

# Welfare Security for Rural People with Disabilities: Multi-Subject Collaboration and Policy Interpretation

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**Abstract:** Under the background of population aging, China's rural disabled groups are facing the dual challenges of survival security and development needs. This study takes Guangdong Province as a sample area, based on the collaborative framework of welfare pluralism and social support network theory, and reveals the structural contradictions of rural disability welfare supply through policy text analysis. The study found that the current government-led multi-supply model has the dual dilemma of "rigid-flexible imbalance" and "structural suspension," that is, while the government guarantees the basic right to survival, informal support systems such as families and communities are difficult to promote social integration; markets and social organizations fail to effectively embed technological advantages into the welfare production system. Based on this, it is proposed to construct a social support network and a multi-cooperation mechanism to promote the "multi-coordination" of welfare supply: First, deepen family and community empowerment and encourage social organizations to provide accurate services; second, optimize the cooperation between government, enterprises and society, and innovate market-oriented auxiliary services; third, strengthen institutional guarantees and integrate disability education to enhance social inclusion. Through multi-dimensional reform, we can realize the leap from "survival guarantee" to "ability development," promote service precision and social integration, and help the sustainable development of disabled groups.

**Keywords:** Welfare Pluralism; Social Support Network Theory; Policy Analysis

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## 1. Introduction

By 2022, there are more than 37 million disabled people in China<sup>[1]</sup>. The number of disabled people is huge and the characteristics are distinct, which needs the extensive attention and help of the society. Even in Guangdong Province, an economically developed region, people with disabilities still face the problems of lack of employment opportunities, imperfect social assistance measures and lagging social security system, especially in rural areas with relatively backward economy. As the core strategy of rural development in Guangdong Province, the rural revitalization strategy aims to promote the comprehensive development of rural economy and society and improve the quality of life of rural residents, including improving the living conditions of people with disabilities and promoting their social integration ability.

This study focuses on the dual challenges of survival security and development needs of rural disabled groups in China

under the background of aging. Taking Guangdong Province as a sample, through the integration of social support network theory and welfare pluralism, it systematically reveals the deep contradictions under the government-led model and explores the transformation path. The purpose is to innovatively open up the structural obstruction of welfare supply, put forward the coupling mechanism of social support network and welfare pluralism, promote the cognitive transition of social welfare research paradigm from static "resource allocation" to dynamic "ability co-construction", and inject new methodology of relational sociology into welfare theory.

## 2. Theoretical Framework

As a major economic province at the forefront of reform and opening up, Guangdong faces the dual challenges of unbalanced urban and rural development and more than 1.8 million disabled people (accounting for 11% of the country)<sup>[1]</sup>. Among them, 75% of disabled people's employment income is lower than the average level, restricting the process of common prosperity<sup>[1]</sup>. Chen<sup>[2]</sup> put forward: "In the perspective of welfare pluralism, through the government to play a leading role, the integration of community, family, non-governmental organizations, enterprises and other aspects of the power, to jointly build a social welfare support network, in order to solve the problem of left-behind elderly care services, improve their welfare level." Welfare pluralism reconstructs the institutional framework through the multiple co-responsibility of government, market, family and social organizations. The social support network integrates resources with the interactive network of family, community and state. While solving the problem of left-behind elderly, it also proposes solutions to the problems of modern disabled groups, that is, to promote the upgrading of disability support from "survival security" to "dignity development" by coupling welfare pluralism with social support network. Although domestic and foreign research is widely used in the field of old-age care and assistance, the field of disability still needs to be deepened. Through the word frequency analysis of Guangdong policy, it reveals the differences between urban and rural areas (such as 'special hardship support' and 'community rehabilitation'), highlighting the imbalance of resource allocation. The coupling of the two promotes the transformation of the supply paradigm from "passive relief" to "capacity development" through the injection of institutional kinetic energy and the precise reach of resources. It is necessary to strengthen the cooperation of subjects and the optimization of spatial justice, so as to realize the social integration and sustainable development of disabled groups.

