

Chapter 2

中国残疾人就业与公共服务的研究笔记

A Note on Employment of and Public Services to Persons
with Disabilities in China

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Introduction

As Introduction of this book comprehensively describes *The Second China National Sample Survey on Disability*¹ covers important socio-economic aspects of the livelihood of persons with disabilities (PWDs, in short) in China. This short note is to highlight some of critical issues found from simple exercises with the data from the survey. Among all, employment and supply of public services will be deeply and widely studied. They will be examined with processed data appearing on the *Survey*.

Main findings from analyses developed in this chapter are the followings: (1) low employment rate of PWDs; (2) further low employment rate of female PWDs; (3) concentration in employment of PWDs to agriculture and public services; (4) dependency of unemployed PWDs to family members in earnings; (5) low ratio of PWDs with any PWD certificate; (6) low supply of public services to PWDs; (7) narrow coverage of social security for PWDs; and (8) further disadvantages of PWDs living in inland and western parts of China in receiving PWD certificates / public services / social security.

The rest of this chapter will be organized as follows. The next section elaborates features of employment of PWDs. The following section investigates policy outreach to PWDs. The final section will give concluding remarks.

1. Features of Employment of PWDs

In general, wage and salary are typical source of income for middle- and low-income persons. The scale and the structure of employment opportunities are key determinant of the livelihood of people. Thus, it is meaningful to look into issues concerning employment, occupation and earnings of PWDs in China.

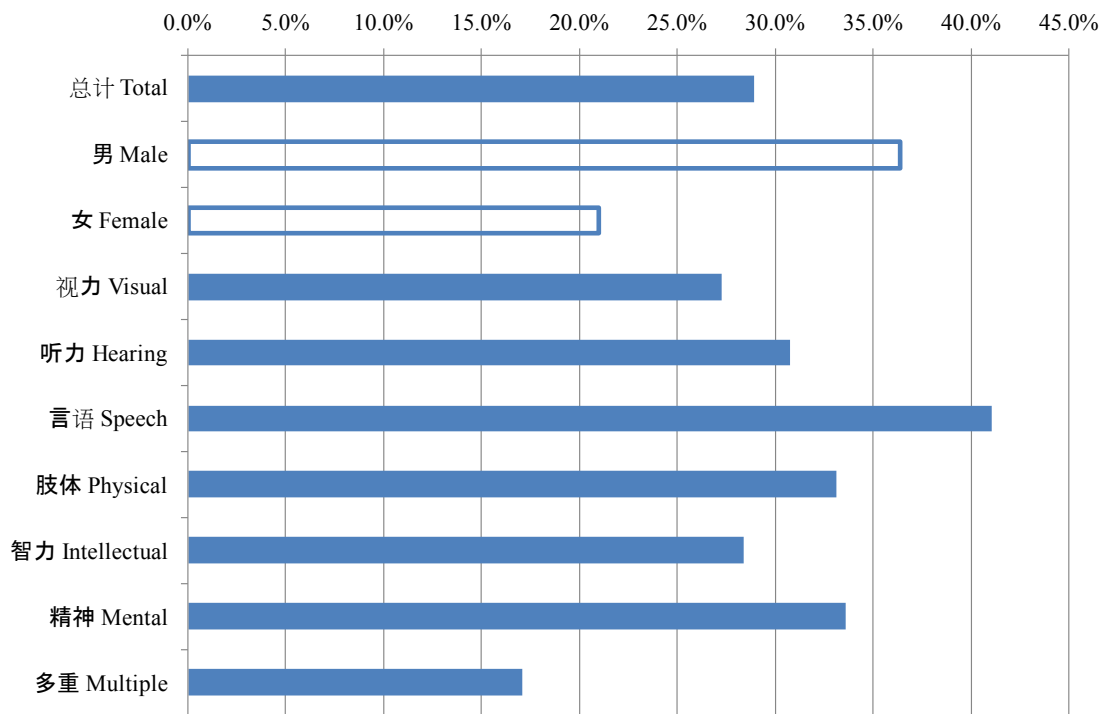
Employment Rate

The *Survey* contains rich information on employment of PWDs. Figure 1 presents the employment rates of sample PWDs by sex and disability, which is the ratio of the number of employed PWDs to that of total sample PWDs. The overall employment rate of sample PWDs is as low as 29.0 percent. Since the number of

¹ This is referred to the *Survey* throughout the chapter. The Survey is found in the list of references as Office of the Second China National Sample Survey on Disability ed. [2008].

