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Training and Employment of People with Disabilities: Hong Kong SAR 2002

Abstract
[Excerpt] *Training and Employment of People with Disabilities: Hong Kong SAR 2002* is descriptive in nature. When the ILO commissioned the researchers for the *Country Study Series*, each was asked to follow the comprehensive research protocol appended to this document. The resulting report therefore includes country background information, statistics about people with disabilities and their organizations, a description of relevant legislation and policies and their official implementing structures, as well as the education, training and employment options available to people with disabilities. While few countries have such information readily available, researchers were asked to note the existence or lack of specific data points and to report data when it did exist.

Keywords
disability, Hong Kong, training, employment, public policy

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AbilityAsia Country Study Series

International
Labour
Office

Training and Employment of People with Disabilities: Hong Kong SAR 2002

Deborah Wan

Training and Employment of People with Disabilities: Hong Kong SAR 2002

An *AbilityAsia* Country Study

Deborah Wan

International Labour Office

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Preface

Training and Employment of People with Disabilities: Hong Kong SAR 2002 is part of the *AbilityAsia Country Study Series.* The *AbilityAsia Country Study Series* was designed as a contribution to the end of the Economic and Social Commission for Asia and the Pacific (ESCAP) Asia and Pacific Decade of Disabled Persons, 1993-2002, and to mark the 20th anniversary of the International Labour Organization (ILO)'s Convention No. 159 Concerning Vocational Rehabilitation and Employment (Disabled Persons).

One of the primary purposes of the *Country Study Series* is to contribute to the knowledge base on people with disabilities in Asia and the Pacific. According to World Health Organization estimates, people with disabilities comprise 10 per cent of the population of developing countries. Yet, in many countries, people with disabilities are "invisible". Little reliable data exists about their numbers, needs and achievements. Fortunately, Hong Kong Special Administrative Region (SAR), China is a country with more advanced vocational rehabilitation programmes. The information in this report provides models and innovative approaches as well as confirmation about what is known from less developed countries — that people with disabilities typically face barriers to community participation, including vocational training and employment.

Another objective of the *Country Study Series* is to provide baseline data about the status of education, training and employment for people with disabilities. This takes on greater significance in light of the ESCAP proclamation to extend the Asia and Pacific Decade of Disabled Persons, 1993-2002, for another decade, 2003-2012. In October 2002, governments from across the region adopted the Biwako Millennium Framework (BMF) for Action towards an Inclusive, Barrier-free and Rights-based Society for Persons with Disabilities as the regional policy guideline for the new Decade of Disabled Persons. The BMF includes targets and actions in several priority areas, including training and employment. With regard to the BMF, *Training and Employment of People with Disabilities: Hong Kong SAR 2002* should prove useful as an evaluation tool since it provides a baseline description of the situation in Hong Kong SAR against which progress can be compared.

The BMF includes the ILO's principle of decent work − defined as, "productive work in conditions of freedom, equity, security and human dignity for women and men everywhere". Further, the BMF's employment and training targets call upon countries to mainstream (integrate) vocational training programmes, collect reliable employment and self-employment rates for people with disabilities and consider ratification of ILO Convention No.159. The Convention, among other things, requires a national policy of vocational rehabilitation and employment based on the principles of equal treatment and equal opportunity for workers with disabilities.

Training and Employment of People with Disabilities: Hong Kong SAR 2002 is descriptive in nature. When the ILO commissioned the researchers for the *Country Study Series,* each was asked to follow the comprehensive research protocol appended to this document. The resulting report therefore includes country background information, statistics about people with disabilities and their organizations, a description of relevant legislation and policies and their official implementing structures, as well as the education, training and employment options available to people with disabilities. While few countries have such information

readily available, researchers were asked to note the existence or lack of specific data points and to report data when it did exist.

Since the lack of information about people with disabilities contributes to their invisibility and social exclusion, the information itself is important. The protocol called for limited analysis and did not specifically ask for the researchers' recommendations. However, researchers were asked to report on existing plans and recommendations of significant national stakeholders.

Upon completion of the draft country studies in the series, they were shared with participants of the ILO/Japan Technical Consultation on Vocational Training and Employment of People with Disabilities, held in Bangkok in January 2003. The consultation was a regional meeting of governments and representatives of workers', employers' and disabled persons' organizations from across the region. Each country team was asked to review the country study reports and make comments with regard to accuracy, omissions and content of the report.

As noted, the main purpose of the series is to describe the employment and training situation of the country at a particular point in time. Since the data was collected in 2002, the information contained in *Training and Employment of People with Disabilities: Hong Kong SAR 2002* may not be the most recent. As this study illustrates, Hong Kong SAR has many model programmes and activities. No doubt some of these initiatives have developed further, new ones have emerged and the data related to people with disabilities has changed. Nevertheless, this report provides a comprehensive view of the employment and training situation of people with disabilities against which new developments can be better understood and progress assessed.

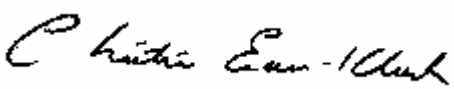
The ILO wishes to acknowledge Development Cooperation Ireland, whose resources contributed to the research project that resulted in the *AbilityAsia Country Study Series.* Debra A. Perry, Senior Specialist in Vocational Rehabilitation for Asia and the Pacific, deserves special recognition for her technical oversight and hard work in designing and coordinating the overall project. Deborah Wan, Chief Exceutive of the New Life Psychiatric Rehabilitation Association, served as the consultant who researched and wrote *Training and Employment of People with Disabilities: Hong Kong, China 2002.* She deserves special credit for her excellent work in completing this comprehensive paper. Members of the ILO support staff also made significant contributions, in particular Sugunya Voradilokkul, who supported the project from its inception, Teerasak Siriratanothai, whose computer expertise made the Web publication a reality, and Taveevan Pinsuvan, who prepared the final document for publication.

To the reader, whether you are an academic, researcher, policy maker, practitioner or an individual with a disability, we hope you will find the information you are looking for in these pages.

For more information about the *AbilityAsia Country Study Series* or to learn more about the ILO, Convention No. 159 or other issues related to employment and training of people with disabilities in the region, please visit the AbilityAsia Web site: www.ilo.org/abilityasia.

For more information about the ESCAP Decade of Disabled Persons, 2003-2012, visit www.unescap.org/esid/psis/disability/index.asp.

Readers may also be interested in two recently published works by the ILO relating to employment and disability − *Moving Forward: Toward Decent Work for People with Disabilities − Examples of Good Practices in Vocational Training and Employment from Asia and the Pacific* and *Proceedings of the ILO/Japan Technical Consultation on Vocational Training and Employment of People with Disabilities in Asia and the Pacific*. Copies of these and other ILO publications on disability in Asia and the Pacific can be ordered by contacting abilityasia@ilo.org.



Christine Evans-Klock
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Abbreviations

CRN	Community Rehabilitation Network
CSSA	Comprehensive Social Security Assistance
CRR	Central Registry for Rehabilitation
DDO	Disability Discrimination Ordinance
EOC	Equal Opportunities Commission
ERB	Employees' Retraining Board
FSDO	Family Status Discrimination Ordinance
GDP*	Gross Domestic Product
GNP*	Gross National Product
HKCSS	Hong Kong Council of Social Services
HKIEd	Hong Kong Institute of Education
HKSAR	Hong Kong Special Administrative Region
IES	Interactive Employment Service
IQ	Intelligence Quotient
IT	Information Technology
IVE	Institute of Vocational Education
MCO (R)	Marketing Consultancy Office (Rehabilitation)
NGO	Nongovernmental organization
OJT	On-the-job
RAC	Rehabilitation Advisory Committee
RPP	Rehabilitation Programme Plan
SCPE	Subcommittee on Public Education on Rehabilitation
SDO	Sex Discrimination Ordinance
SES	Support for Self-reliance Scheme
SHIPS	Self-Help Integrated Placement Service
SPD	Selective Placement Division of the Department of Labour
SWD	Social Work Department
VTC	Vocational Training Council

* Note: Both GDP and GNP refer to the financial value of final goods and services produced by a nation during a specific time period, usually a year. GDP refers to production within national boundaries, while GNP refers the value of goods and services produced using productive resources owned by nationals both within and outside of the country.

Part One: Country Overview

1.1 Introduction

Hong Kong was a Chinese territory and had been a British colony from 1842 to 1997. On 1 July 1997, Hong Kong became the Special Administrative Region (HKSAR) of the People's Republic of China. Promulgation of the Basic Law in 1990 gave Hong Kong a high degree of autonomy within its political, economic, cultural, and education systems. Hong Kong is considered an area of high human development, with a ranking in the 2002 Human Development Report of 23 out of 173 and a Human Development Index of 0.88. Other indicators include life expectancy at birth of 79.5, an adult literacy rate of 93.5 per cent, and a combined primary, secondary, and tertiary gross enrollment ratio of 63 per cent. GDP per capita (PPP) was US$25,153 in 2000 (United Nations Development Programme, 2002).

1.2 Geography

Hong Kong is situated at the southeastern tip of Mainland China. Hong Kong Island, Kowloon, and the New Territories and Islands account for a total area of 1,092 square kilometers. In 2001, the population density was 6,250 persons per square kilometer, making Hong Kong one of the world's most densely populated places. Hong Kong's terrain ranges from hilly to mountainous, with steep slopes and a natural harbor.

The climate in Hong Kong is subtropical and monsoonal. The average daily temperature ranges from 26 to 31 Celsius (78 to 87 Fahrenheit) in July and from 13 to 17 Celsius (55 to 63 Fahrenheit) in February. Rainfall averages 2,159 millimeters (85 inches) a year. Summers, which last from May to September, are long, hot, and humid. In summer and autumn, typhoons regularly cross Hong Kong. These powerful storms bring violent winds and extremely heavy rains that occasionally cause flooding and landslides. The winter is cool and drier, lasting from December to March (Misa Travel, 1997). Hong Kong is 100 per cent urban (Atlapedia Online, 1991).

1.3 Population

According to the census conducted in 2001, Hong Kong's total population was 6,724,900, with an annual growth rate of 0.9 per cent. Overall life expectancy is 79.5 years and 77 and 82.2 years for males and females, respectively. The literacy level stands at 92 per cent (96 per cent male, 88 per cent female). See Table 1.1 for more details.

Table 1.1. Mid-Year Population by Age Group and Gender, 2001

Age group/gender	Number	Per cent
Under 15s	1,104,100	16.4
15–64	4,867,200	72.4
65 and over	753,600	11.2
Male	3,287,000	48.9
Female	3,437,900	51.1

Source: Census and Statistics Department, 2001.

1.4 Government and General Development Plans

On 1 July 1997, Hong Kong was proclaimed a Special Administrative Region (HKSAR) of China; a smooth political transition followed. The implementation of the "One Country, Two Systems" principle has been successful.

The government of the HKSAR is the region's executive authority. The Chief Executive is the head of the HKSAR while the Executive Council assists the Chief Executive in policy-making. The Administration is organized into the government secretariat and departments. The government secretariat's bureaus formulate policies and initiate legislative proposals. Departments implement laws and policies and provide direct services to the public. A total of 11 policy bureaus in the government secretariat and 68 departments and agencies carry out the government's main administrative and executive functions. The Legislative Council legislates, approves public expenditures, and monitors the performance of the Administration. The judiciary operates on the principle, fundamental to the common law system, of independence from the executive and the legislature. The Court of Final Appeal has the power of final adjudication.

The HKSAR's Chief Executive focused on the following five important areas in his 2001 policy address:

a. The HKSAR should expand investment in education while upgrading the quality of human resources;
b. Hard and soft infrastructure should be upgraded while the business environment should be improved;
c. The quality of the living environment should be enhanced;
d. Hardships should be relieved as job creation is improved; and
e. The quality of government administration should be improved (2001 Policy Address, 2001).

1.5 Economy

As the world's tenth-largest trading entity and ninth-largest banking centre, Hong Kong is one of the world's most open and dynamic economies. However, the economy suffered its worst recession in 30 years during the recent Asian financial crisis. To some extent, China's strong economic growth buffered Hong Kong from the global economic slowdown. Yet, increasing unemployment and uncertainty about the future have created a growing unease. In response

to current economic difficulties, the government is restructuring the economy, implementing social policies, and improving the quality of administration (Policy Address, 2001). Authorities generally resisted pressure for large-scale government expenditures to stimulate the economy. Yet, over the long term, Hong Kong can boast of several favorable economic factors, including accumulated public and private wealth from decades of unprecedented growth, virtually no public debt, a strong legal system, and an able and rigorously enforced anticorruption regime.

National Income

Per capita gross national product (GNP) at current market prices for 2001 was US$24,751.50. Per capita gross domestic product (GDP) at current market prices for 2001 was US$24,062.60; the year-on-year percentage change was negative 1.2. After the severe downturn in 2001, overall economic activity remained modest in first-quarter 2002. Viewed as a year-on-year comparison, GDP fell by 0.9 per cent in real terms in first-quarter 2002, lower than the 1.4 per cent decline in fourth-quarter 2001 (Census and Statistics Department, 2002).

Contributions of the Various Economic Sectors

The relative importance of various economic sectors can be assessed in terms of their value-added contributions to GDP and total employment. By both measures, primary production is highly insignificant in Hong Kong, where natural resources are virtually absent. Secondary production, which once was a significant contributor to GDP, has dwindled in relative importance over the past two decades. Nonetheless, the Mainland’s open door policy and economic reforms have not only provided an enormous production hinterland and market outlet for Hong Kong's manufacturers but have also generated abundant business opportunities for a wide range of the Hong Kong’s service activities. As a consequence, the Hong Kong economy has become increasingly service-oriented since the mid-1980s. The tertiary services sector as a share of GDP rose appreciably, from 74 per cent in 1990 to 85 per cent in 1999 (Hong Kong Annual Report 2000, 2000).

Under a steady economic growth scenario, the government would be facing a consolidated deficit of $42 billion in 2002-03 at 3.4 per cent of GDP. It is anticipated that by 2021-22, the consolidated deficit would rise to $365 billion (11.2 per cent of GDP). By 2008-09, Hong Kong's estimated substantial fiscal reserve balance of $369 billion would be completely exhausted such that the region would go into fiscal deficit thereafter.

Although Hong Kong has no official definition of poverty, one in five families is estimated to live in poverty (Far Eastern Economic Review, 17 October 2002).

1.6 Labour Markets

The total employed population expanded from 2,793,000 in 1992 to 3,460,000 in 2002, corresponding to a 23.9 per cent increase (Table 1.2 and 1.3).

Table 1.2. Labour Force Participation Rate by Gender, 1992, 1995, and 2002

Year	Total males (per cent)	Total females (per cent)	Total (per cent)
1992	1,766,000 (78.0%)	1,027,000 (46.2)	2,793,000 (62.3)
1995	1,905,000 (77.3%)	1,163,000 (48.0)	3,068,000 (62.8)
2002	1,959,000 (72.4%)	1,502 ,000 (51.5)	3,460,000 (61.6)

Note: Percentages in brackets represent the percentages of the active labour force within the male, female, or total population in that year.
Source: *Report of the Commissioner for Labour*, Labour Department, 1992 and 1995*;* Census and Statistics Department, 2002.

Table 1.3. Labor Force and Labor Force Participation Rates by Age Group

Age	Size of labour force	Labor force participation rate (per cent)
15– 24	385,100	43.3
25 –44	2,048,200	83.4
45 –64	983,700	64.5
65 and over	42,700	5.7
Total	3,459,600	61.6

Source: Census and Statistics Department, 2002.

After the labour market eased visibly in the second half of 2001, it slackened further in first-quarter 2002. The slowdown resulted from the combined influence of the sustained growth in the total labour force in line with the increase in population and a contraction in total employment amid more extensive corporate downsizing and lay-offs in tandem with the economic setback. The seasonally adjusted unemployment rate in first-quarter 2002 was 7 per cent; the underemployment rate for the same period was 3.2 per cent. First-quarter 2002 tended to see increased employment of part-time and temporary workers relative to full-time and regular workers (First Quarter Economic Report, 2002). See Table 1.4 for more details.

