Government poverty line, China's rural poor decreased dramatically from 250 million in 1978 (30 per cent of the rural population) to 42 million in 1998 (4.6 per cent of the rural population). Using a standard international poverty line of US\$1 per day would result in a substantially greater number of absolute poor, but the trend in reduction of poverty is still confirmed. According to the World Bank's statistics,<sup>20</sup> the percentage of poverty in rural areas is about 4.60 per cent, the percentage in urban areas is less than 2 per cent. The population below US\$1 a day is 18.5 per cent. The Gini Coefficient is 40.30.<sup>21</sup> The proportion of the poor in the western provinces increased from less than half of all China's rural poor in 1988 to more than two thirds in 1996 because poverty reduction efforts have not been as successful in these regions.

### *1.5.5 Impact of recent important events on economy*

#### *Economic globalization and Asian Financial Crisis*

Economic globalization is a double-edge sword. As the unfair and unreasonable international political and economic order has not been fundamentally changed yet, economic globalization has exacerbated the uneven development among countries and regions and widened, in particular, the gap between the North and the South and between the rich and the poor. It has also made developing countries more vulnerable to the impact of external economic turmoil and financial crises, as evidenced by the grave impact of the Asian financial crisis of the late 1990s on some Asian countries and regions.<sup>22</sup> The Asia financial crisis has affected China at the margin, mainly through decreased foreign direct investment and a sharp drop in the growth of its exports. China has huge reserves, a currency that is not freely convertible, and capital inflows that consist overwhelmingly of long-term investment. For these reasons it has remained largely insulated from the regional crisis and its commitment not to devalue has been a major stabilizing factor for the region. However, China faces slowing growth and rising unemployment based on internal problems, including a financial system burdened by large amounts of bad loans, and massive layoffs stemming from aggressive efforts to reform state-owned-enterprises (SOEs).

#### *WTO accession and the development of employment*

China's entry into the World Trade Organization (WTO) has important impact on the development of employment. In a long-term point of view, there will be an increase of 2 to 3 million job opportunities every year. However, the recent estimation is to see an additional unemployment of 3 to 4 million, making the unemployment rate rise 2 percentage points.<sup>23</sup> The greatest opportunity China's entry into the WTO brought to the Chinese people is to push forward the integration of Chinese economy with the globalization of economy, to bring the Chinese economy onto a long and stable development and so to create conditions for a stable increase of job opportunities. Furthermore it is to push ahead the establishment of a market

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<sup>19</sup> United Nations Development Programme China, © 2001, 2002 Copyright Reserved.

<sup>20</sup> World Development Indicators 2001, World Bank, Washington, DC, United States

<sup>21</sup> Gini index: Data refer to income shares by percentiles of population and are ranked by per capita income.

<sup>22</sup> Jiang Zemin's Speech at Fortune Forum, China Daily 05/09/2001

<sup>23</sup> "Report on China's Population and Job Opportunity" which was recently published by Chinese Publishing House for Social Sciences and Documents

mechanism for employment by stepping up the urbanization process. And the greatest risk is the additional variety of influence brought about by the international market, which has shattered the original pattern of employment in the former industries and trades, thereby bringing about more risks of unemployment. This is especially so at the very beginning of the entry into the WTO. The unemployed caused by industry restructuring mixed up with the surplus laborers cut down from state-owned enterprises will come to exert a great pressure on employment. From a long-term point of view, the entry of the WTO will exert a positive influence on the increase of job opportunities due to the growth of trade and the adjustment and update of industry structure. The labor-intensive, tertiary industries and small enterprises will get further developed, thereby increasing elasticity for employment. While looking at it from a short-term point of view, the entry into the WTO will exert an impact on the traditional trades in China by breaking up the original employment pattern. Therefore, it will not be able to increase any job opportunity but to decrease it, leading to the sharpening of contradictions for employment. According to the analysis of different trades, Chinese agriculture is to receive the heaviest pressure as dealt with in the green paper with the employment opportunity to decrease by 10 million. There will be a big alteration of employment in the secondary industry with job opportunity to increase on the whole and moreover, the service trade will come up with a fine opportunity for development, witnessing a big increase in job opportunities.<sup>24</sup>

#### 1.5.6 Economic projections

According to the Asian Development Bank medium prediction of China's economy, the projection of key economic indicators (2001-2003)<sup>25</sup> is shown in table 1.9.

**Table 1.9: Projection of Key Economic Indicators (2001-2003)**

	2000	2001	2002	2003
Overall GDP per cent growth	8.0	7.5	7.2	7.0
Gross Domestic Investment per cent of GDP	38.5	38.0	37.5	37.0
Gross Domestic Saving per cent of GDP	40.0	39.2	38.5	37.8
Consumer Price Index per cent growth	0.5	2.0	2.5	3.0
Money Supply per cent growth	15.0	16.0	17.0	18.0
Overall Fiscal Balance per cent of GDP	(3.6)	(3.4)	(3.2)	(3.0)
Exports (Customs) US\$ billion	235.0	260.0	280.0	300.0
Per cent growth	20.6	10.6	7.7	7.1
Imports (Customs) US\$ billion	207.0	238.0	262.0	283.0
Per cent growth	24.9	15.0	10.1	8.0
Trade Balance (Customs) US\$ billion	28.0	22.0	18.0	17.0
Current Account Balance \$ billion	16.0	14.0	13.0	11.0
Current Account Balance per cent of GDP	1.5	1.2	1.0	0.8

Driven by strong domestic consumption and robust export growth, the PRC will maintain an annual GDP growth in the 7 to 7.5 per cent range during 2001-2003. Both the secondary and service sectors should grow at over 8 percent. Domestic consumption will remain strong as the general economic environment improves. Domestic consumption is forecast to grow at about 8 per cent during 2001-2003. Export growth was exceptionally high in the first half of 2000 partly because of the low base of comparison: in January to May 1999 exports fell by 5 percent. This base effect will be absent during the second half of 2000.<sup>26</sup>

According to the magazine Outlook (2001) published by the ADB, China's economic development during the next five-year plan (2001-05) must tackle the following problems:

<sup>24</sup> *People's Daily* May 27, 2002

<sup>25</sup> Source: ADB: Projection of key economic indicators.

<sup>26</sup> Asian development outlook 2001: II. Economic Trends and Prospects in Developing Asia

- (1) How to maintain and improve the quality of the economic growth rate.
- (2) How to quicken reform while emphasizing national stability.
- (3) How to achieve sustainable development while efforts are taken to speed up the country's industrialization process.
- (4) How to cope with the expanded migration of rural workers.
- (5) How to best deal with the relationship among reform, stability, and development.<sup>27</sup>

## 1.6 Labour markets

### 1.6.1 Labour, employment and social security policy

Employment presents a great pressure on China due to its huge population, abundant labor resources and economic restructuring. The Chinese Government regards increasing employment opportunities as a major strategic task in economic and social development, and controlling the rate of unemployment as a main target in macro-economic regulation and control. It has rationally readjusted the employment structure, established a market-oriented employment mechanism, put great efforts into increasing overall employment and maintained basic stability in the general employment situation.

Labour and social security undertakings have developed rapidly. By maintaining harmonious and stable labor relations and reforming the wage and income distribution system, the Government has improved the labor standards system step by step, and helped to basically establish a new type of labor relations. The reform and improvement of the social security system has enabled the social insurance system to cover the vast majority of employees and retirees in urban areas. The system for ensuring a minimum standard of living for residents has been set up in cities, and the building of a social security system is being promoted in rural areas.<sup>28</sup>

Regarding employment in China, ESCAP made the projection (shown in table 1.10).

**Table 1.10: Projections of labour force activity rates by sex, 2000 and 2010<sup>29</sup>**

Year	Labour force activity rates			Differences between females and	
	Females	Males	Total	Males	Total
2000	55.8	63.7	59.9	-7.9	-4.1
2010	55.9	64.5	60.3	-8.6	-4.4

### 1.6.2 Employment Statistics

The employment developed rapidly in China with the reform of economy. By the end of 2001, the country's population had reached 1.27627 billion (excluding the populations of the Hong Kong and Macao special administrative regions and Taiwan Province), and 730.25 million people were employed, accounting for 77.03 per cent of the total population. Employees in urban areas accounted for 32.8 per cent of the total, and those in rural areas for 67.2 percent. The unemployment rate on record in urban areas was 3.6 percent. The employment situation in China from 1995 to 1999 is shown in table 1.11.

<sup>27</sup> Asian development outlook 2001: < II. Economic Trends and Prospects in Developing Asia.>

<sup>28</sup> White paper of Chinese Government: Labour and social security in China, 2002.

<sup>29</sup> Source: ESCAP: Women in development: Statistics on Women in Asia and the Pacific 1999.

**Table 1.11: Employment situation in China from 1995 to 1999<sup>30</sup>**

Item	1995	1996	1997	1998	1999
Total Number of Employed Persons (10 000 persons)	67947	68850	69600	69957	70586
Primary Industry	35468	34769	34730	34838	35364
Secondary Industry	15628	16180	16495	16440	16235
Tertiary Industry	16851	17901	18375	18679	18987
Primary Industry	52.2	50.5	49.9	49.8	50.1
Secondary Industry	23.0	23.5	23.7	23.5	23.0
Tertiary Industry	24.8	26.0	26.4	26.7	26.9
Urban Employed Persons	19093	19815	20207	20678	21014
State-owned Units	11261	11244	11044	9058	8572
Urban Collectively Owned Units	3147	3016	2883	1963	1712
Share Holding Units	NA	NA	NA	136	144
Jointly Owned Units	53	49	43	48	46
Limited Liability Corporations	NA	NA	NA	484	603
Share-holding Corporations Ltd.	317	363	468	410	420
Private Enterprises	485	620	750	973	1053
Units Funded by Entrepreneurs from	272	265	281	294	306
Foreign -Funded Units	241	275	300	293	306
Self-employed Individuals	1560	1709	1919	2259	2414
Rural Employed Persons	48854	49035	49393	49279	49572
Township and Village Enterprises	12862	13508	13050	12537	12704
Private Enterprises	471	551	600	737	969
Self-employed Individuals	3054	3308	3522	3855	3827
Number of Staff and Workers (10 000 persons)	14908	14845	14668	12337	11773
State-owned Units	10955	10949	10766	8809	8336
Urban Collectively Owned Units	3076	2954	2817	1900	1652
Units of Other Types of Ownership	877	942	1085	1628	1785
Number of Female Employment in Urban Units (10 000 persons)	NA	NA	NA	NA	4613
Number of Registered Unemployed Persons in Urban Areas (10 000 persons)	520	553	570	571	575
Registered Unemployment Rate in Urban Areas (per cent)	2.9	3.0	3.1	3.1	3.1

The participation of labour force is shown in table 1.12.<sup>31</sup>

<sup>30</sup> China facts and figures 2001 [www.china.org.cn](http://www.china.org.cn), is published under the auspices of the China International Publishing Group and the State Council Information Office in Beijing

<sup>31</sup> Source: Yearbook of Labour Statistics, 2000, 59th issue. Bureau of Labour Statistics, International Labour Office, Geneva, Switzerland.

**Table 1.12: Labour force participation rate by sex and age**

	Age	Total			Male			Female		
		Population	Labour force	LFPR	Population	Labour force	LFPR	Population	Labour force	LFPR
1982	15+	666,662.00	524,907.00	78.70	341,429.09	295,251.50	86.50	325,232.91	229,655.50	70.60
	15-64	617,386.38	517,026.69	83.70	319,559.91	288,667.31	90.30	297,826.59	228,359.41	76.70
	15-24	199,729.41	165,448.41	82.80	101,684.70	82,912.25	81.50	98,044.67	82,536.16	84.20
	25-54	356,400.50	320,642.81	90.00	186,671.80	182,514.30	97.80	169,728.70	138,128.41	81.40
	55-64	61,256.53	30,935.58	50.50	31,203.32	23,240.80	74.50	30,053.21	7,694.77	25.60
	65+	49,275.55	7,880.28	16.00	21,869.23	6,584.16	30.10	27,406.32	1,296.12	4.70
1990	15+	817,508.81	647,244.69	79.20	418,956.81	356,230.31	85.00	398,552.00	291,014.41	73.00
	15-64	754,515.38	635,108.63	84.20	390,295.69	346,851.41	88.90	364,219.69	288,257.31	79.10
	15-24	245,919.59	192,527.91	78.30	125,883.60	97,433.80	77.40	120,036.00	95,094.13	79.20
	25-54	432,910.19	399,828.00	92.40	225,090.20	220,123.80	97.80	207,820.00	179,704.20	86.50
	55-64	75,685.59	42,752.72	56.50	39,321.88	29,293.80	74.50	36,363.70	13,458.92	37.00
	65+	62,993.39	12,136.05	19.30	28,661.12	9,378.86	32.70	34,332.28	2,757.19	8.00
1995	15+	898,839.00	717,553.00	79.80	460,544.00	394,427.00	85.60	438,295.00	323,125.00	73.70
	15-64	824,341.00	704,070.00	85.40	426,199.00	384,082.00	90.10	398,142.00	319,987.00	80.30
	15-24	221,178.00	175,109.00	79.10	114,025.00	89,396.00	78.40	107,154.00	85,712.00	79.90
	25-54	519,375.00	482,584.00	92.90	268,758.00	263,122.00	97.90	250,617.00	219,462.00	87.50
	55-64	83,788.00	46,377.00	55.30	43,416.00	31,564.00	72.70	40,371.00	14,813.00	36.60
	65+	74,498.00	13,483.00	18.10	34,345.00	10,345.00	30.10	40,153.00	3,138.00	7.80

Note: MF: Male and female, M: Male, F: Female, LFPR: Labour force participation rate

### 1.6.3 Unemployment situation

#### *Unemployed persons and unemployment rate*

According to the statistics of China Ministry of Labour and Social Security the urban registered number of unemployed and unemployment rate are shown in Table 1.13.

**Table 1.13: Urban registered unemployment and unemployment rate by region**

Unemployment (10000 persons)			Unemployment Rate (per cent)		
1990	1997	1998	1990	1997	1998
383.2	576.8	571.0	2.5	3.1	3.1

#### *Composition of urban unemployment*

The composition of urban unemployed persons by reasons, by age and by gender is shown in Table 1.14.<sup>32</sup>

<sup>32</sup> China Labor and Social Security Statistics Yearbook, 2000

**Table 1.14: Composition of Urban Unemployed Persons by Reason and Age**

Age	Total	Laid-off	Job-off after Graduation	Work Unit Bankruptcy	Resigned, Dismissed	Others
Total	100.0	31.6	5.6	6.9	12.9	43.0
16-19	100.0	90.2	0.1	0.7	7.5	1.5
20-24	100.0	72.7	1.2	3.9	12.5	9.7
25-29	100.0	23.9	6.1	9.9	16.6	43.6
30-34	100.0	7.8	7.0	9.9	18.3	57.1
35-39	100.0	3.0	9.6	10.0	12.0	65.4
40-44	100.0	0.8	7.8	8.8	10.1	72.5
45-49	100.0	0.7	9.1	4.6	8.8	76.8
50-54	100.0	NA	14.5	3.1	16.0	66.4
55-59	100.0	NA	7.2	7.2	10.1	75.4
60-64	100.0	NA	25.0	NA	50.0	25.0
65 and Over	100.0	25.0	NA	NA	37.5	37.5
Male	100.0	33.6	5.3	7.8	12.6	40.7
16-19	100.0	90.1	0.1	0.5	8.0	1.2
20-24	100.0	75.8	0.5	4.2	11.9	7.5
25-29	100.0	27.2	6.6	10.8	15.4	40.1
30-34	100.0	7.5	7.2	11.4	17.3	56.6
35-39	100.0	2.8	9.3	12.3	12.4	63.2
40-44	100.0	0.3	6.7	11.4	12.0	69.6
45-49	100.0	0.5	9.2	8.0	9.6	72.7
50-54	100.0	NA	13.1	3.0	13.1	70.7
55-59	100.0	NA	6.9	8.6	5.2	79.3
60-64	100.0	NA	28.6	NA	42.9	28.6
65 and Over	100.0	33.3	NA	NA	50.0	16.7
Female	100.0	29.8	5.8	6.0	13.1	45.3
16-19	100.0	90.2	0.3	0.9	7.0	1.7
20-24	100.0	69.5	1.8	3.7	13.2	11.7
25-29	100.0	21.3	5.6	9.2	17.5	46.5
30-34	100.0	8.0	6.9	8.7	19.0	57.5
35-39	100.0	3.2	9.7	8.3	11.7	67.1
40-44	100.0	1.3	8.9	6.3	8.2	75.3
45-49	100.0	0.9	8.9	1.3	8.1	80.8
50-54	100.0	NA	19.0	3.4	25.9	51.7
55-59	100.0	NA	9.1	NA	27.3	63.6
60-64	NA	NA	NA	NA	NA	NA
65 and Over	100.0	NA	NA	NA	NA	100.0

#### 1.6.4 Income levels

Since China adopted the reform and opening-up policy in late 1978, the national economy has developed rapidly, and the wages of urban employees have kept increasing. By the end of 2001, their annual per-capita money wages had reached 10,870 yuan. After allowing for inflation, the average annual increase rate was 5.5 per cent in real terms.

The Chinese Government adheres to a diversified distribution system with distribution according to work as the main form. The principle is to give priority to efficiency with due consideration to fairness. The Labor Law of the People's Republic of China, Regulations on Minimum Wages in Enterprises and Provisional Regulations on Wage Payments contain clear-cut provisions on standardizing the distribution of wages. The wage and related index by year and ownership are shown in table 1.15.

**Table 1.15: Total Wages (per annum) and Related Index<sup>33</sup>**

Year	Total Wages (100 million yuan)				Index (Preceding year=100)			
	Total	State-owned Units	Urban Collectively owned Units	Units of Other Types of Ownership	Total	State-owned Units	Urban Collectively owned Units	Units of Other Types of Ownership
1992	3939.2	3090.4	743.2	105.6	118.5	119.1	112.8	150.0
1993	4916.2	3812.7	849.9	253.6	124.8	123.4	114.4	240.2
1994	6656.4	5177.4	1023.3	455.6	135.4	135.8	120.4	179.7
1995	8100.0	6080.2	1182.0	637.8	121.7	117.4	115.5	140.0
1996	9080.0	6792.7	1241.0	761.4	112.1	111.7	105.0	119.4
1997	9405.3	7211.0	1253.4	940.8	103.6	106.2	101.0	123.6
1998	9296.5	6812.5	1021.6	1462.4	100.2	95.8	83.1	156.9
1999	9875.5	7160.8	962.7	1752.0	106.2	105.1	94.2	119.8
2000	10656.2	7612.9	919.0	2124.3	107.9	106.3	95.5	121.3
2001	11831	8356	865	2611	111	109.8	94.9	122.9

Note: Data for 2001 are from Statistical Communique 2001, Ministry of Labour and Social Security of the People's Republic of China, 2002

### *The development of labour and social security*

#### *Reconstruction of employment structure*

The employment structure of China has changed along with the adjustment of the economic structure. In recent years, the employment percentage of the primary industry has dropped markedly, while the employment percentages of the secondary and tertiary industries have risen rapidly. Particularly, the growth rate of employment percentage of the tertiary industry has been higher than that of the secondary industry. In 2000, employees in the primary, secondary and tertiary industries accounted for 50 percent, 22.5 per cent and 27.5 percent, respectively. The change of employment in the major economic sectors is shown in table 1.16.

**Table 1.16: Employment structure from 1992 to 1998<sup>34</sup>**

Year	Agriculture %	Industry %	Service %	Other %	Agriculture	Industry	Service <sup>b</sup>	Other	TE <sup>a</sup>
1992	53.1	19.6	10.6	16.6	347950	128740	69760	109090	655540
1993	51.2	20.4	10.6	17.8	339660	135170	70560	118340	663730
1994	49.7	20.8	11.6	18	333860	139620	77820	120690	671990
1995	48.6	21.1	12.3	18.1	330180	143150	83350	122790	679470
1996	47.8	20.8	12.7	18.7	329100	143460	87390	128550	688500
1997	47.4	20.4	13	19	330049	142097	90525	132329	696000
1998	47.5	21.7	12.9	17.9	332320	151940	90270	125040	699570

Notes: a) TE: Total employment (employees, employers, own-account workers, members of producers' cooperatives, contributing family members and workers not classifiable by status) b) Services excludes business services. Data refer to December. Data exclude armed forces and reemployed retired persons.

### *Social security system*

Since the early 1980s, the Chinese Government has carried out a sequence of reforms in its social security system with the goal of establishing a standardized social security system independent of enterprises and institutions. It will be funded from various channels, and with

<sup>33</sup> China Labor and Social Security Statistics Yearbook, 2000

<sup>34</sup> ILO 1999 key indicators of the labour market.

socialized management and services - a system characterized mainly by basic security, wide coverage, multiple levels and steady unification. The National Social Security Fund comes from the central finance appropriations as well as from other channels. By 2001, the vast majority of people laid off by state-owned enterprises were receiving a basic living allowance, and retired personnel were receiving their pensions in full and on time.

In China, there are unemployment and multiple employment situations in some sectors and areas. Up to now, there were not available national statistics on underemployment rate (less than 35 hours a week), relative levels of open/multiple/self employment.

## Part Two: People with Disabilities---Definitions, Data and Situation

### 2.1 Definitions of disability

#### 2.1.1 Legal definition of disability

In Article 2 of the Law of the People's Republic of China on the Protection of Disabled Persons, *adopted at the 17th Meeting of the Standing Committee of the Seventh National People's Congress on 28 December 1990*, the definition and categories of disability have been given as follows:

A disabled person refers to one who suffers from abnormalities or loss of a certain organ or function, psychologically or physiologically, or in anatomical structure and has lost wholly or in part the ability to perform an activity in the way considered normal. The term "disabled persons" refers to those with visual, hearing, speech or physical disabilities, mental retardation, mental disorder, multiple disabilities and/ or other disabilities.

#### 2.1.2 Classification of disability

In 1987, the State Council established a disability classification system with five sub-classifications for the national sampling survey of disability. They are:

1. vision impairment,
2. hearing and speech impairment,
3. intellectual impairment,
4. physical impairment and
5. psychiatric impairment.

### 2.2 Disability classification systems

In 1987, the State Council announced the criteria for classification of disabilities and implemented sampling survey of population with disabilities. It was the first time to carry out the survey in China and the results showed the basic situations of disabilities and the persons with disabilities. The Chinese Government and other institutions could make policies and do researches in this area and provide assistance to the persons with disabilities. The following are the criteria.

#### 2.2.1 Visual Impairment

Visual impairment can be divided into two categories, i.e. blind and low-vision (see table 2.1.)

**Table 2.1: The criteria for classification of visual impairment**

Categories	Grading	Criteria
Blind	1	Single eyed vision is no greater than 0.02 or visual field is no less 5 degree
	2	Single eyed vision is no less 0.05 and no greater 0.02 or visual field is no less 10 degree
Low-vision	1	Single eyed vision is no less 0.05 and no greater 0.02
	2	Single eyed vision is no less 0.03 and no greater 0.1

### 2.2.2 Hearing and Speech Impairment

Hearing and speech impairment can be divided into three categories (see table 2.2).

**Table 2.2: Criteria for classification of hearing and speech impairment**

Categories	Grading	Criteria
Deaf	1	The loss of hearing is greater than 91 decibels
	2	The loss of hearing is no less than 71 decibels and no greater than 90 decibels
Hearing Impairment	1	The loss of hearing is no less than 56 decibels and no greater than 70 decibels
	2	The loss of hearing is no less than 41 decibels and no greater than 55 decibels
Speech handicap		

### 2.2.3 Mental retardation (Intellectual impairment)

Mental retardation can be graded into four categories according to the AAMD (American Association for Mental Retardation) criteria (see table 2.3).