“economically active population”² among sample PWDs, the unemployment rate cannot be worked out from this figure. However, if the labor participation rate is 50 percent, then the unemployment turns out to be as high as 42 percent³. Therefore, it is evident that the employment opportunities are less available to PWDs than non-PWDs.

Figure 1. Employment Rate by Sex and Disability



Note: The terminology given in the figure is directly taken from the source.
 Source: The *Survey*. Tables 2-1 and 2-23.

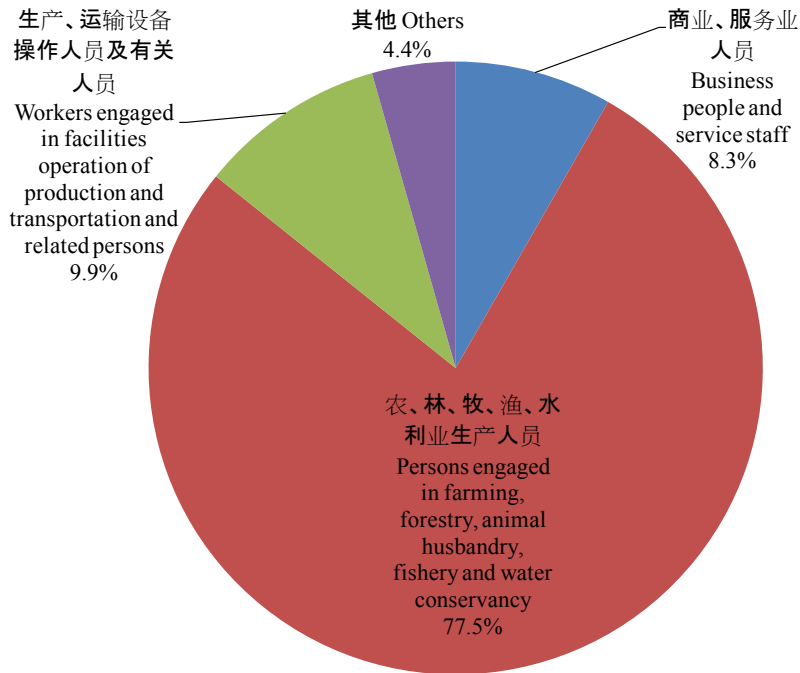
Another pronounced feature of the employment of PWDs is the difference in employment rate between males and females. The rate of women is lower than that of men by around 15 points. This might be due to a differential treatment against women for employment.

As for the tendency by disability, persons with intellectual disabilities have the lowest employment rate in the sample.

² Economically active population is defined as population who are willing to get a job. Another term of “economically active population” is “labor force”.

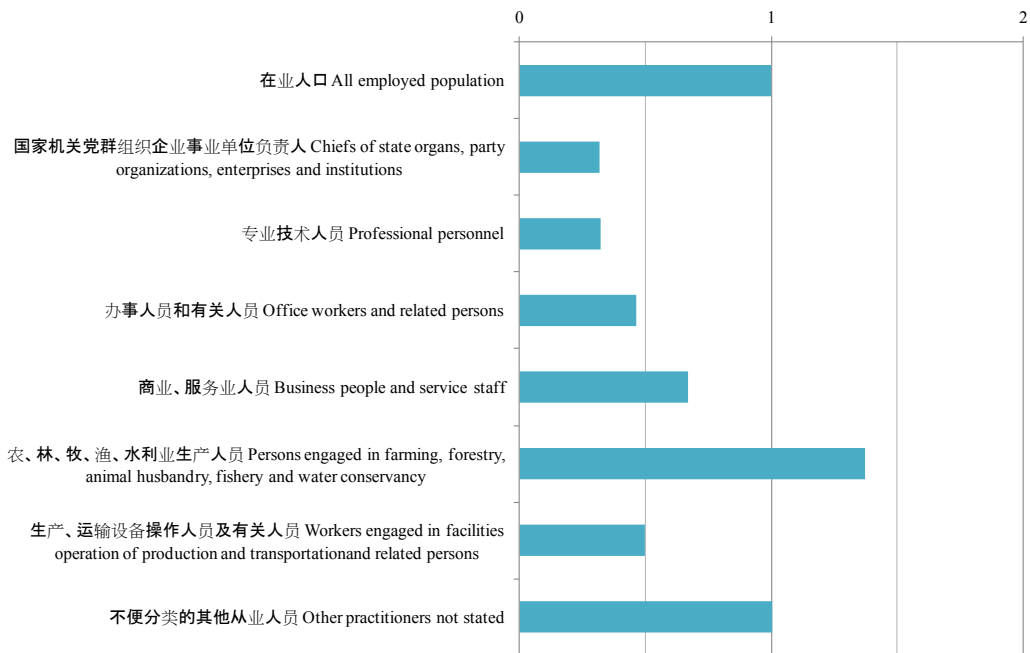
³ , where E , L and P are employment, labor force and population, respectively. Note that the employment rate is defined as E/P in this chapter. Thus, the figure of overall unemployment of 42 percent was worked out as . The assumption on the labor force participation rate of 50 percent is reasonable. See Haveman and Wolfe [2000], p. 1007.