Table 1.4. Employment (other than those in the civil service) by Selected Major Sector, December 2001

Selected major sector	Persons engaged (employment)
Manufacturing	203,000
Construction sites (manual workers only)	76,600
Wholesale, retail, and import/export trades, restaurants and hotels	997,000
Transport, storage, and communications	181,700
Financing, insurance, real estate, and business services	433,900
Community, social, and personal services	385,100

Source: Employment and Vacancies Statistics for December 2001, Census and Statistics Department, HKSAR.

Table 1.5. Average Wage Rates for Employees up to Supervisory Level (excluding managerial and professional employees) by Broad Occupational Group and by Industry Sector, September 2000

Industry sector	Craftsmen and operatives	Supervisory, technical, clerical, and miscellaneous nonproduction workers	All selected occupations
	Average daily wages (US$)	Average monthly wages (US$)	Average monthly wages (US$)
Manufacturing	43..50	1,522.60	1,262.50
Wholesale, retail, and import/export trades, restaurants and hotels	n/a	1,546.80	1,546.80
Transport services	65.00	1,529.30	1,593.50
Financing, insurance, real estate, and business services	55.80	1,461.20	1,460.80
Personal services	69.60	843.10	881.40
All selected industries	51.40	1,473.90	1,449.50

Source: Wages and Labour Costs Statistics Section, Census and Statistics Department 2000.

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

2.1 Definitions of Disability

HKSAR's legal definition of disability incorporates the following:

a. total or partial loss of the person's bodily or mental functions;
b. total or partial loss of a part of the person's body;
c. the presence in the body of organisms causing disease or illness;
d. the presence in the body of organisms capable of causing disease or illness;
e. the malfunction, malformation, or disfigurement of a part of the person's body;
f. disorder or malfunction that results in the person learning differently from a person without the disorder or malfunction; or g. a disorder, illness, or disease that affects a person's thought processes, perception of reality, emotions, or judgment or that results in disturbed behavior and includes a disability that:
   (i) presently exists;
   (ii) previously existed but no longer exists;
   (iii) may exist in the future; or
   (iv) is imputed to a person (Disability Discrimination Ordinance, Chapter 487, Hong Kong: Printer).

2.2 Disability Classification Systems

The HKSAR government reviewed the classifications of disabilities in 1995 and now uses a broad classification system that covers the following eight categories: a. autism; b. hearing impairment; c. mental handicap; d. mental illness; e. physical handicap; f. speech impairment; g. visceral disability; and h. visual impairment.

Autistic Disorder (autism)

The definition of autism in Hong Kong is in accord with the World Health Organization's International Classification of Diseases, tenth edition (ICD-10). The definition includes the following:

a. qualitative impairments in reciprocal social interaction;
b. qualitative impairments in verbal and nonverbal communications;
c. restricted, repetitive, and stereotyped patterns of behaviour, interests, and activities; and
d. developmental abnormalities that are apparent in the first three years of life.

Hearing Impairment

Hearing impairments are defined and classified according to the following criteria:

Degree of Hearing Impairment	Definition
Profound	Hearing loss greater than 90 dB
Severe	Hearing loss from 71 to 90 dB
Moderately Severe	Hearing loss from 56 to 70 dB
Moderate	Hearing loss from 41 to 55 dB
Mild	Hearing loss from 26 to 40 dB
Normal	Hearing loss up to 25 dB

Mental Handicap(Intellectual Disability)

a. The following criterion are used: mental handicap (mental retardation) is defined by the American Psychiatric Association in the *Diagnostic and Statistical Manual of Mental Disorders, fourth edition, 1994 (DSM-IV)* as subaverage intellectual functioning: an IQ of approximately 70 or below on an individually administered IQ test (for infants, a clinical judgment of significantly subaverage intellectual functioning);
b. concurrent deficits or impairments in present adaptive functioning (i.e., the person's effectiveness in meeting the standards expected for his/her age by his/her cultural group) in at least two of the following skill areas: communication, self-care, home living, social/interpersonal skills, use of community resources, self-direction, functional academic skills, work, leisure, health and safety; and
c. onset before the age of 18.

Mental Illness

Persons who suffer from a range of disorders which lead to acute or chronic disturbances that are emotional, intellectual, and/or behavioural and are accompanied, when the illness is serious, by distortions of personality and social relationships.

Physical Disability

With regard to the advice of the Hong Kong Medical Association in 1994, a physically handicapped person is defined as a person who has disabilities of orthopaedic, musculoskeletal, or neurological origin that mainly affect locomotor functions and constitute a disadvantag or restriction in one or more aspects of activities of daily living.

Speech Impairment

Speech impairment can be any of several speech problems, such as the following:

a. Dysarthria is difficult, poorly articulated speech.
b. Aphasia is impaired expression or comprehension of written or spoken language.
National Library of Medicine –
http://www.nlm.nih.gov/medlineplus/ency/article/003204.htm#contentDescription

Visceral Disability

A viscerally disabled person's disability may result either from an illness or the treatment of an illness. The disability, which is not limited to locomotor functions in nature, constitutes disadvantages or restrictions in one or more aspects of activities of daily living.

Visual Impairment

Visual impairment may be defined as follows:

a. Total blindness--people with no visual function, i.e., no light perception.
b. Low vision
    i. Severe low vision--people with visual acuity (refers to the visual acuity of the better eye with correcting glasses) of 6/120 or worse and people with constricted visual field in which the widest field diameter subtends an angular subtense of 20 degrees or less, irrespective of the visual acuity;
    ii. Moderate low vision--people with visual acuity from 6/60 to better than 6/120; and
    iii. Mild low vision--people with visual acuity from 6/18 to better than 6/60 (Health and Welfare Bureau, 1999).

For mental handicap, a four-tier classification system takes into account an individual's adaptive behavior and helps the proper diagnosis of the level of mental retardation so that the need for services and resources can be determined with greater precision (White Paper on Rehabilitation, 1995; Central Registry for Rehabilitation (CRR)).

A survey conducted by Census and Statistics Department in 2000 defined people with disabilities as those who:

a. had been diagnosed as having one or more of the following seven conditions; or
b. had perceived themselves as having one or more of the first four of the following seven conditions that had lasted, or were likely to last, for a period of six months or more at the time of enumeration:
    i. restriction in body movement;
    ii. seeing difficulty;
    iii. hearing difficulty;
    iv. speech difficulty;
    v. mental illness;
    vi. autism; and
    vii. mental handicap.

Definitions for the seven conditions used in the survey follow:

a. "Persons with restriction in body movement" were those who had been diagnosed as being physically handicapped under medical assessment tests (such as spasm, paraplegia and quadriplegia, and loss of limbs) or perceived themselves as having long-term difficulty in movement of upper/lower limb or other parts of the body.
b. "Persons with seeing difficulty" were those who had been diagnosed as blind or having low vision under medical assessment tests or perceived themselves as having long-term difficulty in seeing with one eye or both eyes whether with or without correcting glasses/contact lenses. However, the definition excluded nearsightedness, farsightedness, astigmatism, and presbyopia.
c. "Persons with hearing difficulty" were those who had been diagnosed as having hearing impairment under medical assessment tests or perceived themselves as having long-term difficulty in hearing.
d. "Persons with speech difficulty" were those who had been diagnosed as having speech impairment under medical assessment tests or perceived themselves as having long-term difficulty in speaking and being understood by others.
e. "Mentally ill persons" were those who had been diagnosed as being mentally ill under medical assessment tests (including formerly mentally ill) or had been/were being treated by psychiatrists or had received/were receiving some form of rehabilitation services provided for formerly mentally ill persons (such as psychiatric clinics, private psychiatrists, halfway houses, and community psychiatric nursing services) at the time of enumeration.
f. "Autistic persons" were those who had been diagnosed as being autistic under medical assessment tests.
g. "Mentally handicapped persons" were those who had been diagnosed as being mentally handicapped under medical assessment tests. Down's syndrome was included (Census and Statistics Department, 2001).

2.3 Sources of Disability Information and Statistics

The HKSAR reports that 270,000 people with disabilities (excluding mentally handicapped persons) reside in Hong Kong, representing 4 per cent of the total population. A separate estimate suggests that about 62,000 to 87,000 people have a mental handicap, representing 0.9 to 1.3 per cent of the total population (Census and Statistics Department, 2000).

Table 2.1. Number of Persons in HKSAR According to Type of Disability

Type of disability	Number of persons	As per cent of total population of Hong Kong
Restriction in body movement	103,500	1.5
Seeing difficulty	73,900	1.1
Hearing difficulty	69,700	1.1
Speech difficulty	18,500	0.3
Mental illness	50,500	0.7
Autism	3,000	0.5
Overall	269,500	4.0

Source: Rehabilitation Divisionn, Health and Welfare Bureau, 2001.

The Census, Central Registry for Rehabilitation compiled statistics from various government departments and service providers for the purpose of planning rehabilitation services. One set of statistics was based on disability allowances for type of disability. Notably, there are two categories of disability allowance as shown in Table 2.2.

Table 2.2. Statistics on Disability Allowance (DA) Cases, End of December 2001

Type of disability	Higher disability allowance recipients	Normal disability allowance recipients	Total
Physical disablement			
Illness, injury, or deformity resulting in bedridden state	576	1,348	1,924
Total blindness	113	5,002	5,115
Others (e.g., loss of function of two limbs, paraplegia, and so forth)	10,295	44,819	55,114
Profound deafness	1	4,355	4,356
Mental disablement	2,410	24,595	27,005
Total	13,395	80,119	93,514

Source: Census and Statistics Department, 2002.

In collaboration with the relevant government departments and nongovernmental organizations (NGOs), the Central Registry for Rehabilitation (CRR) collects, compiles, and maintains statistics on people with disabilities in Hong Kong. . It is the objective of the CRR to provide statistics on disability to the government and NGOs to inform the planning and delivery of rehabilitation services.

Table 2.3. Breakdown of the Number of Registrants in Central Registry for Rehabilitation (CRR) by Type of Disability, 31 March 2001

Type of disability	Number of registrants
Hearing impairment	12,669
Visual impairment	13,500
Physical handicap	58,037
Speech impairment	2,072
Mental handicap	29,048
Mental illness	15,089
Autism	1,922
Visceral disability	4,785
Total	137,122
Total number of registrants on the CRR*	121,966

*Registrants may have more than one type of disability. Source: Census and Statistics Department, 2002.

In 2000, the Census and Statistics Department conducted a household survey on persons with disabilities and chronic diseases as one of the Special Topics Enquiries under the General Household Survey. The purpose of the survey was to provide basic profiles and an estimate of the prevalence rate of persons with selected types of disabilities and chronic diseases.

Table 2.4. Findings of the Survey on Persons with Disabilities

Selected types of disability	Number of persons
Hearing difficulty	69,700
Seeing difficulty	73,900
Restriction in body movement	103,500
Speech difficulty	18,500
Mental illness	50,500
Autism	3,000
All persons with disabilities (excluding mentally handicapped persons)*	269,500

* A person might have more than one selected type of disability and hence the overall number of persons with disability is smaller than the sum of the number of persons with individual types of disability.
Source: Census and Statistics Department, 2002.

Table 2.5. Employed Persons with Disabilities by Gender and Education

		All employed persons with disabilities (excluding mentally handicapped persons)		Total employed population
		Persons (thousands)	Per cent	Per cent
Gender	Male	34.1	64.9	57.5
	Female	18.4	35.1	42.5
	Total	52.5	100.0	100.0
Education	No schooling/ kindergarten	2.9	5.5	1.5
	Primary	18.4	35.1	17.0
	Secondary/ matriculation	25.0	47.7	57.8
	Tertiary	6.2	11.8	23.7
	Total	52.5	100.0	100.0

Source: Special Topics Report No. 28, Census and Statistics Department, 2001.

The number of male employed persons with disabilities (34,100), excluding those with mental handicap, exceeds the number of female employed persons with disabilities (18,400), paralleling the situation in the total employed population. Most employed persons with disabilities, excluding those with mental handicap, have attained an education level up to the secondary/matriculation level (25,000).

Table 2.6. Employed Persons with Disabilities by Industry

Industry	All employed persons with disabilities (excluding mentally handicapped persons)		Total employed population
	Total	Per cent	Per cent
Manufacturing	7,300	14.0	10.5
Construction	5,400	10.3	9.4
Wholesale, retail, and import/export trades, restaurants and hotels	13,100	25.0	30.6
Transport, storage, and communications	5,000	9.5	11.2
Financing, insurance, real estate, and business services	6,200	11.8	13.9
Community, social, and personal services	14,500	27.6	23.5
Others	1,000	1.9	0.8
Total	52,500	100.0	100.0

Source: Special Topics Report No. 28, Census and Statistics Department, 2001.

Most employed persons with disabilities, excluding those with mental handicap, fall under the industrial category "community, social, and personal services". See Table 2.7 for more details.

Table 2.7. Employed Persons with Disabilities by Occupation

Occupation	All employed persons with disabilities (excluding mentally handicapped persons)		Total employed population
	Total	Per cent	Per cent
Managers and administrators, professionals and associate professionals	7,300	13.9	29.5
Clerks	6,500	12.4	18.3
Service workers and shop sales workers	7,000	13.3	14.4
Craft and related workers	6,400	12.1	10.4
Plant and machine operators and assemblers	4,900	9.3	8.4
Elementary occupations	20,200	38.4	18.7
Others	300	0.6	0.3
Total	52,500	100.0	100.0

Source: Special Topics Report No. 28, Census and Statistics Department, 2001.

Most employed persons with disabilities, excluding those with mental handicap, are employed in elementary occupations. See Table 2.8 for more details.

Table 2.8. Employed Persons with Disabilities by Monthly Employment Earnings

Monthly earnings (US$)	All employed persons with disabilities (excluding mentally handicapped persons)		Total employed population
	Total	Per cent	Per cent
Below $512.80	9,600	18.4	8.9
$512.80– $897.30	12,600	24	13.7
$897.40–$1,281.90	9,100	17.4	20.5
$1,282.00–$1,922.90	11,700	22.4	23.9
$1923.10–$2,564.00	3,800	7.2	11
$2,564.10 or over	5,600	10.7	22
Total	52,500	100	100
Median	8,000		10,000

Source: Special Topics Report No. 28, Census and Statistics Department, 2001.

Most employed persons with disabilities, excluding those with mental handicap, earn between US$512.80 and US$897.30. A separate method of statistical assessment estimated that the number of persons with a mental handicap totaled 62,000 to 87,000 (Census and Statistics Department, 2002).

2.4 On-the-Job Injuries

Occupational injuries (both industrial and nonindustrial) are those injuries arising from work accidents that result in death or incapacity for work for more than three consecutive days and as reported under the Employees' Compensation Ordinance. In 2000, 58,092 occupational injuries occurred, including 199 fatal cases, representing a drop of 1.3 per cent as compared with 1999. The wholesale and retail trade and restaurant and hotel sector accounts for 30.4 per cent of all injuries and the greatest share of injuries among the major economic sectors. In 2000, a total of 33,652 accidents occurred, for a decrease of 6.5 per cent over 1999. Out of the 43 fatal industrial cases, 29 occurred on construction sites. The construction and catering industries recorded a total of 24,546 injuries, representing 72.9 per cent of all industrial accidents (Report of the Commissioner for Labour, 2000).

Table 2.9. Number of Occupational Injuries and Industrial Accidents, 1996-00

Type of accident	1996	1997	1998	1999	2000
Occupational injuries	59,500	62,800	63,500	58,800	58,100
Industrial accidents	40,300	43,300	43,000	36,000	33,700

Source: Report of the Commissioner for Labour, 2000.

The Employees' Retraining Board (ERB) organizes retraining courses specifically designed for people with disabilities, including accident victims. The courses help people with disabilities become productive members of the labour force. In fact, people with disabilities are eligible to enroll in all retraining courses for nondisabled workers. As of 31 March 2002, a total of 4,173 retrainees with disabilities attended the courses specifically offered to people with disabilities, and 1,585 trainees attended courses offered to nondisabled workers (Information Services Department, 2002). Data on return-to-work rates are not available.