**Table 2.3: Criteria for classification of mental retardation**

Categories	SD	IQ	Adaptation
Very severely MR	»5.01	20~25	very severely deficiency of adaptation
Severely MR	4.10~5	20~35 or 25~40	severely deficiency of adaptation
Moderate MR	3.01~4	35~50 or 40~55	moderate deficiency of adaptation
Less MR	2.01~3	50~70 or 55~75	mild deficiency of adaptation

### 2.2.4 Physical disability

Persons with physical disability can be divided into four categories. They are:

- (1) Loss of upper or lower limbs due to trauma, disease or congenital factors.
- (2) Anamorphosis or dysfunction of upper or lower limbs due to trauma, disease or congenital factors.
- (3) Anamorphosis or dysfunction of spinal cord.
- (4) Anamorphosis or dysfunction of trunk or limbs due to trauma, disease or congenital factors. They can be graded on basis of impairment parts and degrees of disability and functional barriers (see table 2.4).

**Table 2.4: Criteria for classification of physical disability**

Categories	Grading	Criteria
1	0~2	Complete loss of ADL
2	3~4	basic loss of ADL
3	5-6	partial maintaining of ADL
4	7~8	basic maintaining of ADL

### 2.2.5 Mental disorder (Psychiatric impairment)

Mental disorder includes four categories: (1) Organic psychosis with psychotic symptoms. (2) Psychoactive substance-induced residual disorder. (3) Schizophrenia. (4) Disability due to affective, paranoid, response, schizotypal affective, and periodic psychotic disorder. Persons with mental disorder can be graded into four categories on the basis of Scale of Screening of Deficiencies of Social Function by WHO.

## 2.3 Sources of disability information and statistics

Main sources of disability statistics are from two sources: the 1987 national sampling survey and official updates in 1996 by the China Disabled Persons' Federation based on the 1987 survey.

### *Basic situation of persons with disabilities in poverty*

The disabled form a special social group. Currently, there are over 60 million disabled in China, accounting for approximately 5 per cent of the total population. Of them, 80 per cent live in the rural areas and a large number live in poverty due to their own disability and the influence of the external environment. It is estimated that in 1992 there were about 20 million impoverished disabled people in China. Among the disabled poor in the rural areas, 30 per cent lived in the 592 state-designated impoverished counties. A total of one third of the total population in poverty is disabled persons. Therefore, the poverty alleviation for persons with disabilities in rural areas is the key to the success of national poverty alleviation.

### *Causes and urban/rural distribution of disability<sup>35</sup>*

The main causes of disability were heredity, industrial and traffic accidents and other accidents. The biological, psychological and social factors are three main factors. The occurrence rate of disability is above 5 per cent.

300,000 of those live in urban areas and 2.73 million in rural areas, for a total of 3.04 million living under severe conditions.<sup>36</sup> Moreover, the number of disabled persons aged 0 to 14 is estimated to be approximately 9 million, which is equivalent to 2.66 per cent of the total population of this age group. The number of children with disability includes 200,000 visually disabled, 1.278 million people with hearing and speaking impairments, 5.93 million intellectually-disabled, 682,000 physically-disabled, 15,000 psychiatrically-disabled, and 888,000 persons with multiple disabilities. And 80 per cent of children live in rural areas under impoverished conditions. The percentage of intellectual disability (11.82 million cases) caused by heredity is 15 per cent.

### *2.3.1 Basic information of the national sampling of persons with disabilities*

In 1987, a national sampling survey office was established, composed of representatives from:

- the Ministry of Civil Affairs,
- National Bureau of Statistics,
- the State Commission of Planning,
- Ministry of Public Health,
- the State Commission of Education,
- Ministry of Public Security,
- Ministry of Finance,

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<sup>35</sup> State Council, Coordination Committee for People with Disabilities (1996), *The Ninth 5-year Development Plan for People with Disabilities projects*.

<sup>36</sup> Ibid.

- China Foundation for Handicapped, and
- China Deaf and Mute Association.

There were 420 survey groups with 10,815 participants who had taken the survey.

### 2.3.2 Sampling methods and results

The national sampling survey was carried out at 1 April 1987 in 29 provinces and autonomous regions. A population of 1,500,000 was sampled using stratified sampling method at three levels. The offices at provincial level selected 424 counties, the counties selected 1,852 villages, towns and streets and the villages, towns and streets selected 3,569 residents committees. The investigation was administrated in two stages: Firstly residential family investigation. 369,448 selected families and 1,579,316 persons were sampled and reported their situations according to the Screening Form. Secondly, disabled persons' screening. All targeted disabled persons received medical examination and grading of disability on basis of Criteria for Disability Classification mentioned above. The results indicated that 66,902 families with disabled persons and 77,345 disabled persons were sampled.

### 2.3.3 Methods of quality control

The data were processed by hand and by computer. The offices at county level summed up the data by age, sex and grading. The offices at provincial level summed up the data and reported to the Office of National Sampling Survey of the Handicapped. For the computer processing, the data were encoded at provincial levels by uniform form established by the Office of National Sampling Survey of the Handicapped. Computer Center of National Planning Committee processed all encoded data.

### 2.3.4 National population of disabled persons by categories

As shown in table 2.5, the sampled population with disabilities is 88,763 (including multiple handicaps). Persons with hearing and speech impairments represent the largest percentage group.

**Table 2.5: Sampled national population of disabled persons by category (including multiple handicaps)**

Categories	Population with disabilities			Percent of total disabled persons		
	Male	Female	Total	Male	Female	Total
Vision impairment	5,937	9,986	15,923	6.69	11.25	17.94
Hearing and speech impairment	17,414	17,030	34,444	19.62	19.19	38.80
Including Speech handicaps	1,419	850	2,269	1.60	0.96	2.56
Intellectual impairment	10,482	9,540	20,022	11.81	10.75	22.56
Physical impairment	8,354	6,113	14,467	9.41	6.89	16.30
Psychiatric impairment	1,780	2,127	3,907	2.00	2.40	4.40
Total population	43,967	44,796	88,763	49.53	50.47	100.00

Sampled national population of disabled persons by categories and grading is shown in table 2.6.

**Table 2.6: Sampled national population of disabled persons by categories and grading**

Categories and grading	Male	female	Total
Vision impairment	5,937	9,986	15,923
Blind 1	1,650	2,931	4,581
Blind 2	786	1,459	2,245
Low-vision 1	794	1,368	2,162
Low-vision 2	2,707	4,228	6,935
Hearing and speech impairment	17,414	17,030	34,444
Deaf 1	2,557	2,505	5,062
Deaf 2	3,440	3,324	6,764
Low-hearing 1	4,625	4,882	9,507
Low-hearing 2	5,373	5,469	10,842
Speech impairment	1,419	850	2,269
Intellectual impairment	10,482	9,540	20,022
Extremely severely MR	577	499	1,076
Severely MR	1,309	1,179	2,488
Moderate MR	3,342	3,159	6,501
Mild MR	5,254	4,703	9,957
Physical impairment	8,354	6,113	14,467
Grade 1	450	426	876
Grade 2	1,048	860	1,908
Grade 3	2,051	1,403	3,454
Grade 4	4,805	3,424	8,229
Psychiatric impairment	1,780	2,127	3,907
Grade 1	858	999	1,857
Grade 2	242	292	534
Grade 3	275	320	595
Grade 4	405	516	921

The sampled national population of disabled persons by age is shown in Table 2.7

**Table 2.7: Sampled national population of disabled persons by age**

Age	Total	Male	Female
0-4	2,221	1,205	1,016
5-9	4,070	2,250	1,820
10-14	5,951	3,343	2,608
15-19	4,348	2,444	1,904
20-24	3,888	2,142	1,746
25-29	2,692	1,498	1,194
30-34	3,798	2,037	1,761
35-39	3,746	1,982	1,764
40-44	3,303	1,727	1,576
45-49	3,390	1,792	1,598
50-54	4,160	2,091	2,069
55-59	5,057	2,563	2,494
60-64	6,032	3,001	3,031
65-69	6,573	3,167	3,406
70-74	6,889	3,136	3,753
75-79	5,792	2,433	3,359
80-84	3,714	1,342	2,372
85-89	1,325	417	908
90-99	379	120	259
Over 100 years	17	4	13

Sampled national population of employed disabled persons by sectors and education is shown in table 2.8

**Table 2.8: Sampled national population of employed disabled persons by sector, education and gender**

Sector	Employed disabled persons			Education					
				University			High school		
	Total	M	F	Total	M	F	Total	M	F
Professional and Technical Personnel	1 491	374	117	81	69	12	154	103	51
Staffs of Public Institutions	146	130	16	10	9	1	36	32	4
Public Servant	142	99	43	6	3	3	46	29	17
Workers in Business	439	308	131	2	2	-	45	33	12
Workers in Service	849	635	214	2	1	1	49	28	21
Workers in Agriculture, Forest, Pasturage, Fishery	18,818	12,388	6,430	4	3	1	239	199	40
Production, Transportation Workers	2,277	1,602	675	9	7	2	223	147	76
Others	54	36	18	3	3	-	9	8	1
Total	23,216	15,572	7,644	117	97	20	801	579	222

Sampling population of unemployed disabled persons (15 or above 15 years old) is shown in table 2.9.

**Table 2.9: Sampled national population of unemployed disabled persons**

	Total	Male	Female
School or colleges students	575	412	163
Housework	14942	2675	12267
Await for job after graduation	28	13	15
Await for study	10	5	5
Await for job at cities or towns	185	110	75
Retirement or withdrawal from job	3802	2730	1072
Others	22345	10379	11966
Total column	41887	16324	25563

The major financial resources of sampled population with disability are shown in table 2.10. The survey indicated that persons with severe disabilities primarily depended on family resources. The social security and welfare support needed to be strengthened to provide more strong security for the persons with disabilities.

**Table 2.10: Financial resources of sampled national population with disability**

Categories	Total number	Personal income	Percent of financial resource	Family income	Percent of financial resource	Nation or collective allowance	Percent of financial resource
Vision-impaired	11,300	2,804	30.27	8,106	71.73	390	2.65
Hearing-impaired	26,518	11,950	45.06	14,025	52.89	543	2.05
Speech disabled	1,002	398	39.72	596	59.48	8	.08
Intellectual impairment	15,235	2,700	17.72	12,392	81.34	143	.94
Physical impairment	11,305	3,922	34.69	6,957	61.54	426	3.77
Psychiatric impairment	2,907	720	24.77	2,023	69.59	164	5.64
Multiple handicaps	10,080	1,318	13.08	8,380	83.13	382	3.79
Total	77,345	23,414	30.27	51,883	67.08	2,048	2.65

### 2.3.5 Current statistics of disabled persons

In 1996, the China Disabled Persons Federation announced new estimated statistics of disabled persons.<sup>37</sup> At present, there are 1.2 billion in the population and 60 million disabled persons in PRC. About 5 per cent of total population are disabled persons (See table 2.11).

<sup>37</sup> China Disabled Persons Federation (1996). Yearbook of Undertaking of Disabled Persons in P.R. China. Beijing: Huaxia Publishing House.

The estimate of persons with disabilities was based on the results of sampling survey in 1987 (discussed next) and the growth rate of the population. Of the disabled population, 80 per cent live in rural areas, and a large number live in poverty due to their own disability and the influence of the external environment. It is estimated that in 1992 there were about 20 million impoverished disabled people in China. Among the disabled poor in the rural areas, 30 per cent lived in the 592 state-designated impoverished counties.

**Table 2.11: Estimates of population with disabilities in 1996**

Vision-impairment	8 770 000
Hearing and speech impairment	20 570 000
Intellectual Impairment	11 820 000
Physically impairment	8 770 000
Psychiatric impairment	2 250 000
Multiple disabilities and other disabilities	7 820 000

### 2.3.6 Growth of Populations of Persons with Disabilities from 1987 to 1996

Comparing to the statistics in 1987, there are some increases in disabled populations. Growth of population living with disability is shown in table 2.12.

**Table 2.12: Estimated growth of population with disabilities from 1987 to 1996**

Year	Visually impaired	Hearing and speech impairment	Physical handicap	Mentally retarded	Mental disorder	Multiple disability and others
1985	7 550 000	17 700 000	7 550 000	10 170 000	1 940 000	6 730 000
1996	8 770 000	20 570 000	8 770 000	11 820 000	2 250 000	7 820 000

Among the 60 million disabled persons, 25,080,000 are employable and at the legal employment age (16-59). Among them, there are 4,500,000 of a non-agricultural population in urban areas and 20,580,000 agricultural population in rural areas. They are the target population for employment services and vocational rehabilitation.

### 2.3.7 The problems of statistics of disabled population in China

China is country with the largest population in the world. Although five national censuses were conducted in 1953, 1964, 1982, 1990 and 2000, no disability questions were included. With the implementation of criteria of disability classification and establishment of China Disabled Persons' Federation, China developed a registration system for persons with disabilities beginning in 1995 and finished the system in 1997. Since 1998, all disabled persons hold standardized certificates issued by CDPF. But, there is still no available information on statistics of registered persons with disabilities nationwide. In the next five years, from 2001 to 2005, China will establish a fast, united and reliable special information network in accordance with the overall plan of the establishment of national information network in light of the Work Program for Disabled Persons during the Tenth Five-Year Plan Period.

Furthermore, the classification and evaluation criteria of disability were developed many years ago and excluded many kinds of disability. It is necessary to amend classifications in order to keep track of different developments in the field of disability.

The following government bodies collect information on disability and persons with disabilities, including departments responsible for the census, health and rehabilitation, education, employment, social security, social services and other areas. Some statistics include registered disabled persons using the same criteria as that mentioned above. However, there are some other statistics on disability and disability-related affairs for which other criteria can be used. For instance, the Department of Health calculates the occurrence of disability using medical standard. The Departments of Education calculate the students with disabilities on basis of both students with existing disabilities and registered disabled students. The National Bureau of Statistics, Ministry of Health, Ministry of Labour and Social Security, and CDPF are responsible for national statistics.

### *2.3.8 Other institutions responsible for data collection*

#### *The National Bureau of Statistics (NBS)*

National Bureau of Statistics (NBS) is responsible for organizing, directing and coordinating statistical work throughout the country and for disseminating official data. NBS compiles education indicators using data provided by Ministry of Education, labour and employment indicators provided by Ministry of Labour and Social Security, health indicators provided by the Ministry of Health, as well as data collected through decennial population census and population surveys. Main indicators are disseminated through "China Statistical Yearbook", "China Statistical Abstract" and "China Development Report". NBS carries out three types of population data collection operations: a comprehensive population census every 10 years; an inter-census survey every 5 years; and an annual population survey.

#### *The Ministry of Labour and Social Security*

The Ministry of Labour and Social Security is responsible for the statistics of Labour and employment, vocational education, social security, employment service in China, including data for persons with disabilities throughout of the country.

#### *The Ministry of Civil Affairs*

The Ministry of Civil Affairs is responsible for producing and disseminating the statistics of civil affairs, including welfare institutions, welfare enterprises, fund for welfare and for peoples with disabilities, and others throughout of the country.

#### *The Ministry of Education*

The Ministry of Education is responsible for producing and disseminating statistics of national and provincial levels for all the education system, primary and secondary private schools, funding, capital investments, basic salary for teachers and educational expenditure per student, including education data for persons with disabilities throughout of the country.

#### *The Ministry of Health*

The Ministry of Health is primarily responsible for producing and disseminating health statistics. The main sources of health data are the Health Reporting System, nationally representative sample surveys and thematic surveys. All public and private health service institutions consisting of hospitals, clinics, township/village health units, and anti-epidemic centers are required to fill out reporting forms on their activities. The Ministry also takes responsibility of policy development and management of prevention and rehabilitation of disability.

### *China Disabled Persons' Federation*

China Disabled Persons' Federation is responsible for the producing and disseminating the statistics of affair of persons with disabilities, which cover disability statistics, education, employment, rehabilitation, social life, and others.

## **2.4 On-the-job injuries**

The data of numbers of people disabled by on-the-job injuries and return to work rates are not available in China.

## **2.5 Environmental factors affecting full participation**

### *2.5.1 Environmental accessibility/barriers*

In July 1986, the first access standards of China, The Design Code for the Accessibility of People with Disabilities to Urban Roads and Buildings (For Trial Implementation), hereafter referred to as the Design Code, were developed. These are the national construction standards compiled by Ministry of Construction, Ministry of Civil Affairs and China Disabled Persons' Federation. The Design Code was promulgated and implemented on 1 April 1989.

Since the promulgation of the Design Code, some large cities such as Beijing, Shanghai, Tianjin, Shenyang and Shenzhen, have scored some achievements towards creating barrier-free environments. However, as no compulsory or mandatory measures are adopted to enforce the Design Code strictly, this code has not been implemented on the whole in the nation. Most of the buildings and roads, either newly built or renovated, do not provide reasonable means of access for persons with disabilities. Because of the non-accessible environment, disabled persons are prevented from fully participating in social life. At present, China is in the process of rapid urbanization and it is expected that up to the year 2000, the rate of urbanization will reach 35 per cent and 45 per cent by 2010. Urbanization will surely promote the rapid development of construction and access issues must be taken into consideration. Otherwise it would require a great deal of investment in the future to renovate those construction projects to be completed in the coming years.

### *2.5.2 Communication accessibility*

China has developed a sign language system. Sign language interpretation is provided in some public places and there are some accessible public facilities in the larger cities. In recent years, accessible information and communication have been further developed. For example, some TV news programmes, films and TV plays have been produced with captions. Some media such as China Central Television Station and other TV stations at provincial levels provide sign-language services in some news programs. Computer-aided communication equipment accessible for persons with visual or hearing disabilities has been researched, produced and popularized.

The China Association of Deaf has taken the initiative in the standardization and diffusion of a common sign language. Most deaf persons learned sign languages in their schooling and community lives. Chinese common sign language has been developed and popularized to facilitate communication of hearing disabled persons from different places in China.

China developed its Chinese Braille systems for persons with visual disabilities. Recently the chemistry, physics and musical symbols of Chinese Braille have been developed and popularized nationwide.

### *2.5.3 Transportation accessibility and assistive devices*

The Ministry of Civil Affairs is responsible for the production of artificial limbs, prosthetics and canes and manages 41 artificial limb factories and 12 artificial limb-assembling plants. There are 23 artificial limb-assembling plants managed by the medical section and other sections, bringing the total number of assistive-device production factories to 76 in China, excluding Tibet. Furthermore, there are private enterprises, joint ventures and 100-per cent foreign invested businesses employing about 5,000 people. The Department of Social Welfare and Social Administration of the Ministry of Civil Affairs administer artificial limb production. The China Association of Artificial Limbs manages national or international communication in the industry. Related organizations include the Beijing Institute of Artificial Limbs, the National Technical Committee for the Rehabilitation of the Disabled and Standardization of Special Facilities, the National Center for the Quality Inspection of Artificial Limbs, and the Beijing Contemporary Artificial Limb and Assistive Device Technology Development Company.

Under the CDPF system, the National Station of Accommodation and Service of Assistive Devices was established which takes the responsibilities of information collection, production design and development, quality of control, technical services and administration of assistive devices. A national network under the National Station has been developed. With the implementation of the New Match Project of Yangtze River, China will set up 200 service centers, train 400 technicians and install low-cost artificial limbs for 60,000 persons with disabilities in rural and small towns. CDPF at different levels will also provide financial support for persons with disabilities. By the end of 2001, 60 service stations had been set up and 7,000 persons with disabilities had been equipped with low-cost artificial limbs, 800,000 articles of 150 types of assistive devices had been accommodated and 34,000 cases had fixed the orthopedic devices.<sup>38</sup>

There are some transportation signal devices for blind persons in few big cities. Persons with physical disabilities can access some public transportation such as buses, trains and airplanes with special assistance. However, most public transportation systems have not developed adaptive devices.

## **2.6 Social factors affecting full participation**

### *2.6.1 Changes of Attitudes toward persons with disabilities*

In China, more and more people have accepted the concept of persons with disabilities appropriate for a modern civilized society. In efforts with mass media and education, the attitudes toward persons with disabilities have been changed somewhat. Profound change of the public attitude towards disabled people has been made and a good social practice of understanding, respecting, caring and assisting persons with disabilities further formed. The deeds to support and assist disabled people have been taken as an important component of the Campaign for Developing Culture and Ethics. China has included the concepts of

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<sup>38</sup> China Statistical Yearbook of Undertaking of Persons with Disabilities, 2002

humanitarianism, self-improvement and assisting disabled people in the curriculum of primary and secondary schools to educate the children.

However, some people still have negative attitudes toward persons with disabilities as they have misconceptions about disability and about disabled persons. With rapid economic development and heavy competition, persons with disabilities experience serious discrimination in education, employment, and social life.

Some family members of persons with disabilities also have negative experiences as they share barriers and burdens. In general, male and female persons with disabilities face the same discrimination. However, disabled women may experience greater barriers in their marriage and family work. Furthermore, family members are more concerned about their marriage and future family life.

### *Mass media coverage of persons with disabilities*

Mass media plays a key role in the development of a positive social environment for persons with disabilities. Television stations in provincial capitals and mid-sized cities, where conditions allow, have launched news programmes with sign language and broadcast stations to open specific programme concerning disability. Mainstream comprehensive newspapers and magazines have begun columns on disability issues. By the end of 2001, news programs with sign language and special programs for persons with disabilities had been developed in 28 TV Stations at provincial level and 200 TV stations at region and city level. There were 49 special programs that had been broadcasted on the radio stations at provincial level and 445 at the local level. There were 35 TV programs with sign language at provincial level and 352 TV special programs for persons with disabilities had been set up. There are 54 special columns on persons with disabilities in newspapers at provincial level and 459 at region and city level. There are 220 sections with Braille reading materials in public libraries and comprehensive service centers at all levels. There are 2,814 institutions of cultural activity for persons with disabilities and 256 special art performing groups had been organized at provincial and city levels. China organized the Press Association of the Promotion of the Work for Persons with Disabilities and developed public opinion for persons with disabilities. The sectors of publicity, culture, media and publication advocated for Government policies and the care of the Government for disabled people reflected the situation of disabled persons and their successful stories as well as progress of the work for persons with disabilities. The appraisal activity named Titles of Civilization and Progress and Good Coverage on the Equalization had been performed. In addition, a stamp was issued promoting persons with disabilities in China in 1994.

Activities for assisting persons with disabilities have been included in the Construction of the Cultural and Ethnic Civilization to promote the practice in assisting disabled persons as one of the social moralities. Specific requirements in assisting disabled people have been included in the criteria of the titles of Civilized Cities and Civilized Community. Activities assisting persons with disabilities should be unfolded with great efforts in society. The activities of the National Day of Assisting Disabled Persons and the International Day of Disabled Persons had been organized and the activities of Volunteers for Assisting Disabled Persons, Young Pioneers for Assisting Disabled Persons, Assisting Disabled Persons by Education, Assisting Disabled Persons by Tech. and Legal Support had been widely implemented.

During the years from 1995 to 2000, The activity of National Day of Assisting Disabled Persons had been administrated for more than 10 years and more than 100 million persons

participated in the activity. Another 14,000,000 young persons participated in the activity of Young Pioneers For Assisting Disabled Persons and 35,000,000 young volunteers participated in the activity of Young Volunteers For Assisting Disabled Persons.

## 2.7 Disabled Persons' Organizations

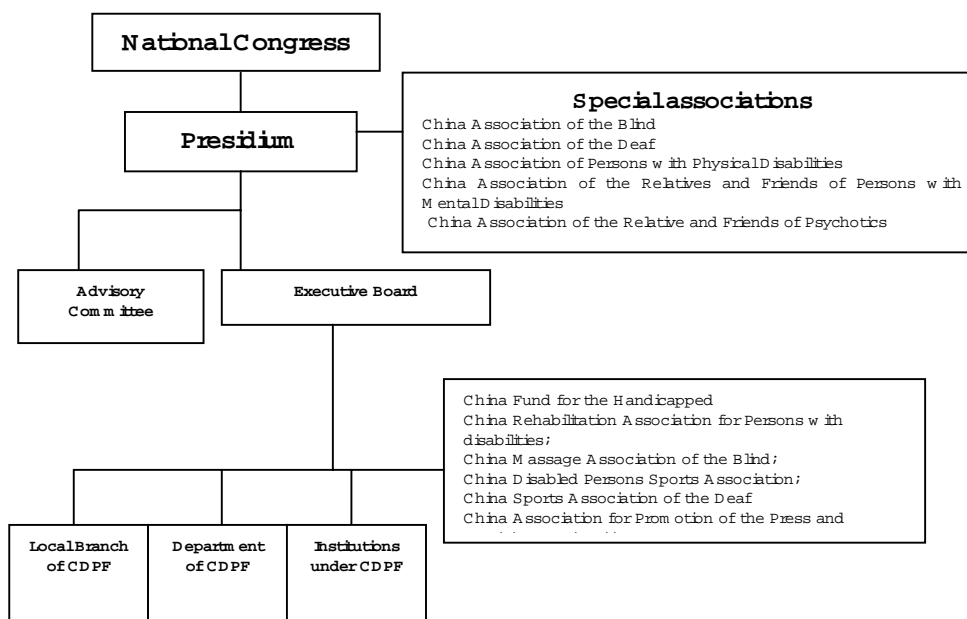
### 2.7.1 Current State of Organizations

China Disabled Persons' Federation, CDPF, affirmed by the law and ratified by the State Council, is the unified national organization of and for persons with various categories of disabilities in China. CDPF represents the common interests and protects the lawful rights of persons with disabilities; promotes and develops the disability undertakings and serves persons with disabilities. The aim of the CDPF is to:

- promote humanitarianism,
- develop the disability undertakings,
- protect human rights of persons with disabilities so as to enable them to participate in society with equal status and opportunities and share the cultural and material achievements brought about by the socio-economic development.