### 2.1 Welfare Pluralism

Foreign scholar Ross first proposed welfare pluralism, dividing welfare providers into countries, markets, and families, and constructing a welfare triangle. Johnson and other scholars expanded it into a quartile, including the state, market, family and voluntary organizations, emphasizing the importance of family and voluntary organizations in the welfare system<sup>[5]</sup>. As one of the earliest scholars to study welfare pluralism in China, Huang supports the practice of multi-agent welfare provision and proposes a new division of government and citizen welfare responsibilities<sup>[6]</sup>. Han and other scholars believe that non-profit organizations are crucial in the development of social security and should cooperate with the government<sup>[7]</sup>. Tian et al. proposed an analytical framework and model of welfare pluralism, covering welfare meaning, supply, purchase, decision-making and so on<sup>[8]</sup>.

These studies enrich the understanding of welfare pluralism and emphasize the importance of multi-agent cooperation and responsibility distribution. Foreign welfare pluralism is more profound and rich, and its application is also more extensive, covering nursing insurance<sup>[11]</sup> and pension issues<sup>[12]</sup>. However, there are few studies and applications on the application of welfare pluralism in protecting the lives of disabled people. Domestic research on welfare pluralism theory has also been transformed into the application of social problems such as pension<sup>[4]</sup>, social services<sup>[14]</sup>, and social assistance<sup>[9]</sup>. Among them, Qu<sup>[9]</sup> proposed that the social assistance for the disabled after the disaster should be developed in the direction of integration, diversification and institutionalization in terms of the main body, mode and nature of assistance. Li and Hou<sup>[10]</sup> studied and combined the more detailed and in-depth development trend of the social support system for the disabled.

In general, welfare pluralism provides a good solution to the national social welfare supply and is of great significance to increase people's well-being. However, due to the aging of the population, most scholars choose to focus on the issue of old-age care services, and the domestic system is relatively imperfect. We should strengthen the expansion of the research field and the deep excavation of the theoretical connotation. At the same time, we should fully study the more mature foreign

systems, and on this basis, combine the theory with China 's basic national conditions and social problems, and systematize the theory, so as to further solve the national social problems through welfare pluralism.

## 2.2 Social Support Network

As one of the theoretical branches of modern social system theory, social support network links social support with the concept of social system. Social support refers to the social structure formed in the interaction between people, which can provide instrumental and expressive resources. The social network in sociology covers the complex social relations between people and the support system that these relations may trigger a chain reaction. An individual 's social support network is a social network through which individuals can access a variety of resources (such as money, emotion, friendship, etc.)<sup>[13]</sup>. The concept of network comes from system theory. System theory holds that organisms, individuals and networks are all systems. After energy is input into the system, the system will change internally and output energy outward<sup>[14]</sup>.

People with disabilities as an open system, when the energy is the corresponding social support input system, the system itself will change the disabled, and the output may be gratitude or reward type of energy. Social support network Social support network is growing and improving in the continuous input and output, and gradually forming a virtuous circle with the social environment. Therefore, the study believes that a good and stable social network can help the disabled in various difficulties, and the theory of social support network will be gradually improved in the process of social support for the disabled.

## 2.3 The Support of Social Support Network Theory to the Practice of Welfare Pluralism

The social support network for the disabled has three main subjects, namely, family, society and the state<sup>[15]</sup>. Yin 's research shows that family support and social support for the disabled are significantly related to community service facilities, government assistance, family income and scale, and emphasizes that family is the key entry point to solve the plight of the disabled. Zhang and other scholars points out that the community support network provides resources for the disabled and their families, improves the quality of life, and enhances the sense of community belonging. It advocates the construction of a social support network for the disabled from the aspects of family crisis intervention, socialization of community services, and standardization of social organization management<sup>[16]</sup>. The welfare service for the disabled is a multi-faceted support provided by the government and social organizations for the rehabilitation, education, employment and barrier-free construction of the disabled. It aims to ensure their survival and development, promote the improvement of the welfare system, and help the disabled to integrate into society with dignity<sup>[17]</sup>.