2.5 Environmental Factors Affecting Full Social Participation

The HKSAR government recognizes that the development of a barrier-free physical environment and an accessible transport system are necessary for meeting the overall objective of equal opportunities and full participation in all areas including employment. As a general policy, all new government buildings must be designed in accordance with the *Design Manual: Barrier Free Access 1997*, which sets out mandatory and recommended requirements for the provision of access facilities for people with disabilities. Various government departments have been modifying schools, hospitals, housing estates, and social and recreational facilities that were designed after the release of the manual so that such facilities will comply with the manual's requirements. The government will continue to take the lead with its ongoing refurbishment programme to improve the accessibility of existing government buildings.

In recent years, the Hong Kong government has taken an active role in organizing four summit meetings between representatives of people with disabilities and public transport operators to discuss measures for improving the accessibility of the public transport system for people with disabilities. Public transport operators have improved their facilities for disabled passengers by purchasing low-floor buses with access ramps for wheelchair users, installing tactile guide paths and step edges marked with contrasting colours for visually impaired persons, and introducing induction loops and electronic information displays for hearing-impaired persons. Hong Kong also expanded the operation of a territory-wide Rehab bus network for people with disabilities. Centre-based transport /commercial hired vehicles transport people with disabilities to destinations where they receive education, training, and vocational rehabilitation services.

Highways and pedestrian facilities maximize the mobility of people with disabilities. In 1998, Hong Kong installed over 400 additional dropped kerbs at at-grade crossings. Audible traffic signals are automatically included as part of the signage at all signal-controlled pedestrian crossings in urban areas and new towns.

Much of the public infrastructure incorporates Braille signs. For example, many of the elevators in buildings such as public libraries and government offices and university buildings use Braille signage to accommodate people with visual impairments. Traffic lights for road crossings use different sounds to assist visually impaired people.

2.6 Social Factors Affecting Full Social Participation

Public education helps create positive attitudes toward people with disabilities while inculcating a better understanding of their special needs. The Sub-committee on Public Education on Rehabilitation (SCPE)--under the aegis of the Rehabilitation Advisory Committee, NGOs, and self-help groups--has played an important role in enhancing public awareness. Over the last decade, it has planned and organized major public education activities such as an annual territory-wide campaign for activities scheduled for the International Day of Disabled Persons; large-scale public education programmes; projects at

district level under the aegis of various government departments and 18 district boards; a series of programmes for Mental Health Month, and more. From 1994 to 1996, the Committee on the Promotion of Civic Education and the Equal Opportunities Commission conducted a public education campaign on equal opportunities. A further US$380,000 was granted for public education programmes in 1997 and a capital grant of US$1 million allocated for 1998 to 2003. Additionally, US$2.5 million was granted to expand educational programmes on equal opportunities and human rights as well as for nongovernmental organizations (NGOs) to launch Community Participation Schemes and a furtherUS$19.2 million was assigned for the Decade publicity in Hong Kong.

Access to mediums of communication such as television programmes, newspapers, books, and magazines for people with disabilities is problematic. . In response, local television broadcasters have generously volunteered to subtitle their programmes. Through donations from charitable funds, hearing- and vision-impaired persons were able to purchase facsimile machines and computers to aid communication.
In Hong Kong, according to a 1998 survey conducted by the Equal Opportunities Commission, people generally regard mentally ill persons as "emotionally unstable," subject to a "more irritable temperament," susceptible to "a sudden relapse," "potentially dangerous," and "poor in communication skills" with respect to social interaction, the provision of services and facilities, education, and employment. Consequently, people with disabilities face more difficulties than the general public in availing themselves of equal life chances. In a 2001 survey on people with mental illness in the workplace, only 28.3 per cent of the respondents--who were either employers or human resources or management staff-- believed that formerly mentally ill persons were the same as ordinary people *(New Life Psychiatric Rehabilitation Association, December 2001: Mental Health in the Workplace: Situation Analysis--Hong Kong).*

2.7 Disabled Persons' Organizations

The important role of self-help organizations in promoting the well-being of people with disabilities does not go overlooked in Hong Kong, and efforts are underway to develop such organizations. Already, self-help organizations are involved in the process of developing policy. In recent years, self-help groups have gained a foothold in Hong Kong and are now advocating on behalf of and enhancing the ability of people with disabilities to cope with their daily activities. Since 1994, six government-supported resource centres for parents have emerged, along with a few others supported by charitable funds.

Even though Disabled Persons International has not established a branch in Hong Kong, several NGOs serve people with different types of disabilities. For example, established in 1964, the Hong Kong Blind Union is the first self-help NGO formed and run by visually impaired people in Hong Kong. Dedicated to promoting self-help and mutual help among visually impaired people and improving rights and equal opportunities in education, employment, and social integration, the union targets as members local residents with visual impairment, with no age limit. It organizes recreational activities, entertainment, and courses that ease members' integration into the community (Hong Kong Blind Union, 2000).

Part Three: Legislation, Policies, and Institutional Structures

3.1 Adoption of International Policies

HKSAR ratified the proclamation of the first Asia and the Pacific Decade of People with Disabilities on 12 February 1993. On 2 February 1988, the ILO Vocational Rehabilitation (Disabled Persons) Convention, 1983 (No. 159) was ratified for China.

3.2 National Legislation

Hong Kong fully recognizes the importance of legislative measures in the rehabilitation process. In recent years, it has made significant progress by introducing new and amending existing laws to improve the well-being of people with disabilities. New legislation containing provisions for people with disabilities includes the Education Ordinance (Cap. 279) and the Employment Ordinance (Cap. 57)..

In several other areas of the law, Hong Kong has also made an effort to incorporate specific provisions and sections that pertain to people with disabilities, as evidenced by the Road Traffic (driver's license) Regulations (Cap. 374), the Building (Planning) Regulations (Cap. 123), the Criminal Procedure Ordinance (221), and the Enduring Powers of Attorney Ordinance (Cap. 501).

In 1995, Hong Kong amended some existing laws to both facilitate mentally handicapped persons ability in to give evidence in court and to protect their rights. . The amendments call for the use of the local dialect in court proceedings, special procedures at the trial, guardianship orders, and supervision and treatment orders. The government also made amendments to prevent arbitrary interference into the privacy and freedom of patients in mental hospitals.

Established in 1996, the Equal Opportunities Commission (EOC) is a statutory body charged with implementing the Sex Discrimination Ordinance (SDO), the Disability Discrimination Ordinance (DDO), and the Family Status Discrimination Ordinance (FSDO). It is the aim of the EOC to eliminate discrimination on the grounds of sex, marital status, pregnancy, disability, and family status. The EOC proposes amendments to the three ordinances as necessary while issuing codes of practice and guidelines. For example, it issues the Codes of

Practice on Employment to assist employers and employees in realizing their responsibilities under the ordinances. In 2001, the EOC received 12,470 inquiries and 1,622 complaints, with 1,165 falling under the SDO, 416 under the DDO, and 41 under the FSDO (Information Services Department, 2002).

The DDO makes it unlawful to vilify a person with a disability in public or to discriminate or harass a person on the grounds of disability in all activities, including employment; education; provision of goods, services, and facilities; access to premises; participation in clubs and sporting activities; and government activities (Information Services Department, 2002).

The DDO protects persons with disabilities with respect to the provision of vocational training or employment by stating the following:

> It is unlawful, in the case of a person with a disability seeking or undergoing training which would help fit him for any employment, for any person ("the trainer") who provides facilities for such training to discriminate against him (a) in the terms on which the trainer affords him access to any training course or other facilities concerned with such training; (b) by refusing or deliberately omitting to afford him such access; (c) by terminating his training; or (d) by subjecting him to any other detriment during the course of his training (Disability Discrimination Ordinance, 1997).

The Mental Health Ordinance (Cap. 236) sets out necessary legal safeguards for mentally disordered and mentally handicapped persons as well as for their care givers. After two amendments that took effect in 1996 and 1997, the ordinance covers the management of property and affairs; reception, detention, and treatment in mental hospitals; the Guardianship Board; and consent for medical and dental treatment.

No legislation promotes or hinders employment.

The Education Ordinance (Cap. 279) contains provisions relating to the education of people with disabilities.

The Social Security Branch of the Social Welfare Department administers the Social Security System, which is comprised of the Comprehensive Social Security Assistance Scheme, the Social Security Allowance Scheme, the Criminal and Law Enforcement Inquiries Compensation Scheme, the Traffic Accident Victims Assistance Scheme, and Emergency Relief.

The Employees' Compensation Ordinance (Cap. 282) covers workers' compensation.

Labour legislation addresses three broad areas as follows: employees' rights and benefits, employment and labour relations, and other. Under employees' rights and benefits, the relevant ordinances are the Employees' Compensation Ordinance (Chapter 282); the Pneumoconiosis (Compensation) Ordinance (Chapter 360); and the Protection of Wages on Insolvency Ordinance (Chapter 380). Under employment and labour relations, the relevant ordinances are the Employment Ordinance (Chapter 57); the Labour Relations Ordinance (Chapter 55); and the Minor Employment Claims Adjudication Board Ordinance (Chapter 453).

Under other areas of interest, the relevant ordinances are the Disability Discrimination Ordinance (Chapter 487), the Employees Compensation Assistance Ordinance (Chapter 365), the Employees' the Compensation Insurance Levies Ordinance (Chapter 411), the Employees' Retraining Ordinance (Chapter 423), the Labour Tribunal Ordinance (Chapter 25), the Mandatory Provident Fund Schemes Ordinance (Chapter 485), the Occupational Deafness (Compensation) Ordinance (Chapter 469), the Occupational Safety and Health Council Ordinance (Chapter 398), and the Sex Discrimination Ordinance (Chapter 480) (Labour Department, 2002).

No law promotes employment per se (such as a quota system), and no laws hinder employment, as the Disability Discrimination Ordinance covers employment and requires equal treatment. No other laws are discriminatory in any way.

3.3 Disability Policies and Regulations

The Rehabilitation Advisory Committee is charged with the following responsibilities:

a. to advise on the development and phased implementation of rehabilitation services in Hong Kong;
b. to advise on the principles of subvention applicable to such services;

c. to coordinate rehabilitation services in government departments and voluntary organizations and to ensure that available resources are put to the best use;
d. to advise on the respective roles of government, voluntary organizations, and other bodies providing rehabilitation services; and
e. to make recommendations on the training of rehabilitation workers.

The Commissioner for Rehabilitation, who reports to the Secretary for Health, Welfare and Food, is responsible for developing policy goals on rehabilitation as well as for coordinating various government departments and NGOs in the implementation of policies and development plans.

In 1995, Social Welfare Department published a White Paper entitled "Equal Opportunities and Full Participation: A Better Tomorrow for All." In 1996, Hong Kong published its updated "Rehabilitation Programme Plan 1998 (RPP)," a joint effort of the government and NGOs to present a comprehensive picture of currently available and planned rehabilitation services for people with disabilities over a five-year period(1994-95 to 1998-99). A recently published Rehabilitation Programme Plan covers the period 1998-99 to 2002-03. Both plans provide the basis for the government's formulation of the budget and manpower requirements for developing and delivering rehabilitation services.

In addition, the Rehabilitation Programme Plan covering 1998-99 to 2002-03 outlines current issues and vocational training and retraining needs, including the establishment of a Vocational Training Council and Skills Centres, as well as the Employees' Retraining Scheme, under which the Employees Retraining Board launched the On-the-Job Training Scheme in October 1997. The plan covers, for example:

a. open employment for people with disabilities, provided by the Selective Replacement Division of the Labour Department;
b. supported employment provided by the Social Welfare Department (SWD) and NGOs;
c. sheltered work provided by the SWD and NGOs; and
d. employment opportunities provided in the Civil Service (Health and Welfare Bureau, 1999).

Provision is made in the plan to make available certain resources, including expanded service provision, modification of machinery, and improved technical devises for promoting productivity and job prospects for people with disabilities.

Hong Kong can claim a well-established network for coordinating the planning and provision of rehabilitation services by government, statutory bodies, and nongovernmental organizations with the sole objective of helping to integrate an estimated 370,000 people with disabilities into the community and to help develop their potential to the fullest extent possible
The Joint Council for the Physically and Mentally Disabled helps facilitate communication between the government and the NGOs through the discussion of issues and the targeted development of rehabilitation services. Currently, more than 70 NGOs are working with 14 government departments to implement the Rehabilitation Programme Plan.

Self-help groups and persons with disabilities were involved in the development of the Rehabilitation Programme Plan while employers and trade unions did not participate in formulation of the plan.

3.4 Evaluation and Review of Policies

Hong Kong's Rehabilitation Advisory Committee (RAC) is the principal advisory body to the government on the development and implementation of rehabilitation policies and services. The RAC and the Commissioner for Rehabilitation play significant roles in reviewing policies and coordinating the joint efforts of various government departments in evaluating and developing policies, legislation, and rehabilitation services.

Each Rehabilitation Programme Plan (RPP) covers:

a. the development of rehabilitation services since the last RPP review, showing the current status of the rehabilitation services sector;
b. the projected demand for and supply of rehabilitation services in every five-year period; and
c. matters needing further examination in the future.

About 15 government bureaus or departments, seven statutory bodies, and over 90 nongovernmental organizations plan and deliver the rehabilitation services and activities covered by the plan. The RPP addresses the development of these services and activities and makes recommendations based on a review of progress since the last RPP in the following areas:

a. prevention, identification, and assessment services;
b. ervices for individual disability groups with respect to medical rehabilitation, education, social rehabilitation, and so forth;
c. vocational rehabilitation services;
d. ccess, transport, and rehabilitation engineering services;
e. manpower planning and training for rehabilitation personnel;

f. legislative measures and public education activities;
g. social, recreational, sports, and cultural activities; and
h. support services.

The plan reflects the outcome of a review conducted in the last year of the previous Rehabilitation Programme Plan by a committee made up of the Commissioner for Rehabilitation as chair and representatives of five government departments, the Hospital Authority, the Vocational Training Council, and the Hong Kong Council of Social Services. As part of the plan review process, the committee invited representatives of NGOs in the rehabilitation sector, including parental and self-help groups, to discuss matters of concern to them. The Rehabilitation Advisory Committee considered and endorsed the plan with the comments of the RAC incorporated as necessary.

In addition to the RPP, the Equal Opportunities Commission has conducted a review of the provisions of the Disability Discrimination Ordinance and, based on its experience, made recommendations for improvements. The EOC reviews relevant ordinances and proposes amendments as necessary. By issuing codes of practice and guidelines, it assists employers and employees in firstly, understanding their responsibilities under ordinances such as Sex Discrimination Ordinance and the Disability Discrimination Ordinance and secondly, developing guidelines for the management of procedures and practices that facilitate the prevention of discrimination and other unlawful acts in the workplace (Information Services Department, 2002).

With respect to employment, there are no measurable targets for persons with disabilities.

3.5 Institutional Structures

The Rehabilitation Advisory Committee, Health, Welfare and Food Bureau, and Commissioner for Rehabilitation are mainly responsible for policymaking, policy review, and coordinating government departments in efforts directed at improving the well-being of people with disabilities. The policy objective of the responsible parties is to ensure that people with disabilities have an equal chance to participate in productive and gainful employment in the open market. Vocational rehabilitation services have undergone a

tremendous improvement and have expanded to meet the vocational needs of the population with disabilities. Recommendations for future developments were submitted to the Administration for consideration in February 1999 (Hong Kong Rehabilitation Programme Plan (1998-99 to 2002-03), 1999).

The government's Equal Opportunity Commission is an independent statutory body that, through its complaint-handling mechanism, provides assistance to people with disabilities who have experienced discrimination, harassment, vilification, or victimization.

Vocational Training Council (VTC)

Established in 1982, the Vocational Training Council provides vocational training and post-secondary technical education to nondisabled persons as well as to people with disabilities. Since 1992, it has expanded its vocational assessment service and training service at the skills centres by 116t and 45 per cent, respectively. In 1995, to help promote the integration of trainees with a disability into the community, the VTC changed the name of its Skills Centre for the Disabled to the Skills Centre. In 1998, five skills centres were providing 1,000 full-time training places and 438 boarding places for trainees with a disability. The available courses have changed from traditional industrial and technical courses to commercial and service courses that meet the needs of the labour market. The centres also offer tailor-made part-time and short courses. Section 4.4 provides more detail. Vocational training for disabled persons falls under the purview of the VTC.