CDPF acts as the secretariat of the National Coordination Committee (NCC) on persons with disabilities, established in 1993. The structure and composition of CDPF is shown in figure 2.1.

**Figure 2.1: The structure of CDPF**



#### National Congress

The National Congress is composed of representatives elected among persons with disabilities and persons working for persons with disabilities. It meets every five years. It has the functions and powers to: (1) elect the Presidium, (2) consider the Presidium's working reports and decides on policies and task, and (3) modifies the Constitution of the CDPF.

### *Presidium*

The Presidium is composed of members elected by the National Congress and serves for a 5-year term, meeting once a year. It has the functions and powers to: (1) elect the Chairperson and Vice Chairpersons, (2) examine the implementation of the resolutions of the National Congress and consider the working reports and programmers, (3) examine the work of the Executive Board and Advisory Committee, and (4) decide on other important issues.

### *Executive Board*

The Executive Board is composed of the President, Vice Presidents and Board Members. As a standing body of the CDPF, it takes charge of the routine work. The President is nominated by the Chairperson and voted by the Presidium, the Vice Presidents are nominated by the President and adopted by the Presidium. The following administrative departments are under the Executive Board: General Office, Development Department, Department of Organizations and Liaison, Rehabilitation Department, Department of Education and Employment, Department of Publicity and Art and Sports, Department of International Affairs, Department of Plan and Finance, and Personnel Department. Also, the units directly under the Board are as follows: China Rehabilitation Research Center, China Rehabilitation Research Center for Deaf Children, China Guiding Center of Social Service for Persons with Disabilities, China Information Center on Disability, China Assertive Devices Development and Supply Center for Disabled Persons, Beijing Massage Hospital, Disability in China Magazine Publishing House, Huaxia Publishing House and Kangyi Audio and Video Publishing House.

### *Advisory Committee*

The Advisory Committee is the supervisory and consultative body of the CDPF. Of the Committee, the Director, Deputy Directors and Committee Members are elected by the Presidium, among whom no less than two-thirds shall be persons with disabilities and relatives of persons with disabilities.

### *Special associations*

The following special associations are under the CDPF: China Association of the Blind, China Association of the Deaf, China Association of Persons with Physical Disabilities, China Association of the Relatives and Friends of Persons with Mental Disabilities, China Association of the Relative and Friends of Psychotics. The leaders of the special associations are from the Presidium Members based on the categories of disabilities.

### *Local organizations*

Local organizations of the CDPF have been established in province, prefectures, cities, counties, districts, townships in the mainland of China, including: 31 disabled persons' federations at the level of province/autonomous region/municipality directly under the Central Government, 780 disabled persons' federations at the city/prefecture level, 2,413 disabled persons' federations at the county/district level, and 53,537 disabled persons' federations at the township level.

### *Group membership*

China Fund for the Handicapped, China Rehabilitation Association for Persons with Disabilities, China Massage Association of the Blind, China Disabled Persons Sports Association, China Sports Association of the Deaf, and China Association for Promotion of the Press and Publicity on Disability.

*Work related to the employment and vocational education for persons with disabilities*

The CDPF was included when China developed its employment and vocational education service system for persons with disabilities under the systems of Ministry of Labour and Social Security, Ministry of Civil Affairs and Ministry of Education.

In the CDPF system, the Department of Education and Employment of CDPF takes the responsibilities of administration of education and training, employment, poverty alleviation, and social security for persons with disabilities. The CDPF and its local branches have developed employment-service and vocational-education system. National poverty alleviation programs had been developed and implemented.

China developed a good coordination mechanism between ministries and CDPF in education, employment, social security and poverty alleviation. For instance, persons with disabilities can receive the services of vocational education and employment services both from the vocational schools and employment services under the system of Ministry of Labour and Social Security, and from CDPF system.

There are some other organizations for persons with disabilities in China. Some of them are private organizations and provide services for persons with disabilities and their families. Others, for example Rehabilitation Medicine Association of Chinese Medicine Association, are professional or academic organizations that provide professional services for persons with disabilities. Recently several organizations had been developed and funded by foreigners in this area.

## Part Three: Legislation, Policies and Institutional Structures

### 3.1 International policies adopted

China ratified Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159) in February 1988 and became a signatory to the Proclamation on Asia Pacific Decade Declaration on 5 December 1992 and to the Proclamation on the Full Participation and Equality of People with Disabilities in the Asian and Pacific Region on the 1 September 2001.

### 3.2 National legislation

#### 3.2.1 Outline of Laws regarding to the disability and persons with disabilities

China has developing and perfected its legal systems since 1949. The Constitution is the basis of other laws and regulations.

In 1990, China established a special law for the protection of rights of persons with disabilities, entitled the Law of the People's Republic of China on the Protection of Disabled Persons. It is the first and only comprehensive law for persons with disabilities. It has played the constitutional role in laws concerning persons with disabilities. In light of the basic rights and employment and education of persons with disability, the Constitution of the People's Republic of China is the fundamental basis for other laws. The Law of the People's Republic of China on the Protection of Disabled Persons, 1990 is the main legal instrument for the promotion of employment of people with disabilities. The Labour Law of PRC contains disability-related provisions and is the basic law for the labour and employment for all persons. The major laws concerning education for disabled are the Education Law of PRC, the Vocational Education Law of PRC, Compulsory Education Law of PRC and the Higher Education Law of PRC (see table 3.1).

**Table 3.1: Laws concerning education and employment for persons with disabilities**

Legal Document	Points related to vocational training and employment or persons with disabilities
The Constitution of PRC, Amendment 1999	<ul style="list-style-type: none"> <li>▪ Education right protection</li> <li>▪ Work right protection</li> <li>▪ Rest right protection</li> <li>▪ Material assistance for disabled persons</li> </ul>
The Law of PRC on the Protection of Disabled Persons	<ul style="list-style-type: none"> <li>▪ Protection of rights for disabled persons</li> <li>▪ Special assistance for disabled persons</li> <li>▪ Special assurance from state and society</li> <li>▪ Responsibility and style of education</li> <li>▪ Principle of development of education and channels of education</li> <li>▪ Methods of ordinary education, special education and Adult education</li> <li>▪ Teaching Staff training and allowances</li> <li>▪ Responsibilities of employment</li> <li>▪ Concentrative employment, dispersed employment, Self-employment and rural labour</li> <li>▪ Preferential treatment and assistance for welfare enterprises and institutions for disabled persons and self-employed disabled workers in urban and rural areas</li> <li>▪ Protection of property ownership and managerial decision-making power of welfare enterprises and institutions for disabled persons</li> <li>▪ Training of employee</li> </ul>
Labour Law of PRC	<ul style="list-style-type: none"> <li>▪ Apply special stipulations where there are special stipulations in laws, rules and regulations on the employment of the disabled, the personnel of national minorities, and demobilized army men.</li> <li>▪ Social security for persons under the circumstances such as retirement, illness or injury, disability caused by the work-related injury or occupational disease, unemployment; and child-bearing. The survivors of the insured labourers shall be entitled to subsidies for survivors in accordance with the</li> </ul>

	law.
Compulsory Education Law of PRC	<ul style="list-style-type: none"> <li>▪ Local governments' responsibility to establish special schools (or classes) for children and adolescents who are blind, deaf-mute or retarded.</li> </ul>
Vocational Education Law of PRC	<ul style="list-style-type: none"> <li>▪ Government's responsibility to support the development of vocational education for the disabled.</li> <li>▪ Equal opportunity for disabled students to receive vocational education in various vocational schools at different levels.</li> <li>▪ Tuition reduction and exemption for the disabled.</li> </ul>
The Higher Education Law of PRC	<ul style="list-style-type: none"> <li>▪ Equal opportunity for disabled to receive higher education</li> </ul>
The Education Law of PRC	<ul style="list-style-type: none"> <li>▪ State's responsibility of development of education for disabled.</li> <li>▪ Special assurance and assistance for disabled persons' education by state, society, schools and other educational institutions.</li> </ul>

Listed below are nearly 20 other laws that contain some provisions regarding to disability and persons with disabilities:

- Insurance Law of PRC
- Law of PRC on National Defense
- Criminal Procedure Law of PRC [1996]
- Criminal Law of PRC
- Law of PRC on Adoption
- Law of PRC on Inheritance
- Law of PRC on the Protection of Consumer Rights and Interests
- Law of PRC on Product Quality
- Law of PRC on the Protection of Rights and Interests of Women (Draft),
- Law of PRC on Product Quality
- The Land Reform Law of PRC
- Advertisement Law of PRC
- Civil Procedure Law of PRC (For Trial Implementation)
- Forest Law of PRC
- Fire Prevention Law of PRC
- Law of PRC on Donation for Public Welfare Undertakings
- Law of PRC on Physical Culture and Sport
- The Individual Income Tax Law of PRC (The revised edition in 1999) and
- Electoral Law

All of this legislation includes clear provisions on the protection of the rights and interests of persons with disabilities. No law in China contains provisions that discriminate against persons with disabilities.

### *3.2.2 Constitution of China 1988, 1993, 1999 amendments*

The Constitution prohibits discrimination against disabled persons "Disabled persons enjoy the same rights as other citizens in respect of political, economic, cultural and social aspects as well as family life." Furthermore, "it is forbidden to discriminate against, insult or harass disabled persons."<sup>39</sup> The Constitution grants all the citizens of China:

The right to material assistance from the State and society when they are old, ill or disabled. The State develops the social insurance, social relief and medical and health services that are required to enable citizens to enjoy this right. The State and society ensure the livelihood of disabled members of the armed forces, provide pensions to the families of martyrs and give preferential treatment to the families of military personnel. The State and society help

<sup>39</sup> Constitution of China 1988 Article 3

make arrangements for the work, livelihood and education of the blind, deaf-mute and other handicapped citizens.<sup>40</sup>

### 3.2.3 Law of the PRC on the Protection of Disabled Persons 1990

The Law of the People's Republic of China on the Protection of Disabled Persons stipulates:

Governmental departments concerned shall encourage and assist disabled persons to obtain employment through voluntary organizations or to open individual business (...). The State shall implement the policy of tax reduction or exemption in relation to welfare enterprises and institutions for disabled persons and self-employed disabled workers in urban and rural areas, and provide assistance in production, management, technology, capital, materials supply, working sites and other fields (...). Local people's governments and departments concerned shall determine the types of products suitable for production by disabled persons, give priority to welfare enterprises for disabled persons to produce such products and gradually determine which products are to be produced exclusively by such enterprises.

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#### *General Employment Related Provisions*

The State is obliged to protect the "disabled persons' right to work". The people's Government is vested with the authority "to formulate overall plans on the employment of disabled persons and create conditions for their employment."<sup>42</sup>

This general obligation is further clarified as following the principle "of combining concentrated job placement with dispersed job placement." In addition, the act stipulates "preferential policies and measures of support and protection shall be adopted with a view to gradually popularising, stabilizing and rationalizing employment of disabled persons through multiple channels"<sup>43</sup>.

The Law promulgates that "the promotion of the employment of disabled persons" should take a multi-departmental approach including concentrative employment, dispersed employment, self-employment and rural labour.<sup>44</sup> The people's Government at all levels and concerned departments should organize and provide guidance in this regard."<sup>45</sup>

#### *Provisions concerning non-discrimination in employment*

The law prohibits both direct and indirect discrimination. With regard to direct discrimination it is stated "No discrimination shall be practised against disabled persons in recruitment,

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<sup>40</sup> Ibid Article 45

<sup>41</sup> Law of the PRC on the Protection of Disabled Persons 1990

<sup>42</sup> Ibid Article 27

<sup>43</sup> Ibid Article 28

<sup>44</sup> Concentrative employment means employment in welfare enterprises, work-rehabilitation centers, Tuina-massage hospitals and clinics and other enterprises and institutions of welfare nature. Dispersed employment means the employment of disabled persons by various units through of quota scheme. Self-employment means disabled persons to obtain employment through voluntary organization or to open individual business. Rural labour means to organize and support disabled persons in rural areas to engage in farming, planting, animal breeding, handicraft industry and other forms of production.

<sup>45</sup> Ibid Article 29, 30, 31 and 32.

employment, granting of permanent employee status, promotion, determining technical or professional titles, payment, welfare, labour insurance or in other aspects.” The law further prohibits denial of employment to graduates “of higher learning, polytechnic schools or technical schools solely on the ground of their disabilities. The action propounded in the event of a violation is an “appeal to the concerned departments for disposition.” and instruction to “the concerned enterprises or institutions to accept the said graduates.”

Indirect discrimination is prohibited in so far as the state is obliged to “protect the property ownership and the managerial decision-making power of welfare enterprises and institutions for disabled persons” and “enterprises and institutions where disabled persons work shall provide the disabled workers with appropriate working conditions and labour protection.”<sup>46</sup>

#### *Provisions concerning active measures for employment promotion*

The law propounds a number of active measures for the promotion of employment including an employment quota, policies to assist disabled people into the workplace as well as incentives to work.

According to the Law of the People’s Republic of China on the Protection of Disabled Persons, China established a quota system to promote the employment for persons with disabilities in the open labour market. State organs, nongovernmental organizations, enterprises, institutions and urban and rural collective economic organizations should employ a certain proportion of disabled persons in appropriate types of jobs and posts. The specific ratio may be determined by the people’s governments of provinces, autonomous regions and municipalities directly under the central Government in line with their actual conditions.

In respect of the employment quota the act stipulates “state organs, non-governmental organizations, enterprises, institutions and urban and rural collective economic organizations should employ a certain proportion of disabled persons in appropriate types of jobs and posts.” With regard to the specific ratio, it is to be “determined by the people’s Government of provinces, autonomous regions and municipalities directly under the Central Government and in line with the actual conditions.”<sup>47</sup> The concerned governmental departments are vested with the authority to determine “the quota for recruiting and employing workers and staff members”, this is limited by the proviso “a certain proportion of the quota to disabled persons.”<sup>48</sup>

Assistance is mandated in respect of the “production, management, technology, capital, supply of materials, work sites and other aspects.” The local people’s Government and the concerned departments have the authority to “determine the types of products suitable for production by disabled persons, give priority to welfare enterprises<sup>49</sup> for disabled persons to produce such products and gradually determine which products are to be produced exclusively by such enterprises.”

The State is to aid the provision of concentrated employment for disabled persons by instructing the establishment “of welfare enterprises for disabled persons, work-rehabilitation

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<sup>46</sup> Ibid Article 34

<sup>47</sup> Law of the People’s Republic of China on the Protection of Disabled Persons 1990 Article 30

<sup>48</sup> Ibid Article 33

<sup>49</sup> The welfare enterprise is a kind of enterprise in which the disabled workers reach certain rate and provides opportunity for the employment of persons with disabilities. This kind enterprise must get approval of Ministry of Civil Affairs and its local branches and have preferential policies in tax reduction and exemption.

centres, Tuina massage (massage by blind) hospitals and clinics and other enterprises and institutions of a welfare nature”.<sup>50</sup>

In addition, the concerned governmental departments are to “encourage and assist disabled persons to obtain employment through voluntary organizations or to embark on self-employment ventures.”<sup>51</sup> Specific reference is made to rural grassroots organizations to “organize and support disabled persons in the rural areas to engage in farming, horticulture, animal husbandry, as well as handicraft and other forms of production” in conjunction with the local people’s Government.<sup>52</sup>

Generally, it is stated “the concerned departments shall provide assistance for disabled persons engaged in various kinds of labour in the rural areas by way of production services.”

Incentive policies included in the act include the implementation “of a policy of tax reduction or exemption in relation to welfare enterprises and institutions for disabled persons and self-employed disabled workers in urban and rural areas” as well as giving “priority to disabled persons who apply for licences as self-employed workers or entrepreneurs and give them preferential treatment in allotting work sites and loans, and in other ways.”

#### *Training and Education Related Provisions*

Training and education are integral to employment. The act guarantees “the right of disabled persons to education.”<sup>53</sup> In particular; it stipulates, “Departments of education, welfare enterprises and institutions and other service organizations for disabled persons should create conditions for rehabilitation training activities.”<sup>54</sup> With regard to “Enterprises and institutions where disabled persons work” provision of “technical training for disabled employees, with a view to upgrading their skills and techniques” are deemed compulsory by the act.<sup>55</sup>

In addition there are Regulations on the Education of Persons with Disabilities 1994 “for the purpose of safeguarding the right of persons with disabilities to education and developing educational undertakings for Persons with Disabilities.”<sup>56</sup>

#### *Other Employment Related Provisions*

When the above Law came into force on 15 May 1991, the People’s Representative Assemblies throughout China directly under the central Government developed Schemes for Implementing the Law for the Protection of Disabled Persons. The schemes contain detailed provisions for mass employment, dispersed proportionate employment and self-employment of disabled persons.

### **3.2.4 Labour Law of the People’s Republic of China 1994**

The law ensures enjoyment of “social insurance benefits” for Labourers as a result of illness, injury or “...disability caused by work related injury or occupational disease. The survivors

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<sup>50</sup> Ibid Article 29

<sup>51</sup> Ibid Article 31

<sup>52</sup> Ibid Article 32

<sup>53</sup> Ibid Article 18

<sup>54</sup> Ibid Article 15

<sup>55</sup> Ibid Article 35

<sup>56</sup> Regulations on the Education of Persons with Disabilities 1994, Article 1

of the insured labourers shall be entitled to subsidies for survivors in accordance with the law.”<sup>57</sup> Significantly, reference is also made to “special stipulations in [other] laws, rules and regulations on the employment of the disabled” affirming their applicability to this act.<sup>58</sup>

### *3.2.5 The Education Law of the People's Republic of China 1995*

The Law ensures: “Citizens of the People's Republic of China shall have the right and obligation to receive education. All citizens, regardless of ethnic group, race, sex, age, occupation, property status or religious belief, enjoy equal educational opportunities according to law”.<sup>59</sup> Further, the Law states:

The State shall, in accordance with the characteristics and needs of respective ethnic minorities, provide assistance to the development of educational undertakings for each ethnic minority. The State shall support and assist the development of educational undertakings in remote and poverty-stricken areas. The State shall support and develop educational undertakings for the disabled.<sup>60</sup>

The law also stipulated that the State, society, schools and other provide education programs in the light of their physical and mental conditions and provide them with necessary assistance and convenience.<sup>61</sup>

### *3.2.6 The Vocational Education Law of the People's Republic of China 1996*

The Law stipulates “The State adopts measures to enable women to receive vocational education, organize the unemployed to receive different forms of vocational education, and support the development of vocational education for the disabled.”<sup>62</sup>

According to the Law, disabled persons have equal opportunity for disabled students to receive vocational education in various mainstream vocational schools at different levels in addition to special vocational education schools and vocational educational institutions.<sup>63</sup>

The Law promulgates that “vocational schools and vocational training institutions may charge their students receiving secondary or tertiary education or training an appropriate sum of tuition, but they should, at their discretion, reduce the tuition of the students who have financial difficulties or who are disabled or exempt them from tuition.”<sup>64</sup>

### *3.2.7 Law of the People's Republic of China Guaranteeing the Rights and Interests of Senior Citizens and Regulations Concerning Work on Providing “Five Guarantees” in the Rural Areas*

The laws stipulate that, in cities, elderly widows and widowers who are childless and helpless and living alone, and eligible persons with disabilities and orphans shall be supported and can

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<sup>57</sup> Labor Law of the People's Republic of China Chapter IX, Article 73

<sup>58</sup> Ibid Chapter I, Article 14

<sup>59</sup> The Education Law Of the People's Republic of China, Article 9.

<sup>60</sup> Ibid, Article 10.

<sup>61</sup> Ibid, Article 38.

<sup>62</sup> The Vocational Education Law of PRC, Article 7.

<sup>63</sup> Ibid. Article 15.

<sup>64</sup> Ibid. Article 32.

reside in special concentrated homes, while a combination of concentrated and scattered forms shall apply to those in the rural areas. Concentrated establishments include social welfare homes, old-age homes, sanatoriums, and children's welfare homes. For persons with disabilities, government aid efforts include the formulation of preferential policies for establishing social welfare enterprises of diverse types to help create job opportunities for those who are able to work.

### **3.3 Disability policies and regulations**

#### *3.3.1 Bylaws for the Implementation of the Law on the Protection of Disabled Persons*

Bylaws for the Implementation of the Law on the Protection of Disabled Persons have been enacted by local persons' congress and implemented by local Government at provincial level and city level.

By the end of 2001, all provinces, autonomous regions and municipalities under the central Government had established bylaws for the Implementations of the Law of the People's Republic of China on the Protection of Disabled Persons and the Quota Scheme. In addition, 24 provinces and autonomous regions had established regulations of construction with barrier-free facilities and 85 per cent of counties and nearly 60 per cent of villages and towns had established regulations for assistance to persons with disabilities. By the end of 2001, there are 2,493 counties, 24,402 town and 280,911 villages had established special regulations for the assistance to the persons with disabilities at respective levels.<sup>65</sup>

#### *Quota system*

On the basis of the Law of The People's Republic of China on the Protection of Disabled Persons and Implementing Programmes of the Law ratified by local NPC standing committee, the quota scheme is implemented in the form of Government' decree at prefecture and city levels. By the end of 2001, the quota scheme had been implemented in 30 provinces, auto regions and municipality directly under the central Government, 68 regions, 660 prefecture and cities, 719 districts under cities, and 1469 counties.<sup>66</sup>

The employment security fund (ESF), a levy and grant system, plays an important role in promotion and service of employment for persons with disabilities. The management and usage of the employment security fund is one of the main tasks for the employment-serviceinstitutions under the CDPF system. The CDPF demands its local branches and the employment-serviceinstitutions to abide strictly by and earnestly implement the Provisional Rules on the Management of the Employment security funds for the Persons with Disabilities to manage and use the fund properly. Organizations must pay a levy if they have not met the ratio of employment of persons with disabilities. The organs can acquire certain rewards if they exceed the ratio.

According to the Provisional Rules, the organs pay the levy based on the numbers of margin of ratio and last year' average wage. The fund should be used in the following areas: (1) subsidy for vocational training; (2) grant for the organs which employ persons with disabilities exceeding to the ratio and excellent units in employment of persons with disabilities; (3) comprehensive payment for the support of collective

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<sup>65</sup> China Statistical Yearbook of Undertaking of Persons with Disabilities, 2002

<sup>66</sup> China Statistical Yearbook of Undertaking of Persons with Disabilities, 2002.

employment and individual business; (4) subsidy for the employment service institutions for persons with disabilities ratified of Department of Finance at the same level; (5) subsidy other expenditure of the employment service institutions for persons with disabilities ratified by the Department of Finance at the same level.

