

ILO Expert Group Meeting on Inclusion of
People with Disabilities in Vocational Training
Country Report for China

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China's area of territory is 9.6 million square kilometers. At the end of 2000, its total population was 1.27 billion, representing 458 million urban (36.2%) and 807 million rural (63.8%) dwellers. The proportion of males and females in the total population were respectively 51.6% and 48.4%.

China's economically active population was 717.5 million, in which 711.5 million were employed persons. Among them, the urban and rural employed were respectively 213 million and 499 million. Of these, primary industry accounted for 356 million(50%), secondary industry, 160 million(22.5%),and 196 million, tertiary(27.5%). At the end of 2005, the registered unemployment was 7 million, its rate was 4.3%.

China's adult literacy rate is 84.1%. The average literacy level is nearly 6 years. The ratio of illiteracy and primary, secondary, senior and post senior education is 12:36:38:11:3 respectively. New workers who received vocational education and training accounted for 70%. The proportion of primary, medium and senior skilled workers among the existing workforce are 61.5%, 35% and 3.5% respectively.

China is undergoing the transition from planned economy to market economy. The Ministry of Labor and Social Security, and the local labor bureau, are in charge of employment promotion and vocational training, including for the persons with disabilities. The China Disabled Person's Federation, as the key organization of the disabled, is responsible for implementing measures for persons with disabilities, in which the Department of Education and Employment is to facilitate the vocational rehabilitation. This Federation and the local federations nationwide have 80 thousand staff in total.

Since the practice of reform and opening-up policy in China from 1980's, the great importance was attached to developing human resources and promoting the comprehensive quality of national citizen by formulating laws and policies and implementing a series of measures. Among them, quickening the development of vocational education and training and strengthening the

laborer's quality, employability and innovative competence have become the important content and means for the strategy of sustainable development which is practiced by Chinese government. And it attracted public attention and recognized by the government and non-government, business enterprises, training providers and laborer.

Ministry of Labor and Social Security has made so many efforts to facilitate the common development of vocational training providers at various types in these years. It also has devoted to establish national vocational qualification training system that is parallel to the diploma education so as to offer good conditions of lifelong learning to the laborers and it has achieved good result.

I. People with disabilities, data and situation

Now in China, there are more than 60 million disabled persons, which takes approximately 5% of the total population. According to the kind of disability, there are 8.77 million physical disabled people, 20.57 million hearing disabled people, 8.77 million visual disabled people, 11.82 million mental retarded people, 2.25 million psychiatric people and 7.82 million multi-disabled people.

Among these persons, there are 25 million people who are in the working age and have working ability, of which 5 million are in urban area and 20 million in rural area. By 2000, in urban area 3.31 million disabled persons had been employed, among which concentrated employment (mostly in sheltered enterprises) were 961 thousand, open employment or by proportion in other employers were 970 thousand, self-employment were 1.38 million, while 963 thousand urban disabled persons kept unemployed, the job seekers registered in the employment service for the disabled were 673 thousand. In rural area, 16.16 million disabled persons were employed.

China's employment situation is very serious in these years. It exist keen competition in the labor market, particularly the employment rate of disabled persons lag behind the general level. Although there are a series of laws and rules to protect the disabled person's employment rights, but they are not so effective in practice to enhance their socio-economic participation.

Some of the sheltered enterprises, which employ the disabled concentratedly, under a bad situation or even closed down in recent years for

management, technical, financial or human resource reasons. The self-employment also have many difficulties because of the disabled persons' business capability and finance factor, especially they can't get enough social protection such as pension and health insurance. And the disabled employment by proportion hasn't yet been fully implemented in practice for lack of powerful legislative protection.

II. Legislation and policies

1. In 1990, China issued the *law on disabled persons protection*, which formulated that:

---'The state protect disabled persons' labor rights;

--- Local government should create good condition for the disabled persons' employment;

--- The disabled person's employment follow the guideline of combining concentrated employment with scattered one;

--- State and social partners will develop sheltered enterprises to employ disabled persons concentratedly;

--- State propels employers to employ the disabled persons. The public sectors, enterprises and other organizations should employ disabled persons according to a certain proportion (1.5-2%, set by provincial government);

--- Government encourage and help disabled persons to undertaking self employment.