Selective Placement Division of the Labour Department (SPD)

The Selective Placement Divison (SPD) places people with disabilities in open employment and promotes job opportunities for people with disabilities in the labour market. The SPD has pioneered a Trial Placement scheme with a mentor scheme to attract employers who will provide trials for applicants with a disability.

Social Welfare Department

The Social Welfare Department (SWD) has supported NGOs in the delivery of various vocational rehabilitation services, including sheltered workshops and supported employment services that encourage learning and development in furtherance of upward mobility to the extent possible and that enable the moderately disabled to experience various types of work training. The services have undergone a dramatic expansion in recent years, providing 7,527 sheltered workshop places, 3,718 day activity centre places, 1,870 supported employment places, and 5,604 hostel places for physically/mentally handicapped persons. The Social Welfare Department also piloted the On-the-Job Training Programme to encourage employers to provide job opportunities for people with disabilities, with the ultimate aim of promoting trainees to open employment to the extent possible.

Marketing Consultancy Office (Rehabilitation) (MCO [R])

In 1996, the Social Welfare Department established the Marketing Consultancy Office (Rehabilitation). This Office seeks job contracts and job orders for enhancing the productivity of sheltered workshops and job vacancies of supported employment services. The MCO(R) is also charged with coordinating efforts for all these service units.

The VTC, Social Welfare Department, and relevant NGOs cooperate in providing vocational assessment services to sheltered workers by identifying those with higher working abilities and offering them appropriate training.

Employees' Retraining Board

Established in 1992 under the Employees Retraining Ordinance, the Employees Retraining Board provides free retraining programmes for local employees 30 years of age or above, including people with disabilities, to assist them in coping with changes in the labour market as a result of economic restructuring. The board operates under the Employees Retraining Ordinance and is funded by the government, but it is not a government department *(http://www.erb.org/text/english/index01.shtml)*.

Civil Service

As the largest employer in Hong Kong, the government is committed to taking the lead in employing people with disabilities, i.e., about 2.4 per cent of the entire civil service workforce.

Education Department

The Education Department provides 168 integrated places in nonprofit kindergartens for mildly disabled children. Upon detection of developmental delay, a child is referred to a special education service centre of the Education Department for confirmation of the diagnosis and follow-up intervention. An ongoing conversion programme makes sure that each school district has at least one school accessible for physically disabled students. Started in 1997, a special admission scheme permits students with disabilities to study in tertiary institutions. Since 1988, all new schools must provide access facilities for physically disabled children; in existing, schools, the modification of facilities is underway.

3.6 Other Implementing Organizations

In Hong Kong, several NGOs, as noted below, have developed and operate vocational rehabilitation services targeted to users with specific types of disabilities.

For Persons with Physical Disabilities

The Hong Kong Society for Rehabilitation, Spastics Association of Hong Kong, Hong Kong
Physically Handicapped and Able Bodies (PHAB), Rehabilitation Alliance Hong Kong, Hong Kong

Federation of Handicapped Youth, Rehabaid, and others.

For Persons with Intellectual Disabilities

Fu Hong Society, Hong Chi Association, Wai Ji Christian Service, Hong Kong Caritas, St. James' Settlement, Tung Wah Hospitals Groups, Salvation Army, Po Leung Kuk, Neighbourhood Advice-Action Council, and others.

For Formerly Mentally Ill Persons

New Life Psychiatric Rehabilitation Association, Mental Health Association of Hong Kong, Baptist Oi Kwan Community Service, Richmond Fellowship, Stewards Company.

For the Visually Impaired Persons

Hong Kong Society for the Blind, Ebenezer School and Home for the Visually Impaired, Hong Kong Blind Union

For the Hearing-Impaired Persons

Hong Kong Association of the Deaf, Hong Kong Society for the Deaf.

All these NGOs have set forth annual plans for promotional activities and strategies to cultivate positive attitudes among employers and the general public. Several academic institutions also play a part in encouraging social studies and research projects in training and employing people with disabilities. The Hong Kong Society for Rehabilitation Community Rehabilitation Network (CRN) and various other self-help organizations promote positive attitudes toward people with disabilities.

The various NGOs referred to in the above textenjoy a close relationship with the government in recognition that more than any other type of organization, NGOs understand the needs of people with disabilities. The government funds some organizations at a 100 per cent level and others at 80 to 90 per cent.

The Vocational Training Council operates three skills centres: Kwun Tong Skills Centre, Tuen Mun Skills Centre, and Pokfulam Skills Centre. NGOs manage two other skills centres: Caritas Lok Mo Skills Centre and Hong Chi Pinehill Advanced Training Centre. The Social Welfare Department funds NGO-operated vocational rehabilitation at a level of 90 to 100 per cent.

In contrast, most NGO's relationship with both employers and trade unions is not strong. Furthermore, the relationship between the Hong Kong Chambers of Commerce and Trade Unions is less than harmonious with the Chambers of Commerce emphasizing the interests of employers foremost.

Part Four: Educational, Vocational Training, Self-Employment, and Employment Services for People with Disabilities

4.1 Education System

The government provides nine years of compulsory universal basic education from the age of six to 15 years. The three main types of schools are government schools, aided schools (schools subsidized by the government), and private schools.

The HKSAR's education system is organized into four stages: kindergarten for children three to five years of age, primary school of for six years' duration, and secondary and post-secondary education. The government offers three years of free and universal junior secondary education (Secondary 1 through 3). After Secondary 5, a public examination called the Hong Kong Certificate of Education Examination determines eligibility for admission to Secondary 6. Another public examination, the Hong Kong Advanced Level Examination, is held at the end of Secondary 7 to determine eligibility for admission to local tertiary institutions (Information Services Department, 2002). Seven universities are located in Hong Kong.

Table 4.1. Enrollment of Students in Different Levels of Education, 2001-02

Education level	Enrollment
Kindergarten	156,202
Primary	493,075
Secondary	456,455
Subdegree	13,212
Undergraduate	45,645
Postgraduate	9,939
Total	1,174,528

Source: Education Department web site, 2002;
University Grants Committee web site, 2002.

Table 4.2. School Attendance Rates by School Age Group and Sex, 2001

Age group	School attendance rates (per cent)		
	Male	Female	Total
Under 3	8.1	7.7	7.9
3 –5	94.6	94.7	94.7
6–11	99.9	99.9	99.9
12–16	96.9	98.0	97.5
17–18	68.0	74.1	71.0
19–24	26.8	26.1	26.4
25 and over	0.4	0.3	0.3
Total	22.1	20.3	21.1

Source: Census and Statistics Department, 2001.

4.2 Educational Opportunities for People with Disabilities

In 2001-02, 9,354 students enrolled in special education, which included special schools, practical schools, and skills-opportunity schools (Education Department, 2002). Special schools, which are supported by the government and operated by NGOs, provide places for visually impaired, hearing-impaired, physically handicapped, maladjusted, and mentally handicapped children. Practical schools and skills-opportunity schools provide an alternative mode of schooling for students who are unmotivated or evidence learning difficulties.

Table 4.3. Persons with Disabilities by Educational Attainment

Educational attainment	All persons with disabilities (excluding mentally handicapped persons)		Total population
	Number of persons (thousands)	Per cent	Per cent
No schooling/ kindergarten	80.2	29.8	13.0
Primary	107.9	40.0	26.9
Secondary/matriculation	68.3	25.3	45.4
Tertiary	13.1	4.9	14.7
Total	269.5	100.0	100.0

Source: Special Topics Report No. 28, Census and Statistics Department, 2001.

Hong Kong provides preschool services to children with disabilities under six years of age and, between 1992 and 2000, increased by nearly 54 per cent the number of preschool places to about 4,800. Hong Kong offers nine years of compulsory and free education to children with disabilities from six years of age and onward. It also provides special education for those who are unable, even with additional support, to benefit from mainstream education. In 1997, Hong Kong implemented the integration of students with disabilities into regular schools and, as of 1998, has been making access facilities available to physically disabled students in all new schools. The government is also making accessibility improvements in existing schools. A conversion programme is underway to ensure that each school district has at least one school that is accessible for physically disabled students. In 1997, the government initiated a special admission scheme for students with disabilities studying in tertiary institutions. Disabled students can take advantage of counseling and assistance to help them integrate into their new learning environment.

Hearing-Impaired Children

As of December 1998, Hong Kong operated four special schools for profoundly and severely hearing-impaired children from the age of four to 17 years; two of the schools provide boarding facilities, with educational levels ranging from preparatory classes to Secondary 5. To enhance their development in language and communication skills, students receive assistance with special emphasis on language. Each child participates in individual/group speech and auditory training sessions.

Visually Impaired Children

Ebenezer School and the Ebenezer Training Centre are the two special schools for visually impaired children between the ages of four and 15 years; the latter caters to the needs of persons with a mental handicap. Both schools' educational levels range from preparatory class to Secondary 3, with integrated programmes provided for junior and senior secondary levels in ordinary schools.

Children with Mental Illness

Children in the psychiatric wards of hospitals or medical centres receive education within the medical setting via a hospital school supported by the Education Department. Pupils with mild psychiatric problems or those recovering from psychiatric illnesses participate in part-time adjustment programmes after school hours and thus are not deprived of their lessons and time with their peers in school while significantly enhancing their integration into the community.

Children with Mental Handicaps

Hong Kong provides special schools for mentally handicapped children unable to benefit from the mainstream curriculum. For those with an intelligence quotient (IQ) between 50 and 69, the curriculum emphasizes the development of social and communication skills and the acquisition of academic skills at the primary school level. For those with an IQ ranging between 20–25 and 49, the curriculum emphasizes the training of self-care ability, adaptive social behaviour, and communication skills as well as the development of some basic skills in reading, writing, and numeracy. For those with an IQ below the range of 20 to 25, the objective is the training of elementary self-care and sensori-motor and communication skills. Residential care is available for mentally handicapped children in need of care or without an adequate home (Health and Welfare Bureau, 1999).

The SWD and NGOs operate preschool centres. Currently, 1,687 places are available in early education and training centres that mainly cater to the needs of children with disabilities under two years of age. For children two to six years of age, 1,704 places are available for mildly disabled children in ordinary childcare centres, 1,271 places for moderately and severely disabled children in special childcare centres, and 168 integrated places in nonprofit kindergartens for mildly disabled children. Whenever possible, children with less severe disabilities are integrated into ordinary classes in government and aided schools. These children receive supportive services such as peripatetic teaching or remedial and resource teaching programmes and related follow-up services in resource teaching service centres or special education services centres. As of school year 2001-02, the 55 special schools for disabled children took the form of two schools for the visually impaired, four schools for the hearing-impaired, seven schools for the physically handicapped, 41 schools for the mentally handicapped, and one hospital school. Of these special schools, 19 provide boarding facilities. In addition, five special education classes serve the visually impaired and three serve the hearing-impaired in ordinary schools (Information Services Department, 2002). Retention rates are not available.

Teacher-Training Programmes

Under the sponsorship of University Grants Committee, the Hong Kong Institute of Education (HKIEd) offers degree and postgraduate programmes and a range of preservice and in-service subdegree teacher education courses aimed at improving teacher education and upgrading professional development, focusing on the preprimary to secondary levels. The HKIEd offered 59 courses for 8,619 full- and part-time students in 2000 and 2001 (Information Services Department, 2002).

In 2000-02, the approved public spending on education amounted to 22 per cent of the government's total recurrent expenditure and 9.4 per cent of capital expenditure in (Information Services Department, 2002).

No data are available on the evaluation of special schools.

4.3 Mainstream Vocational Training System

The Vocational Training Council (VTC), established in 1982 under the Vocational Training Ordinance, is the largest vocational education organization in Hong Kong. It provides job-related training and education to more than 120,000 people every year. The VTC provides internationally recognized full-time pre-employment education and training courses through its Hong Kong Institute of Vocational Education (IVE), VTC School of Business and Information Systems (SBI), training centres, and development centres. The 20 training centres of the VTC offer about 64,400 full- and part-time trainee places. The VTC also operates industry-wide training schemes and a voluntary trade testing and certification scheme. The training centres provide courses at different levels ranging from technologist (or university graduate level), technician (or post-secondary 5 level), or craftsman level (or post-secondary 3 level) to operative level. Part-time courses are also offered for employed individuals who wish to raise the standard of their skills or acquire new ones. In academic year 2000-01, more than 22,200 students were enrolled in full-time courses and nearly 31,500 in part-time courses in IVE (http://www.vtc.edu.hk/vtchome/main.jsp, Information Services Department, 2002).

The Financial Services Development Centre of the VTC, together with Deakin University of Australia, offers a Graduate Diploma of Insurance programme on a part-time basis in Hong Kong with noninsurance units delivered in distance-learning mode (Vocational Training Council, 2002).

The VTC also offers apprenticeship programmes. For example, it provides free placement services to graduates in the automobile industry as craft and technician apprentices but, unfortunately, does not maintain outcome data. NGOs such as the Hong Kong Society for the Deaf offer other vocational rehabilitation programmes and employment services.

4.4 Mainstream Vocational Training Opportunities for People with Disabilities

To promote the employability of people with disabilities, the government provides vocational training, in accordance with the International Labour Organization's objectives and principles, which are set out as follows:

a. the principles, measures and methods applied in training nondisabled persons should apply to people with disabilities so far as medical and educational conditions permit;
b. where possible, people with disabilities should receive training with and under the same conditions as nondisabled persons;
c. special training arrangements should be made for those people with disabilities who, because of the nature of their disability, cannot be trained together with nondisabled persons;
d. training should continue until the disabled persons have the necessary skills to work normally on any equal footing as far as possible with non-disabled;
e. raining is wasted unless it leads to placement in the trade trained for or a similar trade (International Labour Organization, 2001).

In 1991, the Vocational Training Council assumed responsibility from the former Technical Education and Industrial Training Department for the provision of vocational training for people with disabilities. The VTC provides vocational training and post-secondary technical education to both nondisabled and disabled trainees through its technical institutes, industrial training centres, and skills centres, which are located throughout the territory. The VTC's Vocational Training for the Disabled Section operates three skill centres for people with disabilities age 15 years and above, offering courses on printing, jewellery work, interior decoration, office computing, and so forth (Vocational Training for the Disabled, 2002).

People with a disability who meet the courses' entry requirements are welcome to apply to any of the technical institutions. Applications for admission to full-time programmes normally occur by referrals throughout the year while newspaper advertisements invite participation in part-time evening programmes. To facilitate successful completion of study by disabled students, staff of the Vocational Training for Disabled Section regularly visit and conduct counseling sessions for disabled students, provide advice to the training/teaching staff on special teaching methods, and respond to the need for special examination arrangements. In recent years, about 100 people with disabilities attended the VTC's mainstream courses. (Data on the 100 participants are not available in the annual report.)

4.5 Segregated Vocational Training Opportunities for People with Disabilities

For people who, because of the nature of their disabilities and special needs, cannot follow mainstream vocational training, the VTC operates three skills centres that provide special facilities and training programmes. The VTC also provides guidance and advice on the operation of two other subvented centres run by two NGOs. All skills-training programmes, except for the pre—craft-level bridging courses, are organized on a modular basis so that

individualized training packages can be designed to enable each trainee to achieve the required competency within, on average, three years. Short courses offering a flexible attendance mode meet the employment needs of various groups of disabled adults. For those who gain entry into the IVE and industrial training centres, the VTC provides them with special supportive services during their studies (Information Services Department, 2002). The VTC operates two units for support services, the Technical Aids Unit and the Resource Unit. The former is equipped with a comprehensive range of machinery and electronic equipment for display and loan to disabled trainees and students. The latter is a library that provides reference books, documents, and audio-visual materials on training and employment for disabled persons.

Three skills centres and one NGO-operated skills centre provide 468 boarding places with specific training programmes on independent living skills and the social skills that are essential for the trainees' successful integration into the community.

The Employee Retraining Board (ERB) offers retraining courses to people with disabilities, particularly victims of industrial accidents; as of 31 March 2002, 4,173 retrainees had participated in the courses, which help individuals become productive members of the labour force. Individuals can also enroll in all retraining courses offered to nondisabled workers. As of 31 March 2001, 1,585 retrainees have attended courses offered to nondisabled workers (Information Services Department, 2002).