*Special policies and regulations on employment security, self-employment support, employment service, employment fund administration, poverty alleviation, and preferential tax rates for persons with disabilities*

The Ministry of Labour and Social Security, Ministry of Education, and Ministry of Civil Affairs and local governments at province, municipality, prefecture and city level had established many regulations and procedures in light of education and training, employment, and social security. Here are some examples of policies regarding labour and social security in which some provisions related to persons with disabilities:

*Circular of the State Council and Transmission of the suggestion of the Ministry of Labour and other Ministries concerned in the employment of persons with disabilities, 1999.*

The Circular emphasized the significance and tasks of employment for persons with disabilities. The Circular covers:

- development of a quota scheme and concentrated employment system,
- support and assistance to the welfare enterprises,
- development of self-support employment,
- employment in rural areas,
- employment of persons with visual disability,
- minimal living security and reemployment of laid off,
- employment service, vocational training and skill appraisal, and
- the administration of employment of persons with disabilities.

*Trial Procedures for Industrial Injury Insurance for Enterprise Employees*

In 1996, the Ministry of Labour and Social Security issued the Trial Procedures for Industrial Injury Insurance for Enterprise Employees, to be followed by the establishment of relevant systems in some of the regions. In the same year, the Standards for Appraising Industrial Injuries and Disabilities Caused by Occupational Diseases was adopted by the Government department concerned, providing the basis for such appraisal.

*Regulations on Honoring Revolutionary Martyrs, Regulations on Special Care and Treatment for Servicemen and Regulations on the Resettlement of Ex-Servicemen in Cities and Towns*

These regulations stipulate that:

- a regular and fixed-amount subsidy shall be given to the key recipients, such as dependants of fallen servicemen, disabled revolutionary servicemen and demobilized veterans,
- dependants of conscripts be granted special allowances;
- medical costs be reduced or waived for disabled revolutionary servicemen and other key special-care recipients;
- demobilized soldiers shall enjoy a just-for-once job assignment from the Government and those who wish to find jobs on their own may be given subsidies in one lump sum.

### *Regulations on the Education of Persons with Disabilities 1994*

These regulations are formulated for the purpose of safeguarding the right of persons with disabilities to education and developing educational undertakings for persons with disabilities. The regulations have nine chapters concerning general provisions, pre-school education, compulsory education, vocational education, education at or above ordinary senior middle school level and adult education, teachers, guarantee for material conditions, rewards and punishments, and supplementary provisions. In regard to vocational education, the regulations stipulate governments at all levels include vocational education for persons with disabilities in the general plan for the development of vocational education, establish a system of vocational education for persons with disabilities and formulate overall plans for its implementation. The regulations contain many provisions regarding the vocational education level, institutions and special assistance for people with disabilities.

### *Notice on Ensuring Basic Living Conditions and Encouraging Re-Employment of Disabled Persons Formerly Working in State Run Enterprises Who Lost Their Jobs as a Result of a Reduction in Force*

The Ministry of Labour and Social Security and the China Disabled Persons' Federation issued this notice in 1998. It mentions employment rights, security of minimal living, preferential assistance and support of reemployment for persons with disabilities. The Notice emphasized "preventing, as far as possible, disabled persons from losing their jobs as a result of a reduction in force."<sup>67</sup>

### *Notice on Positive Support of Self-employment and Volunteering Group Employment*

The Ministry of Labour and Social Security, Ministry of Finance, State Administration for Industry and Commerce, and the China Disabled Persons' Federation issued this notice. It regulates the application process and requirements of self-employment, responsibility of Department of Industry and Commerce administration, reduction and exemption of tax and charges, and special assistance from the CDPF system.

### *Notice on Establishment and Perfection of Registration of Corporate Business of the Service Institution for the Persons with disabilities*

The State Administration for Industry and Commerce and the China Disabled Persons' Federation issued this notice. It urges the establishment of the network of employment services in rural areas for persons with disabilities. The notice also defines the institution, nature, responsibility, and registration of employment services stations in rural areas.

### *Interim Regulations Concerning the Employment Fund for Disabled Persons*

The Ministry of Finance issued a regulation called: Some Guidelines of the Establishment of Administration of Local Regulations Concerning the Employment Fund for Disabled Persons. This regulation stipulates the resources, usage, and administration of the employment security fund (ESF).

### *Notice of Business Tax Exemption for Self-employment Persons with Disabilities*

The State Administration of Taxation and Ministry of Finance issued this regulation which establishes the standards and methods of business tax exemption for self-employment of

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<sup>67</sup> Report on the Application of the Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159) to the ILO, 1 June 1993 to 31 May 1999 Response to Article 2

persons with disabilities.

### **3.4 Evaluation and review of policies**

#### *3.4.1 National work programme and agenda*

China developed its Tenth Five-year Plan for National Social-Economic Development. On the basis of the development of undertaking of Pads, experiences of education and employment during 1996 to 2001, and in light of the Law of PRC on the Protection of Disabled Persons and the Tenth Five-year Plan for National Social-Economic Development, the State Council Coordinating Committee on Disability established and the State Council ratified the Work Programme for Disabled Persons during the Tenth Five-year Plan Period, 2001-2005. Furthermore, the CDPF worked with the Ministry of Labour and Social Security, the Ministry of Civil Affairs, the State Bureau of Administration of Industry and Commerce and the General State Bureau of Taxation and formulated agendas on employment, vocational education and training, blind massage, barrier-free facilities, and poverty alleviation for persons with disabilities during the Tenth Five Year Plan. These plans set out in detail the objectives, measures and steps to be carried out for the employment of disabled persons during the Tenth Five-year Plan. The CDPF had consulted not only the persons with disabilities but also others from trade unions and employers in the development of the work program and relative agendas.

The Work Programme and Agendas set the major goals and tasks, and identifies the appropriate measures at national level. State Council requests governments at all levels to take concrete and effective measures in accordance of the stipulation. The CDPF takes the responsibilities of organization, administration, monitoring and evaluation of the work programme in accordance with other ministries and State bureaux.

#### *3.4.2 National scheme of poverty alleviation for persons with disabilities in rural areas Scheme of Poverty-Reducing Development for Disabled persons in Rural Areas (1998-2000)*

The Coordination Committee for Disabled Persons under the State Council, the Office of the Leadership Group for Poverty Reducing Development under the State Council, the People's Bank of China, The Ministry of Finance, the Agricultural Bank of China and the Chinese Federation of Disabled Persons jointly formulated the Scheme of Poverty-Reducing Development for Disabled persons in Rural Areas (1998-2000). It was the national plan for poverty alleviation and established the targets, methods and measures for poverty alleviation in rural areas for persons with disabilities. This scheme is under the coordinated leadership of the Leadership Group for Poverty Reducing Development under the State Council. It is mainly through the distribution of loans for rehabilitation and poverty reduction that the State helps disabled persons in rural areas take up crop growing, animal husbandry, handicrafts and household sideline production and direct support is given to the disabled poor in the form of small loans.<sup>68</sup>

In addition, the CDPF established regulations on the administration of employment services in which items on the requirement and training of vocational rehabilitation staff was included. There is no policy related to vocational research in China.

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<sup>68</sup> Ibid Response to Article 2

### **3.4.3 Evaluation and review of laws and regulations regarding the vocational training and employment for persons with disabilities**

China has established a system of laws and policies for persons with disabilities in vocational training and employment. These laws and policies have provided legal and administrative guarantees for persons with disabilities in education, employment, and other areas of social lives.

The national and local NPC and governments at all levels, together with the representatives from CDPF, carry out inspection of enforcement of laws and regulations for persons with disabilities.

The Committee For Internal and Judicial Affair of NPC Standing Committee had implemented inspections of enforcement in 11 provinces and autonomous regions in 4 continuing years, which focused on the enforcement of Law of the People's Republic of China on the Protection of Disabled Persons. The Education, Science, Culture and Health Committee of Standing Committee of NPC had implemented monitoring of enforcement in 18 provinces and autonomous regions in 4 continuing years, which focused on the enforcement of Law of Compulsory Education, focused on the integration of disabled children into ordinary education system. In the past five years, the NPC at provincial level implement 100 monitoring of enforcement, 1,088 at city level, 7,821 at county level.

The governments at all levels implemented special inspections of *Law of the People's Republic of China on the Protection of Disabled Persons*, including 117 inspections at provincial level, 1,186 at city level and 8,967 at county level.

## **3.5 Institutional structures**

Employment is the basic guarantee of quality of life for people with disabilities. With the development of the economy and society, persons with disabilities have more possibilities to participate in active social lives. The main legislative instrument on disability in China, the Law of the People's Republic of China on the Protection of Disabled Persons 1990, firstly identified the specific provisions prohibiting employment-related discrimination of people with disabilities and established an employment quota. China is still developing its systems for policy-making and implementation as well as services regarding employment and vocational training.

### **3.5.1 Institutional structure**

There are a number of Government committees, ministries and organizations concerned with the employment of disabled persons, they are:

- The State Council Coordination Committee on Disability (NCC),
- the Coordination Committee of the State Council for Work Concerning Disabled Persons,
- Local Coordination Committees (LCC), and
- the China Disabled Persons' Federation (CDPF).

All play pivotal roles in the promotion of employment for disabled jobseekers and employment support for disabled employees. NCC takes the responsibilities of law making,

rehabilitation, education, vocational training and employment, information, accessibility of facilities, prevention of disability, and international regional cooperation activities. The members of committee composed of persons from ministries. The Ministry of Labour and Social Security is the main government department responsible for the employment of people with disabilities. The Ministry of Public Health, the Ministry of Finance and the Ministry of Education also have an impact upon this area.

#### *State Council Coordination Committee on Disability (NCC)*

The State Council Coordination Committee on Disability plays a central role in this area liaising with the Government to produce new policies and programmes and assessing their implementation in its annual report. With regard to employment, the State Council established a subcommittee, the State Council for Work Concerning Disabled Persons. Policies and programmes initiated by these two committees include implementing open employment through the quota scheme, enhancing the awareness of the employment-service providers of the needs of disabled persons and their future employers and providing support and financial incentives to assist disabled persons in self employment as well as in welfare enterprises and assisting persons with disabilities in poverty.

The main function of the committee is coordinating the formulation and application of national guidelines, policies, statutes, plans and programs concerning disabled persons.<sup>69</sup> The committee meets in regular sessions, formulates work plans and assesses their implementation and submits an annual work report. It also examines and proposes amendments on all laws and statutes of the state with respect to the affairs of disabled persons. It is composed of representatives from thirty-six ministries and representatives from other organizations.

#### *Coordination Committee of the State Council for Work concerning Disabled Persons*

This committee is a subcommittee of the State Council solely concerned with the employment of people with disabilities.

#### *Local Coordination Committees (LCC)*

These committees are coordinating wings of the State Council Coordination Committee on Disability (NCC) are present at provincial, municipal and local Government level. Their main function is the execution of State Council orders and national programmes.

#### *China Disabled Persons' Federation (CDPF)*

The CDPF and its local branches at all levels are the principal representative bodies of people with disabilities. Whilst they do provide direct services, their main role is acting as the NCC secretariat. Thus, the CDPF not only participates in NCC and LCCs but also monitors the implementation of NCC decisions and facilitates NCC functioning. In addition, the National People's Congress cooperates with CDPF in the amendment of laws.

The Federation established its employment and vocational training systems nation-wide through its local branches to operate vocational training and employment service activities. These consist of vocational training, vocational evaluation, vocational counselling and guidance, employment placement and transmission, and employment information services. In

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<sup>69</sup> Report of the Chinese Government on the Implementation of Recommendation concerning Vocational Rehabilitation and Employment (Disabled Persons) Number 159

collaboration with the Ministry of labour and social security and the ILO, CDPF has organised two national training courses for the staff in employment service institutions.<sup>70</sup>

#### *Ministry of Labour and Social Security*

The Ministry of labour and social security operates at both central and local level. It has initiated the establishment of vocational training centres and labour service facilities throughout the country, in accordance with the Work Programme for the Tenth Five Year Plan to “establish and improve employment services for disabled persons at the provincial, municipal and county levels.”

#### *Ministry of Finance*

The Ministry issued Interim Regulations Concerning the Employment Fund for Disabled Persons. These regulations are to be implemented strictly so as to ensure that the Fund will be used exclusively for the purpose of disabled persons.

#### *Ministry of Education*

Within the commission, there is a division responsible for the compulsory education of disabled persons. The Special Education Division in the Department for Basic Education of the Ministry of Education coordinates the special education. The Department of Vocational and Adult Education takes responsibility for administration of adults and vocational education of people with disabilities.

#### *Ministry of Public Health*

This Ministry has integrated disability prevention and medical rehabilitation into its work plan.

#### *Ministry of Civil Affairs*

This Ministry is responsible for the Controls welfare services for the elderly, orphans, and persons with disabilities. Main tasks include social security, registration of social organizations and the manufacture of assistive devices etc.<sup>71</sup> The Ministry of Civil Affairs is also responsible for registration, administration, and provides services for welfare enterprises.

### *3.5.2 Consultative Mechanisms between the Government and other Organizations*

According to the *1999 Country Report on Convention 159*:

When formulating laws, legislation and policies concerning disabled persons, the Government always consults the Chinese Federation of Disabled Persons, the All China Federation of Trade Unions and the Chinese Federation of Enterprise Societies.<sup>72</sup>

In addition “when implementing national policies, frequent contact is also maintained with the Federations for disabled persons, trade unions and enterprise societies.”<sup>73</sup>

<sup>70</sup> Report on the Application of the Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159) to the ILO, 1 June 1993 to 31 May 1999 Response to Article 9

<sup>71</sup> “*Gendai Chugoku Jiten*” Iwanami Shoten (“Modern Chinese Dictionary” Iwanami Books)

<sup>72</sup> Report on the Application of the Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159) to the ILO, 1 June 1993 to 31 May 1999 Response to Article 5

<sup>73</sup> ILO: Legislation, Policy and Programmes concerning the Employment of People with Disabilities<sup>73</sup> China: Profile, 2002.

The State Council Coordination Committee on Disability (NCC) coordinates all ministries concerned with persons with disabilities and ensures all the different sectors act in unison with regard to the implementation process. The Local Coordination Committees perform this task at a local level. The Council itself is composed of representatives not only of different ministries but also of organizations of disabled persons. The China Disabled Persons' Federation is an active participant of the State Council and in addition works with the, Ministry of labour and social security, Ministry of Health, Ministry of Justice, Ministry of Culture, State Education Committee and the Office of the Leading Group for Poverty Alleviation of the State Council.

The NPC standing committee consults the CDPF concerning the laws and regulations of disabilities and persons with disabilities.

Governments at all levels play key roles in the implementation of all regulations and policies. Civil servants have access to information on the policy and decision-making processes and became aware of the meaning of the Rule of Law and regulations. The Government also consults with non-governmental organizations like the CDPF.

### 3.6 Other implementing organizations

(See also China Disabled Persons Federation under Section 3.5) There are a large number of social organizations in China, which carry out their activities independently in accordance with the Constitution and the law. Subordinate units of these organizations are scattered in the cities and rural areas, serving to unite workers, young people, women and other persons of all walks of life nationwide. They participate in national and local political life and play an important role in coordinating social and public affairs and safeguarding the legal rights of the people. The main social organizations are shown in table 3.3.

**Table 3.3: The Main Social Organizations**

Name	Date Founded	Main Constituents	Leader of the Central Organ
All-China Federation of Trade Unions	May 1925	Workers	Chairman: Wei Jianxing
Community Youth League of China	May 1922	Advanced youth	First Secretary: Zhou Qiang
All-China Women's Federation	April 1949	Women from all Walks of life	Chairwoman: Peng Peiyun
All-China Federation of Industry and Commerce	October 1953	People in industry And commerce	Chairman: Jing Shuping
China Disabled Persons' Federation	1988	Disabled persons and family members	Chairman: Deng Pufang

The social organizations play non-governmental organization (NGO) functions in society. The financial resources of NGOs in China diversify their resources from one to others. NGOs can get financial supports and other assistance from the governments. The organizations mentioned above have semi-governmental stature as they play administration roles for the Government in some areas. For instance, the CDPF functions as representation for the common interests and protection of lawful rights of persons with disabilities; is involved with promotion and development of disability efforts, and is also services provider for persons with disabilities. CDPF also acts as the secretariat of the National Coordination Committee (NCC) on persons with disabilities, coordinates with ministries and organizations, and plays a vital role in the centralized administration system of employment and vocational training for persons with disabilities in China.

In China, there are some other social organizations which professionals and other welfare organizations have organized for charity purposes. The Ministry of Civil Affairs takes responsibility of registration and administration of NGOs.

The CDPF and other ministries and their local branches have relations with trade unions and other organizations in labour and services and consulted them affairs regarding the employment and vocational training. In the policy-making processing, some expert consultation mechanism had been established at different levels.

## Part Four: Education, Vocational Training, Self-employment and Employment Services for People with Disabilities

### 4.1 Education system

China has established an education system that includes preschool education, primary and secondary education, vocational education, special education, higher education, adult education and long-distance education.

#### 4.1.1 The development and current status

Following the reformation of educational system in the 1980s, the Chinese Government made an overall plan and adjusted its educational policies, with the result that the number of students increased rapidly. As human society enters the knowledge and information age, education is expected to play an increasingly important role. China had established two major national strategies of improving the quality of the people and rejuvenating the nation by relying on science and education and realizing sustained development, giving priority to the development of education.

According to the fifth population census, 45.71 million persons had finished university education (referring to junior college and above); 141.09 million persons had received senior secondary education (including secondary technical school education); 429.89 million persons had received junior secondary education and 451.91 million persons had had primary education (the educated persons included graduates and students in schools) in China in 2000

According to the statistics of ILO<sup>74</sup>, the basic statistics of education are shown in table 4.1.

**Table 4.1: Basic statistics of education in China from 1992 to 2000**

Year	Population Statistics (in thousands)			Expenditure per student (as % of GDP per capita)			Pupil- Teacher Ratio	Enrollment as % of gross enrollment		
	Aged 0-14	Total	Growth %	Primary	Secondary	Tertiary		Primary	Secondary	Tertiary
1992	314627	1164800	1.2	5.4	12.5	102.4	22.0	119	55	3
1993	314296	1178319	1.1	5.6	13.8	79.6	22.1	116.9	56.8	3.9
1994	313629	1190905	1.1	7.3	13.7	79.8	22.4	116.8	61	4.7
1995	312849	1203382	1.1	5.5	10.2	66.1	22.9	117.5	65.8	5.3
1996	314624	1215473	1	6.8	11.7	66.3	23.3	119.8	68.9	5.6
1997	316287	1227236	1				23.7	122.7	70.1	6.1
1998	317837	1238659	1				24.1			
1999	318993	1248686	0.9				24			
2000	320532	1260376	0.9							

The enrolment ratios by gender and level of education from 1985 to 1995 in China are shown in table 4.2.<sup>75</sup>

<sup>74</sup> Source: ILO 2001 KILM.

<sup>75</sup> Source: ESCAP: Women in development: Statistics on Women in Asia and the Pacific 1999

**Table 4.2: Gross enrolment ratios by gender and level of education, 1985, 1990 and 1995**

Year	Gross enrolment ratios										
	Pre-primary			First level			Second level			Third level	
	M	F	F-M	M	F	F-M	M	F	F-M	F	M
1985	19	20	-1	114	132	-18	33	46	-13	2	4
1990	23	23	0	121	132	-11	42	56	-14	2	4
1995	28	29	-1	117	119	-2	63	71	-8	4	7

**Table 4.3: Enrollment levels by school level.<sup>76</sup>**

	Total	Male	Female
Primary school	432927	215597	217331
Junior high school	386057	218032	168025
Senior high school	120422	69126	51296
College and above	34748	21568	13181

#### 4.1.2 Primary and Secondary Education

Primary and secondary education in China is composed of three stages: primary school, junior middle school and senior middle school, with a combined length of study of 12 years. Generally, the length of study in primary school is six years (Grades 1-6) ; junior middle school, three years (Grades 7-9) ; and senior middle school, three years (Grades 10-12). Primary and junior middle school education is compulsory. Children who have reached the age of six can enter primary schools. Where junior middle school education is basically universal, students who have graduated from primary schools can, without examination, advance to the appropriate junior middle schools. Junior middle school graduates can enter senior middle schools after passing examinations set by the local education authorities.

Since the issuing of the Compulsory Education Law of the PRC in 1986, governments at all levels have actively promoted nine-year, free, compulsory education, and made remarkable achievements. Throughout the nation, nearly 1,500 counties, cities and municipal districts have basically instituted nine-year compulsory education, with population coverage of about 50 percent. Senior middle school education is now virtually universal in large and medium-sized cities and coastal areas, where the economy is fairly well developed.

In 2000, pupils enrolled in regular primary schools numbered 130.13 million, with 19.46 million new entrants. The attendance rate of school-age children hit 99.1 percent. The rate of dropouts for regular junior secondary and primary school students was 3.21 per cent and 0.55 per cent respectively.

There were 378,000 students with disabilities in special education schools, with 53,000 new entrants, and 22.44 million children in kindergartens. Senior secondary education was expanded. There were 12.01 million active students in 14,600 regular senior secondary schools, including 4.73 million new entrants, and 12.95 million students in secondary vocational or technical schools of various types, including 4.25 million new entrants. The nine-year compulsory education program covered 85 per cent of the total school age population, and the illiteracy rate for the young and middle-aged population (40-50 year old) was down to below 5 percent. Junior

<sup>76</sup> Source: 1999 sampling survey of 0.976% population, National Bureau of Statistics, 2000.

secondary schools enrolled 62.56 million students, including 22.96 million new entrants, with a gross enrollment ratio of 88.6 percent.

#### *4.1.3 Higher Education*

A multi-level and multi-format higher education system comprehending all disciplines has taken initial shape to fit in with national economic and social development. In 2000, higher education developed fast with breakthroughs in the reform of management system. There were 1,041 regular institutions of higher learning in China with 5.56 million enrolled undergraduate students, including 2.21 million new entrants, and 772 adult higher education institutions with an enrollment of 3.54 million, including 1.56 million new entrants. There were 738 universities and institutions that offered courses leading to postgraduate degrees, enrolling 301,000 graduate students, including 129,000 new entrants.

Postgraduate education is making unprecedented strides. In 1998, a total of 8,957 students received doctorates, and 38,051 master's degrees. The total number of graduate students enrolled for post-graduate studies in 2000 is about 120,000.

#### *4.1.4 Adult Education*

Adult higher learning includes workers' colleges, farmers' colleges, colleges for managerial personnel, colleges for in-service teachers training, independent correspondence colleges, ordinary colleges and universities offering adult education (such as correspondence departments, evening universities and teachers' in-service training classes), supplemented by educational TV and radio programs and higher-learning examination programs for the self-taught. Secondary schools for adult education include vocational secondary schools, ordinary middle schools holding secondary vocational classes for workers and cadres, adult middle schools, adult technical training schools, peasants' cultural and technical schools and agricultural distance learning (using radio and TV), supplemented by the secondary vocational examination program for the self-taught. In addition, there are various face-to-face teaching schools and correspondence schools characterized by in-service training, guidance and other training. The teaching methods provided by these schools include full-time classroom teaching, and long-distance instruction for self-taught students in the form of teaching materials, audio and video materials. Study methods include full-time, part-work and part-study, and spare-time methods. Schools for adult education have become an important part of China's education. In addition to schools funded by the state, there are over 1,200 institutions of higher learning funded by society at large, of which 21 are qualified to issue academic certificates and diplomas. Besides these, there are 30,000 schools giving short-term training, in-service training, continuing education courses and guidance.

#### *4.1.5 Modern Long-Distance Education*

In 1998, the Ministry of Education approved an experiment in modern long-distance education at Qinghua University, Zhejiang University, Hunan University and Beijing Posts and Telecommunications University. In 1999 and early 2000, the experiment was expanded to three other schools--Beijing University, Central Radio and Television University and China Accounting Correspondence School run by the Ministry of Finance. In 1999, the first four universities enrolled more than 900 students and taught through the Internet. The Central Radio and Television University enrolled 40,000 students. Through two years of experiment, the schools have formed a teaching model via the Internet, and developed a group of related courses and resources, which played an important role in promoting the experiment. In

addition, the Ministry of Education has started the Program of Training Tomorrow's Female Teachers, to train female teachers in primary and middle schools and support education in poor and western areas. To develop modern long-distance education and frame a lifelong educational system the ministry has earmarked special funds for the Plan for Promoting 21st Century Education to promote the development of the Cernet trunk network.