The main policies and measures on employment promotion for the disabled persons can be roughly concluded as,

--- Developing legislation, rules and plans in this area. Apart from the laws and other rules, in 1996, China's central government initiated the 9th national 5-year plan for the disabled persons, which was one of the 3 national plans since 1991. By the end of the 9th 5-year plan, the urban employment rate of disabled persons has reached 80.7%, while its rural rate reached 84.3%.

--- Developing supportive policies. According to the rules and plans, some supportive policies were issued. Such as, the sheltered enterprises in which

above 35% employees are the disabled can get tax and interest reduction; the self-employed disabled persons can have tax exemption. The most remarkable progress during the 9th 5-year plan is that the disabled persons engaging in self-employment soared from 100 thousand in 1995 to 1.38 million in 2000, partly because of the supportive policies to them.

--- Developing public employment service, particularly for the disabled persons. In China, now all the 18.7 thousand public employment service agencies, which have 58 thousand staff, have duty to provide free services to the unemployed job seekers and other vulnerable groups, including the disabled. Moreover, 80% of the local Disabled Person's Federation have set up job agencies to offer them free services as job exchange, vocational guidance and job training. The staff in the disabled person's job agencies has reached 5600 persons.

2. The titles of laws regarding vocational education and training

2.1 *The Labor Law of the People's Republic of China (1995)*

2.2 *The Education Law of the People's Republic of China (1995)*

2.3 *The Vocational Education Law of the People's Republic of China (1996)*

2.4 *The Teacher Law of the People's Republic of China (1994)*

2.5 *The Regulation on Schools Run by Social Forces (1997)*

III. China's Occupational Education and Training System

1. Occupational education and training system

1.1 System composing

China's occupational education and training system is a comprehensive one that oriented to occupational activities and cored as vocational competence. It consists of occupational classification, occupational standards, vocational education and training, vocational skill testing and vocational qualification certification, skill competition and awarding of skill talents.

