Analysis on the Government's Role in Guaranteeing the Disabled’s Employment from the Perspective of Strength*

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Abstract—The employment of the disabled is an important part of the disable's security cause, which is of great significance to improve the quality of life of the disabled and to benefit the reform results in an all-round way. Since the reform and opening up, the challenge of employment security cause for the disabled in China has shifted from the need for survival to the requirement for the quality of development. Based on the realistic background, this research analyzes the limitations of the government in the current guarantee of employment for the disabled, and realizes that the government security model from the perspective of traditional problems cannot fully play the positive role under the leadership of the government, but can only achieve the reveal all the details of the policy. At the same time, it has brought a series of drawbacks in practice, which cannot meet the increasingly diverse employment needs of the disabled groups. Based on this, this paper introduces the perspective of strengths, analyses the effectiveness of the government's security of employment for the disabled from the perspective of strengths, and tries to construct a new-type government supporting path based on the perspective of strengths in order to meet the challenges facing the current new situation and promote the sustainable development of employment for the disabled groups.

Keywords—employment of the disabled; perspective of strengths; government security

I. INTRODUCTION

The disabled are affected by both physical and mental defects and economic inferiority, and their living environment in society is more difficult than other vulnerable groups. Employment plays an irreplaceable role in improving the economic plight of the disabled, boosting their self-identity and speeding up their integration into society. Since the reform and opening up, thanks to the economic development and the improvement of the law, sufficient material and institutional foundation has been laid. The participation of disabled people in social division of labor degree has been continuously improved, and a major breakthrough has been made in the employment security of the disabled in China. But at the same time, because China has witnessed new situations such as the

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government's participation in social governance, which conforms to the trend of social governance in the field of international social work to a certain extent. [5]

There are researches that have shown the different development possibilities of employment guarantee for the disabled from multiple subjects, but they cannot avoid the special role of the government as the main body in the employment guarantee for the disabled, and give a variety of suggestions for government decision-making. Zhou Lingang (2011) thinks that the public service system should achieve two dimensions based on the inclined configuration allocation theory of social rights: in terms of social guarantee, government must improve the multi-level social guarantee system for the disabled on the basis of the minimum living guarantee system. In the aspect of public service supply, it is necessary to establish a model of public service supply for the disabled with government leadership, social participation and market operation [1]. Yang Weiguo and Dai Mao (2008) analyze the existing policy support system from three aspects of labor supply, demand and supply-demand matching, and propose that the construction of employment system for the disabled should include rehabilitation, training, job creation and other dimensions [6].

There are researches that have made a rather perfect and detailed exposition of the status and decision-making content of the government, including the multiple subjects and multi-level of the construction of social support system for the employment of the disabled, which provides theoretical support for the development of employment guarantee for the disabled in China. However, because the existing researches have not fully recognized the special role of the government, they have the tendency of problem perspective in the path construction. At the same time, they advocates that the government should formulate policies based on solving the employment problem, rather than establishing institutional guarantees for the normal exercise of the employment rights of the disabled. So the following limitations emerge: ignoring the role of the relationship between government, non-governmental organizations, enterprises and families; not starting from the demands, emotions and motivations of the disabled groups that lacks practical pertinence; the perspective is too grand to ensure the implementation and professionalism of specific policies. Accordingly, the author believes that the existing research cannot answer the following questions: can the role of government be fully played in the question perspective? Can the government cope with the new challenges facing the employment guarantee of the disabled from the perspective of the problem? Can the introduction of the perspective of Strengths provide a new way of thinking for the employment problem of the disabled in China?

II. THE GOVERNMENT’S LIMITATION ON GUARANTEEING THE EMPLOYMENT PROBLEM OF THE DISABLED FROM THE PERSPECTIVE OF PROBLEMS

In the planned economy period, the government mainly achieves the employment for the disabled through adoption and relief, centralized placement and other means that is compulsory and planned, whose purpose is to meet the basic survival requirements of the disabled. Today sees the continuous improvement of the overall level of economic and social security, at the same time, people's understanding of employment security for the disabled is continuously deepening and the inclusiveness of the whole society for the disabled's employment is also increasing, so the employment ability and level of the disabled have been more affirmed and valued. The current employment support system for the disabled in China is based on the basic form of the social security system and the legal basis of the Law of the People's Republic of China on the Protection of the Disabled, the China Disabled Persons Federation acts as an intermediary and represents the common interests of the disabled to undertake the tasks entrusted by the government and to promote the development of the cause of the disabled under the administrative guidance of the relevant departments such as civil affairs and welfare. In order to promote the efficient development of disabled people's security, the relevant indicators of disabled people's work have been incorporated into the public service system and its scope of responsibility by local governments at all levels and become one of the important performance assessment contents.