In 2001, the Social Welfare Department launched On-the-Job Training Programmes for 360 people with disabilities. The programme provides participants with an attachment allowance of US$160 per month for three months and employers with a job-trial subsidy of US$384 for the same period for providing job opportunities to people with disabilities.

The Skills Centre Programme offers training in machine sewing, office assistant practice, office reception practice, office computing and practice, computer and network installation, leather work, silk screen and colour printing, jewellery work, packaging service, printing, interior decoration, general service work, basic catering service, and vocational preparatory studies (Skills Centres, 2002).

Under the sponsorship of University Grants Committee, the Hong Kong Institute of Education (HKIEd) provides degree and postgraduate programmes and a range of preservice and in-service subdegree teacher education courses aimed at improving teacher education and upgrading professional development from the preprimary to secondary level. In 2000-01, HKIEd offered 59 courses for 8,619 full- and part-time students (Information Services Department, 2002).

4.6 Self-Help and Peer Vocational Training Opportunities for People with Disabilities

In Hong Kong, several self-help groups offer services targeted to people with specific types of disabilities. The groups usually organize social and developmental programmes and support services for their members and their families. For example, the groups offer

individual support and training classes for members in need of a job. Some self-help groups have even developed small-scale projects to support and facilitate the employment of their members.

4.7 Mainstream Employment Services

The Labour Department provides mainstream employment services in the form of assessment, vocational guidance, and job placement. It provides free recruitment assistance to employers and operates a placement service for jobseekers through a Job Vacancy Processing Centre, a Telephone Employment Service Centre, and 11 Job Centres (including two employment and guidance centres for new arrivals) located throughout the territory. Through the Job Matching Programme, the Job Centres offer briefings, intensive job-matching, and counseling services to unemployed jobseekers. Employers and jobseekers may also use the Labour Department's Interactive Employment Service (iES) web site (www.jobs.gov.hk) to submit vacancy information or register for placement service. All vacancies received by the department are posted on the web site for public viewing. Members of the public may access the iES with Internet-connected personal computers, public computer facilities at district offices, community halls, public libraries and post offices, and public information kiosks located throughout Hong Kong.

In response to the high unemployment rate among persons between 15 and 19 years of age, the government launched the Youth Pre-Employment Training Programme in 1999. The objective of the programme is to provide a wide range of employment-related training to young school-leavers so as to build up their confidence, instill a sense of responsibility, and upgrade their interpersonal, computer, and job-specific skills, thereby enhancing their employability. Over 12,000 youth trainees completed the six-month training in 2001. Over 6,500 found jobs and 3,800 decided to pursue additional study. In 2002, to further enhance the employment opportunities of trainees who completed the programme, the Youth Pre-Employment Training Programme added a component called the On-the-Job Training Scheme (OJT). For employers willing to employ trainees, the OJT provides subsidies of US$32.80 per month, for up to a maximum of three months, for each trainee employed.

Two additional functions for improving the employment rate of the able-bodied population follow:

a. The Intensive Employment Assistance Fund targets nondisabled unemployed Comprehensive Social Security Assistance (CSSA) Scheme recipients who enroll in the Active Employment Assistance (AEA) Programme for six months.
b. Under the Special Job Attachment Programme, the SWD is committed to helping unemployed and single-parent CSSA recipients become self-reliant. The programme enables participants to gain the work experience and skills required by employers through attachments with the NGOs and to develop sound work habits and a wider social network, thereby permitting them to compete more effectively in the labour market. The SWD's Employment Assistance Coordinators refer target customers to relevant NGOs, which provide and arrange for counseling, training services, job attachments for three to six months, job placement, and post-placement. The post-

placement services are available for not less than six months, and the NGOs pay a job-attachment allowance of US$231.40 per month to participants of this programme who achieve no less than 80 per cent attendance per month during the job-attachment period.

4.8 Mainstream Employment-Services Opportunities for People with Disabilities

Originally focused on displaced workers who experienced difficulties in finding alternative employment as a result of economic restructuring, the Employees' Retraining Board (ERB) extended its services to the elderly, the disabled, and industrial accident victims in late 1993. Individuals are eligible to enroll in all retraining courses for nondisabled workers (Employees' Retraining Board, 2002).

4.9 Special Employment and Employment Support Services for People with Disabilities

The VTC provides related supplementary services through its Vocational Assessment Service and its Technical Aids and Resource Centre. The former evaluates the aptitude, potential, and abilities of people with disabilities for the purpose of developing individual vocational placement plans. The latter provides technical advice regarding the design of devices and adaptations.

In 1998, the Selective Placement Division (SPD) of the Labour Department launched the Trial Placement Scheme for People with Disabilities to encourage employers to offer job vacancies to people with disabilities for trial placement; employers received a financial incentive of US$384 for one month. A mentor scheme was also piloted to encourage co-workers to play a supportive role to workers with disabilities.

In April 2000, the Selective Placement Division launched the Self-Help Integrated Placement Service (SHIPS). The aim of SHIPS is to improve the job-searching skills of jobseekers with a disability through group counseling sessions. It also encourages participants to be more proactive and independent in their search for jobs by using computer facilities and the career information available at the SPD offices. The SHIPS's overall placement rate of 74 per cent was superior to the SPD's general placement rate of 53 per cent.

The 1995 White Paper on Rehabilitation entitled "Equal Opportunities and Full Participation: A Better Tomorrow for All" marked an important step forward. With an emphasis on participation and equalization, the white paper set out the policy objective for employment and vocational rehabilitation as follows:

> To meet the goals of full participation and equalization of opportunities in the context of employment and vocational rehabilitation, the objective is to ensure that people with a disability have an equal chance to participate in productive and gainful employment in the open market. Measures are taken to facilitate open employment for people with a disability both in public and private sectors. Supported and sheltered employment is provided for those who

cannot cope with the demands of the competitive job market. [Section 5.2 provides information on sheltered employment.]

Vocational rehabilitation is part of the continuous and coordinated process of rehabilitation which involves the provision of vocational services, such as vocational guidance, vocational training and selective placement. These enable people with a disability to secure, retain and advance in suitable employment and thereby to further their integration into society. To this end, dedicated or special training is provided to increase their knowledge and skills so that they are better equipped for jobs in the open market. Facilities for re-training are also provided so that people with a disability can update their skills and knowledge in line with modern technology.

In October 2001, the Social Welfare Department also launched an On-the-Job Training Programme for People with Disabilities. The programme is to run for three years and each year is to benefit no less than 360 people with disabilities. The programme invites NGOs to deliver job-related training, counseling, and job matching. The programme coordinator finds job-attachment opportunities for the participant in its organization, with other NGOs, or with private firms. Participants are then paid a job-attachment allowance of US$160 per month for a maximum of three months and assisted in securing employment or job-trial opportunities in the open market as well as provided with no less than six months of post-placement service to each participant.. To provide incentives to employers to offer job trials, employers receive an allowance of 50 per cent of the wage paid to the participant or US$384.60, whichever is lower, for a maximum of three months.

4.10 Mainstream Support for Self-Employment and Income Generation

Thee unemployed who completed the self-employed courses under the Employees' Retraining Scheme with viable business plans can apply for the Self-Employment Business Start-Up Assistance Scheme. This piloted scheme was scheduled to operate until 2003. A successful applicant was eligible for a loan up to US$12,820.

4.11 Mainstream Support for Self-Employment and Income Generation for People with Disabilities

People with disabilities are eligible to apply for the Self-Employment Business Start-Up Assistance Scheme as noted in Section 4.10.

For unemployed people who completed the self-employed courses under the Employees' Retraining Scheme and developed viable business plans, a Self-Employment Business Start-Up Scheme has been launched on a pilot basis through 2003. Under the scheme, people with disabilities may apply for a loan, the maximum of which is US$12,820.

4.12 Self-Employment and Income Generation Support Services for People with Disabilities

In 2002, the Social Welfare Department allocated a project fund of US$650,000, called Enhancing the Employment of People with Disabilities through Small Enterprise, to help NGOs create small businesses in order to provide employment opportunities for people with disabilities.

4.13 Poverty Alleviation

Upon its introduction in 1971, the Public Assistance (now Comprehensive Social Security Assistance) Scheme covered only food costs under its basic rates. In 1972, the basic rates underwent revision to cover additional items of essential household expenditure, including fuel and light, clothing and footwear, miscellaneous goods, transportation and services, and durable goods. Apart from inflation adjustments, the scheme has undergone several additional revisions over the years and now provides for real increases in payment rates, an earnings disregard, and the introduction of special supplements and a wide range of special grants to take account of changes in social expectations and to meet the special needs of different categories of recipients. The scheme has evolved from a programme providing for basic subsistence to a comprehensive safety net meeting not only the basic but also individual needs of its recipients. As of 31 May 2002, the CSSA scheme counted 252,675 active cases.

The Support for Self-reliance Scheme (SFS) is a programme under the Comprehensive Social Security Assistance Scheme that aims to encourage and assist eligible, able-bodied unemployed adults and low-earning persons who are working less than 120 hours per month to move toward paid employment and self-reliance while receiving financial assistance (Social Welfare Department, 2002).

4.14 Staff Training for Vocational Rehabilitation

Various government departments and NGOs organize regular in-service training workshops or courses for all the professional and nonprofessional helping staff in rehabilitation services. From 1995—1998, the Lady Trench Training Centre, which is operated by the SWD, provided 65 training programmes for 2,421 staff working in rehabilitation settings and 80 training programmes for 1,682 staff working in medical settings. The training equips the staff with the necessary knowledge and skills required for serving people with disabilities and instills in them proper attitudes toward their clients and work. Apart from the training provided by tertiary institutions and by government bodies such as the VTC, SWD, and Education Department, the Department of Health and Hospital Authority arranges training programmes for its staff in the medical sector while the Hong Kong Council of Social Service (HKCSS) organizes training for staff in rehabilitation service units. Some NGOs also deliver training programmes for personnel working with specific disability groups, with funding from charitable funds and their own resources. These programmes include the Conductive Education Programme, the Treatment and Education of Autistic and Related Communications Handicapped Children (TEACCH) Programme, and the Psychiatric

Rehabilitation Programme. Rehabilitation personnel include audiologists, clinical psychologists, doctors, educational psychologists, nurses, occupational therapists, orientation and mobility instructors, orthopaedists, physiotherapists, placement officers, podiatrists, prosthetists and orthotists, sign-language interpreters, social workers, special childcare workers, special education teachers, speech therapists, welfare workers and personal care workers, and workshop instructors (Hong Kong Rehabilitation Programme Plan (1998-99 to 2002-03), 1999).

4.15 Barriers and Gaps

Welfare organizations are advised to take reasonable care and precautions in providing their services and to remain fully aware that legislative provisions governing employment apply when an employer-employee relationship exists. Given the transfer of money as payment, concern arises with respect to the fact that the employment relationship between a welfare organization and its client becomes a profit-making rather than nonprofit arrangement, which is analogous to the relationship between those in a commercial company and their employer in open employment. Some clients may become "employees" of welfare organizations if they work with wages in service contracts or retail outlets operated directly by welfare organizations.

To overcome the difficulties in identifying and securing suitable premises in public housing estates for setting up new sheltered workshops, the Review Committee suggested exploring the possibility of operating sheltered workshops in private premises or relying on private companies to operate the workshops in, for instance, the vacant workshops of an industrial company (Hong Kong Rehabilitation Programme Plan (1998-99 to 2002-03), 1999).

As for the social acceptance of formerly mentally ill persons, recovered patients face considerable difficulties in securing a job. For example, a 2001 survey showed that over half of the respondents--who are either employers or human resources or management staff--regard formerly mentally ill persons as emotionally unstable (64.4 per cent) and lacking confidence (57.6 per cent). A significant ratio thinks that they are potentially dangerous (39.4 per cent), demonstrate poor presentation skills (34.3 per cent), and are unable to maintain sound relationships with others (29.3 per cent) (New Life Psychiatric Rehabilitation Association (December 2001) Mental Health in the Workplace: Situation Analysis--Hong Kong).

Part Five: Employment Opportunities for People with Disabilities

5.1 Open Employment Opportunities for People with Disabilities

The Selective Placement Division (SPD) of the Labour Department offers placement services to people with disabilities interested in open employment. The number of job referrals increased from 3,379 in 1992 to 9,218 in 2000, corresponding to a 172.8 per cent increase as a consequence of expanded services**.** The number of placements grew from 1,366 in 1992 to 2,007 in 2000, for a 46.9 per cent increase. In the first eight months of 2001, the SPD recorded 2,841 registrations and achieved 1,711 placements.

Table 5.1. Work of the Selective Placement Division, 1992, 1995, and 2000

Type of activity	1992	1995	2000
Registrations	2,705	3,334	3,789
Job vacancies	3,820	2,428	3,608
Job referrals	3,379	3,499	9,218
Placements	1,366	1,422	2,007

Source: Report of the Commissioner for Labour, 1992, 1995, and 2000.

In September 2000, the Selective Placement Division launched the Trial Placement Scheme for People with a Disability to encourage employers to offer job vacancies to people with a disability for trial placement so as to enhance employers' understanding of individuals' working abilities. Participating employers receive a certificate of appreciation as recognition as well as a financial incentive for a one-month trial placement, which equals 50 per cent of the wages paid to the employee, with a ceiling of US$385.

Launched in October 2001 by the SWD for a three-year period, the On-the-Job Training Programme for people with disabilities will benefit no less than 360 people with disabilities each year. NGOs provide participants with job-related training, counseling, and job matching. The operator finds job-attachment opportunities for the participant either in its own operation or with other NGOs or private firms. Section 4.9 provides further details.

Statistics

Findings indicate that about 22 per cent of people with disabilities in Hong Kong are economically active, i.e., age 15 years or over and seeking or engaged in a job with remuneration (Employment and Vacancies Statistics for December 2001, Census and Statistics Department). The ratio is significantly lower than that of the total population, which is 50 per cent. The difference is primarily attributable to the fact that people with disabilities fall into a higher age group. While about 15 per cent of the total population is over age 60, more than 56 per cent of people with disabilities fall in that age group.

Table 5.2. Distribution of People with Disabilities and Total Population by Age

Age group	Number of persons (thousands)	Per cent of people with disabilities	Per cent of total population
Under 15	9.0	3.3	17.2
15–29	13.2	4.9	20.7
30–39	22.1	8.2	19.2
40–49	37.7	14.0	17.8
50–59	35.0	13.0	10.0
Over 60	152.5	56.6	15.0
	Total 269.5	**Median Age** 64 years	**Median Age** 36 years

Source: Census and Statistics Department, 2001.

As the largest employer in Hong Kong, the government recognizes the importance of taking the lead in employing people with disabilities. For candidates with disabilities, the government does not apply short-listing criteria. It invites to selection interviews all candidates with disabilities who meet the basic entry requirements for a given post. The Civil Service Bureau has also established a central fund to subsidize departments to acquire technical aids for staff with disabilities to facilitate the efficient performance of their duties. Technical aids include hearing aids, scanners, computers with Braille displays, movable footrests, and so forth. So far, the government has supported 79 applications and, since 1996, has allocated a total of about US$2.97 million. In 2001, people with disabilities in civil service positions represented up to 2.4 per cent of the total number of civil servants (Civil Service Bureau, 2002).

The number of employed people with disabilities, excluding those with a mental handicap, is lower than the number of all employed in the total population, although such employees have a higher median age (see Table 5.3).

Table 5.3. Findings of the Survey on Employed Persons with Disabilities

	People with disabilities (excluding mental handicap)	Total population
Number of employed persons (as per cent of the respective economically active population)	53,000 (88%)	3,400,000 (95%)
Median age	46	37

Source: Employment and Vacancies Statistics for December 2001, Census and Statistics Department.

The largest group of employed people with disabilities is those with a hearing difficulty (15,700) and those with restricted body movement (15,300); the total of both groups comprises 1 per cent of the total employed population (see Table 5.4).