Figure 2. Composition of Employment of PWDs by Occupation



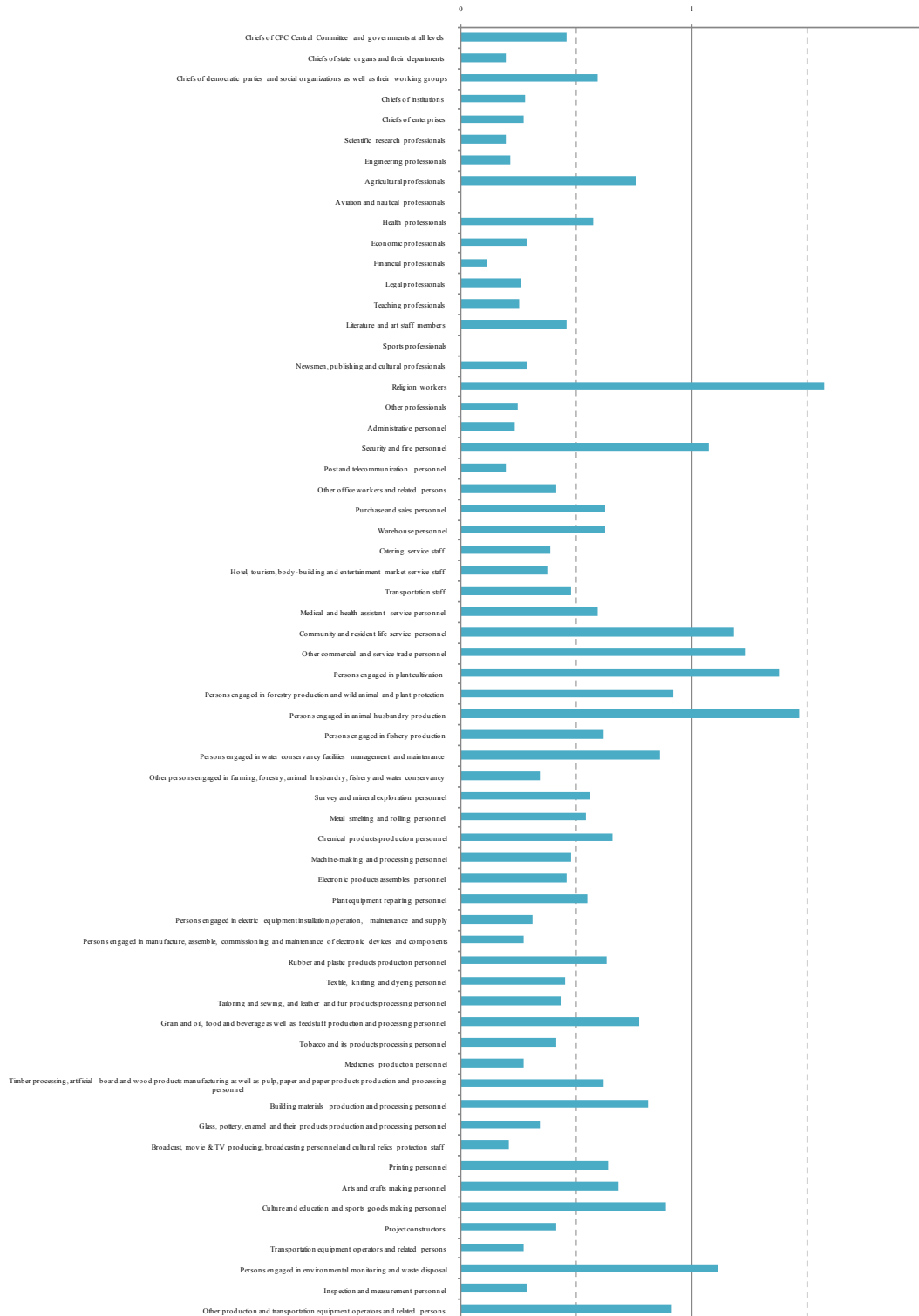
Source: The Survey. Table 2-23.