In summary, the social support network theory and welfare pluralism have formed a deep coupling theory and practice system in the field of disability welfare. As the core dimension of welfare pluralism, the social support network constructs an all-round support system covering the physical, psychological and social participation of the disabled through the coordination of informal care of families and communities with the institutionalized services of governments and professional institutions. Welfare pluralism promotes the formation of a shared responsibility mechanism among the government, the market, the family and the third sector by deconstructing the state-led welfare supply model. The interaction between the two is reflected in the fact that the social support network provides an action framework including temperature and accessibility for the participation of multiple subjects, while welfare pluralism injects institutional kinetic energy into the flow of resources through policy design, and realizes the two-way interaction between ' socialization of nursing ' and ' precision of support ' in a clear boundary of rights and responsibilities. This theoretical coupling not only strengthens the systematicness of the protection of the rights and interests of the disabled, but also promotes the transformation of the welfare supply paradigm through resource integration and institutional innovation-from passive relief to capacity development, so that the disabled can achieve a dignified life integration and sustainable development in institutional support and social inclusion while obtaining basic survival protection.

## 3. Theoretical Mapping in Policy Texts: Word Frequency Analysis based on the Disability Support System in Guangdong Province

On the basis of the above theories, this study deconstructs the welfare supply logic implied in policy discourse by analyzing the word frequency distribution of disability policy texts in Guangdong Province and rural cities.

At the level of theoretical framework , this study focuses on the dual lens of social support network theory and welfare

pluralism. The former reveals the structural characteristics of formal and informal support systems by counting the frequency of high-frequency words such as 'community service', 'family care', and 'social organization'. The latter explains the allocation mode of welfare responsibility among the state, the market and the family by analyzing the distribution law of policy expressions such as "government purchase" "market participation" and "multiple subjects". This text analysis method not only presents the cognitive orientation of policy makers 'support for disabled groups, but also shows how institutional support interacts with individual life field through the correlation strength of subject words such as "employment promotion", "rehabilitation service" and "barrier-free environment". The research framework pays special attention to the semantic differences between urban and rural policy texts. It aims to reveal the spatial justice of welfare resource allocation by comparing regional high-frequency terms such as "rural special hardship support" and "urban community rehabilitation", and finally construct the interpretation path connecting policy discourse, theoretical paradigm and the quality of life of the disabled. It provides a theoretical basis for the reform of the disabled welfare system in Guangdong, and provides a methodological reference for the design of disability support policies under the goal of national urban-rural integration development and common prosperity through the analytical framework of "theoretical coupling-policy deconstruction-spatial criticism".

## 4. The Current Situation of Nursing Policy for Rural Disabled People in Guangdong Province

### 4.1 Data and Word Frequency Analysis

There are rural cities in Guangdong Province: Guangzhou, Zhuhai, Shantou, Foshan, Shaoguan, Heyuan, Meizhou, Huizhou, Shanwei, Dongguan, Zhongshan, Jiangmen, Yangjiang, Zhanjiang, Maoming, Zhaoqing, Qingyuan, Chaozhou, Yunfu. In order to narrow the scope of the study, according to the proportion between the number of villages (X) and the number of settlements (Y) ( $Z = X / (X + Y)$ ). (Table 1) The Z value reflects the proportion of the number of villages in the city in the total number of communities and villages in the city, that is, the proportion of rural areas in the city. According to the selection criteria of the proportion of rural areas from high to low, the top 10 cities with the highest Z value were selected, that is, the more representative cities with high proportion of rural areas: Meizhou, Yunfu, Heyuan, Maoming, Qingyuan, Shaoguan, Yangjiang, Zhanjiang, Zhaoqing and Shanwei. Among them, the data search in Jieyang City was fruitless, and this survey excluded it.