#### *4.1.6 The differences between Urban and rural education, and between male and female*

The development of education depends on the economy and society. Furthermore, the education has active interactions with the development of economy and society. Due to the differences in the development of economy and society between urban and rural areas, distinctions in the respective educational systems remain. From 1990 to 1998, the pre-primary level in the rural areas witnessed no increase in the total number of teachers. In fact, the number of school facilities actually decreased in spite of the increased enrolment rate. In contrast, urban areas saw an increase in the number of school facilities and the number of teachers as well as in enrollments. At the primary level, despite the overall increase in the net enrolment rate from 97.8 per cent in 1991 to 98.9 per cent in 1998, 16 provinces, mainly coastal, had a 99.5 per cent enrolment rate. A number of inland provinces (more heavily populated by minority groups), had markedly lower rates. At junior secondary level, again urban rates outstripped rural rate. While nine municipalities and provinces had already realized 100 per cent nine-year compulsory education by 1998, seven provinces and autonomous regions remained below 60 per cent, with Tibet at only 18 per cent.

Education for male and female students developed unequally owing to traditional concepts of gender and also to finances. Recently, male and female students have had equal opportunities to receive education at all levels in China in urban areas. However the real enrollment rate for male and female has differences, as there are entrance examinations. In rural areas, some families with more than one child have serious economic burdens so that some girls lose out on the opportunity for education. With the development of education, the illiteracy rates for female are down but, again, the regional disparity is unmistakable. Female illiteracy rates are also almost always higher than male rates. The gender disparity in net enrollment rates of primary school age children has gradually narrowed over the 1990s, from 1.8 per cent to 0.14 per cent at the national level. However, the disparity still exists on a significant scale in some regions and provinces.

Although the percentage of girls in primary schools has increased in recent years, rates drop off quickly at higher educational levels. For instance, while female students comprised 48 per cent of primary school goers and 47 per cent secondary school goers in 1999, they decreased to 40 per cent for college attendance and only 32 per cent for doctoral programmes. The female illiteracy rate has been consistently higher than that of men. About 70 per cent of China's 140 million estimated illiterates are women, concentrated in the economically underdeveloped rural regions.<sup>77</sup>

In China, it is estimated that a physically disabled or mentally retarded teenager costs an average of 4,000 yuan (US\$482) a year for schooling; while a non-disabled teenager costs 1,200 yuan (US\$145) annually.<sup>78</sup>

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<sup>77</sup> China education yearbook, 2001.

<sup>78</sup> Source: Disabled education set as a priority, China daily 05/08/2000.

## 4.2 Educational opportunities for people with disabilities

### 4.2.1 Education systems for the persons with disabilities

China has developed special education systems for students with disabilities, which consist of preschool special education, primary and secondary special education, higher education, adult education and long distance education under the supervision of Ministry of Education and CDPF. The Chinese Government has all along paid great attention to special education, issuing a series of laws and regulations which make explicit stipulations on safeguarding the rights to education of the disabled and formulating a series of both general and specific policies for reforming and developing the sphere of special education, while earmarking special funds for this purpose. Students with disabilities can enroll in both ordinary and special education schools. If the students can meet the entrance requirement of ordinary schools, they are encouraged to enroll. Otherwise they need to participate in the adaptive learning in special schools or special classes. In China in 2000, special education schools are the main structure of compulsory education of disabled children. Due to the promotion of the CDPF, the Government has integrated the education of children with disabilities into the overall plan of compulsory education for synchronous implementation.

### 4.2.2 Basic statistics of education for persons with disabilities

Special education schools were developed progressively from 1996 to 2000 (See table 4.4). In the report of CDPF,<sup>79</sup> in the year of 2000 China had 1,648 special education schools for blind, deaf and mentally retarded children and teenagers, and some 4,567 special education classes attached to ordinary middle schools, with a total of 589,032 students with visual, hearing and intellectual disabilities. In addition, a large number of disabled children and school age children studying in ordinary schools. Comparing to the total 762,983 school age children with disabilities, the enrollment rate of compulsory education for children with disabilities was 77 per cent. The enrollment rates of children with visual, hearing and intellectual disabilities were 54.1 per cent, 72.9 per cent and 81.9 per cent respectively. Currently, more than 1,700 rehabilitation institutions for deaf infants are operating in China and over 70,000 children have been or are being trained there. The enrollment rate of disabled students whose marks reached the enrollment standards of colleges and technical schools was 92 per cent. According to the statistics by CDPF in 2002, there were 145 blind students and 253 deaf students graduated from senior special high schools in 2001.<sup>80</sup> Up to now, the information on the quality of special education is not available. The total number of enrollees with disabilities of universities and colleges was calculated to be 10,884 since 1985, and 14,475 students with disabilities have been enrolled in ordinary middle technical schools since 1989.

According to the statistics in the year 2002,<sup>81</sup> there were 1,691 special education schools, 3,825 special classes, and 550,000 students with visual, hearing and speech, and intellectual disabilities by the end of 2001. In the ordinary senior high school with special education, there were 1,521 newly enrolled disabled students, including 404 blind students in 6 senior schools with blind education, 1,117 deaf students in 12 senior high schools with deaf education. 2,166 disabled students entered general colleges and universities to receive higher education. 585 disabled students entered general universities with special education.

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<sup>79</sup> Source: China statistics of Disabled undertaking from 1996-2000, CDPF, 2001.

<sup>80</sup> Ibid.

<sup>81</sup> China Statistical Yearbook of Undertaking of Persons with Disabilities, 2002.

Table 4.4 shows a decline of the numbers of special schools of visual blind and deaf and special schools for the deaf from 1996 to 2000. There has been an increase in the number of special schools for the blind, in schools for the intellectually impaired and comprehensive schools. These statistics resulted from the reform of education. On the one side, some schools had improved the quantity and quality of facility and instructors so they recruited more students. On the other hand, the numbers of students decreased and some schools closed.

**Table 4.4: The development of special education schools and special classes**

Items	1996	1997	1998	1999	2000
<b>Special Schools</b>					
Special school for blind	40	42	68	48	43
Special schools for deaf	734	732	765	756	731
Special schools for blind and deaf	178	158	129	143	106
Special schools for intellectual impairment	386	383	397	398	408
Comprehensive special schools	153	228	266	235	360
Total	1491	1533	1625	1580	1648
<b>Special Classes</b>					
Special class for blind	82	218	214	245	298
Special class for intellectual impairment	4232	4865	5787	3457	3199
Special class for deaf	1084	1383	1282	1348	1070
Total	5398	6466	7283	5050	4567

#### 4.2.3 Higher education for persons with disabilities

The higher education system for persons with disabilities includes normal higher education and special education within normal universities. With the implementation of the Law of PRC on the Protection of Disabled Persons and the Law of Higher education, the enrollment rate of students who passed the national entrance examination of university increased. Furthermore, the Special Education College of Changchun University, Engineering College for the Deaf of Tianjin University of Science and Engineering and the Massage Specialty for the Blind in Nanjing Chinese Medicine College were established. Special Education Specialties were set up in seven normal universities, and it has been calculated that 34 institutions have been training special education teachers for middle schools in the year 2000. Special higher education for persons with disabilities has created new opportunity for persons with disabilities.

#### 4.2.4 Education support and services for the persons with disabilities and workers in special education

In order to develop more educational opportunities for persons with disabilities, the CDPF and other related organs provide support and services for persons with disabilities and the instructors. Some special education schools can receive the financial support from departments of educational administration and CDPF. In some areas, students with disabilities can apply for financial subsidies if they have financial problems. Moreover, some advanced universities provide technical assistance to the instructors through lectures, academic seminars and web sites. China also provides special education subsidies for teachers and sign language interpreters working in special education schools. This is a kind of supportive policy for the development of special education. In some schools and universities for students with visual or hearing disabilities, the adaptive instructions and instruction aids and other assistive devices had been developed and provided.

There has also been progress in special education and higher education for students with disabilities, which are the formal education system with graduation certificates for persons with disabilities. There is no national information on evaluation of special education nor is there data on educational achievements by gender or disability type. The numbers of students with disabilities who enrolled in mainstream education are not calculated in educational statistics, as many students with disabilities have not registered as disabled students in the CDPF system. In addition, some students with special disabilities such as autistic or mentally retarded students have to attend special schools or classes (a segregated education system) as they have special problems to receive education.

### **4.3 Mainstream vocational training system**

The Vocational Education Law of the PRC was enacted in 1996, making explicit stipulations regarding the status, role, structure, functions and duties, management system and funding channels for vocational education. China developed its vocational education system to meet the needs of labour markets. In China, vocational education is divided into three levels: advanced, secondary and primary levels, which coordinate closely with each other. The Ministry of Education and Ministry of Labour and Social Security and their local organs take responsibilities of registration, administration and quality of control of vocational education.

Vocational education can be categorized into three levels: higher vocational education, senior or polytechnic school education, and short-term training without graduation certificates. Vocational training institutions are mainly composed of: advanced vocational schools, technical secondary schools, skilled workers' schools, vocational middle schools, vocational training centers and other technical training schools for adults and training institutions run by social organizations or individuals. China is aiming to establish a multi-level vocational and technical education and training system by developing higher vocational and technical schools, secondary vocational and technical schools, secondary polytechnic schools, technical schools, employment training centers, community-run vocational training institutions and enterprise-run on-the-job training centers, thereby strengthening the training of new workers, on-the-job employees and laid-off workers. Pre-job training courses of one to three years are offered to secondary school graduates who have failed to gain higher education.

Technical schools and employment training centers are being readjusted and restructured into comprehensive training centers. A mechanism by which "the market guides training, and training promotes employment" is being formed. The vocational qualification credentials system is being introduced, and a vocational qualification system has been set up covering workers at all levels, from basic workers to senior technicians. At present, in urban areas over 80 per cent of newly employed people are graduates of senior high schools or above, or have received job skill training. Nearly 35 million people have obtained vocational qualification credentials.

Advanced vocational education, the highest level of vocational education in China, is still in the initial stage. Conducted on the basis of the students having a high-school education, it is an important part of higher education. At present, schools offering advanced vocational education are: 87 professional and technical colleges, short-term vocational universities and technical junior colleges; several dozen professional junior colleges, now undergoing reforms; 133 higher learning schools for adults (with 188 areas of study offered), where experiments in advanced vocational education are conducted; and 18 technical secondary

schools which offer advanced vocational education classes in which students can get graduation certificates.

Vocational secondary education is the principal part of China's vocational education. It has three forms: technical secondary schools, vocational high schools and skilled workers' schools. Now there are 8,500 such schools (of all three categories) nationwide, with a total of four million students. They mainly train employees with high school educational level and certain professional skills. Skilled workers' schools are vocational secondary schools for cultivating technical workers. Currently, there are 4,467 skilled workers' schools nationwide, with 1.8625 million students studying over 400 subjects.

To date, there are more than 17,000 vocational schools of various types and levels, 2,090 professional training centers, and over 400,000 training centers for workers and staff, technical training schools for adults and training institutions run by social organizations and individuals. Each year, millions of people are trained at the various training institutions and vocational schools. China has basically formed a vocational education system offering distinct advanced secondary and primary levels of education in all trades. A vocational skill appraisal system had been established<sup>82</sup> and 8,179 vocational skill appraisal institutions had been set up by the end of 2000, including 6,734 local vocational skill appraisal institutions and 1,445 sector specific vocational skill appraisal institutions. A total of 4,420,000 people had been appraised, of whom 3,720,000 people had attained vocational skill certificates. There are 128,000 vocational appraisal evaluators.

Informal vocational training systems have been developed under the Ministry of Labour and Social Security, some sectors and some private institutions. The styles and contents of informal vocational training have diversified and many trainees can get training certificates after fulfilling the training so they can lean basic knowledge and skills for entrance into labour markets. In some sectors, the work-based training and apprenticeships are the basic style of training due to their special skills. However, there are no official national statistics in these areas.

Most trainees can finish the training programs successfully and enter the labour market to seek jobs with their graduation certificates or training certificates. According to the vocational qualification credentials system and the vocational qualification system, persons can find their jobs and keep their positions only if they receive education, vocational education and vocational training with education certificate, vocational qualification credential and vocational qualification certificate. Up to now, there are no official statistics on rate of trainees finding their jobs.

#### **4.4 Mainstream vocational training opportunities for people with disabilities**

Ordinary vocational education and training institutions play key roles in vocational education and training for persons with disabilities and develop the networks progressively. In the urban areas, vocational education and training has developed many years ago and gotten rich experiences of trainees with disabilities. Many disabled trainees finished the vocational training under this system. In the new century, the ordinary vocational training systems will develop in the direction of normalization, specialization and with academic credentials for

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<sup>82</sup> Statistical Communique of Labour and Social Security 2000, Ministry of Labour and Social Security, and National Bureau of Statistics of the People's Republic of China.

persons with disabilities. The vocational qualification system will be implemented for persons with disabilities and the oriented vocational training methods for persons with disabilities will be emphasized. The laid-off persons with disabilities can receive the support from vocational training and reemployment opportunities. The trainees with disabilities can also get some assistance from CDPF systems. In some cases, the local CDPF and ordinary vocational institutions develop special programs and organize the trainees with disabilities to participate the training. The CDPF and its local branches, and other related organs also provide technical assistance for the trainees with disabilities such as instructional methods, aided equipment of instruction, sign language interpreters and other services. The CDPF and its local branches have provided financial support for trainees with disabilities using employment security fund. The ordinary vocational training systems are open to the trainees with disabilities. According to the statistics of CDPF in 2002, 120,135 persons with disabilities received vocational training in 2001. Most of them attended the ordinary formal or informal mainstream vocational training.

In rural areas, China developed its vocational education for persons with disabilities with the development of poverty alleviation schemes. Up to now, many counties have established vocational education systems for agrarian skills and opened to persons with disabilities. Currently it is necessary to combine vocational education and training with agricultural labour and poverty alleviation. On the basis of the network of educational and vocational training at county and town level, persons with disabilities will receive medium-term or short-term vocational training in various styles. Comparing to the vocational training in urban areas, the vocational training in rural areas mainly focuses on the agriculture work and costs less than that in urban areas. The facilities and quality of training have worse situations than that of urban areas. Box One shows an example of vocational training in rural areas in Heilongjiang Province, China.

**Box One: GREEN CERTIFICATE TRAINING PROJECT FOR THE PERSONS WITH DISABILITIES IN RURAL AREAS IN HEILONGJIANG PROVINCE, P.R.CHINA**

Heilongjiang is a border and agricultural province with a relatively underdeveloped economy. The disabled persons account for 3.51% of its total population, totaling 1.2987 million. Of the disabled, 558,400 live in the rural areas, and 40% of them have the capability to work and 123,935 rural disabled persons live in poverty.

The green certificate training project, centered on economic benefits and with the goal of lifting the poor out of poverty, has helped 87% of the 80,600 disabled persons who received such agricultural technical training get rid of poverty and 9% of them become rich. The project has effectively narrowed the gap between the disabled and the ordinary in promoting modernization of agriculture in the province, setting up a stage for the disabled to demonstrate their self-reliance, independence and value.

I. The development of publicity, legislation and decrees concerning on the employment of people with disabilities in rural areas  
Through of coordination with the departments of labor, agriculture, fishery and animal husbandry, the publicity work and coordination with other sectors had been emphasized and stressed the necessity and the feasibility under the market economy for the disabled persons to receive vocational and technical training. Together with the departments of labor and agriculture, CDPF at provincial level issued the *Notice on Actively Supporting the Vocational and Technical Training for the Disabled Persons* and the *Notice on Actively Organizing the Rural Disabled Persons to Take Part in the Green Certificate Training Project*.

The issuance of the circulars indicated that vocational and technical training for the rural disabled persons in the province has moved onto the track of socialized, multi-channel and multi-form training services. The Green certificate project was approved by the Government.

In China, persons with disabilities can participate in ordinary vocational training and special vocational training programmes on the basis of their physical and educational situations. There are higher enrollment rates of persons with physical disability in these activities. The more serious the disability, the lower the participation rate. Up to now, there are no official statistics of disabled persons enrollment and completion rates (by gender and disability type) and outcome data (percentage who are employed or self-employed after training).

## 4.5 Segregated vocational training opportunities for people with disabilities

The special vocational education and training institutions for persons with disabilities under the supervision of CDPF and its local branches provide vocational education and training for persons with disabilities with special needs. The CDPR system also strives to become the designated vocational education and training institutions for the purpose of labour-reservation system, in which persons with disabilities can get certificates showing preparation for employment. The special education schools provide practical vocational skill training for the students who cannot enter education at a higher level. CDPF takes the responsibilities of coordination, organization and services provision for the development of vocational training.

The special vocational training for persons with disabilities is provided by vocational education institutions under the system of CDPF and other qualified organizations or individuals, supervised by the Ministry of Education, Ministry of Labor and Social Security, Ministry of Civil Affairs. Under the system of CDPF and in coordination with the vocational education institutions under the supervision of Ministry of Education, Ministry of Labour and Social Security, Ministry of Civil Affairs, and other local governments, the employment-servicecenters for persons with disabilities have set up special vocational training programmes for the persons with disabilities. These institutions provide the training services for people with disabilities and for the persons working in the field of disability such as rehabilitation, assistive devices and disability management in different professional areas and at all levels.

According to the statistics of CDPF, in 2002 there were 2,729 students with visual disability, 6,634 students with hearing disability and 2,688 students with physical disability enrolled in the special senior vocational schools. Additionally, there were 772 students with visual disability, 1,179 students with hearing disability, and 1,338 students with physical disability enrolled in other special schools run by the CDPF and other vocational institutions. These kinds of vocational training, which are recognized by the departments of education and labour, can provide graduation certificates or professional certificates.

### *Vocational training and employment services for persons with visual disability*

The Blind face special problems in training and employment. Segregated vocational training and employment services have been developed for the Blind in China. Under the CDPF system, China developed its vocational training and services. Many blind persons attended the vocational training of massage to acquire vocational skills. During the period of 1996-2000,<sup>83</sup> six vocational guidance centers at provincial level and 65 at prefecture and city level were set up. There were 105 special education classes, 43 training centers, 15 senior high school and 3 junior colleges providing blind massage training services for blind students. Total 1,791 blind persons received health care massage training and 1,206 medical massage training.

Many medical institutions with blind massage were established during 1996-2000, including 1,576 massage rooms, 1,103 massage clinics, 424 outpatient departments, and 100 massage hospitals. About 552 such institutions were in the CDPF system, 483 in civil affairs system, 812 in health system, and 1,359 in other systems. By the end of 2001, 3,700 blind persons for medical massage and 7,500 for health care received vocational training. A total of 1,637

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<sup>83</sup> China Statistical Yearbook of Undertaking of Persons with Disabilities, 2002.

blind institutions for medical massage and more than 5,000 blind institutions for health care had been established and 1,197 blind persons passed the National Vocational Skill Appraisal and Technical Position Evaluation at medium level and 3,340 at higher level. In some cases, apprenticeships were adopted for the training of the Blind.

Affiliated with CDPF, the China Blind Massage Center, as an administrative organization of blind massage, was established in 1996. The main tasks are: to develop policies and regulations for blind massage, to make out work programme, to supervise massage performance, to train blind masseurs, to compile training materials, to conduct technical exchange at home and abroad, and to referral blind to employment.

Working with the Ministry of Personnel, the Ministry of Public Health, the Ministry of Labour and Social Security, the State Administration for Traditional Chinese Medicine, the State Administration for Industry and Commerce, the Center developed the Notice of Professional Title Evaluation for the Blind Medical Masseurs and the Notice of Training, Appraisal and Employment for the Blind Masseurs to promote the development of staff training and employment. The first Massage Professional Qualification recognition system for blind masseurs was therefore established in China. The Center also takes the responsibilities of leadership and technical and policy counseling. Local subcenters manage the work of blind massage. The local centers provide vocational training for the blind in accordance with the local vocational training institutions for persons with disabilities, special schools for blind persons, traditional Chinese medicine schools, and blind chiropractic units.

Regarding employment for the Blind, the center and its local branches also support ordinary massage organizations with placement of the qualified blind masseurs. At present, 90 per cent of blind masseurs have been employed. Furthermore, China Society of Blind Massage, a professional organization composed of blind masseurs, has organized annual academic activities.

#### *Vocational training and employment service for persons with hearing and speech disability*

China has also established a vocational training system for the Deaf. Deaf students can integrate into the ordinary vocational education system at different levels if they have learned skills to communicate with others. Further, some special education schools for deaf students provide vocation education programmes for them. There are some special vocational training classes provided by employment-servicecenters under the supervision of CDPF and its local branches. Some welfare enterprises, which employ persons with hearing disabilities, also provide pre-job training and on-the-job training to acquire some practical skills for the jobs. The Engineering College for the Deaf of Tianjin University of Science and Engineering is the example of higher education only for the Deaf. The China Disabled Persons Federation and the Beijing City Government jointly sponsor Beijing Hearing and Language Recovery Technology College. It plans to train 500 teachers for local hearing and language recovery centers across the country by 2005.

Some enterprises and NGOs provide short-term training programmes or on-the-job training for persons with disabilities when the persons with disabilities enter their job positions. From 1995 to 2000, 525 organizations providing training to the persons with disabilities were set up across the country, offering different degrees of training to 1.11 million persons with

disabilities. According to the statistics by CDPF by the end of 2001,<sup>84</sup> 1,029 vocational training institutions had been developed at provincial, prefecture, city and county levels, in which 76 institutions had met the qualification of senior education school. Another 2,898 ordinary vocational training institutions opened to the disabled trainees and 480,000 disabled trainees received vocational training. A further 783 vocational training institutions have been set up for persons with disabilities and more than 2.5 million disabled trainees received vocational training.

In addition, the employment-service centers under CDPF have also provided some special accommodations or subsidies of transportation and food for persons with disabilities in training as well as follow-up services and re-training schemes for persons with disabilities.

The Departments of the Ministry of Labour and Social Security and Ministry of Education take responsibilities of registration, approval, monitoring and inspection of vocational education institutions.

All instructors in vocational education institutions must meet the requirements established by the Ministry of Labour and Social Security and Ministry of Education. The instructors involved in vocational training for persons with disabilities have some training of special education in order to cope with special situations.

There is no available information on the national completion rate and outcome data of vocational training for persons with disabilities. Some local statistics indicate some outcome in this area (See Box Two).

**Box Two: Vocational training for persons with disabilities in Beijing**

Beijing CDPF and its employment-service center play key roles in the development of vocational training in the cities. Since 1999, trainees with disabilities received various training in different areas and at various levels. The numbers of trainees by urban/rural and gender is shown in the following table. The number of trainees finishing the training and receiving certificates increased from 1,748 persons in 1999 to 2,758 persons in 2001.

The numbers of trainees by urban/rural and gender in Beijing

Year	Trainees	Trainees in Urban areas	Trainees in Rural areas	Male	Female	Trainees with certificates
1999	6984	4038	2946	4108	2876	1748
2000	7235	3668	3567	4207	3028	1710
2001	6129	3229	2900	3785	2344	2758
Total	20348	10935	9413	12100	8428	6216

Source: Beijing Disabled Persons' Federation, 2002.

The contents of training included literacy education, job-seeking skills, labour laws and regulations, carving skills, English, website development, accounting, security investment, office skills, and design of art and advertisement.

For the persons with visual disabilities, massage skill training had been provided and 1,500 persons had participated training. For the persons with mental retardation, the woolen knitting (367 persons participated), cooking (443) and carving skill (210 persons participated) training had been carried out. In rural areas, the fishing, planting and cultivation skills training had been carried out and 9413 persons participated the training. Through the training, 11,162 trainees had gotten their jobs and 1,573 persons escaped from poverty.

<sup>84</sup> China Statistical Yearbook of Undertaking of Persons with Disabilities, 2002.

#### **4.6 Self-help and peer vocational training opportunities for people with disabilities**

In China, there are some examples of self-help and peer vocational training opportunities. In the 1950s to 1980s, some persons with disabilities could not enter public training institutions, so self-help learning was the only choice to acquire skills.

Certain groups for persons with visual or hearing disabilities, often work or live together in employment environments. Peer vocational training developed in this way. Furthermore, some persons with disabilities who improved their living situations and acquired vocational skills offer training services for their peers who have the same disabilities.