Figure 3. Specialization Index of PWDs in Employment by Occupation



Source: The Survey. Tables 1-18 and 2-23.

Figure 4. Specialization Index of PWDs in Employment by Sub-category of Occupation



$$\frac{(L_i^D/L^D)}{(L_i/L)}$$

Note: The specialization index is defined as $\frac{(L_i^D/L^D)}{(L_i/L)}$ where L and L^D are total and PWDs' employment, while L_i and L_i^D are those with i -th occupation.
Source: The *Survey*. Tables 1-18 and 2-23.

Occupation

The most common occupation for PWDs in China is the farmer (Figure 2). More than three quarters of employed PWDs are employed in the primary sector. Then industrial and service sectors follow with 9.9 percent and 8.3 percent, respectively. The primary sector dominates the employment of PWDs.

However, the dominance of the primary sector in employment is common to non-PWDs in China. So, the question is whether the primary sector has a higher likelihood to employ PWDs than other sectors. And, that is true.

Figure 3 exhibits the specialization indices of PWDs in employment, which incorporates the likelihood of employment of PWDs by Occupation. The specialization

$$\frac{(L_i^D/L^D)}{(L_i/L)}$$

index is defined as $\frac{(L_i^D/L^D)}{(L_i/L)}$, where L and L^D are the total employment and that of disabled people while L_i is the number of employed persons with the i -th occupation and L_i^D is the counterpart for PWDs.

The specialization index for “all employed population” is unity by construction (see Figure 3). It is evident that the primary industry offers employment opportunities to PWDs more than proportionally to non-PWDs. More concretely, the share of occupations engaged in primary industries for PWDs is roughly 1.4 times higher than the same share for total population including both PWDs and non-PWDs. What more striking are the indices for “chiefs of state organs, party organizations, enterprises and institutions,” “professional personnel,” “office workers and related persons,” and “workers engaged in facilities operation of production and transportation and related persons” are all below 0.5, so that the share of employment with those occupations are smaller than a half of the share for total population. In a sense, the doors are less open to the above occupations for PWDs.

Figure 4 breaks down Figure 3 to sub-categories of occupation. The occupation of the highest specialization index is “religion workers”, which takes 1.58. That of the second greatest is “persons engaged in animal husbandry production”. Then, “persons engaged in plant cultivation,” “other commercial and service trade personnel,”