Table 1 The number of rural village committees and community neighborhood committees and the proportion of rural areas in Guangdong Province

Region	Number of villages (X)	Number of settlements (units)(Y)	Rural proportion(Z)	Region	Number of villages (X)	Number of settlements (units)(Y)	Rural proportion(Z)
Guangzhou	1145	1672	40.65%	Zhongshan	150	136	52.45%
Zhuhai	122	207	37.08%	Jiangmen	1056	273	79.46%
Shantou	558	533	51.15%	Yangjiang	710	143	83.24%
Foshan	329	475	40.92%	Zhanjiang	1638	340	82.81%
Shaoguan	1207	237	83.59%	Maoming	334	34	85.41%
Heyuan	1251	201	86.16%	Zhaoqing	1255	294	81.02%
Meizhou	2048	217	90.42%	Qingyuan	1031	197	83.96%
Huizhou	1043	289	78.30%	Chaozhou	126	894	12.35%
Shanwei	728	174	80.71%	Yunfu	847	125	87.14%



City	Policy
Heyuan	<i>Implementation measures of rehabilitation assistance for disabled children in luoheyuan city</i>
Maoming	<i>Several measures to help the disabled in Maoming city; Maoming 's 14th Five-Year Plan for the Protection and Development of the Disabled</i>
Qingyuan	<i>Qingyuan City innovates the new mode of " one network office 2.0 " government service; Implementation measures of rehabilitation assistance for disabled children in Qingyuan City; Qingyuan City implements the implementation plan of " Guangdong Province Disability Prevention Action Plan ( 2022-2025 ) " ; Qingyuan City will improve the living security level of the disabled as the top ten people 's livelihood facts.</i>
Shoguan	<i>Preferential Measures for Assisting the Disabled in Shaoguan City ( Draft for Comments )</i>
Yangjiang	<i>Implementation Opinions on Living Subsidies for Disabled People in Difficulty and Nursing Subsidies for Severe Disabled People in Yangjiang City; Yangjiang City Disabled Disability Policy; The 14th Five-Year Plan for the Protection and Development of Persons with Disabilities in yangjiang City; The 14th Five-year Plan for National Economic and Social Development of Jiangcheng District and the Outline of the Vision for the Year 2035</i>
Zhanjiang	<i>Three-year Action Plan for Promoting Employment of the Disabled in Zhanjiang City</i>
Zhaoqing	<i>Notice on Increasing the Two Subsidy Standards for the Disabled in Zhaoqing City from 2024 to 2025</i>
Shanwei	<i>Shanwei Disability Prevention Action Plan ( 2023-2025 ); Circular of the People 's Government of Shanwei City on Printing and Issuing the ' 14th Five-Year Plan ' for the Protection and Development of the Disabled in Shanwei City</i>

*Table 3 The word frequency ranking of policy keywords in each city*

	Meizhou	Yunfu	Heyuan	Maoming	Qingyuan	Shaoguan	Yangjiang	Zhanjiang	Zhaoqing	Shanwei
1	subsidy	subsidy	institution	safeguard	rehabilita-tion	subsidy	service	employ-ment	subsidy	employ-ment
2	department	salvage	rehabilita-tion	service	child	safeguard	employ-ment	training	safeguard	society
3	fund	safeguard	service	develop-ment	service	life	rehabilita-tion	service	family	rehabilita-tion
4	lending	psyche	child	career	salvage	family	subsidy	safeguard	life	employ-ment
5	manage	apply	salvage	society	Disabled Federation	implement	society	society	set up a business	education
6	apply	life	society	employ-ment	work	apply	safeguard	Disabled Federation	service	subsidy
7	finance	bureau of civil administra-tion	strengthen	build	criterion	employ-ment	condition	manpower	difficulty	work
8	agency	propagan-da	Disabled Federation	rehabilita-tion	organiza-tion	set up a business	obstacle	admin-istrative committee	employ-ment	Disabled Federation
9	civil affairs department	Severe	training	disability	strengthen	service	improve	set up a business	apply	public
10	people's gov-ernment	child	work	medical treatment	society	medical treatment	work	govern-ment	subsidize	improve
11	street	work	Fixed-point	govern-ment	Fixed-point	project	family	career	Disabled Federation	child