Table 5.4. Employed Persons with Disabilities by Selected Type of Disability and with Single Disability/Multiple Disabilities

Selected type of disability	With single disability (per cent)	With multiple disabilities (per cent)	Total (per cent)	As per cent of the total employed population
Restricted body movement	9,700 (63.5)	5,600 (36.3)	15,300 (100.0)	0.5
Seeing difficulty	5,700 (59.6)	3,900 (40.4)	9,600 (100.0)	0.3
Hearing difficulty	9,200 (58.6)	6,500 (41.4)	15,700 (100.0)	0.5
Speech difficulty	400 (16.9)	2,100 (83.1)	2,600 (100.0)	0.1
Mental illness	9,300 (75.4)	3,000 (24.6)	12,400 (100.0)	0.4
Autism	400 (71.1)	200 (28.9)	500 (100.0)	n/a
All persons with disabilities (excluding mentally handicapped persons)	34,800 (66.3)	17,700 (33.7)	52,500 (100.0)	1.6

Source: Special Topics Report No. 28, Census and Statistics Department, 2001.
Note: An employed person might have more than one selected type of disability, and hence the overall number of employed persons with disabilities is smaller than the sum of the number of employed persons with individual types of disability. Numbers in parentheses represent the percentages with respect to all employed persons with the corresponding types of disability. Some estimates are based on only a small number of observations and thus should be interpreted with caution.

In parallel with the total population, male employed persons with disabilities (34,100), excluding those with mental handicap, exceed the number of female employees (18,400). Most of the employed with disabilities (25,000), excluding those with mental handicap, have attained an education level up to the secondary/matriculation level. See Table 5.5 for more details.

Table 5.5. Employed Persons with Disabilities by Gender and Education

		All employed persons with disabilities (excluding mentally handicapped persons)		Total employed population
		Number of persons (thousands)	Per cent	Per cent
Gender	Male	34.1	64.9	57.5
	Female	18.4	35.1	42.5
	Total	52.5	100.0	100.0
Education	No schooling/ kindergarten	2.9	5.5	1.5
	Primary	18.4	35.1	17.0
	Secondary/ matriculation	25.0	47.7	57.8
	Tertiary	6.2	11.8	23.7
	Total	52.5	100.0	100.0

Source: Special Topics Report No. 28, Census and Statistics Department, 2001.

Most of the employed persons with disabilities (14,500), excluding those with mental handicap, work in the community, social, and personal services sector. The next most common sector of employment is wholesale, retail, and import/export trades and restaurants and hotels, which account for 13,100 jobs (see Table 5.6).

Table 5.6. Employed Persons with Disabilities by Industry

Industry	All employed persons with disabilities (excluding mentally handicapped persons)		Total employed population
	Number of persons (thousands)	Per cent	Per cent
Manufacturing	7.3	14.0	10.5
Construction	5.4	10.3	9.4
Wholesale, retail, and import/export trades, restaurants and hotels	13.1	25.0	30.6
Transport, storage, and communications	5.0	9.5	11.2
Financing, insurance, real estate, and business services	6.2	11.8	13.9
Community, social, and personal services	14.5	27.6	23.5
Others	1.0	1.9	0.8
Total	52.5	100.0	100.0

Source: Special Topics Report No. 28, Census and Statistics Department, 2001.

Most of the employed persons with disabilities, excluding those with mental handicap, are employed in elementary occupations (20,200). Roughly equivalent amounts of persons with disabilities are employed in other areas (see Table 5.7).

Table 5.7. Employed Persons with Disabilities by Occupation

Occupation	All employed persons with disabilities (excluding mentally handicapped persons)		Total employed population
	Number of Persons (thousands)	Per cent	Per cent
Managers and administrators and professionals and associate professionals	7.3	13.9	29.5
Clerks	6.5	12.4	18.3
Service workers and shop sales workers	7.0	13.3	14.4
Craft and related workers	6.4	12.1	10.4
Plant and machine operators and assemblers	4.9	9.3	8.4
Elementary occupations	20.2	38.4	18.7
Others	0.3	0.6	0.3
Total	52.5	100.0	100.0

Source: Special Topics Report No. 28, Census and Statistics Department, 2001.

Most of employed people (12,600) with disabilities, excluding those with mental handicap, earn between US$512.80 and US$897.30 per month (see Table 5.8).

Table 5.8. Employed Persons with Disabilities by Monthly Employment Earnings

Monthly earnings (US$)	All employed persons with disabilities (excluding mentally handicapped persons)		Total employed population
	Number of persons (thousands)	Per cent	Per cent
Below $512.80	9.6	18.4	8.9
$512.80–$897.30	12.6	24.0	13.7
$897.40–$1,281.90	9.1	17.4	20.5
$1,282.00–$1,922.90	11.7	22.4	23.9
$1,923.10–$2,564.00	3.8	7.2	11.0
$2,564.10 or over	5.6	10.7	22.0
Total	52.5	100.0	100.0
Median	8,000		10,000

Source: Special Topics Report No. 28, Census and Statistics Department, 2001.

The government of Hong Kong is committed to strengthening job opportunities for people with disabilities; in fact, it has organized three summit meetings to bring together representatives of peoples with disabilities and employer associations to discuss measures to improve employment opportunities for people with disabilities. Teleworking jobs provide one such employment opportunity. Action has already been taken to develop this area, for instance, the skills centre offers a programme in office reception practice. In the area of advanced technologies, the skills centres provide jobs in computer and network installation as well as in office computing and practice (Skills Centre, 2002).

5.2 Employment Opportunities for People with Disabilities in Protected Work Environments

In HKSAR, sheltered employment covers both sheltered workshops and supported employment services.

Sheltered Workshops

Sheltered workshops provide a planned and structured working environment to accommodate the limitations arising from the physical and mental conditions of disabled persons. The workshops assist disabled persons, who because of the nature of their disability, might not be able to enter into open employment and thus carry on a useful work life. Sheltered workshops, which play an important part in vocational rehabilitation, help people with disabilities establish and develop their social and economic potential with the ultimate objective of enabling them to move on to supported and open employment to the extent possible. With the emphasis on integration into the community, all new workshops are located in proximity to residential areas, either purpose-built or as part of planned packages in public housing estates or private development schemes. For funding purposes, Social Welfare Department (SWD) developed a uniform mode of operation, physical layout, and staffing for sheltered workshops.

The first sheltered workshops opened in 1949 when the government offered simple knitting and assembly work to people with disabilities who had taken refuge in the North Point Relief Camp. After the 1977 publication of the white paper entitled "Integrating the Disabled into the Community: A United Effort" and the 1983 review of sheltered workshops, SWD began a major expansion of workshops, emphasizing integration into the community and thus the planning of all new workshops in proximity to residential areas.
SWD set up a Working Party on Training and Employment for People with Disabilities to look into the sheltered workshop system and to identify further ways to promote employment opportunities for people with disabilities. The 1995 publication of the "Report of the Working Party on Training and Employment for People with Disabilities" marked a tremendous improvement in the development of vocational rehabilitation services, which included the shift from sheltered work to supported employment. In this regard, it was indicated that agencies operating sheltered workshops and supported employment programmes needed to adopt a stronger business orientation in both deploying their resources to meet the demands of the market and providing job opportunities for service users.

The last ten years have seen a dramatic development in the ability of sheltered workshops to meet the service needs of potential users. See Table 5.9 for more details.

Table 5.9. Number of People of Different Disability Groups Working in 55 Sheltered Workshops, 31 March 2002

Major disability group	Number of people
Mentally handicapped persons	3,611
Physically handicapped persons	660
Visually impaired persons	100
Mentally handicapped and hearing-impaired persons	162
Formerly mentally ill persons	2,433
Multiple disabilities	261
Total	7,227

Source: Rehabilitation and Medical Social Services Branch, Social Welfare Department, July 2002.

The number of places in sheltered work increased from 5,215 in 43 sheltered workshops in 1995 to 7,527 in 55 sheltered workshops in 2002. To promote upward mobility among the users of sheltered workshops, SWD made a concerted effort to focus on work-trial placements, supported employment services, parental counseling, and public education.

The average monthly income of sheltered workers increased from US$65 in 1994 to US$110 in 1998-99.

Table 5.10. Demand for and Provision of Sheltered Workshop Places

Financial year	1993-94	1995-96	1997-98	1999-00	2001-02
Projected demand	7,695	8,007	9,690	10,042	11,518
Existing provision	5,055	5,735	6,215	6,595	7,527
Projected discharge rate of 4.4 per cent of the enrollment at the beginning of the year	222	252	273	290	320
Shortfall or (surplus)	2,418	2,020	3,202	3,157	3,671

Source: Hong Kong Review of Rehabilitation Programme Plan (1994-95 to 1998-99; 1998-99 to 2002-03).

It is recognized that, for most sheltered workers, placement in a sheltered workshop may become a long-term arrangement because of the limitation arising from individuals' disabilities. However, through appropriate training, some sheltered workers are able to secure supported employment, permitting sheltered workshops to admit newcomers.

In the 1980s and early 1990s, when Hong Kong's economy was led by light industry and manufacturing, nearly all of Hong Kong's sheltered workshops relied heavily on subcontract jobs in the form of simple processing, finishing, and assembly work. Since then, some workshops have developed a variety of businesses with modern technology and equipment, such as desktop publishing, laundry services, and so forth. They have attracted a higher profit margin such that service users can earn a higher income. When, in recent years, the Hong Kong labour market began shifting from manufacturing to service industries as a result of the relocation of manufacturing industries to Mainland China, sheltered workshops faced challenges in finding job orders for service users. Many sheltered workshops upgraded their machinery and technology with funding support from government and charitable funds so as to enhance their efficiency and value-added service and thus attract large-scale job contracts. In addition, many sheltered workshops extended their services to outdoor job contracts, such as car washing, pamphlet distribution, and goods delivery, in order to capture more business opportunities and enhance the work opportunities of their service users. The quality of sheltered workshops has improved with the addition of more training elements and market-driven job contracts. To encourage their attendance, service users receive an incentive payment of US$2.80 per day in addition to their regular income.

Table 5.11. Job Types in Sheltered Workshops and Supported Employment Service Units

Job variety	Number of service units	Job variety	Number of service units
Mail service	35	Banner and word cutting	10
Packaging	28	Carpentry and furniture	8
Cleaning	22	Flag making	8
Car washing	18	Homepage design	7
Pamphlet distribution	17	Laundry	6
Gift making	16	Catering	5
Data processing	14	Snack bar	5
Sewing	14	Gardening	4
Desktop publishing	13	House removal	3
Photocopying	12	Watch design and production	3
Delivery	11	Programming	2
Printing	11	Massage service	1

Source: Types of jobs/services of sheltered workshop and supported employment services, Social Welfare Department, May 2001.

Despite Hong Kong's sluggish economy, NGOs and the Social Welfare Department managed to secure an increase from US$65 in 1994 to US$110 in 1998-99 in the average income per month for service users.

Supported Employment

Endorsed by the Rehabilitation Development Coordinating Committee in 1988, the SWD introduced the concept of supported employment, which is defined as "a form of employment for disabled persons, which allows them to work in an integrated open setting with ongoing support service and to have access to all the usual benefits of having a job such as income at market rates and job security." It is seen as a unique form of vocational rehabilitation service for people with a disability who require special support for integration into an open and competitive employment setting.

The target clients for supported employment services arepeople with disabilities with the aim that they eventually maintain a job in the open market.. The Rehabilitation Development Coordinating Committee:

a. persons with moderate disablement with working abilities lying between sheltered workshop and open employment without support; and
b. persons with moderate disablement with good working abilities but who are unable to adjust to the competitive open job market in the absence of support.

In 1989, the Social Welfare Department and one NGO set up two teams of mobile crews in a cleansing service to pilot supported employment for disabled persons. The successful effort became a regular supported rehabilitation service in 1991. Compared with the disabled service users in sheltered workshops, those engaged in supported employment are better off,

both socially and financially. Over 80 per cent of sheltered workshop service users earned below US$65 per month while supported employment service users earned above US$270 per month in 1995 (Report of the Working Party on Training and Employment for People with Disabilities, 1995). The income of service users of sheltered workshops increased to about US$110 per month in 1998-99, and the income of those working in supported employment increased to US$372 per month in 1999-00. About 25 per cent of supported employment trainees were able to integrate into open employment with support services withdrawn on a phased basis. With better wages, the majority of those engaged in supported employment require neither the Comprehensive Social Security Assistance Scheme nor incentive payments payable to sheltered workshop service users. Furthermore, the unit cost for supported employment service is less than that for sheltered workshops.

Four main models of supported employment operate in Hong Kong: mobile crew, enclaves, supported jobs (individual placement), and simulated business.

a. Mobile crews successfully obtain job contracts for cleansing jobs in different types of settings, including government properties, private properties, parks, car parks, and so forth.
b. With enclaves, disabled service users work at a specific work site within larger companies.
c. Various types of innovative simulated business provide an opportunity for disabled people to develop their work habits and work skills and, most important, to build up their confidence to work in an open setting in the community; businesses include vegetable stalls, fruit stalls, coffee bars, restaurants, convenience stalls, gift kiosks, pro shops, massage centres, and so forth.

Other forms of supported employment include home based employment, benchwork model and individual placements incorporating individual job placements with job-coaching support and follow-through in the open job market.

Table 5.12 shows the various models of supported employment and the capacity of each service provider to include persons with disabilities in employment positions.

The staff of supported employment services provides on-site job training and job coaching to workers with disabilities to ensure their job development and the continuation of their employment (Report of the Working Party on Training and Employment for People with Disabilities, 1995). Supported employment services must achieve a discharge rate of 10 to 25 per cent to ensure the upward mobility of service users. Upward mobility means the transitioning out of sheltered workshops into open employment.

Table 5.12. Capacity of Different Agencies in Different Models of Supported Employment

Agency	Capacity	Model of supported employment					
		Individual placement	Home-based employment	Mobile crew	Enclave model	Benchwork model	Simulated business
New Life Psychiatric Rehabilitation Association	170	X		X			X
St James' Settlement	160	X		X	X		X
Richmond Fellowship of Hong Kong	90	X		X			X
Christian Family Service Centre	90	X		X			
Mental Health Association of Hong Kong	90	X					X
Hong Chi Association	90	X					X
The Neighbourhood Advice-Action Council	90	X		X			X
Baptist Oi Kwan Social Service	80	X					X
Yang Memorial Methodist Social Service	80	X					X
Association for Engineering and Medical Volunteer Services	70	X		X			
Hong Kong Down Syndrome Association	70	X		X			
Social Welfare Department Supported Employment Unit	60	X					
The Hong Kong Society for Rehabilitation	60	X		X			
Hong Kong PHAB Association	50	X	X	X			
Steward Ltd.	50	X		X			
Wan Ji Christian Service	50	X		X			
Fu Hong Society	50	X					
The Salvation Army	50	X		X		X	X
The Hong Kong Society for the Deaf	40	X		X			X
Yan Chai Hospital	40	X		X			
Hong Kong Rehabilitation Power	40	X					X
Hong Kong Association of the Deaf	40	X					
The Society of Rehabilitation and Crime Prevention, Hong Kong	40	X			X		
Tung Wah Groups of Hospital	40	X					
Hong Kong Federation of Handicapped Youth	30	X	X		X		
Hong Kong Blind Union	30	X			X		X
Po Leung Kuk	30	X		X			
Haven of Hope Christian Service	20	X					
Hong Kong Lutheran Social Service	20	X		X			
The Spastics Association of Hong Kong	10	X					
Caritas—Hong Kong	10						X
Hong Kong Society for the Blind	10	X					
Hospital Authority—Kwai Chung Hospital	10	X					

Source: http://www.info.gov.hk/swd/html_eng/whatsnew/index.html, Social Welfare Department, 2002.

Marketing Consultancy Office (Rehabilitation)

In 1996, the Social Welfare Department set up the Marketing Consultancy Office (Rehabilitation) [MCO(R)] with the objective of promoting the self-reliance of and employment opportunities for people with disabilities. MCO(R) brings together a strong alliance of all sheltered workshops and supported employment units that represent a pool of manpower resources of more than 8,000 disabled persons. The alliance offers a wide spectrum of cost-effective and high-quality services, including but not limited to data entry, labeling, flyer/leaflet distribution, courier and delivery, office cleaning, printing, typesetting and artwork production, catering services, programming and web design, and so forth (http://www.efhk.org.hk/whatsnew/other.html). In 2001-02, the office secured 74 jobs for people with disabilities; managed two sales outlets, one in Hong Kong International Airport and the other in the Mongkok Government Offices Building; and processed 192 job orders and eight tender contracts for the sheltered workshops and supported employment units amounting to US$500,000. Furthermore, two kiosks and sales promotion counters coordinated with sales amounting to US$64,570.