Chart 1: System composing of Chinese occupational training

occupational classification

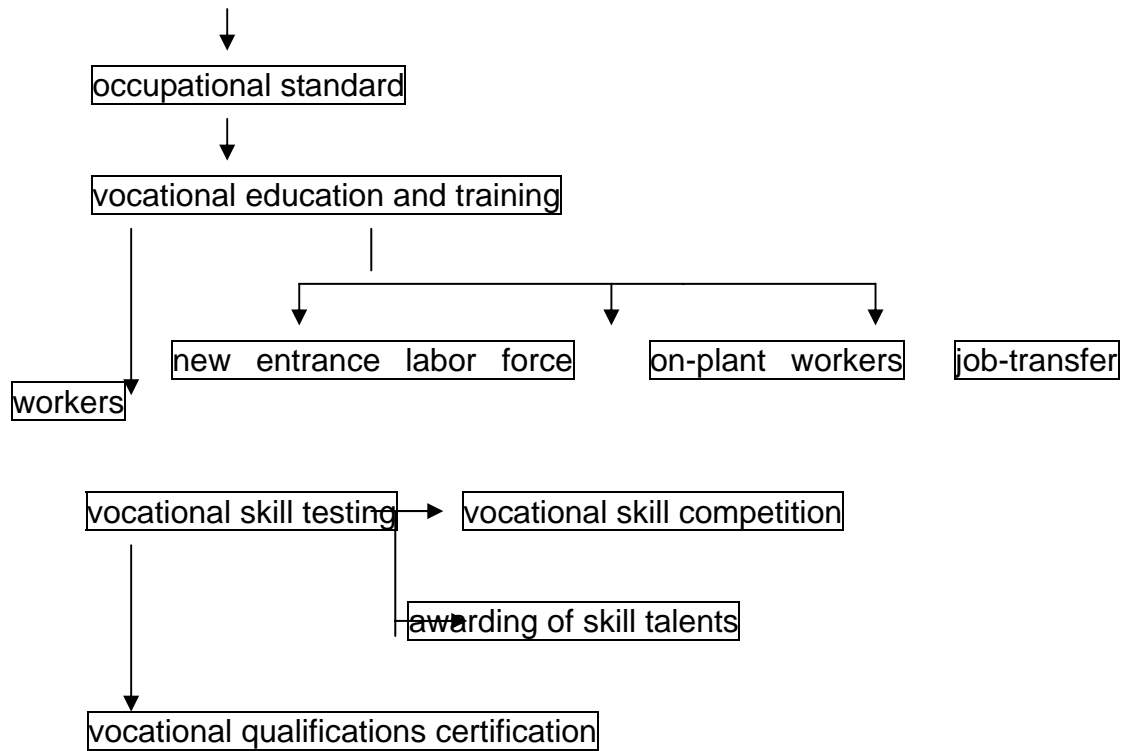


Chart 2: Vocational education and training institutions composing:

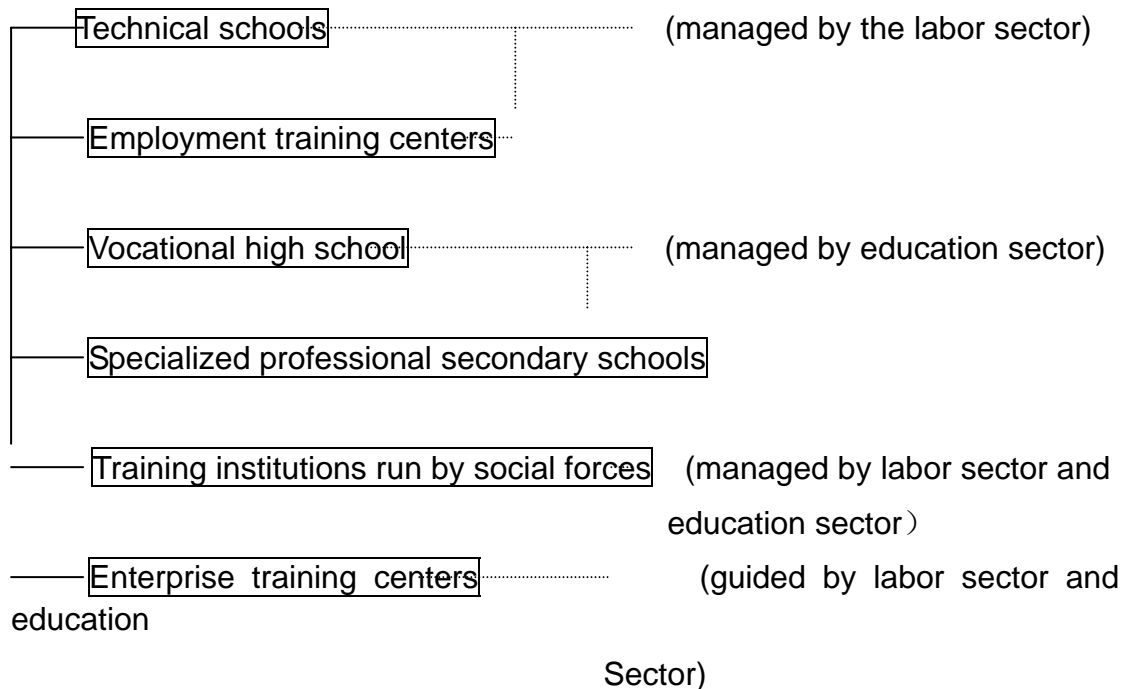


Chart 3: Organizational administrative structure of China's vocational training



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Note: As a department of MOLSS, a government organization taking the overall responsibility for the national vocational training and employment administration, the Department of Training and Employment performs the following main functions regarding to vocational training: organizing the development of national occupational classification and national skill standards; coordinating and promulgating relevant industrial skill standards; establishing the vocational qualification certificate system and designing policies on vocational testing; making development plans and administrative regulations on technical schools under the direction of the national guidelines and policies on education; making plans and policies on in-plant training, retraining of unemployed and enterprise laid-off workers, training provision by employment training centers and vocational training providers run by social forces; making rules, policies and measures on the training, awarding, commendation of vocationally skilled personnel and on vocational skill competitions; providing guidance for the training of trainers for technical schools and vocational training providers, and making plans for the development of teaching materials and evaluation standard and regulations for technical schools.