A. Analysis of the Current Employment Situation of the Disabled

China has made great progress in employment security for the disabled, but there are still some problems that mainly focus on the number and quality of employment for the disabled.

1) The overall employment rate of the disabled is at low level and the employment growth is insufficient: According to the data of the second sampling survey of the disabled, the overall employment rate of the disabled in urban areas is less than 20%, only 16.93%, and the employment rate in rural areas is slightly higher than that in urban areas, reaching 35.65%. But at the overall level, compared with other social groups, the employment rate of the disabled still has a big gap. In terms of the number of new employment arrangements for the disabled, the number dropped sharply from 324,000 in 2011 to 263,000 in 2015. Although the employment rate of the disabled is affected by the government's macro-control of employment means for the disabled to some extent, the employment situation is not optimistic from the growth rate of -2.34%. During the same period, the employment growth rate of the disabled in rural area is 1.23%, but the number of stable employment decrease by 708,000 in the four years of 2011-2015, and the stable employment situation of the disabled in rural area show a downward trend. [7]

2) The employment industry is single and the technology content is low: According to the Statistical Bulletin on the Development of the Causes of the Disabled in China from 2011 to 2015, the employment structure of the disabled group presents the characteristics of single, fixed and low level. Most of the disabled in cities are engaged in traditional services, with high labor intensity and low threshold. At the same time, the disabled in rural areas mainly flow to such primary industries as agriculture, forestry and animal husbandry. [7] Influenced by the low quality of employment,
a series of social problems have arisen: the employment wages of the disabled is low and the disabled cannot improve their living standards, which results in low self-identity; the competitiveness of employment posts is low and the possibility of being replaced at any time, at the same time, the employment security is short, the stability of employment is low, and the risk of unemployment is high, thus falling into a vicious circle of the shortage of quality and quantity.

There are many reasons for the limited quantity and quality of employment for the disabled. At the government level, the construction of employment mechanism has the nature of humanitarian relief based on the unfolding of problem perspective. For example, the mandatory proportional employment and centralized employment adopted by the government have solved the problem of the survival of the disabled in a short time, but due to the lack of employment training, services, accessible environment and other construction of supporting employment measures, the material and spiritual environment for the employment of the disabled is lagging behind, and the job skills and labor market demand are not matched. At the social level, people influenced by the problem perspective have a stereotyped impression that the disabled are “incompetent” and “vulnerable”, and they think that the disabled have poor employability, neglect all the potential and Strengths of the disabled and hinder their equal employment. From the personal level, the disabled affected by the perspective of the problem lack accurate understanding of them, and think that they cannot realize the pursuit of value nor have no value. What is more, they hold inferiority and negative attitude towards employment and dare not take the first step in employment.

B. The Government’s Limitation on Guaranteeing the Employment Problem of the Disabled

The prominent feature of the current employment security mode for the disabled in China is that the government plays a decisive role in the whole security system. The government-centered social support system can centralize social resources in a short period of time and efficiently solve the problem of food and clothing for the disabled. However, due to its limitations based on the unfolding of the perspective of the problem, it can achieve the reveal all the details of the policy and cannot satisfy the development demand of the disabled employment for sharing the result of reform, which are mainly reflected in the following aspects:

1) The absolute single government body does not match the diverse needs of the disabled: The security mechanism regards the government as the only effective guarantee subject from the perspective of the problem, takes the problem-solving as the orientation, and neglects the role of the environment and the disabled groups. In actual operation, the government, as a macro-manager and a policy executor at the same time, can only settle the more prominent development problems at the macro level, such as poverty, and often fail to take into account the specific development needs. The diversification of the demands of the disabled requires different development strategies for the disabled of different degrees. At this time, the macroscopical system design is in a state of failure, which requires the input of social resources such as social workers, social organizations, communities, families and so on. The single input of government departments can no longer meet the development requirements from the perspective of problems.

2) Stereotypes do not match the advocacy of affirmative society from the perspective of problems: The policy design, based on the unfolding of the problem perspective, puts the disabled group in the passive position of “vulnerable” and “sick” and equates “the disabled” with the problem group that needs to be solved. As the creator and defender of the social environment, this simple and direct labeling method of the government is not conducive to the formation of good and equal social relations. Even if the social vision shifts from the discriminatory vision of “incompetence” to the sympathetic vision of “waiting for help”, it still stigmatizes the disabled groups in essence and does not conform to the social advocacy of “equality” and ”equal rights” in the socialist core values.