	Meizhou	Yunfu	Heyuan	Maoming	Qingyuan	Shaoguan	Yangjiang	Zhanjiang	Zhaoqing	Shanwei
12	system	mass	profession	family	health	Disabled Federation	life	work	assert	sanitation
13	life	policy	family	rural	prevent	centre	child	action	society	system
14	Disabled Federation	nursing	guardian	Disabled Federation	manage	object	education	practicable	medical treatment	bureau of civil administration
15	disclosure	agency	medical treatment	income	sanitation	convenience	street	enterprise	community	implement
16	nursing	rehabilitation	supervise	work	education	participate in	salvage	policy	assist	career
17	society	education	sanitation	push forward	medical treatment	severe	robust	post	centre	facility
18	vouch	society	education	arrange	apply	society	career	career		family
19	fend	civil affairs department	content	priority	development	training	community	Labour		medical treatment
20	object	strengthen	expenditure	life	supervise	community		blind person		community
21	Policy			poverty	implement					

Under the framework of welfare pluralism and social support network theory, Guangdong Province and its subordinate cities have shown similar and distinctive characteristics in the formulation and implementation of welfare policies for the disabled. Through comparative analysis, it is found that although cities are committed to improving the quality of life and social participation of persons with disabilities, there are differences in specific policy priorities, welfare providers and implementation strategies:

The Guangdong provincial government attaches great importance to the employment of persons with disabilities. Through a series of policy measures, it reflects the deep involvement in the employment market for persons with disabilities, such as the high-frequency use of keywords such as employment, employment, enterprises, work and training, which shows the government ‘s determination to promote the activity and inclusiveness of the employment market for persons with disabilities. At the same time, the frequent occurrence of words such as subsidies and resources reflects the special care of the provincial government for the disabled group in the allocation of economic and social resources. In addition, the refinement and continuity of policy formulation are also reflected in terms of standards, information, etc., showing the government ‘s long-term planning and systematic consideration of the well-being of persons with disabilities. However, in terms of the comprehensiveness and concretization of welfare providers, provincial government policies are still insufficient, which is mainly reflected in the fact that they rely more on general vocabulary such as society and enterprises, and lack more specific and diversified description of welfare providers.

While following the overall policy of the provincial government, the cities have made policy adjustments and innovations according to their own actual conditions. Similar to the provincial government, Meizhou city has focused on the subsidy for the disabled. The welfare providers involve offices, civil affairs departments, people ‘s governments, disabled persons ‘ federations, etc., showing the synergy between government levels and departments. At the same time, the attention to the issuance, management, application and other processes, as well as the strict control of qualifications, identification, conditions, standards and other details, reflect the standardization and fairness of the government ‘s implementation of the welfare policy for the disabled. However, similar to the provincial government, Meizhou still has room for improvement in the diversification and concretization of welfare providers. The Heyuan municipal government has shown more prominent attention to the

rehabilitation of disabled people and the work of disabled children. By referring to various services such as medical care, surgery, health, education, and appliances, as well as the implementation details such as application, establishment, review, registration, and related training, the Heyuan Municipal Government demonstrated its meticulous and comprehensive policy implementation. In terms of welfare providers, the Heyuan municipal government has introduced multiple subjects such as institutions, disabled persons' federations, society, guardians, families and markets, and better implemented the concept of welfare pluralism. Maoming City focuses on the protection of the disabled in terms of social services, including medical care, life, education, etc., in contrast to the provincial government's economic and employment subsidies. In terms of welfare providers, Maoming municipal government put forward more specific subjects such as families, disabled persons' federations and counties, showing the accuracy and pertinence of policy implementation. Qingyuan City, Shaoguan City, Yangjiang City, Zhanjiang City, Zhaoqing City and Shanwei City also reflect the importance and innovation of the welfare policy for the disabled to varying degrees. Qingyuan City and Shaoguan City both focus on assistance and rehabilitation, while paying attention to the needs of children with disabilities. In terms of welfare providers, these cities mentioned multiple subjects such as institutions, organizations, society, the Disabled Persons' Federation, the state, the people's government, and finance, showing the broad participation of policy implementation. Yangjiang and Zhanjiang focus on rehabilitation work and basic needs guarantee, as well as nursing training, respectively. Zhaoqing City has focused on family living subsidies and funding for people with disabilities, while supporting the employment and entrepreneurship of people with disabilities. Shanwei City implements the employment guidelines of the provincial government and pays attention to ensuring the basic living needs of the disabled.