1.3 The national plans for vocational education and training

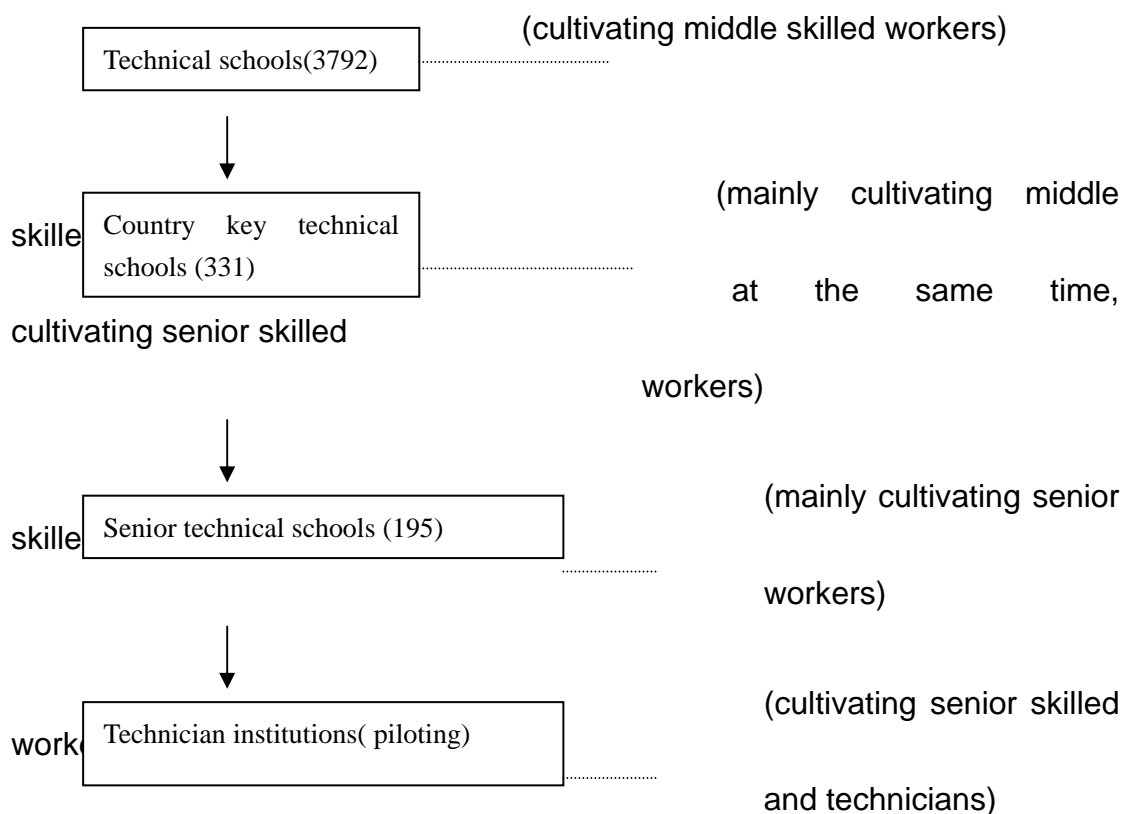
The Tenth Five-Year-Plan for National Economic and Social Development stipulated: Accelerating the development of education, improving the quality of national citizen; Making great efforts to enhance quality-orientated education, attaching great importance to cultivating the innovative spirit and practical abilities; Facilitating all-round development of students, including morality, intelligence, physical and esthetic sense. Greatly developing the vocational education and training, developing adult-education and other continuing education, gradually forming public and social educational system for lifelong learning. Carrying out a flexible studying system, and loosing the limitation on enrollment age, permitting students to complete their studying stage by stage. Greatly developing modern education via distant learning, improving the modernization and informational education. Strengthening the quality of the teachers and upgrading the level of teachers' profession and morality. According to the development trend of world economy, science, technology and the demands of talent by the adjustment of economic structure, great efforts should be made to adjust the structure and layout for education. And the substantial progress should be achieved in perfecting the structure of courses, renewing the teaching books, reforming the testing