3) Formalism that attaches importance to results does not match the original intention of the guarantee cause of the disabled: Employment supporting provided by the government is one-way relief from the perspective of problems, and the method has the feature of directness and simplicity. The executive departments are directly or indirectly led by the government, and the results of relief are linked to the performance assessment, with tendency of administratorization. And the executive departments have limited autonomy, in case of the specialization level is insufficient, they cannot make a timely judgment on the diverse development demands of the disabled, can only deliver the government's decision-making step by step, thus resulting in the emergence of formalism that attaches importance to the results. They ignore the needs of the recipients in order to complete the relief task efficiently, which is contrary to the original intention of the guarantee cause of the disabled that all are for the development of the disabled groups.

III. VALIDITY OF GOVERNMENT’S WORK IN EMPLOYMENT GUARANTEE FOR THE DISABLED FROM THE PERSPECTIVE OF STRENGTH

A. Strength Perspective Theory and Its Application

Strength perspective was first born in the early 1980s and was proposed by Dennis Saleebey, a professor at the School of Social Welfare of University of Kansas in the America, in Strength Perspective: A New Model of Social Work Practice. Dennis Saleebey gives the basic hypothesis of the strength perspective: Everyone has his own strength and resources to settle problems and is likely to survive in difficult environments. Even those who are oppressed and tortured in difficult circumstances have their own unknown strengths. Everyone should be respected and treated equally because of their peculiarity of strength and potential. Social work is the process of assisting the client to discover potential, attach
importance to environment, change misfortune and realize
value. Therefore, social workers should focus on personal
strengths and resources and the environment in which they live,
instead of focusing solely on problems and defects. [8]

Domestic scholars have also carried out active research on
the perspective of strength, followed the western scholars’
viewpoint in the definition of the perspective of strength for
most times and made more localized exploration in the aspect
of specific application. Du Lijie (2007) is an early scholar who
has carried out relevant research and she believes that the
strength perspective is a kind of social work perspective, which
has different focus from the perspective of problem.
Strength perspective pays attention to people’s internal strength
and superior resources, develops and utilizes people’s latent
energy, helps the clients to break away from frustrations and
unfortunate troubles, and ultimately realizes his ideal. [9] After
sorting out the literature, the author believes that the strength
perspective refers to a kind of thinking way and working
method that social workers should avoid focusing their eyes on
the defect of the clients, focus on seeking, exploring and
utilizing the advantages and resources of the clients and adopt
professional knowledge and skills under the relationship of
equality and respect in order to help the client transform the
frustrations and misfortunes in life into advantages and
potentials.

Strength perspective has received a series of research and
practice in the field of social work for the disabled in China
and scholars have analyzed it from different aspects. Focusing
on the current situation of disabled college students, Cai Hefei
(2014) gives some suggestions from relying on the intervention
of professional social work organizations, professional social work methods to the establishment of
mutual assistance relationship between disabled college
students and social workers etc., and uses case management
mode and resource integration methods [10]. Pan Zequan and
Huang Yemao (2013) carry out the research on the family case
social work of the disabled and unfold description by
combining practical principle of strength perspective proposed
by Dennis Saleebey, at the same time, they believe that we
should pay more attention to the advantage of the clients and
the use of family and community resources in case
management [11]. Zhou Pei and Qu Shaoux (2011) focus on
the rehabilitation of the disabled, and give suggestions from
three aspects: medical rehabilitation, educational rehabilitation
and vocational rehabilitation of the disabled. [12] There are
researches that have already analyzed the possibility of
introducing the strength perspective into social work of the
disabled from different subjects that are closely related to the
life and work of the disabled, such as the government,
universities, communities and families. It can be seen that the
perspective of strength is gradually accepted by the numerous
number of social workers in our country and has begun to be
fully and widely used in practice. On the specific path
construction, it puts forward some practical means such as
professional social workers’ intervention, integration of
multiple resources, and construction of equal relations and so
on by mainly focusing on the core concepts in strength
perspective such as self-advantage stimulation, resilience
cultivation and focusing on environmental impact.