In the formulation and implementation of the welfare policy for the disabled, Guangdong Province and its subordinate cities not only follow the overall policy of the provincial government, but also adjust and innovate the policy according to their own actual situation. Cities generally pay attention to the subsidy, employment, rehabilitation and other fields for the disabled. These fields, as the input of instrumental resources such as funds, have played a great role in optimizing the construction of personal social support networks for the disabled. For example, the Guangdong Provincial Department of Civil Affairs, the Department of Finance and the Disabled Persons' Federation jointly issued the "Guangdong Province Difficult Disabled People's Life Subsidy and Severe Disabled People's Care Subsidy Implementation Measures," which clarified the object, standard and application process of the subsidy, and provided practical living security for the disabled<sup>[18]</sup>. At the same time, Guangzhou has also formulated local implementation measures according to the spirit of the provincial government's documents, and further refined and improved the two subsidy systems for the disabled.

However, although cities have made innovations and adjustments in the welfare policies for the disabled, there are still deficiencies and challenges. On the one hand, the comprehensiveness and specificity of welfare providers need to be improved, and the accuracy and pertinence of policy implementation need to be further strengthened. On the other hand, expressive resources such as spirit and nursing are not paid enough attention to, and only a few cities mention them in a smaller space. This shows that in terms of policy formulation, starting from the construction of a good and stable social network, there is no specific consideration and implementation to enable people with disabilities to get help in various difficulties and form a good cycle with the social environment.

In terms of welfare providers, family, disabled persons' federation and society are the main words, while market, as one of the three elements of welfare pluralism, is only mentioned in medium length in Zhanjiang, Yangjiang and Heyuan. It shows that in the policy formulation of provincial governments and cities, there is little consideration for welfare pluralism.

## **4.2 Analysis of the Common Points of Each Policy**

### **4.2.1 Policy analysis from the perspective of social support network theory**

From the perspective of social support network theory, the policy system for the disabled in Guangdong Province shows the remarkable characteristics of "strong instrumental support-weak expressive support". Among the high-frequency words of urban policies, economic and service support such as subsidies (7 times), employment (6 times), and rehabilitation (5 times) dominates, reflecting the concentrated investment of instrumental resources. Taking Meizhou as an example, the frequency of process words such as "distribution, management, application" in the policy text is as high as 12 times, and a complete

resource transmission channel is established to ensure the effectiveness of economic support. However, the expressive support of “spirit, nursing, psychology” is only sporadically seen in individual cities such as Yunfu and Heyuan (three times in total), reflecting the lack of attention to the deep-seated needs of the disabled group, such as emotional support and social integration. The policy text shows that the support network presents a multi-subject structure of “government-led-limited participation” :

(1) Government level network: forming a “province-city-county-street” four-level linkage, such as the coordination mechanism of “people ‘s government (7 times), civil affairs departments (5 times) and disabled persons ‘ federations (9 times)” in Qingyuan policy, and realizing vertical management through fund transfer (finance, subsidy), service delivery (rehabilitation center) and qualification examination (accreditation standard).