system and teaching methods.

1.4 National planning figures regarding provision of training

The government has encouraged the development of various training institutions, and strengthened the supervision and control of training quality. Among them, the government has made steps of development for technical schools, the representative of public vocational training, and formulated relevant standards for each step.

Chart4: Developing steps of technical schools



The Standards for National Key Technical Schools: The major courses should be no less than 4, and recruit students for 3 years continuously; the scale of school should be more than 1000 students, among them, more than 800 are formal students; the area of school should take up more than 26000 square meters, and the practice building should be no less than 6000 square meters; teachers of each course and general curriculum should be scholar

and hold relevant vocational qualification certificate; besides, there are requirements of playground and gymnasium.

The Standards for National Senior Technical Schools: The number of students should be more than 1200, among them, senior skilled workers should be no less than 400; the major courses should be no less than 4; the area of school should take up more than 26000 square meters, and the practice building should be no less than 6000 square meters.

The Approval of Training Institutions Run by Social Forces: With definite direction, objectives, teaching plans, relevant teaching books; with full-time and part-time teachers and necessary managers suitable for the scale of training; with training building and equipment suitable for the training scale; with steady financing sources, and the original funds should be more than 100 thousand Yuan (except the fixed assets).

2. Profile of public vocational training institutions

2.1 Types and numbers of training institutions

Divided by the sponsor and fund sources, there are public vocational training institutions (mainly refers to technical schools and employment training centers), enterprise training centers and training providers run by social forces. According to the statistics of 2000, there are 3792 technical schools which aim at cultivating middle and high skilled workers nationwide with 1.4 million formal students and 1.58million informal trainee. 650 thousands of formal students graduated in former years. There are 3751 employment training centers which mainly performance various short-time training and some qualification training, with 4.08 millions of trainee and 3.88 millions of graduates in former years. Besides, there are 20 thousands of enterprise training centers and 15 thousands of training institutions run by social forces with 3.31 millions of trainee.

2.2 National occupational qualification profile

According to the stipulation of Article 69 in *the Labor Law*: the country decides the classification of occupation, formulates the vocational skill standards of relevant career, implements the occupational qualification policy. The first Occupational Classification Dictionary of the People's Republic of China was official published in 1999. All social careers are divided into 8 categories. Regarding to the 1838 careers, the country formulates the standards consist of knowledge, skill, environment, educational background

and vocational morality, etc. According to the vocational standards, carrying out skill testing, performing occupational qualification system. To date, China has initially established a testing system for low, medium, senior, technician and senior technician level skills. The performance of occupational qualification system has played an important role in improving the labor forces characters and pushing the employment and reemployment. It has also set up a successful way which is parallel to the diploma certificate for the skilled workers. At the same time, because of its evaluation on the labor's vocational characters objectively and fairly, it has also pushed the cultivation and development of labor market, and become a passport for labor forces to migrate freely inside the market. Besides, it has gradually become an important method of labor management in enterprises, and received emphasis and agreement of enterprises. During the last ten years, more than 25 millions of people have participated in the vocational skill testing and achieved the qualification certificates.

2.3 The main training programs offered by government

In recent years, the Chinese government has paid more attention to the development of public vocational training, and sponsored a series of training program referring to various groups.

2.3.1 Implementing the program titled as "Helping 10 Million People to Get Reemployed in 3 Years" for the laid-off workers of stated-owned enterprises.