There are researches that have revealed the possibility and
rationality of strength practice gradually replacing the problem
perspective as the mainstream perspective of social work of the
disabled under the increasingly diverse development demands
of the disabled. Guaranteeing the employment of the disabled
is the key node of the disabled security causes, which plays an
important role in improving the development situation of the
disabled groups in China. Therefore, it is very necessary to
combine the strength perspective with social work for the
disabled in the employment aspect of the disabled. However,
there are few researches that combine the results of both. Only
Li Jing (2012) propose to use the strength perspective to settle
the employment problem and the concrete strategy is to assist
the disabled in recognizing their own advantages and combine
advantages to train skills, and at the same time, the
government level needs to provide characteristic employment
support [13]. However, due to the lack of close integration
with the current situation of government security from the
perspective of problems and there is no answer to the necessity
and feasibility of introducing strength perspective, the
strength perspectives can only stay at the stage of theoretical
construction in the concrete solvency and cannot carry out the
promotion in practical level. Therefore, as for the employment
problem of the disabled, we should fully understand the actual
national situation of our country, attach great importance to the
leading role of the government in the social support system at
the present stage and cannot implement the “de-government”
social governance without careful consideration. We should
recognize the limitations of the perspective of the problem: try
to combine the strength perspective with government work to
build a new-type governing path at the level of government to
meet the diverse development demands of the disabled.

B. Validity of Government’s Guarantee for Employment of
the Disabled from the Perspective of Strength

From the perspective of traditional problems, the means of
government to guarantee employment for the disabled have
such following malpractices as tendency of administrization,
obvious neglect of the subjectivity of the disabled groups,
limited resources integration ability and scientific work service
network being not in formation, which results in the imbalance
of material and spiritual subsidies for the disabled, low social
recognition of the disabled, self-abasement and helplessness of
the disabled towards their cognitive bias, low change
efficiency of employment services and training and other
consequences. Imperfect relief support can neither meet the
goals and requirements towards social security cause for the
disabled in the period of transformation, nor meet their own
needs and development wishes.

Compared with the perspective of traditional problem, the
strength perspective has a more developmental insight and
professional means of operation in settling the employment
problem of the disabled and has a stronger adaptability and
solvency to meet the growing demand for development in the
employment of the disabled. We should recognize the
important role of the government in the social support system,
but we should not confine to the fact that the government is the
only subject. Under the background of building a well-off
society in an all-round way right now, the social security cause
is advancing by leaps and bounds. At this time, it is more necessary for us to adjust our thinking mode and try different supporting paths that are different from the traditional problem perspective, so as to conform to the development trend of social governance of social problem and improve the employment ability of the disabled and achieve the goal of sharing development results.

1) Empowerment: constructing a social affirmative atmosphere — solving the social causes of difficulty of employment: In Dennis Saleebay's view, empowerment, as an important concept from the perspective of strength, refers to the intention and process of helping individuals, groups, families and communities to explore and expand their resources within or around them. [8] The combination of employment with the disabled that is a social problem means that the disabled are given the same employment rights as healthy people and equal treatment with healthy people in terms of specific job opportunities, working environment and working resources. The government's behavior orientation plays an important role in the construction of the whole social atmosphere. When the government can take the lead in making a "de-labeling" perspective change, the whole social atmosphere will be more conducive to reducing the psychological pressure of employment for the disabled. Therefore, the perspective of strengths require the government should change the orientation of the work of the disabled, change the task of completing the fixed relief to ensure that the disabled enjoy the same right to employment and development, and face up to the subjective initiative of the disabled in the specific policy design, so as to avoid the stereotype regarding the disabled as "problem groups".

2) Resilience: reshaping the self-orientation of the disabled — solving the individual causes of difficulty of employment: Resilience is a kind of ability which is different from the indifferent attitude towards personal difficulties and life pains and actively resists suffering. The reconstruction of resilience plays an important role in stimulating the potential of the disabled and assisting them to establish a self-confident and optimistic attitude. [8] The disabled are regarded as vulnerable groups from the perspective of the problem, and at the same time, the wrong self-perception in the aspect of employment leads to negative psychological state of inferiority. At the same time, due to the short of relevant employment supporting measures and mechanisms, the disabled are unable to choose jobs according to their own potential, thus resulting in low quality of employment. The dominant position of the government in the whole social support system requires starting from itself, takes the lead in calling on the disabled groups to explore their own potential, actively introduces the strength perspective in supporting employment services and training facilities. Meanwhile, the government should face the subjective initiative of the disabled, enhance their employment confidence, and improve the matching degree between actual employment and advantages. In terms of specific service aspects, the government should avoid being both a referee and an athlete. On the premise of sticking to the dominant position, it should be handed over to non-profit organizations for execution, so as to reduce the malpractices of administrative and non-professional.