5.3 Self-Employment Opportunities for Persons with Disabilities

To stimulate the economy and provide more job opportunities for the unemployed, the government of Hong Kong has recently motivated government departments to release more job contracts or job opportunities for self-employed persons.

For NGOs, US$6.4 million was available during 2002 and 2003 to create employment opportunities for people with disabilities through the Enhancing Employment of People with Disabilities through Small Enterprise projects coordinated by the Social Welfare Department. Those who are unemployed but have completed the self-employed courses under the Employees' Retraining Scheme with viable business plans can apply for the Self-Employment Business Start-Up Assistance Scheme. Successful applicants are eligible for loans up to US$12,820.

The Leisure and Cultural Services Department also coordinated Artists' Corners at various parks to enable self-employed artists/NGOs to sell their service/products in the parks.

5.4 Other Segregated or Protected Employment Opportunities for People with Disabilities

Launched by the SWD in 2001, the On-the-Job Training Programme for People with Disabilities benefits more than 360 people with disabilities each year, with functions ranging from job-related training and counseling to job matching. Section 4.9 provides further details. Section 5.2 describes enclaves.

5.5 Barriers and Gaps

Barriers to and gaps in employment opportunities are discussed below.

Comprehensive Social Security Assistance

People with disabilities usually receive Comprehensive Social Security Assistance to cover their living expenses; those with severe disablements receive a disability allowance. The CSSA scheme is based on a means test; if recipients earn wages to a certain level above the amount of the CSSA payment, the payment is deducted for fear that it will become a disincentive to seeking work. In what has proven to be a universal dilemma and a general phenomenon, service providers and self-help organizations have continued to make considerable effort to tackle employment disincentives for people with disabilities.

Promotion of Employment Opportunities

Financial issues have been a barrier to people with disabilities interested in setting up businesses. To promote their own employment opportunities, NGOs have made repeated requests for the provision of tax concessions, a quota system, and a trust fund to assist people with disabilities in setting up business projects (Hong Kong Rehabilitation Programme Plan (1998-99 to 2002-03), 1999).

Difficulties in Employment Quota System

Difficulties in implementing the employment quota system noted at different organizational and governmental levels include:

a. Companies have little regard for disabled people's abilities and their suitability to the job.

b. Disabled employees regarded as a burden to the company and hence not gain acceptance by other staff members.
c. Employers may tend to pay the levy rather than hiring disabled employees.
d. In examples from other countries, quota systems have limitations, and auditing is not effective.

Accordingly, the quota-levy system or the indicator for employment of people with disabilities has not been adopted.

Difficulties in Setting Up Indicators for Employment for People with Disabilities

The suggested introduction of an indicator for the employment of people with disabilities for government, subvented organizations, and public bodies is under discussion, although government departments believe that, for the following reasons, such an indicator is not practical:

a. Given the complexity of the definition of different disabled groups, it seems impossible to monitor compliance in the absence of a sophisticated and costly control mechanism.

b. Diversity in the nature of businesses and the size of NGOs and public bodies renders it extremely difficult for some organizations to follow the indicator.

c. Without the obligation for the concerned organizations to comply, the indicator will serve no meaningful purpose. (Speech by the Secretary for Health, Welfare and Food, Dr. E.K. Yeoh, J.P, in the motion debate on "Promoting the Employment of People with Disabilities," 2002).

Attitude of Employers: Information Drawn from 2001 Survey on People with Mental Illness in the Workplace

In Hong Kong, according to a survey conducted by the Equal Opportunities Commission in 1998, people generally regard mentally ill persons as "emotionally unstable," demonstrating "more irritable temperament," susceptible to "a sudden relapse," "potentially dangerous," and tending to be "poor in communication skills" in social interaction, provision of services and facilities, education, and the field of employment. Consequently, mentally ill individuals face more difficulties than the general population with respect to equal life chances. In a 2001 survey on people with mental illness in the workplace, only 28.3 per cent of the respondents--who were either employers or human resources or management staff--regarded formerly mentally ill persons as the same as ordinary people (New Life Psychiatric Rehabilitation Association (December 2001) Mental Health in the Workplace: Situation Analysis--Hong Kong).

Part Six: Employment Promotion Activities Involving Social Partners

6.1 Government or NGO Employment Promotion Activities Directed at Employers

The Labour Department, Social Welfare Department, NGOs, and Sub-Committee on Public Education on Rehabilitation of the Rehabilitation Advisory Committee have launched numerous initiatives in the past years to raise employers' awareness about the abilities of people with disabilities and to involve employers proactively in the training and employment of people with disabilities.

Trial Placement Scheme for People with Disabilities

Launched by the Labour Department in September 2000, the Trial Placement Scheme for People with Disabilities was intended to encourage employers to offer job vacancies so that, during a one-month trial placement, employers would become familiar with the working abilities of people with disabilities. Participating employers would receive a small financial incentive equivalent to half of the wages paid during the trial period, with a ceiling of US$384.60. Until the conclusion of the scheme in January 2002, 230 employers offered a total of 389 vacancies for trial placement. With an average financial incentive of US$260 per case, 77 per cent of the 295 trial workers enjoyed full employment after the trial, earning an average monthly salary of US$641. To continue the scheme, the Labour Department secured funding of US$243,596 to launch a new Trial Placement cum Mentor Scheme for People with a Disability for a further three years commencing in January 2002.

On-the-Job Training Programme for People with Disabilities

The On-the-Job Training Programme for People with Disabilities is a three-year experiential project launched by the SWD in October 2001 to enhance the employment of people with disabilities through proactive training and market-driven and placement-tied approaches that encourage employers to create or offer job opportunities for people with disabilities. The total cost of the programme, which will benefit 1,080 people with disabilities, is US$2.9 million. In its first nine months of operation, the programme enrolled 372 people with disabilities, 163 of whom were scheduled to attend job attachments and job trials. As of June 2002, 124 people had successfully secured permanent jobs through the programme.

Enhancing the Employment of People with Disabilities through Small Enterprise

The small enterprise programme was set up by SWD with a one-off provision of US$6.4 million for NGOs to create and run small businesses or enterprises that, during 2001-02, would employ people with disabilities. The programme targeted people who would benefit from genuine employment in a carefully planned and sympathetic working environment. Successful NGO received a maximum grant of US$257,000 for each business. The SWD supported eight projects worth a total of US$800,000 and was expected to create about 130 employment opportunities, 90 of which were to go to people with disabilities. All the businesses were to commence operation between June and December 2002.

Continuing Support for People with Disabilities and Their Families

With a view to helping people with disabilities integrate into the community, the SWD makes the following allocations per year a: US$1.8 million for strengthening existing community support services, US$1.3 million for pilot projects to form a community care and support network, and US$800,000 for supporting self-help organizations.

Promoting Access to Information Technology (IT) among People with Disabilities

The SWD obtained an allocation of US$3.8 million from the Lotteries Fund to launch a three-year project that calls for the installation of computer facilities with Internet access at rehabilitation service units, the construction of a portal web site, and the implementation of IT awareness and training programmes for people with disabilities. In 2001, 540 computers with Internet facilities were set up at 464 rehabilitation service units run by 69 NGOs and the SWD, providing 15,000 training places for people with disabilities from 2001-02 to 2003-04.

Marketing Consultancy Office (Rehabilitation)

MCO(R) began delivering a full range of services in June 2001 and formed a strong alliance with about 53 sheltered workshops and 33 supported employment units, accounting for a pool of over 8,000 persons with disabilities. For vocational training and employment in 2001-02, the office secured 74 jobs for people with disabilities; managed two sales outlets, one in Hong Kong International Airport and the other in the Mongkok Government Offices Building; and received 192 job orders and eight tender contracts for its sheltered workshops and supported employment units amounting to US$500,000. During the same period, MCO(R) delivered 12 sessions of training courses that served 504 participants and hosted 13 marketing events.

Caring Company Scheme

Launched in 2002 by the Hong Kong Council of Social Services to inspire corporate citizenship and strategic partnerships between businesses and the social service sector, the Caring Company Scheme provides support from 31 major Chambers of Commerce and organizes a series of activities that includes a nomination by NGOs' of which business partners are awarded a Caring Company logo. The Caring Company Scheme also planned a seminar on business and social service partnerships as well as wide media coverage of partnership projects. Caring Companies are committed to at least two of the following:

a. Volunteering--encourage and support employees' volunteerism
b. Family friendliness--provide a family-friendly environment for employees
c. Employing the vulnerable--demonstrate a willingness to employ vulnerable groups
d. Partnering--develop partnership projects with the social service sector

e. Mentoring--share business expertise with social service organizations
f. Giving--make monetary donations or engage in in-kind giving to the community

Public Education

From 1994 to 1996, over US$2.5 million was set aside by the government for public awareness campaigns about disability while, in 1997, another US$500,000 was granted [for public education programmes. A capital grant of US$1 million was allocated for 1998-03. In 2002-03, US$310,264 would be further funded to promote rehabilitation and public education for persons with disabilities.

Section 2.6 also mentioned the following programmes:

Each year, district boards organize International Day of Disabled Persons (IDDP) activities. Mental Health Month is an annual publicity campaign organized by the Health and Welfare Bureau with the support of the Hospital Authority, various government departments, and NGOs for the purpose of promoting public awareness of the importance of mental health. Entitled Mental Health in the Workplace, 2001's campaign focused on enhancing the awareness of employers and employees about mental health and ways to deal with stress. The theme was extended over two years from 2000 to 2001(including World Mental Health Day) allowing a broader examination of matters affecting employees at every level. In 1999, various government bodies jointly organized the Expo on Employment and Retraining for People with Disabilities. The SWD and NGOs organized the Millennium Special Trading Expo to promote the services of sheltered workshops and supported employment so as to enhance public understanding of the abilities of people with disabilities.

The Labour Department also organized seminars and exhibitions in collaboration with employers' associations to enhance employers' understanding of the working abilities of people with disabilities.

Outstanding Disabled Persons Award 2002

The Outstanding Disabled Persons Award recognizes persons with disabilities who have demonstrated exceptional effort in overcoming their disabilities to attain personal achievements and contribute to society at large. The award also aims to heighten public awareness of the abilities of persons with disabilities and the invaluable contributions they have made in serving the community locally and internationally.

Outstanding Disabled Employees Award and Enlightened Employers Award

Every year, the Labour Department organizes the Outstanding Disabled Employees Award and Enlightened Employers Award to recognize disabled employees who have demonstrated outstanding performance at work and employers who have made special efforts to employ people with a disability. The Labour Department also aims to enhance the understanding of employers and the public about the work capabilities of people with disabilities, thereby soliciting more employment opportunities for them.

Information on trade unions is not available.

6.2 Government or NGO Employment Promotion Activities Directed at Trade Unions or Workers' Organizations

No information available.

6.3 Employer, Trade Union, or Workers' Organization Employment Promotion Activities

Employers have not organized any activities in this regard and there is no information available from trade unions.

Part Seven: Summary and Future Directions

7.1 Looking back over the past decade 1993 – 2002

Over the past ten years, Hong Kong has realized substantial progress in the provision of training and employment services for people with disabilities. This is reflected in new legislative enactments such as the Education and Employment Ordinances which provide provisions for mainstream education and employment of people with disabilities and most significantly the enactment of the Disability Discrimination Ordinance which prohibits discrimination of people with disabilities (implemented by the Equal Opportunities Commission). Additionally, there have also been many amendments made to existing mainstream legal instruments such as the Building Regulations. The White Paper "Equal Opportunities and Full Participation: A Better Tomorrow for All" symbolizes best the changing policy environment in Hong Kong. The Rehabilitation Programme Plans have provided substance for the training and employment of people with disabilities. The latest Plan incorporates a number of implementing institutions such as the Vocational Training Council as well as programmes for example the Employees' Retraining Scheme. There are other implementing institutions such as the Selective Division of the Labour Department which provides services for open employment for disabled persons and the Social Welfare Department (in collaboration with NGOs) which provides both services for supported employment as well as running sheltered workshops.

7.2 Looking Forward

Hong Kong's goal of achieving full participation and equal opportunities for people with disabilities is clearly visible but many issues still need to be addressed such as raising public awareness of the employability of people with disabilities particularly those with mental illness (a trade mark is being developed in this regard to show the quality of products and servcies produced by disabled persons), the changing role of sheltered workshops in light of the new Employment Ordinance, strengthening the network of public and private organisations to increase job opportunities for disabled persons. These will undoubtedly pose a major challenge for both the government and NGOs. The government and all concerned parties will need to work closely together to meet the challenges the continuing economic downturn will present for the employment of people with disabilities. We look forward to closer cooperation with the countries of the Asia and Pacific Region and to fostering alliances with international bodies.

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About the Author

Deborah Wan

Deborah Wan graduated with a bachelor of arts from the University of Hong Kong and is a registered social worker. She has held the post of Chief Exceutive of the New Life Psychiatric Rehabilitation Association for the last 20 years. Her main duties include the formulation of psychiatric rehabilitation policy in Hong Kong and the implementation of community psychiatric services covering a wide range of rehabilitation and vocational services. She is a member of a number of government committees, including the Social Welfare Advisory Committee (since 1996), and served as Vice Chair of the RAC Committee on Employment from 1982 to 1999. In addition, she is Vice Chair of the Rehabilitation Division of the Hong Kong Council of Social Service. Internationally, Ms. Wan has been Chair of the Commission on Work and Employment (Rehabilitation International Asian and Pacific Region) since 2000 and has represented Hong Kong in the Asian/Pacific Network of Work Centres for Disabled Persons since 1997.

Research Protocol

PART ONE: COUNTRY OVERVIEW

1.1 Introduction

- Brief history and current events.
- Brief introduction to level of development and UNDP Human Development Index.

1.2 Geography

- Area in square kilometers.
- Topography and climate.
- Rural/urban configuration.

1.3 Population

- Total population.
- Geographic distribution, including rural/urban.
- Annual growth rate (total and by gender).
- Life expectancy (total and by gender).
- Age composition (total and by gender).
- Literacy levels (total and by gender).
- Unusual demographic patterns (e.g. declining birth rate affecting workforce, etc.).
- Primary religious groupings.

1.4 Government and general development plans

- Form of government.
- Political system and stability.
- Structure of government, including number of ministries.
- Administrative structures (i.e., central and local, including number of provinces/states and description of local government structures).
- Influence of central government vis a vis local structures and influence.
- Socio-economic/development objectives and strategies (e.g. 5-10 year plans), especially in relation to training and employment and/or people with disabilities.

1.5 Economic composition and status

- Economic sectors such as the size and significance of the country's primary agricultural, manufacturing and service industries.
- Relative sizes of the formal and informal sectors of the economy.

- Current annual GDP, GDP per capita, and annual growth rates.
- Percentage of people below the international poverty level.
- Impact of recent current events on0 economy, if appropriate (e.g., impact of the Asian economic crisis, political instability, etc.).
- Economic projections.

1.6 Labour markets

- Labour force participation (total and by age and gender).
- Unemployment rates (total and by age and gender).
- Underemployment rates defined as less than 35 hours per week (total and by age and gender).
- Relative levels of open employment, multiple employment (individuals holding more than one job), and self-employment (total and by age and gender).
- Levels of employment in the formal and informal sectors (total and by age and gender).
- Wage levels for the primary occupations in the formal and informal sectors.
- Identify and describe any special issues that impact the country labour markets (e.g. importing labour, high rates of youth unemployment, ageing workforce, etc.).

PART TWO: PEOPLE WITH DISABILITIES---DEFINITIONS, DATA AND SITUATION

2.1 Identify and describe the most common definition(s) of disability used, especially the legal definition(s). If multiple definitions exist, describe them and reference their sources.

2.2 Identify and describe the primary disability classification system(s) used for official government purposes. If multiple classification systems exist, cite their sources, describe them and explain how they are used.

2.3 Identify and describe the major sources of disability information. For each, specify the

- Nature of the source (e.g., Census, national database, survey, registration for services, study, etc.).
- Definition of disability and classification system.
- Data gathering procedures.
- Scope (e.g., aimed at all disabled persons, a disability subgroup, a geographic part of the country, etc.).