The styles of self-help and peer vocational training supplemented formal vocations for persons with disabilities and are suitable for persons with disabilities who work in the informal economy. These styles of training are popular in some sectors and in rural areas. Up to now, there are no official statistics in this areas.

#### **4.7 Mainstream employment services**

Since the 1980s, China has set up and improved the employment service system, which includes employment agencies, employment training, unemployment insurance and employment service enterprises. The system offers guidance, consultancy and agency services to jobseekers and employers, offers pre-job training and vocational training courses to seekers of employment and reemployment, and provides unemployment insurance. The system also offers job openings to those members of disadvantaged groups in the employment field. In the meantime, the Government encourages the formation of community-run employment agencies as a part of the multi-level employment service network.

In 2000, China started experiments on the construction of labour market with scientific methods, normalization, and modernization in 100 larger and medium prefectures and cities. Information network developed fast. A total of 14 monitoring centers of information for the labour market at provincial level had been set up and Intranet networks had been developed in 76 experimental prefectures and cities. By the end of 2000, there were 29,024 employment-service institutions, including 20,262 public employment-service institutions under the supervision of the labour and social security system, 3,995 institutions at county and above levels, 5,401 institutions by individuals. A total of 9,750,000 person-time were employed with these services. There are 86,742 staff workers, including 61,179 workers in public employment service, 15,428 workers in institutions run by other organizations, and 10,135 individuals in employment services.

According to the Regulations of Labour Market Management decree of Ministry of Labour and Social Security, the main services provided by the employment-service system include:

1. to find employment opportunity for employment seekers,
2. to recommend candidates for the employers and residents
3. vocational guidance and counseling,
4. to collect and dismiss employment information,

5. vocational information services on internets,
6. to organize recruiting meeting of employment,
7. to provide intermediary services for labour transfer across different provinces, and
8. other services ratified by the departments of labour administration.

The public employment services include vocational recommendation, vocational guidance, vocational training, and development of community-based employment positions and other services. In light of the Regulations of Labour Market Management, the public employment-service institutions must provide employment services for special targets, including persons with disabilities. In the senior high education, vocational education and higher education systems, the students receive employment services provided by the workers from sectors of labour, enterprises, schools, colleges and universities, and management of education.

With structural adjustment, China has faced the challenge of serving its laid-off workers. The Government has established an employment-service system for badly-off jobless urban residents, and for older laid-off and unemployed persons. It seeks to arrange jobs for destitute persons by providing funds to support community welfare-type employment organizations, developing community environmental protection, hygiene, security and other services, and providing free employment services. All these measures have achieved the desired effects. From 1998 to 2001, over 25.5 million people were laid off from state enterprises, and over 16.8 million have been reemployed through these efforts.

In order to promote the development of employment, other organizations such as Community Youth League of China and All-China Women's Federation also set up employment-service institutions to provide the employment services for the special groups. All the employment services provided by these organizations should be recognized by departments of Labour and social security.

There is disparity in employment services between urban and rural areas. The persons in urban areas can get more qualified services for the employment institutions as there are adequate personnel and service resources in urban areas.

#### **4.8 Mainstream employment-services opportunities for people with disabilities**

According to related laws regarding labour and employment, persons with disabilities can receive employment services in mainstream employment-service systems. There are no official statistics on the proportion of persons with disabilities who use the mainstream systems to find jobs. However, most public employment-service institutions have not made preparations for offering the special services for persons with disabilities as they have gaps in resources and professional knowledge. This situation has prevented the development of employment services for persons with disabilities in the mainstream system. In order to solve the problem, they carried out transmission services for persons with disabilities. When the persons with disabilities come to seek the services, the public employment institutions can refer the persons with disabilities to the special employment-service institutions under the CDPF to meet their special needs.

#### **4.9 Special employment and employment-support services for people with disabilities**

In addition to the public employment services mentioned above, persons with disabilities in China can receive professional and special employment services from employment-service centers for persons with disabilities under the supervision of the CDPF system. These kinds of service centers are the special departments for the employment of persons with disabilities. These centers are the composite of national employment-service systems and receive technical guidance from labour departments.

Under the CDPF system, a network of employment services have been developed and provide comprehensive services regarding vocational assessment, vocational training, vocational counseling, vocational referral and other services in employment. Further, this system has close relations with the network of employment services under the Ministry of Labour and Social Security, the vocational education and training system under the Ministry of Education, and the social welfare system under the Ministry of Civil Affairs. Now the network has played the implementing role of policy and the implementation of the work programme regarding employment and training.

Under the CDPF system, comprehensive facilities have been set up with the functions of rehabilitation, education, employment-service and cultural activities. By the end of 2001, 1,050 comprehensive service facilities for persons with disabilities had been set up, 300 are under construction and 489 are in the planning stages. Among these institutions, there are 40 facilities at provincial level, which cover 169,000 square meters, constructed 199,000 square meters, and with investments of 420 million yuan. At prefecture and city level, there are 331 administrative units, 164 (about 49.2 percent of these comprehensive service facilities for persons with disabilities cover 394,000 square meters, constructed 466,000 square meters, and invested 0.59 billion yuan. At county level, 846 comprehensive facilities (about total 29.6per cent) for persons with disabilities had been set up, which covered 80,1000 square meters, constructed 780,000 square meters, and invested 0.81 billion yuan.<sup>85</sup>

During the Ninth Five-Year Plan period (1995-2000), the development of institutions providing services for the employment of the disabled was taken as an important action. During that period, 3,012 employment-service institutions for the employment of the persons with disabilities were set up. Among these, 1,432, were formed at the prefecture and city level, and 1,550 were at the county level. The total staff workers in these institutions numbered 9,922 persons (including 2,796 who are engaged on a contractual basis). By the end of 2000, 2,991 employment-service institutions had been established, including 1,464 at prefecture, city and district levels and 1,497 at county level. There are 24,173 staff workers in the institutions, including 6,971 who are engaged on a contractual basis. This means a network of employment services for persons with disabilities has basically taken shape. The persons with disabilities attended the services and many of them got jobs and acquired vocational skills. There is no available information on the national statistics of attendees and outcomes of the services.

Since their establishment, the institutions at various levels have conducted surveys of employment of the persons with disabilities in urban areas; surveys of social employer units which employed the persons with disabilities; unemployment and employment registration,

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<sup>85</sup> China Statistical Yearbook of Undertaking of Persons with Disabilities, 2002.

vocational training and recommendation; and implementation of various work of quota system, and collection and management of employment security funds. After years of efforts, a model of standardized employment services for the persons with disabilities has been established.

The functions of employment-service centers include investigation of labour resources and employment situation, registration of disabled jobseekers, vocational assessment, registration of unemployment, vocational guidance, vocational training, vocational referral, implement of quota scheme, management of employment security fund, establishment of welfare enterprises, assistance to self-employed disabled, providing services for the persons with disabilities involving in the agricultural labour in rural areas.

The special employment services included the service both on open and sheltered employment. The national statistics on attendees and outcomes are not available.

#### **4.10 Mainstream support for self-employment and income generation**

With the adjustment of employment structure, self-employment plays an important role in the development of employment in China. The proportion of self-employed and employment of community service workers has increased to 45.4 per cent of total employment. The development of self-employment depends on the support and services from various resources.

In urban areas, the State and related departments set up policies to promote the development of self-employment. Many of those laid-off and the unemployed are encouraged to become self-employed through a governmental support scheme and preferential policies. People in self-employment can get many benefits from the preferential policies such as tax reduction and exemption. The Ministry of Labour and Social Security is in charge of the self-employment administration, the State Administration of Industry and Commerce is in charge of the registration of individual business, the State General Bureau of Taxation is in charge of taxation. The Government and NGOs also provide financial supports and services for the persons in self-employment in business planning, business development and training, access to credits, etc.

#### **4.11 Mainstream support for self-employment and income generation for people with disabilities**

The Ministry of Labour and Social Security, State Bureau of Administration of Industry and Commerce, State General Bureau of Taxation, and CDPF established preferential policies regarding self-employment and income generation for persons with disabilities. The mainstream support included services such as business planning, business development training, access to credit, and others. All the mainstream support for disabled persons was carried out at local levels. The business development training is the main form of service. The persons with disabilities can enjoy all the support and benefits provided by the Government and related administrative departments.

## **4.12 Self-employment and income-generation support services for people with disabilities**

The employment-service centers for persons with disabilities at all levels under the supervision of CDPF support the employment of persons with disabilities in the style of self-employment and voluntary organization employment to help them to select employment project and apply for business licenses. The social security will cover all persons with disabilities in self-employment and voluntary organization employment. By the end of 2001, the 133,000 persons with disabilities participated the self-employment and voluntary organization employment. The persons in self-employment can apply for financial supports from the CDPF and the local organs can offer financial support using the employment security fund.

## **4.13 Poverty alleviation**

### *4.13.1 National general development of Poverty alleviation*

Poverty alleviation is the key to assist rural-based poor people with disabilities to have adequate food and clothing and get rid of poverty. During the Tenth Five-year Plan period, 12 million poor people with disabilities should be assisted to take part in productive labour. Those who do not yet have adequate food and clothing should be able to as soon as possible; incomes of those who already have adequate food and clothing should be increased steadily; the gap should be reduced between the average income in society and the incomes of persons with disabilities suffering from poverty.

The main approaches are as follows:

- Poverty alleviation for persons with disabilities should be integrated into the governmental poverty programmes and projects for united arrangement and simultaneous implementation. More resources should be allocated accordingly by financial departments of the Government at national and local levels for alleviating the poverty enslaving persons with disabilities.
- Certain amount of interest-paid micro-credits for fighting poverty of persons with disabilities should be given out to continue special poverty programmes for persons with disabilities and more funds allocated for tackling bad debts, which may occur.
- All measures proved effective should be continually implemented. Micro-credit approaches should be popularized. Society should be mobilized to assist people with disabilities in poverty in every possible way.
- Training focusing on applied technology and skills should be conducted with great effort to improve the labour skills of the poor with disabilities. Capacities for productive labour of persons with disabilities should be built combined closely with rehabilitation training.
- Service agencies for persons with disabilities in rural areas should deliver timely and effective services to the rural-based poor with disabilities combining closely with the mainstream service mechanism so as to empower them to take part in productive labour in agriculture. Operation resources should be allocated for those agencies accordingly.

- Through the prompting of CDPF, the Chinese Government is establishing special loans for poverty alleviation for persons with disabilities. A total of 8 million persons with disabilities in poverty in rural areas have escaped poverty through work, state assistance and the special poverty alleviation campaign for persons with disabilities.

#### 4.13.2 Major progress in poverty alleviation<sup>86</sup>

*Production and living conditions in poor areas have been improved significantly.*

During the period of implementing the poverty relief program, the 592 State-designated poor counties developed a total of 4 million hectares of farmland, built 320,000 kilometers of roads, installed 360,000 kilometers of power transmission and distribution lines, and brought water supply to 53.51 million people and 48.36 million draught animals. The electricity, road, post and telephone penetration rates of administrative villages in these counties have reached 95.5 percent, 89 percent, 69 per cent and 67.7 per cent respectively, with some of these indicators approaching or equaling the national average.

*The pace of economic development has picked up remarkably.*

In the State-designated poor counties, the agricultural added value increased by 54 percent, showing an annual growth of 7.5 percent; the industrial added value rose by 99.3 percent, representing an annual growth of 12.2 percent; local financial revenue nearly doubled, registering an annual increase of 12.9 percent; grain output rose by 12.3 percent, up 1.9 per cent annually; and the per-capita net income of farmers jumped from 648 yuan to 1,337 yuan, representing an annual increase of 12.8 percent. All these indicators are higher than the national average.

*Social undertakings have witnessed all-round development.*

The excessive growth of population in poor areas has been tentatively brought under control and the natural population growth rate has declined. Conditions of compulsory education have improved considerably, and the dropout rate of school-age children has decreased to 6.5 percent. Township hospitals in poor regions have been revamped and constructed, improving the situation of a lack of doctors and medicine in these areas. A large number of applied agrotechnologies have been disseminated, greatly enhancing the level of scientific farming for farmers. Some 95 per cent of the administrative villages in key poor cities have had access to radio and TV programs, which helped upgrade the cultural life of farmers.

By the end of 2000, the number of rural poor who had not been sufficiently fed and clothed had declined to 30 million, accounting for 3 per cent of the rural population. The problem of feeding and clothing the rural poor has been basically resolved and the objectives of the National Key Poverty Relief Program have been, in the main, achieved. However, the exception remains the few people who are taken care of by the social security system, the destitute poor who live in areas with extremely harsh natural conditions and some disabled people.

#### 4.13.3 Poverty alleviation for persons with disabilities

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<sup>86</sup> Source: Poverty Reduction and Development Effort in China. State Council Leading Group Office of Poverty Alleviation and Development

### *Main measures of poverty alleviation for persons with disabilities*

The Chinese Government has all along attached great importance to and shown concern about poverty alleviation for the disabled, and has adopted a series of effective measures in this regard:

#### *Making poverty alleviation for the disabled an important part of the state's poverty alleviation program.*

The state makes unified arrangements to implement poverty alleviation work for the disabled. The Work Program for Disabled Persons During the Eighth Five-Year Plan Period, the Work Program for Disabled Persons During the Ninth Five-Year Plan Period and Work Program for Disabled Persons During the Tenth Five-Year Plan Period approved by the Chinese Government contain coordinated implementation schemes for poverty alleviation for the disabled. In 1998, the state specially formulated the Priority Poverty Alleviation Program for the Disabled (1998-2000) to ensure comprehensive arrangements for poverty alleviation for the disabled, fixing the objectives, tasks, methods, measures and policies for work in this connection. The local governments at various levels also give priority aid to the disabled, drawing up plans, implementing projects, ascertaining responsibilities, and providing energetic manpower, financial and material support.

#### *Offering special loans to alleviate poverty among the disabled.*

In 1992, the state established a special rehabilitation and poverty alleviation loan (special financial support for poverty alleviation in rural areas) to aid impoverished disabled persons. By 2000, 2.6 billion yuan had been loaned. In the past year, great efforts have been made to provide small-credit loans for individual households and persons, which has become a major method of helping the disabled shake off poverty. In Henan, Guizhou, Inner Mongolia, Yunnan, Heilongjiang and ten other provinces, autonomous regions and municipalities, such loans have exceeded 70 per cent.

#### *Strengthening the building of the poverty alleviation service system of the China Disabled Persons' Federation at the grassroots level to provide prompt and effective service for the rural disabled.*

In March 1998, the Coordinating Committee for the Disabled-related Work of the State Council issued the Decisions on Strengthening the Building of the China Disabled Persons' Federation at the Grassroots Level. Additionally, six departments under the State Council, including the Poverty Alleviation Office, have adopted the Measures for the Implementation of the Development-oriented Poverty Alleviation Projects for the Disabled in the Rural Areas (1998-2000), setting forth the requirements in strengthening the building of the service system of the China Disabled Persons' Federation at the grassroots level. Through several years of efforts, by the end of 2000 some 80.2 per cent of the counties (cities and municipal districts) across the country had established 2,238 county-level service centers for the disabled; and 60 per cent of the total townships had set up 28,427 township-level service centers. A grassroots poverty alleviation service system for the disabled has taken initial shape in the countryside, providing an important organizational guarantee for aiding the disabled.

### *Choosing suitable poverty alleviation projects and methods for the disabled.*

In view of the fact that the disabled have many difficulties participating in productive labor, stress should be laid on supporting economic sectors that can directly help tackle the food and clothing problem for the poor disabled in the rural areas. Such sectors include:

- crop cultivation, aquiculture, poultry raising, handicrafts and household sideline production;
- projects that meet the needs of the development of the local market economy and coordinate with the local pillar industries and are well suited to the characteristics of the disabled; and
- projects with wide fund coverage and marked results for individual households and closely related to direct income increase for the impoverished disabled.

### *Major Progress*

As a result of great efforts made, the number of the disabled poor in China has dropped dramatically, as evidenced by the fact that the problem of food and clothing has been solved for 10 million disabled persons in the previous 10 years, leaving only 9.79 million still beset by this problem by the end of 2000. According to the statistics by CDPF, by the end of 2001 2,824,000 persons with disabilities in poverty had received support from governments at all levels.<sup>87</sup> Among them 1,680,000 persons with disabilities had participated in agriculture work and solved problems of food and clothing. Another 1,143,000 persons with disabilities had received training of practical skills. In 2001, there are 800,000,000 yuan loan plan for poverty alleviation and 614,560,000 yuan (about 76.8 per cent), including 397,920,000 yuan for base construction, 11,207 credit loans for individuals, have been loaned, and 116,000 persons with disabilities had benefited from the project. There are 585 counties which have used the loans, and 2,218 service stations with 5,810 staffs at county level and 23,829 stations with 28,450 staffs at village and town level had been established. A total of 5,690,000 persons with disabilities in poverty had received the benefits of tax reduction and tax exemption with a total 595,000,000 yuan in 2001. The total investment, including financial and materials supports, is 536,000,000 yuan

The schemes mentioned above were funded by the central and local Government and CDPF implemented them nationwide.

#### **4.14 Staff training for vocational rehabilitation**

Professional personnel development is the key for the success of the vocational rehabilitation and employment services. With the development of employment and vocational rehabilitation, the Ministry of Labour and Social Security, CDPF and relevant educational and research institutions carry out some national staff training for staff workers in the field of employment service and vocational rehabilitation. The trainees acquire modern theories and methods of labour, employment service, and vocational rehabilitation with the training.

In 1995, the first national training class was held in Guangzhou, China, organized by Ministry of Labour and Social Security and CDPF. The experts from Ministry of Labour, some universities and China Rehabilitation Research Center (CRRC) gave lectures focusing

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<sup>87</sup> China Statistical Yearbook of Undertaking of Persons with Disabilities, 2002.

on employment policies, employment administration and service, vocational assessment and evaluation, vocational guidance and counseling, etc. Leaders from departments of education and employment of CDPF and local branches at provinces and selected prefecture levels attended the training. The training lasted 5 days and about 50 persons from CDPF branches attended.

In 2000, a Sino-US Training Class on Rehabilitation Psychology and Vocational Rehabilitation, jointly organized by Sun Yat-sen Medical University and Illinois Technology Institute, was held in Guangzhou. Experts from the United States and China gave lectures on vocational rehabilitation. About 60 professionals from medical hospitals and CDPF systems participated in the five days of training.

In 2001, the Department of Education and Employment of CDPF, Department of Training and Employment of Ministry of Labour and Social Security, Research Institute of Labour Science, and Peking University developed a National Training Program For The Staffs in Charge of Employment-service Institutions Under CDPF System. Up to 2002, six training classes were held and 328 staffs finished the training and received the Certificate of Qualification of Vocational Guidance and Certificate of Qualification of Administration Position at Employment-service Institution for Persons with Disabilities.

The training content, which also provides case studies and field investigations, includes:

- labour policies (labour marketing, employment policy for the persons with disabilities, laws and regulations of labour and employment, information system for public employment service and persons with disabilities),
- employment administration (establishment and implementation of work targets, department and staff installation, administrative regulations, planning, construction and administration of regional information network, establishment and implementation of training program, skill of guidance to sections at lower level, administration of service institution and welfare enterprise, publicity, coordination with departments of labour and social security, public employment-service institutions, file management),
- specific skills of services (psychological analyses of persons with disabilities, communication skill with jobseekers, career development, position analysis, the flow of employment service, the skills of employment service, specific skills for persons with disabilities, vocational assessment for persons with disabilities, information gathering, screening and processing, follow-up services).

In 2002, an international training class on vocational assessment, organized by CDPF, Ministry of Labour and Social Security, and Beijing Employment-Service Center for Persons with Disabilities, in collaboration with ILO, was held in Beijing for 5 days. About 26 staff members from employment-service centers at the district level in Beijing participated and experts from Japan and Hong Kong gave lectures.

In 2002, the CDPF and EU made a project for the education and training for professionals in employment and vocational rehabilitation for persons with disabilities. In addition, some experts and staffs received international training in foreign countries.

Regarding the research of vocational rehabilitation, some experts in China Rehabilitation Research Center and other universities had done some research project on vocational assessment, vocational counseling, marketing of labour, vocational training. Several research

papers had published in journals. For instance, Dr. Qiu (1997)<sup>88</sup> presented his paper entitled “Employment and vocational rehabilitation for disabled persons in P.R. China: Current status and future development” at international conferences of employment and vocational rehabilitation. The paper entitled “The contents and methods of vocational evaluation and guidance for persons with disabilities at different vocational stages” was presented at the National Rehabilitation Association (Qiu, 1997).

#### **4.15 Barriers and gaps**

Persons with disabilities have opportunities in compulsory education, special education, vocational education, vocational rehabilitation and employment in mainstream education and employment-service systems. These systems create the opportunities for persons with disabilities and ensure the their development of social lives. However, we can find barriers and gaps in these areas for which there are historical, economic, and social causes.

##### *4.15.1 Barriers and gaps pertaining to laws and regulations*

In China, many new challenges have been presented with changes in the development of the economy and in labour issues. Consequently, laws and regulations regarding persons with disabilities need to develop to meet the new needs. However, the Law of PRC on the Protection of Disabled Persons has been enacted for more than 10 years and no new amendments have been issued and affairs occurring in recent years have therefore not been covered.

The State and administrative organs are still perfecting the systems of laws and regulations for persons with disabilities with the development of economy and labour markets. It is necessary to identify the relations and coverage of laws and regulations for persons with disabilities in the areas of education and employment. The special regulation on employment for persons with disabilities is still being prepared. This has limited the development of employment for persons with disabilities.

Furthermore, it is still an urgent task to strengthen the enforcement of laws and regulations. In China, some laws and regulations indicate the principles but how to administrate them is still a problem. Many persons could give reasons to refuse to enact them or degrade the enforcement. China needs to formulate some legal explanation for the laws and regulation and judicial cases so as to demonstrate the provisions clearly.

##### *4.15.2 The barriers and gaps of compulsory and special education*

The education for persons with disabilities delays the development of national education. It is calculated that by the end of 2001, 386,113 school-age disabled children, including 50,180 visually disabled, 71,231 hearing disabled, 115,246 intellectually disabled, 86,204 physical disabled, 20607 psychiatric disabled and 42,435 multi-disabled, had not participated in compulsory education due to family poverty or other reasons.<sup>89</sup>

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<sup>88</sup> Source: Symposium of Present Status and future perspectives of international cooperation for employment of people with disabilities, Tokyo, 1997.

<sup>89</sup> China Statistical Yearbook of Undertaking of Persons with Disabilities, 2002.

Resources of education and special education for persons with disabilities have limited the development of these systems. However, there are some other informal styles of special education providing education to students with special needs in hospitals or welfare institutions run by NGOs or health institutions. Included in these are integrated education, medicine and rehabilitation services. The quality of education is relatively lower than that of services provided by formal educational institutions.

There has been advocacy to develop integrated education for children with disabilities in China. However, many ordinary schools have no adequate preparations for the children with disabilities. The teachers do not have enough experience to cope with problems. Some students and their family members even have negative attitudes towards children with disabilities. Most of schools do not have accessible environments.

#### *4.15.3 Barriers and gaps of vocational training for persons with disabilities*

China has developed its vocational training system for persons with disabilities and many persons with disabilities have acquired vocational skills and got jobs. Recently, this system has ensured the development of vocational skills and meets the needs of persons with disabilities in entrance to labour market as China administrates the Professional Qualification System and Professional Qualification Credential System.

However, there are big gaps between the need and the current situation, especially for the training of high-tech personnel. Some persons with disabilities have only participated in short-term vocational training without receiving certificates which limits their further career development. More high-level vocational training opportunities are expected in the near future.

In the vocational education and training system for persons with disabilities, there is a shortage of financial resources, qualified instructors and adaptive instruction for persons with disabilities. Many instructors have not developed their instructional skills to deal with the special problems presented by persons with disabilities or fail to finish the training successfully.

Furthermore, it is urgent to develop special programs of vocational education and rehabilitation for persons with severe disabilities in China. Many persons have considered that they have lost their capacity to work and leave them out of vocational training and employment services. However, some instructors and vocational rehabilitation workers have effective methods to develop their working ability and can provide assistance for them. In some big cities, persons with physical disabilities can find work more easily than that of others. The persons with mental retardation and mental disorders and the Blind have many difficulties finding jobs.