In 1998, in view of the situation that plenty of surplus workers getting off their jobs and having weaker competitive ability and less employment opportunities, the Ministry of Labor and Social Security sponsored the first "3 year 10 million" re employment training program. The program put forward that from 1998 to 2000, the government would offer vocational training and guidance for 10 million laid-off workers in order to help them transfer the employment ideas and strengthen their employment abilities and grasp the "gold key" of reemployment.. In order to match the performing of this program, MOLSS posed the task of "131", that meant, for each laid-off workers who had entered the reemployment service centers of enterprise, the government would offer vocational guidance once, and employment information 3 times, and all-free or part-free training opportunities once. During the performance of program, the government at all levels explored and established a socializing and market-based vocational training operating mechanism in order to mobilize various training providers to participate the program. That was to say, fully mobilized the social power including the public vocational training centers

and training institutions run by non government organizations and social forces to take active part in the program, and providing training items with various forms and abundant contents for the laid-off workers. Meanwhile, in order to strengthen the direction and efficiency, the government adopted the action of purchasing training achievements which meant the government paid the training providers according to the quality rate and reemployment rate after training, thus supervised the quality and effect of training. In order to receive the training subsidy from government, some training providers set up a folk relationship with the enterprise and the job placement centers so as to put up a scientific and accurate training item, and dredged the employment channel for the trainee.

The training tasks were mainly implemented by the employment training centers and technical schools. Besides, the training institutions run by social forces had also played an important role.

According to the statistics, by the end of 2000 year, there were 13.58 million laid-off workers had received various training. Among them, 8.83 million had been re-employed which took 65% of the total trainees. We can say, the implementation of the program have played an important role in improving the employment ideas and competitive abilities of the laid-off workers and promoting them to realize reemployment as soon as possible, and it pushed the reform and development of the state-owned enterprises.

2.3.2 Organizing the implementation of entrepreneurial training programs.

In order to enhance the creative ability of some laid-off workers and unemployed workers, and probe a new way to promote employment, in 1998, the MOLSS piloted entrepreneurial training in Beijing, Shanghai, Suzhou and some other cities, provided entrepreneurial training for the laid-off and unemployed workers who wished to create a small-sized enterprise, helped them realize self-employed or grasp the knowledge and method of creating a small-sized enterprise(including the relevant policies, tax knowledge, enterprise management, marketing services and the creative procedure, etc), and offered political supports and services for the creation, for example, offer tax reduction or exemption for the creation in community service industry which was encouraged by the government. Another example, the training centers invited relevant experts and set up a consulting group to offer help and guidance for the trainees when they have questions anytime. The training were divided into three steps : the first step was called general training stage, mainly instructed basic knowledge needed in the period of enterprise creating; the second was called individual guidance stage, mainly guided trainees to

inspect the market, formulate and guarantee the plan of creating. For the two stages, it took about 3 to 6 months. The third was called implementation, mainly guided trainees to handle all types of procedures, create and operate enterprises. Considering the existence of some indefinite factors, it could take longer or shorter time. Up to now, more than 30 thousands people have taken part in the training in 30 cities. The successful rate is about 40%, and in general, once a person is succeeded, 6 to 7 persons can be get employed .

The training was mainly undertaken by employment training centers. Now, creating education curriculums are also set in some technical schools in order to strengthen the sense of innovation and creation of the students, enable them to hold certain ability of creating an enterprise while grasping special skills.

Note: the funds for reemployment training and entrepreneurial training for laid-off and unemployed workers are mainly paid by the government. Among them, funds for laid-off workers are from reemployment subsidies, while funds for unemployed are from unemployment insurance funds.