- Primary demographics and findings to include, as available, the number of and types of disabled persons, principle causes of disability, gender, literacy level, education, employment status, and income levels.
- Problems that may have existed in collecting information or that affect the validity of the available data (e.g., unclear definitions, etc.).

2.4 Cite and describe national data sources and statistics related to the number of people disabled by on the job injuries and cite return to work rates, if available.

2.5 Describe the environmental factors affecting the full social participation of people with disabilities in all aspects of life, especially their direct participation in training and employment. Note those specific to certain disability groups. For example:

- Environmental accessibility/barriers.
- Communication accessibility barriers (e.g., sign language development/use, signage, use of Braille, etc.).
- Transportation accessibility/barriers.
- Others.

2.6 Describe social factors that may also affect participation including

- Prevailing cultural attitudes toward disability (including religious beliefs).
- Negative attitudes or misconceptions (note disability specific attitudes).
- Societal and family expectations for people with disabilities by gender, if appropriate.

2.7 Identify and describe the primary advocacy organizations of (not for) disabled persons and their advocates. In particular, note

- If the organizations represent a single disability group or all types of disabilities.
- Number of members and geographic scope.
- Objectives, influence and services, especially those related to employment and training.

PART THREE: LEGISLATION, POLICIES AND INSTITUTIONAL STRUCTURES

3.1 International policies adopted

- Has the country ratified the Asia Pacific Decade Declaration? If so, when?
- Has the country ratified ILO Convention No. 159? If so, when? Describe any

supervisory comments.

3.2 National legislation, official decrees, etc.

- Describe reference to equal rights, especially of disabled persons in the Constitution.
- Cite and describe any global disability rights or disability-specific legislation.
- Cite and describe legislation that currently influences persons with disabilities in relation to (include name, date, purpose, and disability provisions or lack thereof):
    - Education, vocational training and/or human resource development.
    - Employment, wage, and labour issues.
    - Income generation, self-employment and enterprise development.
    - Transportation, housing and building codes, assistive devices, other.
- Cite and describe in detail any employment promotion legislation or provisions to promote employment of people with disabilities, such as quotas, levies, employer incentives, laws protecting employment rights, etc.
- Cite and describe any national legislation that discriminates against disabled persons, for example, with regard to employment in certain professions, etc.
- Cite and describe vocational rehabilitation provisions contained in the country's workers' compensation, social security and/or employment injury laws.
- Cite any other legislation that promotes or hinders the training and employment of people with disabilities.
- Describe any draft or impending legislation that deals with disabled persons.

3.3 Disability policies and regulations

- Cite and describe the national development plan as it relates to training and employment or includes the mention of people with disabilities.
- Cite and describe significant existing regulations or policy statements to implement the legislation described in 3.2.
- Cite and describe the national plan regarding vocational rehabilitation, training and employment for disabled persons, or a general rehabilitation/disability plan that includes these issues. Include the date developed, when and how the plan was developed, who was involved in its development and if workers' and employers' organizations and people with disabilities were included, the process for developing the plan, and its significant contents.
- Cite and describe any policies and/or regulations related to the availability of vocational rehabilitation staff and their competency and training.
- Cite and describe any policies and/or regulations related to vocational rehabilitation research activities.
- Cite and describe any other policies and regulations that relate to the training and

employment of people with disabilities, their equal treatment, and their access to support services to enable them to secure employment and training.

3.4 Evaluation and review of policies

- Are there measurable targets with regard to the training and employment of people with disabilities? If yes, describe these targets, including gender dimensions and requirements for joint action by all ministries (such as those responsible for employment, training, small enterprise or rural development).
- Describe methods of reviewing and evaluating national plans or policies.

3.5 Institutional structure for policy and service implementation

- Briefly describe the historical evolution of vocational rehabilitation and other strategies to foster the employment of people with disabilities.
- Identify and describe the activities of the key government ministries or semi-autonomous organizations involved in implementing the policies and overseeing the services related to the vocational rehabilitation of disabled persons.
- Identify and describe any national coordinating body [ies] in support of employment and training activities for disabled persons, including the composition, structure and functions.
- Identify and describe any inter-ministerial groups or committees in support of employment and training activities for disabled persons.
- Describe the role of local (state/provincial) government in implementing disability policy.

3.6 Other implementing organizations

- Describe the relationship between the government, the private sector and the NGO community regarding the implementation of disability policies and vocational rehabilitation services. In particular, note the funding relationship between government and NGOs, including organizations of/for disabled persons, and how they cooperate to implement policies or deliver services in response to policies (e.g., funding arrangements, policy implementing roles, partnerships, collaborations, etc.).
- Describe any policy implementation or service provider roles for employers' groups and trade unions.

PART FOUR: EDUCATION, VOCATIONAL TRAINING PRACTICE AND EMPLOYMENT

4.1 General education system

- Describe the structures of the primary, secondary and post-secondary education systems.
- Is schooling compulsory, and if so, to what level?
- Are fees charged, and if so, how much and to what level?
- Provide enrolment data for each level of schooling (total and by gender).
- Describe any urban/rural differences in educational systems and opportunities.

4.2 Educational opportunities for persons with disabilities

- Cite data or estimate the proportions of the disabled population that receive primary, secondary and post-secondary education (by gender and disability type).
- Identify and describe the educational opportunities for disabled persons in the country's mainstream educational systems, and estimate the numbers of disabled persons enrolled at each level (by gender and disability type).
- Identify and describe NGO sponsored educational opportunities for disabled persons, and estimate the numbers enrolled (by gender and disability type).
- Identify and describe the educational opportunities for disabled persons in other systems that may exist (e.g., community based rehabilitation programmes) and estimate the numbers enrolled (by gender and disability type).
- Estimate the retention rates for persons with disabilities in each of the above systems.
- Describe the availability of appropriate teaching aids, assistive devices and facilities for promoting successful educational outcomes for persons with disabilities.
- Describe the nature and extent of disability related teacher-training programmes for teachers in the mainstream and special educational systems.
- Describe differences in availability and/or quality of educational services related to urban and rural areas, type of disability or gender variables.
- Cite data, evaluation studies or other authoritative sources to describe the quality of education services for students with disabilities.

4.3 The mainstream vocational training system

- Describe the formal vocational training system (i.e., certificate, diploma or qualification based), including oversight bodies, ministry or ministries involved, institutional structures, and types of training courses offered.
- Describe the informal vocational training system (i.e., provides skills training that

does not result in formal qualifications), including ministries involved, institutional structures and types of training courses offered.

- Identify and describe programme[s] to provide vocational training through distance learning.
- Identify and describe work based and apprenticeship opportunities.
- Identify completion rates (total and by gender) and outcome data (percentage who are employed or self-employed after training) that are available for the different types of training.
- Describe the availability of NGO or commercial vocational training programmes and their importance to the overall human resource development system.

4.4 Mainstream vocational training opportunities for people with disabilities

- Identify and describe any existing opportunities for mainstreaming and/or special support services for disabled trainees in the mainstream formal and informal vocational training systems.
- Identify disabled persons enrolment and completion rates (by gender and disability type) and outcome data (percentage who are employed or self-employed after training) that are available for the different types of training.
- Discuss differences in availability and/or quality of mainstream vocational training related to urban and rural areas, type of disability and gender variables.

4.5 Segregated vocational training opportunities for people with disabilities

- Identify and describe any existing segregated government and NGO-sponsored vocational training systems and programmes for persons with disabilities, including those providing formal and informal vocational training and any distance learning or apprenticeship opportunities.
- Describe special accommodations or special support services offered to students, including follow-up.
- Describe prevocational, remedial or other specialized training that may be offered.
- Describe the types of occupational skills taught, and discuss their relevance to labour market and self-employment opportunities.
- Describe the nature and extent of disability related instructor-training programmes for those in mainstream and segregated systems.
- Identify (or estimate) completion rates (total and by gender) and outcome data (percentage who are employed or self-employed after training) that are available for the different types of training.
- Discuss differences in availability and/or quality of mainstream vocational services related to urban and rural areas, type of disability and gender variables.

- Cite evaluation studies or other authoritative sources to describe the quality and responsiveness of the vocational training system to people with disabilities.

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

- Identify and describe any existing self-help or peer vocational training programmes.
- Estimate the number of disabled persons enrolled, graduated and employed as a result of their participation by gender and by disability type.
- Discuss any differences in availability and/or types of self-help and peer vocational training related to urban and rural areas, type of disability and gender variables.

4.7 Mainstream employment services

- Identify and describe the government sponsored employment services system (i.e., providing assessment, vocational guidance and job placement services), the responsible ministry or ministries involved and particular groups targeted**.**
- Describe the institutional service delivery structures (e.g., schools, employment offices, and outsourcing to NGOs) and nature and extent of services provided.
- Identify significant NGO-sponsored employment programmes, the services that are offered, and the target groups (e.g. youth or women) served.
- Discuss any differences in availability and/or types of employment services based on urban/rural or gender dimensions.

4.8 Opportunities for people with disabilities in mainstream systems

- Identify and describe any existing opportunities for mainstreaming and/or special support services for disabled job seekers in the mainstream employment services.
- If mainstreaming occurs, provide data or estimate the proportion of disabled persons who use the mainstream system (s) and their success rate in terms of employment outcomes.

4.9 Special employment and employment support services for people with disabilities

- Identify and describe special employment and employment support services available to people with disabilities through government agencies, NGOs, schools or other sponsoring institutions.
- Describe the structures for delivering employment and employment support services (e.g., employment offices, work oriented rehabilitation centres or sheltered workshops, special vocational schools, etc.).
- Describe the services offered, especially disability specific employment support services (e.g., vocational assessment, peer group counseling, work experience or adjustment services, supported employment, job analysis, selective placement, etc.)

- Note if these services focus entirely on open employment, or include placement in sheltered employment, enclaves or other protected environments.
- Identify the number of persons served by gender and disability type and the number placed in employment (open employment, protected employment or self-employment) by gender and by disability type.

4.10 Mainstream support for self-employment and income generation

- Identify any government sponsored self-employment and income generation services and the responsible ministries.
- Describe the services offered (e.g., business planning, business development training, access to credit. etc.) and target groups.
- Identify any NGO sponsored self-employment and income generation programmes.
- Describe the services offered (e.g., business planning, business development training, access to credit, etc.) and target groups.

4.11 Mainstream support for self-employment and income generation for disabled persons

- Describe opportunities for inclusion of people with disabilities in self-employment programmes by identifying mainstreaming policies and special outreach and support services.
- Describe the extent to which people with disabilities are included in such programmes by citing or estimating participation and outcome rates.

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

- Identify support programmes for self-employment and income generation for people with disabilities sponsored by governments, NGOs or special schools and training facilities.
- Describe the services offered and target groups.
- Identify the participation and outcome data (number starting businesses) by gender and by disability type.

4.13 Poverty alleviation programmes

- Describe any major poverty alleviation programmes and their sponsors and related ministries (if not identified in 4.11 or 4.12).
- Identify policies and practices related to the inclusion of people with disabilities.
- Identify or estimate the participation rates of people with disabilities in such programmes.

4.14 Staff training for vocational rehabilitation

- Identify and describe training programmes for professionals providing vocational rehabilitation and training and employment services for people with disabilities.
- Describe the availability of competent trained personnel related to vocational rehabilitation practice (e.g. trained rehabilitation counselors, vocational assessors, vocational counselors, job placement specialists, etc.) Cite data, if available, and estimate the proportion of disabled persons.

4.15 Barriers/gaps related to services

- Identify specific barriers that people with disabilities face in accessing or benefiting from educational, vocational training, employment and self-employment and income generation services, both mainstream and segregated (e.g., related to accessibility, transportation, support services, availability of assistive devices, trained instructors, policy support, etc.).
- Note gaps in services that may exist (e.g., such as for those with certain types of disabilities, age, ethnic or gender groups, those residing in certain geographic areas, etc.).
- Whenever possible, identify data or a rationale to support the identification of these barriers or gaps.

PART FIVE: EMPLOYMENT OPPORTUNITIES

5.1 Open employment

- Identify and describe open employment opportunities for people with disabilities in the public, for profit and not for profit sub sectors.
- Estimate or provide data related to the number employed (by gender and by disability type) especially in relation to the types of jobs, wages, benefits, and career advancement potentials in the open labour market.
- Identify and describe any teleworking, home-based or other non-traditional employment structures in the open market.
- Identify and describe employment opportunities that have developed because of advances in information technology, the Internet and the computer industry.
- Identify and describe any decreases in open employment opportunities, especially related to employment of disabled persons, such job loss due to technology, trade or globalization issues, the impact of transition economies, etc.

5.2 Employment opportunities for people with disabilities in protected work environments

- Describe the available employment opportunities in protected work environments

designed for people with disabilities including the following:

- Government set-aside job programmes (i.e., jobs that are set aside or give priority to people with disabilities, such as sale of lottery tickets in Thailand).
- Sheltered Workshops and Work Centres for people with disabilities.
- Supported employment programmes.
- Enclaves (segregated work setting for people with disabilities within larger companies).
- Other.

- For each type of protected job opportunity, provide data or estimate the number of people employed (by gender and by disability type), especially in relation to the types of jobs, wages, benefits and rehabilitation services that are available to participants in these protected work programmes.
- Explain and describe opportunities and specific services for transitioning workers with disabilities from protected employment to open employment.
- Cite data or estimate the numbers or proportions of people with disabilities who transition from protected to open employment.

5.3 Self-employment opportunities for persons with disabilities

- Identify and describe self-employment opportunities for disabled persons in the formal sector, and estimate the numbers of people employed and the incomes of self-employed people with disabilities in the formal sector.
- Identify and describe self-employment opportunities for disabled persons in the informal sector, and estimate the numbers of people employed and the incomes of self-employed people with disabilities in the informal sector.
- Identify any special government or NGO programmes to support or assist people with disabilities in self-employment, such as special marketing schemes, tax breaks, etc.

5.4 Identify and describe other segregated or protected employment opportunities that may exist, such as disabled persons cooperatives, welfare enterprises, etc. and estimate the number of persons employed, types of job opportunities, wages, and number and types of disabled persons served.

5.5 Barriers/gaps

- Identify specific barriers that people with disabilities face in accessing or benefiting from employment opportunities including those in open, formal, informal and protected environments (e.g., related to accessibility, transportation, support

services, availability of assistive devices, discriminatory practices, lack of policy support, etc.).

- Note specific gaps to accessing employment opportunities that may exist (e.g., such as for those with certain types of disabilities, age, ethnic or gender groups, those residing in certain geographic areas, etc.).
- Whenever possible, identify data or a rationale to support the identification of these barriers or gaps.

PART SIX: ACTIVITIES INVOLVING SOCIAL PARTNERS

6.1 Identify and describe any government or NGO initiatives specifically designed to educate, raise awareness in, or provide supports and encouragement to, employers who are involved in the training or employment of people with disabilities.

6.2 Identify and describe any government or NGO initiatives specifically designed to educate, raise awareness or provide supports and encouragement to trade unions or workers' organizations that are involved in the training or employment of people with disabilities.

6.3 Describe any employer or trade union initiated activities, partnerships, or liaisons with government or NGOs that are specifically designed to promote the training and employment of people with disabilities.

PART SEVEN: SUMMARY AND FUTURE DIRECTIONS

7.1 Looking back over the past decade 1992-2002

- Describe significant changes in policy and practice over the past decade.
- Describe specific progress or lack of progress in meeting the Asian and Pacific Decade of Disabled Persons Employment and Training Targets for Action.

7.2 Looking forward

- Describe major barrier needs related to policies and practices for equal opportunity and treatment of people with disabilities in regard to training and employment.
- Describe major strengths or opportunities related to policies or practices in regard to training and employment of people with disabilities.

7.3 Plans and recommendations from in-country

- Cite and describe goals, directions, and targets from official government planning documents related to training and employment policies and practices and specify

time frames.

- Cite and describe any current recommendations made by advocacy or disability organizations related to the future of employment and training policies and practices.
- Cite and describe any other recommendations, studies or analyses within the country that pose specific recommendations about the future of policies and practices for the training and employment of people with disabilities.

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