In addition, the authentication of qualification of vocational education or training institutions under the CDPF systems is imperfect due to their situation of facilities and instructors. This limited the development of special vocational training.

#### *4.15.4 Barriers and gaps and employment services for persons with disabilities*

In China, many public employment-service institutions have not enough resources to cover

the services for persons with disabilities as they have a quantity of target groups with various problems in employment. Fierce competition in the labour market puts disabled persons at a disadvantage.

The employment-service institutions under CDPF are developing the contents and items of services and standardizing the process of services. Some of them have not yet received the authentication of qualification offered by the Departments of Labour. The quality of service is in a relatively lower level than the mainstream employment-service institutions owing to the shortage of qualified personnel, information resources and technology. Many institutions have not yet set up computerized information systems and connected with the information systems of labour departments to share information. Some service items, such as vocational assessment and evaluation, have not been administrated in the institutions.

In rural areas, the facilities and institutions are undeveloped and the quality of service of employment for persons with disabilities is unstable. As there is an enormous disabled population in rural areas, employment services play an important role in the development of labour markets in rural areas. Short-term vocational training is the main style of vocational training and practical agrarian skills are the main contents of the training. Many trainees with disabilities have finished the training without certificates.

Generally speaking, women with disabilities have equal opportunities with men in vocational training and employment services. However, women with disabilities may experience more trouble in vocational training and employment services, as they face some gender discrimination in some situations. Some discrimination comes from traditional concepts about female roles and different vocational expectations.

## Part Five: Employment Opportunities for People with Disabilities

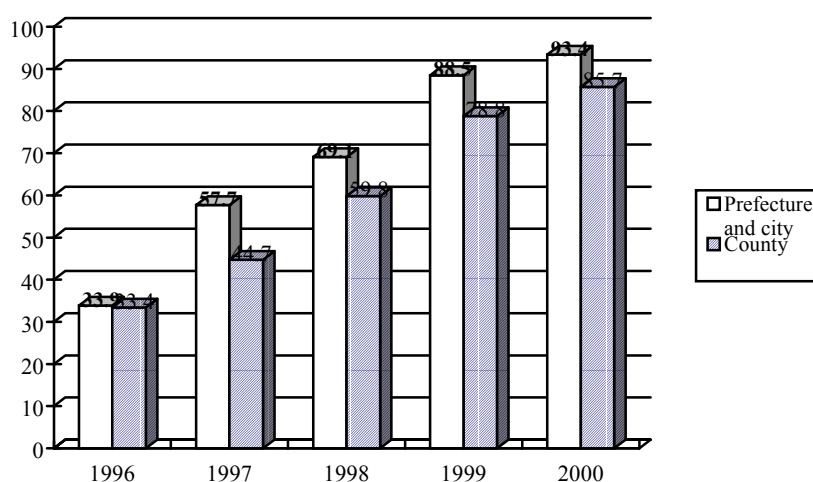
### 5.1 Open employment opportunities for people with disabilities

With the economic development and improvement of social environment, persons with disabilities have expanded employment opportunities in open labour markets. The main measures to promote open employment include: the quota scheme, tax incentives and authentication of qualification of enterprises, selective job placement, and other special assistance to the employers and employees with disabilities such as preferential policies and administrative measures.

#### 5.1.1 The quota scheme for the employment of persons with disabilities employment security fund

Persons with disabilities enter the open labour market to find and retain employment and get promotions in their position with the assistance of the quota system. The implementation rate of the quota scheme determines the development of employment in open labour market for the persons with disabilities. From the 1996 to 2000, the implementing rate of the quota scheme in China increased greatly at prefecture, city and county levels (See figure 5.1).<sup>90</sup> By the end of the year 2000, the quota scheme had been implemented in 2,083 counties (districts) of 700 prefectures and cities throughout the 30 provinces, autonomous regions and municipalities, a coverage of 95 and 88 percents respectively.<sup>91</sup>

**Figure 5.1. Percentage of implementation of quota scheme at prefecture, city and county levels from 1996 to 2000**



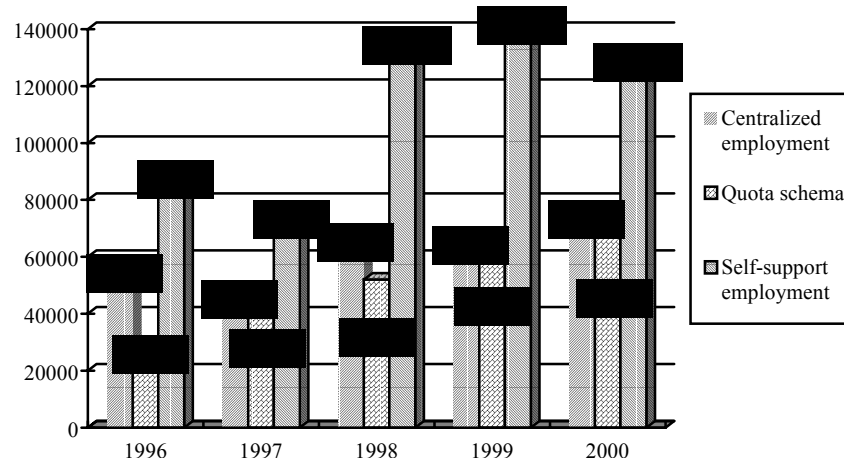
The employment structure for the persons with disabilities had been developed in the main styles of employment, i.e. centralized employment, quota Scheme, and self-support employment. The numbers of persons with disabilities had increased in the three employment

<sup>90</sup> Source: China statistics of Disabled undertaking from 1996-2000, CDPF, 2001.

<sup>91</sup> Ibid.

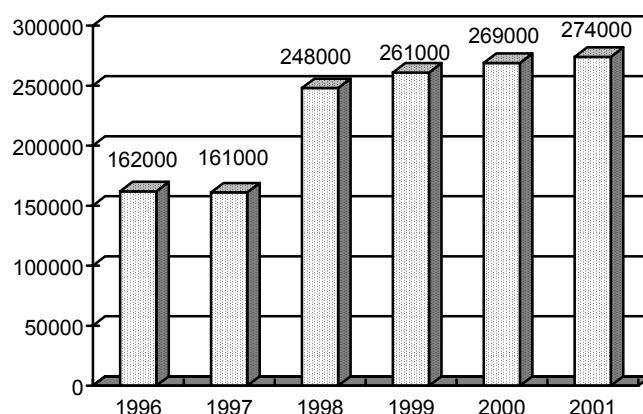
systems from 1996 to 2000 (See figure 5.2).<sup>92</sup>

**Figure 5.2 Employment development of persons with disabilities from 1996 to 2000 in categories**



The employment numbers of persons with disabilities in urban areas increased progressively. (See figure 5.3).

**Figure 5.3 Employment development of persons with disabilities in urban areas from 1996 to 2001**



In 2001, 274,000 persons with disabilities were employed in urban areas, including 66,000 persons with disabilities employed through the quota scheme, 75,000 employed through the centralized employment system, 133,000 employed through self-employment or collective employment, and 15,530,000 participated in agrarian work in rural areas.<sup>93</sup>

### 5.1.2 Open employment opportunity for persons with disabilities in rural areas

The employment situations of persons with disabilities in rural areas from 1995 to 2000 are shown in table 5.1.<sup>94</sup>

<sup>92</sup> Ibid.

<sup>93</sup> China Statistical Yearbook of Undertaking of Persons with Disabilities, 2002.

<sup>94</sup> Source: China statistics of Disabled undertaking from 1996-2000, CDPF, 2001.

**Table 5.1: The numbers of persons with disabilities of employment, stable employment, and unemployment in rural areas**

Items	1996	1997	1998	1999	2000
Employment	14721108	14239899	15624145	15687563	16160794
Stable employment	7567283	8623454	10037919	9848149	11212516
Unemployment	5865838	6717745	5067707	4676152	3582229

Furthermore, by the end of 2001, there are a total of 15,795,224 employed disabled persons in rural areas, including 1,127,387 with stable employment.<sup>95</sup>

## **5.2 Employment opportunities for people with disabilities in protected work environments**

### *5.2.1 Protected work environment for persons with disabilities in China*

In China, the protected work environment for persons with disabilities includes welfare enterprises for disabled persons, work-rehabilitation centers, blind-massage hospitals and clinics, and other enterprises and institutions of a welfare nature. These provide special opportunities for persons with disabilities.

### *5.2.2 Welfare enterprises*

Welfare enterprises are protected work environments in which persons with disabilities can work and receive other employment services. The welfare enterprises and workers from 1996 to 2000 are shown in table 5.2.<sup>96</sup>

**Table 5.2: The enterprises, workers and annual outputs**

	1996	1997	1998	1999	2000
Enterprises	6934	6033	4831	4876	4211
Total Workers	136993	113411	415163	458628	106334
Disabled workers	57029	56298	44265	50541	45852
Annual output (10,000 yuan)	858063.43	372628.4	480832.3	482671	678903.4

Under the supervision of the Ministry of Civil Affairs, welfare enterprises were set up and have become an effective way of providing protective employment for disabled persons. Welfare enterprises are an important form of protective employment for the disabled. Governments at various levels grant preferential policies, such as reducing and waiving taxation, to encourage the development of welfare enterprises, so as to increase employment for the disabled.

Welfare enterprises should be state-owned or collective, specializing in production, manufacture, repair and services. About 50 per cent or more of the employees should be persons with disabilities. Welfare enterprises have preferential benefits including tax exemption (excluding education and construction tax), special assistance from local governments and the CDPF, personnel training and others. Employees with disabilities working in welfare enterprises can receive regular wages from the enterprises and have other benefits provided by the enterprises.

<sup>95</sup> China Statistical Yearbook of Undertaking of Persons with Disabilities, 2002.

<sup>96</sup> China Civil affairs communiqué 2001, Beijing: Ministry of Civil Affairs, 2002

From table 5.2, the decreases of enterprises, disabled workers and annual output had been found. The causes can be drawn from competitive markets, low quality of production and personnel, and under-developed technology. According to the statistics in 2001 by CDPF,<sup>97</sup> there were 961,167 employed persons with disabilities in the concentrative employment system.

### 5.2.3 Massage of persons with visual disabilities

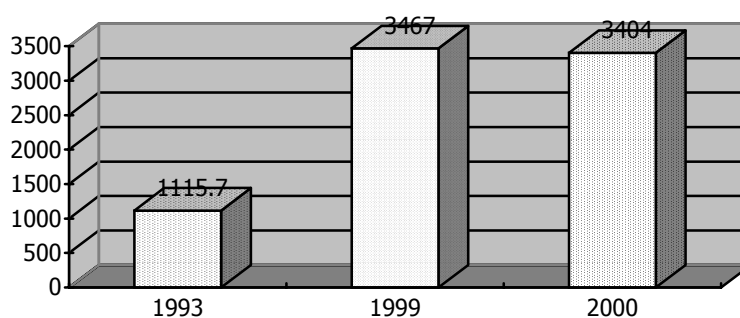
China developed a protected work environment for persons with visual disabilities and has established massage services institutions for them. In 2001, there are 1,637 medical massage institutions and more than 5,000 health care massage institutions. There are 3,700 massage workers in medical institutions and 7,500 massage workers in health care who received vocational training. Another 1,197 professionals and 3,340 professionals with visual disabilities passed the evaluations of professional qualification at intermediate and primary levels respectively.

## 5.3 Self-employment opportunities for people with disabilities

### 5.3.1 The development of self-employment for persons with disabilities

China increases employment and expands employment channels by vigorously developing the economy with diverse forms of ownership, such as collective, private and individual ownerships, and by encouraging various forms of employment including employment in private enterprise, self-employment and community welfare-type employment. The development of private enterprise and self-employment in urban areas in China from 1993 to 2000 is shown in figure 5.5.

**Figure 5.5: Total employment of persons with disabilities in private enterprise and self-employment in urban areas in China from 1993 to 2000 (Unit: 10,000 persons)**



Self-employment for persons with disabilities improved greatly and has become the main form of employment for persons with disabilities and accounts for the highest rate in the three employment channels of the quota scheme, protected employment and self-employment in China. By the end of 2001, a total of 1,447,682 persons with disabilities found their own jobs.<sup>98</sup>

Persons with disabilities can get assistance and financial support from CDPF and other related administrative departments such as the bureau of industry and commerce, bureau of taxation, and community.

<sup>97</sup> China Statistical Yearbook of Undertaking of Persons with Disabilities, 2002.

<sup>98</sup> China Statistical Yearbook of Undertaking of Persons with Disabilities, 2002.

### *5.3.2 Employment in community services*

Employment in community services (including services such as housekeeping, cooking, cleaning, and nursing service) is the main orientation of reemployment efforts, the Government has spared no pains to develop those small enterprises and employment-service enterprises that can provide more employment opportunities. The "Reemployment Assistance Action" appropriately resolves the practical difficulties that laid-off employees face after they leave reemployment-service centers and to extend prompt and effective service to guarantee their basic livelihood, reemployment and social insurance through various assistance measures. Many persons with disabilities in urban areas find jobs in community services as these kinds of work do not require high skills and have flexible form of work.

With the improvement and implementation of preferential reemployment policies by simplifying the procedures of registration with industrial and commercial administration authorities, arranging business premises, reducing or waiving taxes and fees, and granting loans, the Chinese Government helps laid-off and unemployed people set up economic entities or labor organizations to support themselves to seek reemployment or otherwise to find their own means of livelihood. The laid off persons with disabilities can also benefit from the reemployment projects. There is not official national statistics in this areas.

### **5.4 Other segregated or protected employment opportunities for people with disabilities**

In China, there are some institutions that provide occupational therapy, recreational activities and employment opportunities for persons with disabilities.

Some outpatients with psychiatric disabilities participate in occupational therapy and recreational activities in segregated environments. In other cases, some institutions provide comprehensive services in the communities for persons with disabilities including daily care, medical services, occupational activities and other services. Persons with disabilities participate in the activities and find opportunities to communicate with others. Most of them do not have wages from the activities.

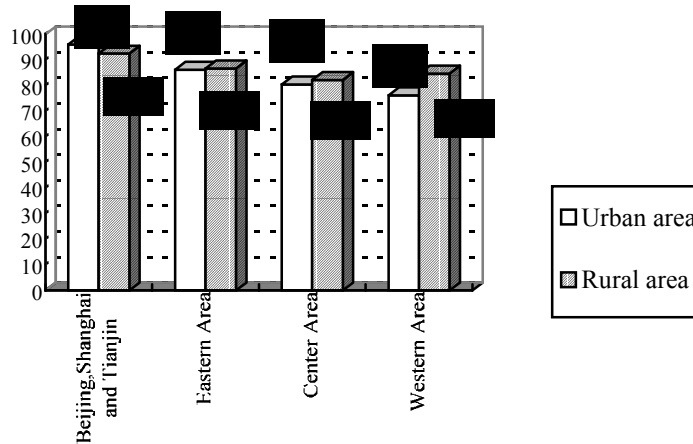
### **5.5 Barriers and gaps**

The opportunities of employment for persons with disabilities in China were diversified according to urban and rural areas, geographical locations, developmental levels and other factors.

In open employment for persons with disabilities, the main problems are discriminatory attitudes towards persons with disabilities and unequal opportunities. Many persons have negative attitudes towards persons with disabilities and are uncertain about the capacity of work of persons with disabilities. In this way, persons with disabilities may be involved in unequal environments. These kinds of attitudes block the persons with disabilities' entrance to employment markets. Although there are many laws and regulations concerning equal rights and opportunities, persons with disabilities still face discrimination in practice without effective judicial processes. The higher the positions of employment, the greater the gap between non-disabled persons and persons with disabilities.

There are also gaps in the levels of employment for persons with disabilities between urban and rural areas, and between developed and undeveloped areas (see figure 5.6). Persons with disabilities in urban and developed areas had the best employment levels.

**Figure 5.6 Employment rate during 1996 to 2000 in urban/rural and different geographic areas**



Although there are no official statistics on employment by disability categories, we can find that persons with visual disabilities, psychiatric disabilities and mental retardation had low employment rates. There are no high-quality vocational rehabilitation programs for them. Many people consider that they have lost work ability and exclude them from employment.

Protected employment for persons with disabilities faced some competition from other institutions. With the development of the market economy, all institutions have to enter the market and to compete with others. Despite that, state and local governments invested significant capital to assist in the development of protected employment institutions for persons with disabilities, the protected environment of employment such as welfare enterprises still adjusted its margin and structures. This development limited the employment of persons with disabilities.

## **Part Six: Employment-promotion Activities Involving Social Partners**

Employment for persons with disabilities is a social system in which many institutions, organs, and individuals are involved and interact with others. There are many social factors in the promotion of employment of persons with disabilities.

### **6.1 Government or NGO employment-promotion activities directed at employers**

The government-run media has paid attention to disability affairs and carried out campaigns for disabled persons.

In China, the CDPF has carried out many social activities with the purposes of awareness raising for the public and special support for persons with disabilities. The public has gradually changed their attitudes towards persons with disabilities and the social environment has improved. Consequently, the participation of persons with disabilities has been progressively enhanced.

In the area of education, the State emphasized moral education and promoted the participation of children with disabilities in schools. In the area of employment, the Government administered the quota scheme to promote open employment. The staff in charge of the quota from governments and CDPF at various levels contacts employers to encourage them to recruit more qualified disabled laborers. The Government and CDPF also provide some preferential policies and services for the employers who recruit persons with disabilities. Some employers can get financial support to train persons with disabilities and to develop an accessible environment.

In addition, the CDPF and its employment-service centers at various levels always organize persons with disabilities to participate in recruitment meetings to recommend persons with disabilities to employers. In some areas, there are monitoring and punishment mechanisms for employers who fail to meet the requirements of quota schemes and refuse to pay levies. The administrative measures include monitoring by the labour department, authentication of qualification of the enterprises by the departments of administration of industry and commerce, and degrading of enterprises reputations.

### **6.2 Government or NGO employment-promotion activities directed at trade unions or workers' organizations**

In China, the Government and CDPF encourage trade unions and workers' organizations to provide training and employment services for persons with disabilities. The CDPF at various levels often organize or encourage trade unions or enterprises in the same sectors to participate recruiting activities and recommend persons with disabilities to seek jobs. They also provide some employment services (follow-up services and others) for the trade unions or workers' organizations to assist persons with disabilities in their jobs.

The CDPF at various levels also organizes activities to invite persons from trade unions or

workers' organizations to introduce their experiences with persons with disabilities and to promote the understanding of persons from all sectors to persons with disabilities and their work.

### **6.3 Employer, trade union or workers' organization employment-promotion activities**

In China, some larger state-owned enterprises and enterprises with foreign investment have developed their services for the employment for persons with disabilities. They may organize disabled persons to participate in employment in the enterprises and demonstrate good examples for others.

Some enterprises have contributed to the fund or resources to carry out the vocational training and employment services for persons with disabilities. In addition, some enterprises have worked with CDPF to recruit and train persons with disabilities. For instance, Beijing Disabled Persons Federation and McDonald Company organized special recruitment meetings to employ persons with disabilities.

In some cities in China, the departments of labour and administration of industry and commerce carry out annual inspections for monitoring the situation of enterprises, including the quota scheme. The enterprises need CDPF to confirm their performance of the quota scheme. This mechanism enforces the relations between governmental departments, NGOs and enterprises in vocational education and employment for persons with disabilities. Although there are many cases in areas mentioned above, national statistics are not available.

## Part Seven: Summary and Future Directions

### 7.1 Looking back over the past decade 1993-2002

In China, the past decade 1993-2002 has been a period of rapid development of work for persons with disabilities. The targets for the implementation of the Agenda for Action for the Asian and Pacific Decade of Disabled Persons (Asian and Pacific Decade Agenda for Action) have been met or exceeded after 10 years of implementation. The situation of persons with disabilities in China has apparently improved and remarkable achievements of the work for persons with disabilities has been made, owing to the joint efforts of the Government at various levels, society and organizations of persons with disabilities. International cooperation from United Nations, United Nations Economic and Social Commission for Asia and the Pacific and other international organizations has also been provided. The following progress has been made in light of the targets for the ESCAP Asian and Pacific Decade of Disabled Persons (see table 7.1).

**Table 7.1: UNESCAP targets and specific action**

UNESCAP Target (1993-2002)		Specific Action
1	To make accessible mainstream training programmes and to revise entry requirements and eligibility criteria where necessary, so that people with disabilities can participate in them, with due attention to gender equity and the participation of disabled persons from low-income and poor families.	Mainstream training programmes are accessible for persons with disabilities
2	To develop and strengthen curricula and support services (for example, physically accessible training sites and equipment, Braille text, sign language interpreters and trainers' aides) to enable persons with disabilities to participate fully in all pre-vocational and vocational training and apprenticeship programmes leading to gainful employment and self-employment in rural and urban areas.	Adaptive curricula and special support services in training and employment for persons with disabilities are available
3	To set national targets for the placement and promotion of the employment of persons with disabilities in the public and private sectors and to formulate a government policy to promote the achievement of these targets (such as through a mandatory quota scheme, employer incentives, focused awareness-raising campaigns targeted at employers and employees, and technical support to employers).	The national target of employment rate for persons with disabilities had been set up. The employment rate will reach about 85% during 2001-2005.  Five national work programs had been developed and four of them had implemented. The latest version is Work Program For Disabled Persons During the 10 <sup>th</sup> Five-Year Plan Period (2001-2005)
4	To establish a collaborative body, including representatives of the public and private sectors, disabled people's organizations and other NGOs, to compile, on an ongoing basis, information on new employment and self-employment opportunities in the formal and informal sectors, as well as to provide training in skills relevant to these opportunities and discontinue training in skills that are obsolete.	Employment service centers under CDPF and employment service institutions under Ministry of Labour and Social Security coordinated in employment information collection and insurance for persons with disabilities and provide vocational training for them.  In some places, the employment service centers under CDPF and employment service institutions under Ministry of Labour and Social Security share their information using computerized network.
5	To establish and fulfil annual training and job placement targets that are gender-equitable for people with disabilities, for joint action by all ministries (for example, those responsible for employment, human resources development, rural development), government development programmes, as well as employers' and workers' organizations and organizations of people with disabilities.	Discrimination against women is prohibited. Gender-equitable training and job-placement targets for persons with disabilities are unavailable.

6	To provide appropriate training and employment opportunities for people with extensive disabilities and those who require a supportive environment (through, for example, the establishment of production centres, the provision of support services and assistive devices for self-employment and supported employment and, where necessary, arrangement of accommodation).	All training institutions are open to persons with disabilities. Special training systems for persons with disabilities have been developed under CDPF. Adaptive training programs have been developed to meet special needs for persons with disabilities with certain disabilities, such as massage training for persons with visual disabilities. Some persons with special disabilities entered protected work environment. Persons with disabilities with severe disabilities had less opportunity of training and employment.
7	To introduce measures to ensure the equitable participation of persons with disabilities in all rural and urban schemes for poverty alleviation, income-generation in the formal and informal sectors, and the promotion of self-employment.	Law and regulations and enforcement Publicity and awareness raising activities organized by governments and CDPF at various levels. Inspection of labour by Departments of labour and social security Administrative measures by the departments of administration of industry and commerce, taxation, finance, bank and other related organs. Special support and assistance from NGOs such as CDPF
8	To introduce and undertake effective implementation of a national scheme for entrepreneurial skills development (including identification of business opportunities, development of a business plan, management and bookkeeping skills); support services to marketing and production; and access to interest-free or low-interest loans.	National qualification credential system National professional qualification and skill appraisal system National labour reserve system
9	To identify disabled people in order to place them in jobs or to assist them in self-employment in rural and urban areas, through appropriate public and private agencies (including employment placement services) and NGOs.	Criteria of disability evaluation issued by CDPF Registration system for persons with disabilities under CDPF system Vocational assessment in some employment centers under CDPF Medical grading of disability by medical institutions
10	To use funds to promote training and employment opportunities for people with disabilities (for example, through adaptation of the environment, provision of support services and assistive devices) to benefit people with extensive disabilities as well.	Special fund from governments Employment security fund Special fund of international or national projects in training and employment
11	To protect the rights of disabled workers in all laws, policies and collective agreements relating to employment (including provisions on recruitment, promotion, dismissal and retrenchment).	The Constitution of PRC The Law of PRC on the Protection of Disabled Persons The Labour Law of PRC The Vocational Education Law of PRC The Higher Education Law of PRC The Education Law of PRC
12	To identify and commission appropriate institutions to carry out research studies in the areas of ergonomics, workplace adaptations, safety devices and other topics relevant to the training and employment of disabled persons in the context of Asian and Pacific developing and least developed countries and areas, to encourage innovations, and to identify research topics in consultation with service providers, user groups and the collaborative body for the identification of new work opportunities, and other relevant agencies.	Some research institutions and universities had developed researches in the areas. Under the China Rehabilitation Research Center, a specialized institution entitled China Research Institute of Rehabilitation Engineering had been set up and focused on the researches in the areas. Some CDPF at local level support the researches in the areas.
13	To establish a monitoring and evaluation mechanism, with the active participation of representatives of disabled persons, to ensure that legislation relating to training and employment is effectively enforced, that policy is effectively implemented and that the relevant Decade targets are achieved.	The representatives for CDPF participated the inspections of enforcement of laws regarding persons with disabilities NCC and LCC had developed mechanism of coordination and monitoring in education and employment
14	To establish an international clearing house to identify, gather and disseminate information on existing employment-related equipment and facilities for people with disabilities, as well as similar clearing houses at national, regional, state, provincial and district levels.	Some institutions provide such information services. The Web sites developed by China Rehabilitation Research Center ( <a href="http://www.crrc.com.cn">www.crrc.com.cn</a> ) and by local CDPF provide such information services.