2.3.3 Implementing the Labor Preparatory System for new entrants of labor forces.

In order to enhance the vocational quality of new entrants of labor forces and strengthen their employment ability, since 1996, the MOLSS had implemented labor preparatory system pilot in 36 cities, and organized the new entrants of labor forces to receive vocational education or training ranging from 1 to 3 years. In 1999, this system was popularized in the urban areas nationwide. In 2000, more than 730 thousands young laborers participated the training. The training program was mainly implemented by the institutions dominated by the government with better conditions, high quality and proper courses. According to the development of economy and the demand information of labor market and the occupational classification, the dominated institutions restructured and perfected the courses and set the new course suitable for the employment demands. The period of training were decided by the culture degree of the trainee and the practical demands of jobs, ranging from 1 to 3 years. The curriculums were divided into 4 modules, such as basic quality, vocational knowledge, special skill and social practice. Vivid training forms were put into use, such as full-dime training, part-time training, credit system training, hour system training and distant learning. After the training and examination, the trainee would receive the qualification certificate. Some excellent trainees would receive certificates of technical schools. The implementation of labor preparatory system had played an important role in all-round advancement of quality education and increase of the young labor forces and the improvement of competitive of enterprise and consummation of

products and service quality. Meanwhile, to some extent, it also retarded the pressure on the labor market by adding certain period of training on the new entrants of labor forces.

2.3.4 For on-plant workers, the government implemented the vocational qualification certificate system and connected it with employment and wage system to lead the enterprise and the workers to pay more attention to the vocational training, add more investment in human resources, enhance the ability of sustained development of enterprise and workers. (The country hadn't carried out special training program.)

The funds of on-plant training: 1.5% of the total payroll of enterprise workers shall be used for workers training.

2.3.5 Implementing training program for the surplus labor forces immigrating from rural to urban areas or non-farming industry. In order to improve the vocational quality of rural labor forces, since 1991, Chinese government has been carrying out the program of Rural Labor Development and Employment. One important measure was to formulate vocational plan, establish and consummate the training system, and initially form the training network of 3 levels consist of municipal employment training centers, training bases of labor service stations of towns and villages, night-schools of the countryside. Through providing the training curriculums relevant to the practical farming skills, non-farming skills and labor migration, and certain employment guidance and services, the rural labor forces has greatly increased their employment abilities and realized employment by various means, and increased their income greatly.

IV. Vocational Training for people with disabilities

The principle of vocational education of the disabled person is that priority should be given to primary and secondary vocational education and due attention should be paid to higher vocational education. In line with the need of labor market and the physical and mental features of disabled persons, medium and short-term vocational education with practical skills as the focus is conducted in a socialized work style, through different channels and in different ways.

At present, the formal vocation education and the informal vocational training of disabled persons have been developed concurrently. In special schools, vocation education will be largely taken and the students will be streamed before they graduate. In addition, there are 8 secondary vocational

education schools were been established by CDPF in Tianjin, Liaoning, Shandong, Zhejiang, Hunan, Yunnan and Xinjiang provinces. Some departments concerning massage or tune for the blind, fine arts and computer design for the deaf, computer application or business management for physical disable people were set up with characteristics. If they have passed the graduating exams, the disable students will get school diplomas and national vocational qualification certificates. By the end of 2004, there are 145 vocational junior middle school and senior middle schools, where are enrolled 11 thousand disabled students. Except that, some ministries and NGO and all levels of disable persons federations have established training institutions which apply informal short-time vocational training for disable persons. When disable persons study in mainstream institutions, the disable persons federations will support them with arranging sign-language or Braille interpreter to help teaching or study. In 2004, 3335 vocational training institutions for the disabled have been established throughout the country, and there are 2257 institutions which are mainstream social vocational training institutions and 1078 institutions which are segregated by all levels of disable persons' federations.

Disabled group has specific characteristics, a variety of needs and participation in all social fields. It decides that the exercise of vocational education and training of disabled persons must be socialized. In urban areas, to combine vocational education and training with employment makes disabled persons fit in with the needs of market. In rural areas, the vocational education and training are the key to poverty-alleviation. The training of technical ability in planting, breeding and handicraft is emphasized. And in 2004, around 570 thousand disabled persons received training, and there are 175 thousand disabled persons in the city and township area and 395 thousand disabled persons in the rural area.