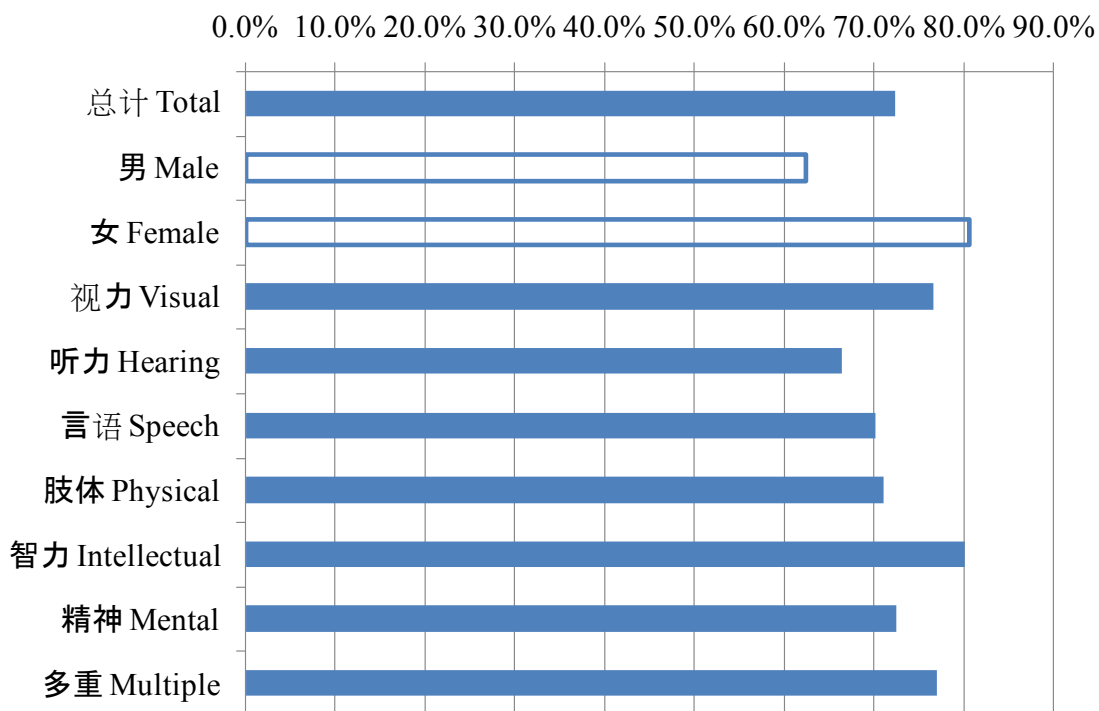
“community and resident life service personnel,” “persons engaged in environmental monitoring and waste disposal,” and “security and fire personnel” follow. Most of them are social services related or primary industry related occupations. The specialization indices of the all the other 56 occupations are below one. Thus, only a limited number of occupations preferentially offer jobs to PWDs.

Livelihood of PWDs Without Job

Economic life of PWDs without job is most likely to be dependent on supports from family members. As shown in Figure 5, more than 70 percent of PWDs without job answered that their main source of income is financial support from other family members. Alternative sources of income are “pension,” “basic living fund,” “property income,” and “insurance income”. Most of the rest of PWDs without job depend on “pension” or “basic living fund”.

As evident in the figure, female PWDs without job depend on family more. Persons with visual and/or intellectual impairments rely most heavily on family in terms of earnings.

Figure 5. Ratio of Unemployed PWDs Whose Main Source of Income is Support from Family Members