3) Environment: meeting the diverse development demands of the disabled — the government causes of solving the difficulty of employment: Strength perspective attaches great importance to the role of the environment, and community and family environment are closely related to the lives of the disabled, which have the most profound impact on the disabled groups. On the one hand, we should attach importance to the role of enterprises, families, communities and other subjects in guaranteeing the employment of the disabled, so as to make full flow of resources that are conducive to the employment development of the disabled, and promote the professionalism and comprehensiveness of the disabled service network; on the other hand, the government should play the role of macro-control to boost the construction of such hardware environment as barrier-free facilities. To change the principle of the government attaches too much importance to the economic relief from perspective of the problem, so it needs to attach too much importance to both human resources investment in software and material resources investment in hardware in order to build a software and hardware environment that are conducive to the employment of the disabled, which is of great significance to meet the diverse development demands of the disabled in the critical period of social transformation.

IV. STRENGTH PERSPECTIVE: CONSTRUCTION OF NEW-TYPE GOVERNMENT SUPPORTING PATH

According to the definition of the International Labour Conference, the term "employability" is not only a generalization of a person's ability to choose and participate in work, but also a relatively developmental concept, which includes the background of education in determining employability and changes in the labor market. [14] Accordingly, in the discussion of employment security for the disabled, how to improve the employment ability of the disabled is by no means a simple one-sided decision-making from the supply or demand of labor force, emphasizes that the construction of employment ability requires the joint action and efforts of the government, society and individuals and other subjects. [16] The core value of the perspective of strength coincides with the requirement of boosting the employment ability of the disabled. Therefore, this paper gives the following suggestions to try to construct the supporting path for the government to play its role in the perspective of strength.

A. Transformation of Government's Role

The role of government has changed from leader of social support system to organizer and defender from the perspective of problem. Our country is now in the primary stage of socialism, and the economy is in the critical period of transformation, so the leading role of the government should...
not be cast away in the employment security system for the disabled, but at the same time, other subjects should be given space to give full play their roles, which requires the government to change the authoritative patriarchal management style, simplify the regime and deliver more power, accelerate the transformation of functions, and build a service-oriented government.

**B. Transformation of Model Perspective**

Taking settle the survival problem of the disabled as orientation from the perspective of problems changes from taking the quality of development of the disabled as orientation from the perspective of strength. The idea of building a social support system from the perspective of strengths should emphasize the discovery of the advantages and potentials of the individuals with disabilities, so as to the employment training of the disabled can reflect personal potentials of the disabled and enhance the correlation between mastering skills and actual employment; the government should do a good job in resource allocation at the macro level, and pay attention to the role of community and family in the employment of the disabled, so as to make all kinds of resources taking the community, family as the unit that are conducive to the employment of the disabled can really benefits individuals with disabilities.

**C. Transformation of Social Support Concept**

The concept of security from the perspective of problem has the nature of humanitarian relief, and it still stays at the stage of equating the disabled group with the disadvantaged and incompetent problem groups. The perspective of strengths deem the social support system and welfare policy for the employment of the disabled as equal rights of the disabled and opposes the labeling of disabled groups. If the government changes its concepts, it should not only to ensure the minimum material security of the lives of the disabled, but also to actively meet the spiritual value needs of the disabled.

**D. Transformation of Means and Contents**

Strength perspective requires the government to build a two-way interactive model, the content changes from a single, flat, administrative to be able to provide a comprehensive, three-dimensional, professional employment support. There are two key points to realize the transformation of means and contents. First, the government should do a large number of integrated works of social resources, and be able to cooperate with social work institutions, medical rehabilitation institutions and enterprises. Such kind of cooperation is not the cooperation by adopting compulsory administrative order, but the government takes the lead to construct a bridge of cooperation between community, family, the disabled and social work institutions, medical institutions and enterprises to form an interaction that is active, effective and benign. Second, the government should acknowledge the importance of "professionalization" in the service work and improve the professionalization degree of social support services for the disabled. If we want to carry out employment services for the disabled in a scientific and professional manner, we should let social workers use professional knowledge and apply the perspective of strengths to the front line of the disabled service.

**V. CONCLUSION**

In order to build a well-off society in an all-round way and realize the benefits of the reform to everyone, it is necessary to take boosting the employment ability of the disabled as the concentration of the disabled's security cause. The key to making progress in the quantity and quality of employment for the disabled and improving the quality of life of the disabled is to face up to the role of the government in the whole relief employment system for the disabled. The author believes that over-exaggerating the role of the government or advocating weakening the dominant position of the government cannot adapt the requirements of the disabled security cause under the new situation. The root cause of numerous malpractices of the current model lies in the limitations of the disabled work based on the unfolding of the problem perspective. The government has the ability and should continue to bear a leading role in the whole social support system, but it should change the working mode in combination with the perspective of strengths and take full advantage of the advantages of social governance, so as to better meet the employment demands of the disabled.

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