### ***7.1.1 Administration and coordination mechanism and the development of social environment of training and employment for persons with disabilities***

The State Council Coordination Committee on Disability was set up in September 1993. A state councillor heads it and its members include leaders from 36 Government ministries and commissions and other civil groups. Under the NCC, the Coordination Committee of the

State Council for Work Concerning Disabled Persons and the Local Coordination Committees had been set up at provincial, prefecture, city and county level. The secretariat is China Disabled Persons' Federation (CDPF). With the Government setting up the coordinating body for the work for the disabled, the statutory agencies act to fulfill their respective responsibilities. The CDPF plays a triple role as the "representative, service provider and administrator" for the disabled and a new structure of management has fallen into place. They play a very important role in planning, coordinating and implementing the policies and programmes for people with disabilities.

China has adopted an overall development policy in its work for people with disabilities. The Government takes the lead in this initiative and society offers its support with the full participation of disabled persons. This policy has proven to be sound and effective.

In light of the Law of the PRC on the Protection of Disabled Persons and the Five-Year Plan for National Economic and Social Development, four national work programs for disabled persons have been worked out by the State Council Coordinating Committee on Disability and ratified by the State Council. Three work plans have been successfully implemented.

The State makes unified arrangements to implement poverty alleviation work for the disabled in its work programs. Furthermore, the state specially formulated the Priority Poverty Alleviation Program for the Disabled (1998-2000) in 1998 to ensure comprehensive arrangements for poverty alleviation for the disabled, fixing the objectives, tasks, methods, measures and policies for work. Local governments at various levels also give priority aid to the disabled, drawing up plans, implementing projects, ascertaining responsibilities, and providing energetic manpower, financial and material support.

The State has also provided theoretical guidance for understanding and resolving the issue of employment for disabled persons by viewing the work from a higher plane of protecting human rights and ensuring mankind's emancipation. A wide variety of activities under the theme of "assisting the disabled" have led to an improved social environment. The extensively conducted activities of self-improvement by the disabled have heightened their sense of participation and fighting resolve. Many persons with disabilities develop their capabilities and have evidenced achievements in the areas of education, training, employment and positive images have been established in society.

The multisectoral consultations among NPC, Chinese People's Political Consultative Conference (CPPCC), governmental institutions at all levels, and CDPF and its local branches through of NCC and LCC mechanism have been effectively established.

Information on all programmes, services and provisions for people with disabilities, including all legislation and amendments pertaining to equalization of opportunities for people with disabilities, is adequately compiled, disseminated and publicized in accessible formats and languages suited to the literacy levels of persons with disabilities and their families.

In accordance with the Ministry of Labour and Social Security, the Ministry of Education, the Ministry of Civil Affairs, the National Bureau of Statistics and other institutions, CDPF has established a Department of Information. This new department is responsible for data collection and regular updating on disability, including information about their education, employment and poverty alleviation.

### *7.1.2 Legislation and legal services of training and employment for persons with disabilities*

China has developed the basic legislative framework for the protection of the rights and interests of people with disabilities. With a legislative framework gradually taking shape, the legal foundation for the work of disabled persons has become consolidated. The Constitution and the Law of the People's Republic of China on the Protection of the Disabled Persons provide the fundamental basis for other laws and regulations. The Labour Law and Education Law and other relevant laws established the fundamental for the protection of employment and education. There are nearly 20 other laws with provisions relating to disability and persons with disabilities. China has developed and enacted laws relating to exemption from customs duties on the import of vehicles, assistive devices, health and medical supplies, laws pertaining to taxation to provide tax benefits for persons with disabilities, laws and regulations for promoting health and safety.

In 1993, the State Council issued and enacted the Regulations on the Education of People with Disabilities. In addition, by-laws have also been formulated and implemented in all provinces, autonomous regions and municipalities. Recently, there are some regulations on social security, which provide protections for persons with disabilities. The National People's Congress reviews the laws every four years. The Ministry of Justice and legal service institutions also provide legal services to further safeguard the rights and interest of disabled persons. The NPC standing committee and its local branches, governments at all levels and CDPF and its local branches had demonstrated inspections of enforcement of basic laws for the protection of the rights of people with disabilities.

### *7.1.3 The development of training and employment*

China developed its vocational-training system and special vocational-training programs for persons with disabilities. Under the CDPF system, an employment-service system has been set up and provided vocational training and supportive services of training for the persons with disabilities. The support services such as physically accessible training sites and equipment, Braille text, sign-language interpreters and trainers' aides enable persons with disabilities to participate fully in all pre-vocational and vocational training and apprenticeship programmes.

A quota scheme has been implemented to promote the employment of persons with disabilities. The central Government formulated regulations on the implementation of the quota scheme and administration of the employment security fund (a levy and grant fund). Local governments established implementation methods at all levels.

A centralized employment system, composed of welfare enterprises, work-rehabilitation centers, Tuina-massage hospitals and clinics and other enterprises and institutions of welfare nature, had been developed for persons with disabilities.

The Chinese Government formulated and perfected preferential policies and employment-service institutions provide services for self-employment and self-organized employment of disabled persons on a voluntary basis.

The employment situations of persons with disabilities in rural areas improved with the support of governments at all levels and the CDPF system.

The public employment-service system and employment-service system for persons with disabilities under the CDPF provide comprehensive employment services for persons with disabilities and employers who employ persons with disabilities.

National poverty alleviation schemes have been developed and implemented for persons with disabilities and poverty alleviation loans have been given to assist persons with disabilities to establish and to run their own businesses and to participate in the productive labour.

In some rehabilitation institutions and universities, research in the areas of ergonomics, workplace adaptations, safety devices and other topics relevant to the training and employment had been implemented and some research results had been used in the workplaces.

China established monitoring and evaluation mechanisms under the inspections of NPC standing committee and governments at all levels, with the active participation of representatives of disabled persons, to ensure that legislation relating to training and employment is effectively enforced.

Employment-service institutions for persons with disabilities at national, regional, state, provincial and district levels can gather and disseminate the information on the equipment and facilities for persons with disabilities to promote their employment, retention of their position and get promotion in their careers. Some research institutions and organizations also develop their databases and provide such information using Web site, magazines, journals and other ways.

## **7.2 Looking forward**

### *7.2.1 Major strengths of training and employment for persons with disabilities in PRC*

China had made great progresses in training and employment for persons with disabilities, owing to the following strengths and mechanisms.

#### *Development and perfection of the Legal and Policy Systems of training and employment for persons with disabilities*

China develops and perfects its legal and policy and relevant services of training and employment for persons with disabilities. This legal and policy system, composed of the Constitution, the Law of PRC on Protection of Disabled Persons, the Labour Law, Regulations on the Education of persons with disabilities, and other regulations, provides legal protection for persons with disabilities including the quota scheme, employment guarantee, minimum living guarantee, self-employment and collective employment.

For instance, during the Ninth Five-year Plan period, the standing committees of NPC in all provinces, autonomous regions and municipalities established local rules of implementation of the quota scheme. By now, 30 provinces, autonomous regions and municipalities have promulgated and put into effect implementing rules on the quota scheme in the form of government decrees or documents, and have brought the quota scheme into the range of administrative enforcement of law by governments. Some provinces and municipalities have gone even further to increase, through legislation by local people's congresses, the

momentum of the quota scheme, thus gradually bringing the quota scheme onto a legal track. Local governments in various areas have followed each other to promulgate a series of relevant policies for the purpose of stepping up efforts in the employment of persons with disabilities.

In regard to employment guarantees and minimum-living guarantees, the General Office of the State Council approved and re-transmitted the Opinions on Further Improvement of Work for the Employment of the Persons with Disabilities put forward by eight departments of the State Council including the Ministry of Labour and Social Security in 1999. In the same year, four departments of the State Council including the Ministry of Labour and Social Security promulgated the Circular Concerning Improvement of Work for Basic Living Standard and Re-employment of Laid-off Persons with Disabilities Workers. Also in 1999, four other departments including the Ministry of Finance and the State General Administration of Industry and Commerce promulgated and put into implementation the Circular Concerning Active Support to the Persons with Disabilities Starting Private Businesses Either on an Individual Basis or Through Voluntary Organization.

Formulation and implementation of these policies and measures have further perfected the policy and legal systems for employment of the persons with disabilities and guaranteed smooth implementation of the employment of the persons with disabilities.

#### *Preliminary establishment of national employment service network for persons with disabilities*

China developed a national employment-service network for persons with disabilities, which is composed of public employment-service institutions and special employment-service institutions. CDPF and its local branches developed a special employment-service network for persons with disabilities nationwide and provided training and employment services for persons with disabilities. Since the establishment of the service institutions at various levels, they have conducted labour market surveys in urban areas; employment survey, registration of job-seekers, vocational training and vocational referral; administration of quota scheme, and collection and administration of employment security funds for persons with disabilities. After years of efforts, the employment-service institutions have basically laid the basis for providing standardized services for the employment of the persons with disabilities.

#### *Open employment through quota scheme implementation for persons with disabilities*

The quota scheme is an effective measure to promote the employment of persons with disabilities in mainstream society. During the Eighth Five-year Plan period, the State Planning Commission, the Ministry of Labour, the Ministry of Civil Affairs and the CDPF joined hands to experiment with the employment of persons with disabilities in due proportions in nine cities across the country, including Shanghai. In December 1996, the State Planning Commission, the Ministry of Labour, the Ministry of Personnel, the Ministry of Civil Affairs, and the CDPF made arrangements for employment of persons with disabilities in due proportions during the Ninth Five-Year Plan period on the basis of summarization of experiences in the experiment with quota scheme. After 5 years of efforts, employment of the persons with disabilities through the quota scheme has been developed throughout the country.

#### *Multiple channel and form for employment for persons with disabilities*

According to labour market and social and economic development, China adopted the principle of combining concentrative arrangements with dispersed arrangement of employment for persons with disabilities. Preferential policies and measures of support and protection have been provided and the employment for persons with disabilities has been developed through multiple channels, at various levels and in a variety of forms.

The development of employment channels and forms had expanded the labour markets for persons with disabilities and the ratio of employment of the persons with disabilities has reached 80.7 percent.

### *7.2.2 Major Barriers of training and employment for persons with disabilities in PRC*

#### *Competition of Labour market and public awareness*

During the Tenth Five-year Plan period, China faces the peak supply of the labour force in overall terms. Each year, the number of working population will grow by 8 million. Plus the 14 million workers who were laid off or became jobless at the end of the Ninth Five-year Plan period, the contradiction of excessive supply of labour forces will become extremely acute. At present, the number of persons with disabilities in urban areas who are jobless has neared 1 million, while the figure in the rural areas is 3.6 million. In addition, most employed persons with disabilities at present keep unstable status.

With the serious competition of labour for persons with disabilities, the employers and relevant institutions may develop negative attitudes toward employment for persons with disabilities and the implementation of the quota scheme. Insufficient efforts by employment-service institutions in publicity, education and services directed to employer units and persons with disabilities also resulted in universal social suspicion of the work capacity of the persons with disabilities and poor ratio of acceptance of these people.

Moreover, persons with disabilities may develop low self-esteem and fears about the labour market when they face the competitions and negative attitudes towards them. It is necessary to provide the vocational guidance and psychological assistance for them.

#### *The development and perfection of legal and policy system and enforcement of law and regulations*

With the development of the labour market and employment for persons with disabilities, China will develop and perfect the legal and policy systems regarding the training and employment for persons with disabilities. For instance, the regulation on employment for persons with disabilities and other regulations and policies have been prepared.

It is necessary to strengthen the mechanism of enforcement of laws and policies. Legal-aid assistance of the employment for persons with disabilities and other legal services should provide for persons with disabilities. It is also necessary to establish appraisal and punishment systems for the support of employment for persons with disabilities.

#### *Reinforcement of employment services*

The lack of development of the employment services for persons with disabilities limited the development of employment for persons with disabilities. Often service institutions pay more attention to the collection of the employment security fund instead of providing total services for persons with disabilities.

Contents of services should be added and the forms should be expanded. The standardization of services is an urgent task for the development of employment services as the persons with disabilities can receive the high quality services of employment.

#### *Development of vocational training at various levels*

In the existing vocational training system, persons with disabilities experience some disadvantages as there have not been satisfactory instruction apparatuses and methods. The teachers also need training to develop their instructional skills. There are few training possibilities for employers who have disabled employees and high-level vocational training. Therefore, it is an important task to develop and perfect vocation training at various levels to improve the quality of labour with disabilities to meet the need of the labor reserve system and employment permit system. The vocational training, including vocational education, continuing education and reemployment training, should strengthen, and the professional qualification certification system should be enforced. Furthermore attention shall be paid to job skill training for rural workers.

#### *High quality personnel development of employment services*

The low quality of personnel in employment-service institutions had a negative impact on the development of employment. Up to now, many services, such as vocational assessment, have not been provided by most service institutions. Most staffs have not acquired modern knowledge and skills of labour and employment services and do not have certificates for vocational services approved by the Ministry of Labour and Social Security.

#### *Vocational rehabilitation for severely disabled persons*

In China, most persons consider that persons with severe disabilities have lost working capacity and therefore do not have the qualification to enter the labour market. People with severe disabilities need to participate in vocational rehabilitation programmes to improve vocational capacity and to enter the labour markets. The development of job positions and personnel resources for persons with severe disabilities are underdeveloped.

#### *The development of Social security for persons with disabilities*

The development of the social security system for persons with disabilities plays an important role in the protection of interests. In the new century, China is deepening reforms of the social security system, speeding up the building of the social security system and actively implementing the pilot program for its improvement. Some social security programs, such as basic old-age insurance and basic medical insurance systems have been implemented and the employing units, where conditions are favorable, are encouraged to set up annuity and supplementary medical insurance programs for their employees. Further steps shall be taken to improve the unemployment insurance system and make the basic livelihood guarantee system for laid-off personnel from state-owned enterprises part of the unemployment insurance scheme. Development of industrial injury and childbirth insurance systems shall be accelerated. The basic old-age pension insurance system for employees of state organs and institutions shall be improved. The system for ensuring a minimum standard of living for urban residents shall be standardized. With the improvement of policies concerning social relief, social mutual aid, the special care and placement system and social welfare, the legal rights and interests of disabled persons will be further safeguarded.

### *Poverty alleviation*

A great effort has been made for poverty alleviation for persons with disabilities during the decade 1992-2002. A national scheme for poverty alleviation, special assistance to the poverty-stricken persons with disabilities, and developmental projects had been implemented in the poverty areas. However, there is a long way for the poverty alleviation with the enormous populations in poverty and underdevelopment of economy and society in poverty areas.

### **7.3 In-country plans and recommendations**

In 2001, the State Council Coordinating Committee on Disability had worked out the Work Programme for Disabled Persons during the Tenth Five-year Plan Period, 2001-2005, which had been ratified by the State Council and implemented. The Tenth Five-Year Plan for National Socio-Economic Development of the People's Republic of China stipulates: "The work for persons with disabilities should be promoted. Disabled persons should be empowered to get rehabilitated, educated and employed, and conditions for them to participate in social life should be created."

The following key tasks and measures of employment and training, and social security are cited as follows.

#### *7.3.1 The key tasks and measures of employment and training for persons with disabilities*

Employment is considered the foundation of the improvement of living situation, social status and participation in society of persons with disabilities and the key for them to realize the values of their lives. During the Tenth Five-year Plan period, the Circular of the State Council to Transmit the Suggestions of the Ministry of Labour and Other Ministries Concerned on the Employment of Persons with Disabilities should be continually implemented and supportive and protective measures vigorously taken while the employment-services system for persons with disabilities regularized. Vocational training of persons with disabilities should be reinforced to make training services available for all registered jobseekers with disabilities. The employment rate should reach up to about 85 per cent.

Employment of persons with disabilities should be promoted in all possible ways. The quota scheme of employment should be implemented nation-wide according to law; administrative law-enforcement strengthened and the collection and management of the Fund for the Promotion of the Employment of Persons with Disabilities well performed. Preferential policies should be formulated and perfected to support the self-employment and self-organized employment of disabled jobseekers on the voluntary basis. Reform, reorganization and transformation of existing welfare enterprises should be sped up; supportive and protective policies perfected and implemented; employees with intellectual or psychiatric disabilities included in the percentage of disabled employees among the entire workforce to promote the employment of persons with those disabilities. Efforts should be made to stabilize the employment of disabled people and to prevent disabled employees from being laid off as far as possible. Rural-based disabled persons should be supported to engage in productive labour.

Employment placement service facilities for disabled jobseekers should be strengthened and perfected to provide all-round services for disabled people. A national information network

on employment should be established and connected with information network on labour market so that the information can be shared. Employment-service facilities at various levels should improve their management in accordance with the standards of public employment. Placement service facilities issued by departments of labour or security and their functions of services should be perfected and conduct qualified vocational training, employment consultation and recommendation to potential employers etc., to provide disabled jobseekers with practical and effective employment placement services.

Vocational training should be conducted with great exertion to increase the vocational skills and abilities of disabled jobseekers. Mainstream training facilities of all kinds should be organized in a planned way to provide training services for jobseekers with disabilities responding to the demands of the market and potential employers. Vocational training facilities with special training approaches should be established and courses conducted for disabled jobseekers. Subsidies should be granted to disabled trainees in all kinds of vocational training facilities who cannot afford the training fees by local employment-service facilities for disabilities according to their situation and the subsidies paid by the Fund for the Promotion of the Employment of Persons with Disabilities. A comprehensive vocational training system for disabled jobseekers should be established step by step, composed of labour market forecasts, vocational training, vocational skill evaluation, a vocational skill certification system, and mechanisms for inspiring the development of competitiveness of persons with disabilities. Abilympics competitions should be held and deft hands of vocational technology and skills should be awarded.

### *7.3.2 The key tasks and measures of massage for the persons with visual disabilities*

Massage is a profession suitable for persons with visual disability and also increasing demand in society. During the period of the Tenth Five-year Plan, massage by persons with visual disability should develop more rapidly, and professional cultivation, training, job placement, policy support and trade administration be strengthened to meet the demands of society and jobseekers with visual disabilities.

Massage training should be strengthened and 35,000 persons with disability trained to be masseurs among whom 6,000 are qualified as massage therapists. Great efforts should be exerted to train disabled persons to be keep-fit massagers relying on vocational training facilities for persons with disabilities and mainstream vocational training facilities. The establishment of a massage specialization, or a major in massage, in secondary specialized schools and universities and colleges should be brought into full play to cultivate massage therapists. Teaching materials of massage, both talking and in Braille, should be made available.

Employment possibilities should be promoted. Blind masseurs and therapists shall be encouraged to be self-employed while community-based massage stations should be established and medical institutes with massage departments or sections should recruit blind massage therapists according to the quota schemes set by the local government. In line with the law and regulations of the nation, social sectors will be encouraged to start and run massage hospitals or clinics in which blind massage therapists constitute the majority of the massage personnel. Blind masseurs should have priority to be recruited into the service trade where massage has already been one of the services.

Subsidies should be provided for poor persons with visual disability receiving massage

training. Favorable treatments should be given to self-employed blind massagers and therapists in fund raising, site locating and license issuing, etc. Massage stations employing blind masseurs should be established in communities and compensated financial supports given from local Fund for the Promotion of the Employment of Persons with Disabilities. Proper awards should be given to medical institutes where more blind masseurs are recruited than the quota. Blind massage clinics and stations should have priority to be granted licenses and enjoy tax reduction or exemption according to regulations concerned.

Guiding institutes on massage by persons with visual disability at all levels should be perfected and training programmes developed, necessary teaching materials provided, guidance and coordination conducted and check-acceptance performed. Technique appraisals should be done for keep-fit masseurs whereas massage therapists graded and appropriate titles given accordingly. Trade administration should be strengthened and the market of massage by blind persons regulated.

### *7.3.3 The key tasks and measures of poverty alleviation for persons with disabilities*

Poverty alleviation is the key to assist rural-based poor people with disabilities to have adequate food and clothing and get rid of poverty. During the Tenth Five-year Plan period, 12 million poor people with disabilities should be assisted to take part in productive labour. Those who do not yet have adequate food and clothing should be able to have these needs met as soon as possible; incomes of those who already have adequate food and clothing increased steadily; the gap has been reduced between the average income in society and incomes of persons with disabilities suffering from income poverty.

The main approaches are as follows:

Poverty alleviation for persons with disabilities should be integrated into the governmental poverty programmes and projects for united arrangement and simultaneous implementation. More resources should be allocated accordingly by financial departments of the Government at national and local levels for alleviating the poverty enslaving persons with disabilities.

Certain amount of interest-paid micro-credits for fighting poverty of persons with disabilities should be given out to continue special poverty programme for persons with disabilities and more funds allocated for tackling bad debts, which may occur.

All measures proved effective should be continually taken. Micro-credit approach should be continually popularized. Society should be mobilized to assist in every possible way people with disabilities in poverty.

Training focusing on applied technology and skills should be conducted with great efforts to improve labour skills of the poor with disabilities. Capacities for productive labour of persons with disabilities should be built combining closely with rehabilitation training.

Services of service agencies for persons with disabilities in rural areas should be perfected to deliver timely and effective services to the rural-based poor with disabilities combining closely with the mainstream service mechanism so as to empower them to take part in productive labour in agriculture. Operational resources should be allocated for those agencies accordingly.

#### *7.3.4 The key tasks and measures of social security for persons with disabilities*

In the process of perfecting the national social security system, no time should be wasted and tremendous efforts made to promote social security for persons with disabilities.

For disabled persons who are not suitable for gainful labour and have neither income nor lawful supporters (or the lawful supporters have no supporting ability), supports and relief should be provided according to stipulations concerned.

The Minimum Living Guarantee System for Urban Residents should be perfected and eligible persons with disabilities included as its beneficiaries. Supportive policies and relief should be provided for rural-based disabled persons to guarantee their basic living.

The standards of Minimum Living Guarantee System should be upgraded properly wherever the conditions promise.

Disabled employees in urban areas should be insured by social insurance according to law. They pay out premiums and have old-age pensions and insurance of medicine, unemployment and injuries sustained during work etc. in accordance with the regulations concerned. Self-employed disabled persons and those employed in organized ways on a voluntary basis should take part in social insurance in accordance with regulations issued by the governments of specific provinces, autonomous regions or municipalities. Mechanisms of medical rescue and social relief/aid should be in place and strengthened to tackle the problems of basic health care and living for unemployed and poor persons with disabilities.

Construction and management of social welfare institutes for persons with disabilities should be enhanced. Persons with disabilities should be included as one of the target groups in social supporting activities, such as the Spring Buds Programme, Happiness Engineering and Activities of Young Volunteers, etc. Private sector shall be encouraged to launch and run facilities to take care of persons with severe disabilities.

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