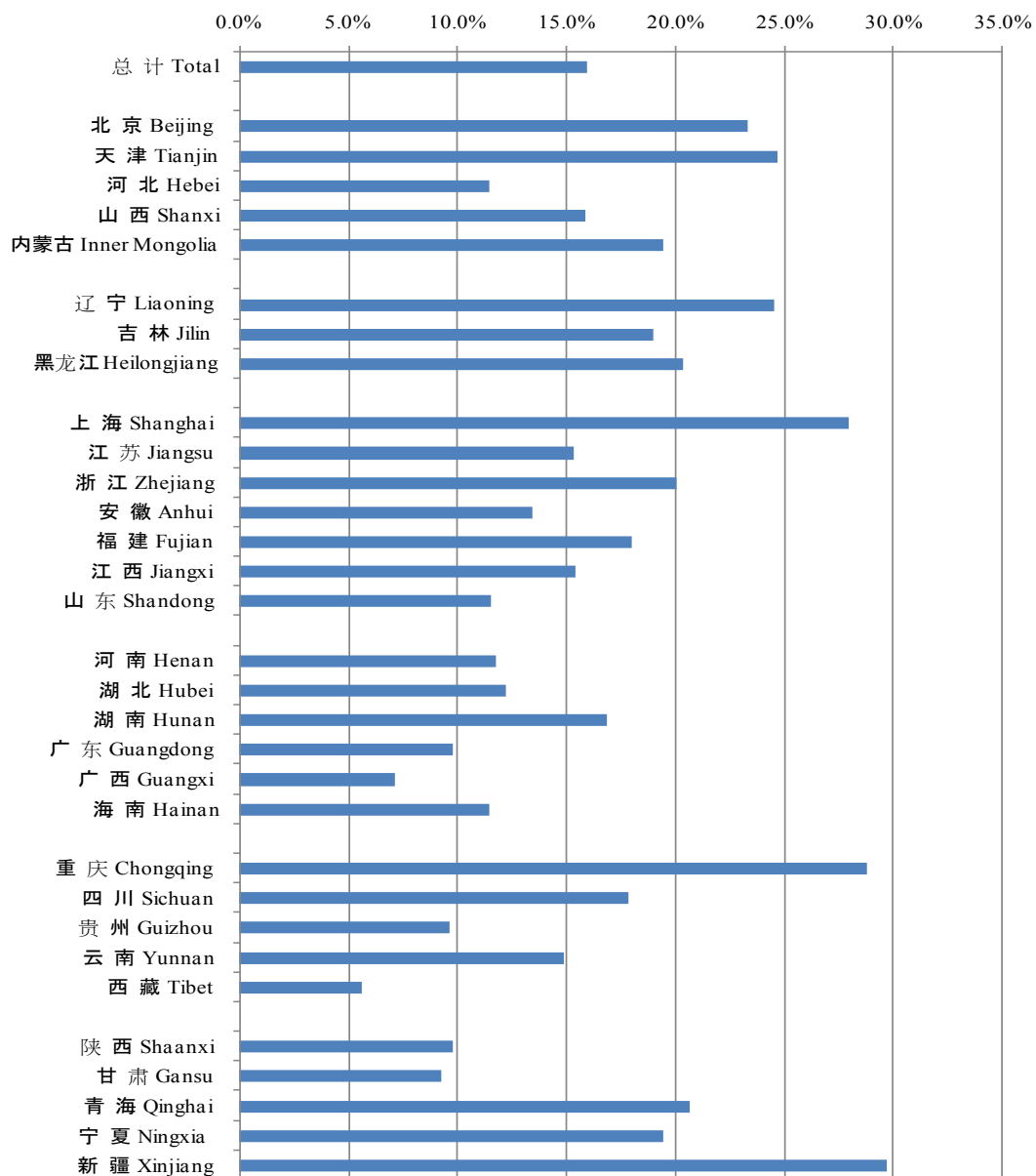


Source: The Survey. Tables 2-43, 2-44, 2-45, 2-46, 2-47, 2-48, 2-49, and 2-50.

2. Outreach of Public Services to PWDs

Economic conditions are not sole determinants of the livelihood of PWDs. Another important factor is public services provided by the government. Since the role of the government is unique in China, the examination of width and depth of outreach of public services will give valuable lessons in policy formulation for PWDs in other countries.

Figure 6. Ratio of PWDs Who Do Not Own a PWD Certificate



Source: The Survey. Table 4-120.

Certificate

In China, the certificate to ascertain the “degree of disability” is issued to PWDs. The “degree” is fourfold in ascending order in the severity of disability⁴. This certificate is a basis to testify the eligibility to receive some public services.

Figure 6 demonstrates which provinces fail in providing the disability certificates to PWDs. Throughout China, 16.0 percent of sample PWDs have not received the certificate. The ratio of PWDs who do not own the certificate tends to be higher in provinces where a metropolis is located. Beijing, Tianjin, Liaoning, Shanghai and Chongqing exhibit outstandingly high ratio among neighboring provinces. In addition, Xinjiang, which is located deep in the West, also shows a high no-certificate rate. In both urban areas and the West, distributing the certificate might be more costly than in the other provinces.

Public Services

There are various public services that PWDs might want to entertain. The *Survey* investigated how widely PWDs utilize public services. The service items that the *Survey* picked out⁵ are (1) medical service, (2) assistive appliance, (3) rehabilitation training and services, (4) educational expenses subsidy assistance or deduction, (5) vocational education and training, (6) employment arrangement or assistance, (7) poor disabled person support, (8) legal aid and services, (9) accessible facilities, (10) accessible information, (11) living services, (12) cultural and recreational services, and (13) others.

Even though as many as 13 sorts of services are listed, around 40 percent of PWDs do not receive any of them in whole China (see Figure 7). PWDs living in inland and western provinces are unlikely to entertain any services. For example, more than 70 percent of PWDs living in Tibet have not received any of the listed services. The same ratio of Xinjiang is 64.2 percent. Southern provinces, such as Henan, Hubei, Hunan, Guangdong, Guanxi and Hainan, also show higher no-services ratios. The ratios of the southern provinces are greater than or close to 50 percent except Guanxi.

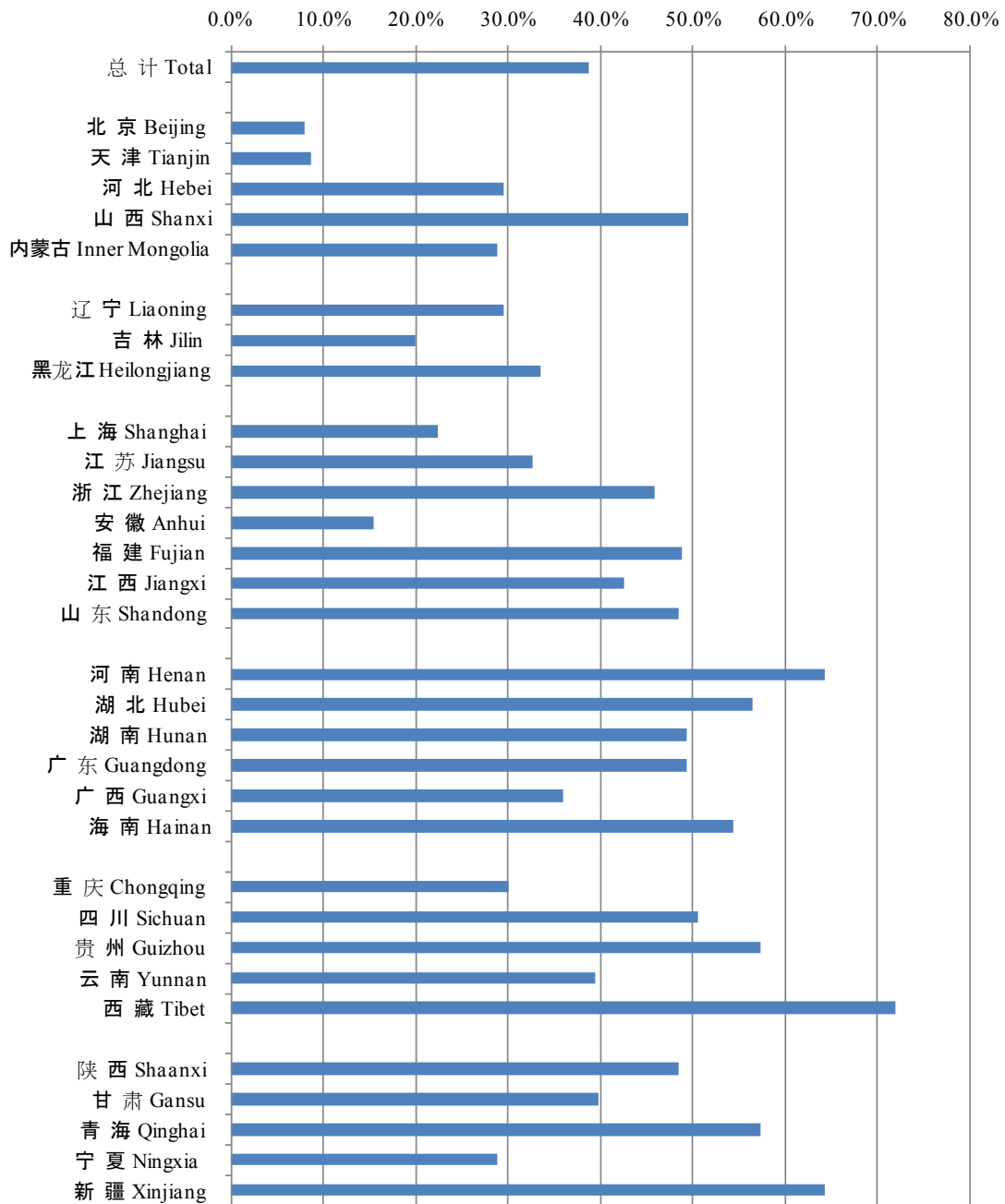
By contrast, city-dominated provinces are likely to exhibit a lower non-service ratio. In Beijing and Tianjin more than 90 percent of sample PWDs have received at least one of the 13 services. Table 4-171 of the *Survey* reveals that in each province

⁴ See “The Classification and Grading Standard of Disabilities of the Second China National Sample Survey on Disability” in the *Survey* book for details.

⁵ The terminology of services is exactly cited from Table 4-171 of the *Survey*.

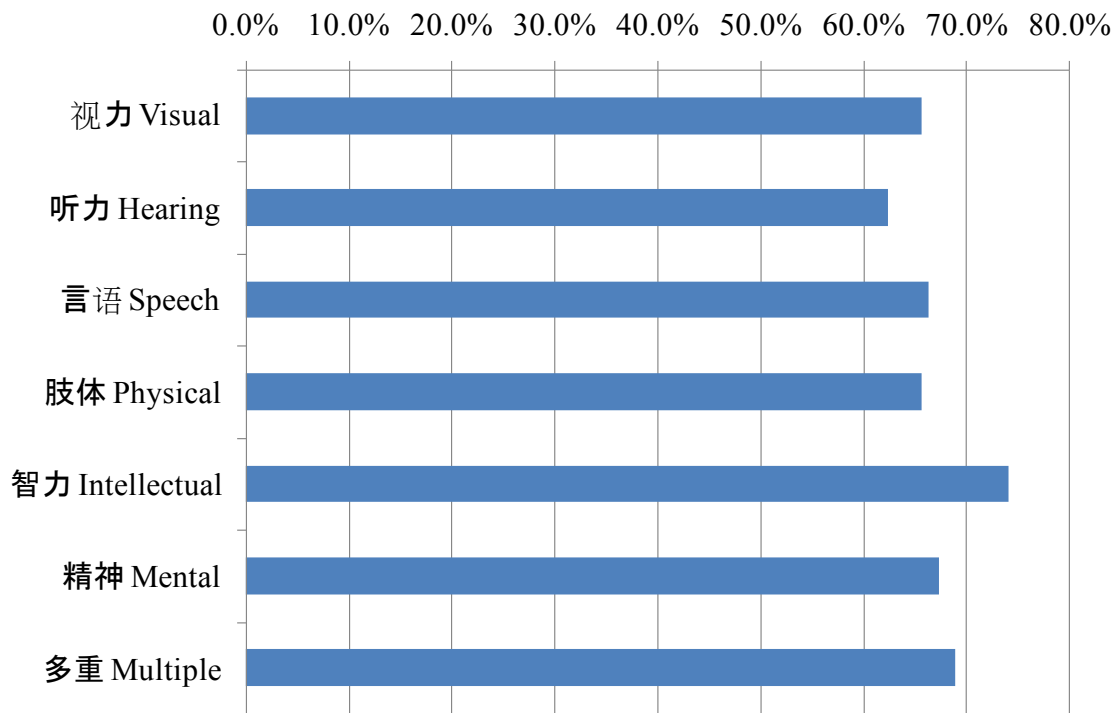
PWDs living in an urban area are inclined to receive public services than those living in a rural area. The data shows that the no-service ratio in urban areas in whole China is 26.9 percent, while the same ratio for rural area is 43.8 percent. Simply, PWDs in urban areas seem to benefit public services more than PWDs in rural areas.

Figure 7. Ratio of PWDs Not Receiving Any Services



Source: The Survey. Table 4-171.

Figure 8. Ratio of PWDs Not Covered by Pension and Any Insurances



Source: The *Survey*. Tables 4-143, 4-144, 4-145, 4-146, 4-147, 4-148, and 4-149.

Social Security

Various risks are insured in China to a certain extent. The *Survey* collects data of coverage of pension and some insurances such as “medical insurance,” “occupational injuries insurance,” and “unemployment insurance”.

More than 60 percent of sample PWDs are not covered by any pension and insurances (Figure 8). Persons with intellectual or mental disabilities are covered the least. However, the coverage is generally low among all types of PWDs. According to Tables 4-143, ..., 4-149 of the *Survey*, the medical insurance covers around a third of sample PWDs, while pension does a tenth. The occupational injuries insurance and unemployment insurance are applicable to a very small number of sample PWDs. As a whole pension and insurance are not widely useful for PWDs in China.

Concluding Remarks

Persons with disabilities are far less likely to be employed in China, and the likelihood is slimmer for female PWDs. Furthermore, only a certain number of social-service-related and primary-industry-related occupations are opener to PWDs.

The disadvantage in employment is not offset by supply of public services. PWDs are only partially certified. Public services reach only a limited range of PWDs, and the coverage of social security is narrow. Moreover, PWDs living in rural areas benefit from them less.

As a whole, challenges are more outstanding than achievements concerning improvements in the livelihood of PWDs in China. The most conspicuous achievement was the implementation of the Second China National Sample Survey on Disability. Further endeavors are required in order to enhance the living standard and to expand the degree of freedom of PWDs in China, based on analyses of the *Survey*.

References

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