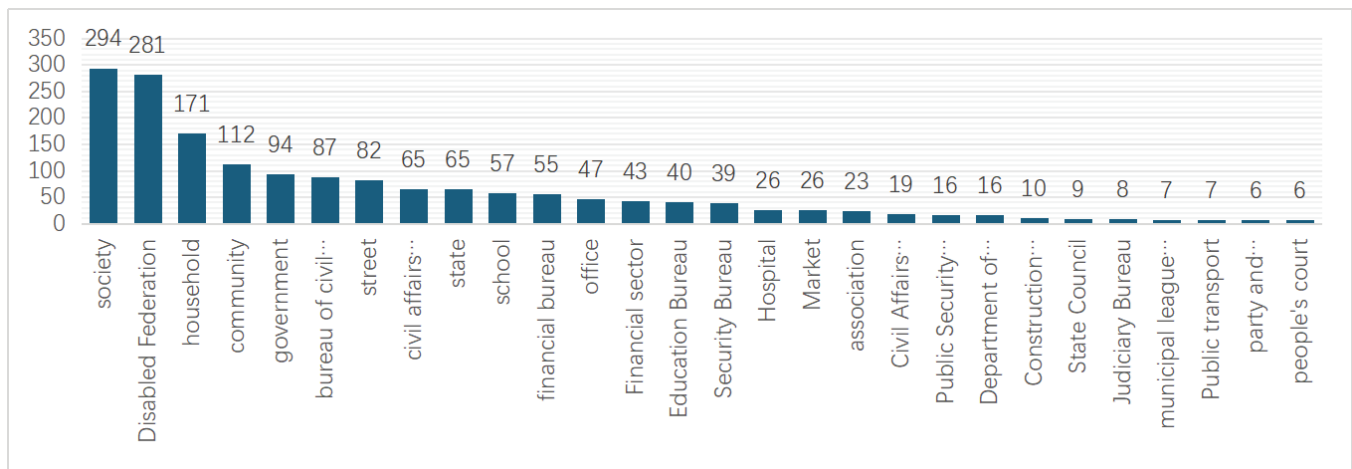
(2) Quasi-government organization network: The Disabled Persons ' Federation system plays a core hub role, and has appeared 11 times in Zhaoqing, Yangjiang and other cities. It undertakes service coordination (rehabilitation training), resource integration (employment training), information transmission (policy publicity) and other complex functions.

(3) Social support network: family (9 times), community (5 times) as the basic unit, in Maoming, Shanwei policy was given life care (nursing subsidies), demand declaration (application agent) and other functions. However, the participation of market players is only 2.7% (enterprise, entrepreneurship-related vocabulary), and it is concentrated in the field of job development in Zhanjiang and Heyuan.

**4.2.2 Policy analysis from the perspective of welfare pluralism**

According to the welfare providers, we use the micro-word cloud to analyze the policies related to the disabled in Guangdong Province and the above ten cities, and get Figure 2.

Figure 2 Policies refer to welfare providers



Classify the CDPF, the People 's Government, the Civil Affairs Bureau, the Civil Affairs Department, the State, the Finance Bureau, the Office, the Finance Department, the Education Bureau, the Security Bureau, the Civil Affairs Department, the Public Security Bureau, the Finance Department, the Construction Bureau, the State Council, the Judiciary Bureau, the League and Municipal Committees, the Party and government organs, and the People 's Courts as government agencies; to classify society, communities, streets, schools and hospitals as social institutions; classifies the market and public transport as market institutions, and conducts statistics. (Table 4)

Table 4 Statistics of welfare subjects

Welfare provider	Government agency	Social agency	Market institutions
Quantity	913	571	33

According to Figure 2 of Table 4, it can be seen that government agencies are the main providers of welfare in government documents issued by cities and Guangdong Province. Through the analysis of government documents, it can be found that the welfare of the disabled is mostly concentrated in government institutions, social institutions are less involved, and market

institutions only account for 2.17%.

#### (1) Welfare security led by government agencies

The government-led welfare guarantee measures in various cities are focused on improving the quality of life and social participation of the disabled group, and have a high degree of coincidence with the high-frequency words such as employment and subsidies proposed by the Guangdong provincial government, but there are differences in the specific implementation methods and key areas. In general, the government generally ensures that people with disabilities have access to basic living security and social opportunities through multi-dimensional means such as subsidies, medical assistance, educational support and social integration. All localities emphasize the fair, accurate and efficient implementation of welfare measures through financial fund guarantee, cross-sectoral collaboration and policy transparency. In addition, governments in a few regions have proposed to encourage the participation of social forces and promote the improvement of the welfare of the disabled through volunteer service and philanthropy.

The difference is that there are differences in the types and distribution methods of specific subsidies. For example, Meizhou City issues monthly subsidies through bank transfers and ensures accurate issuance through WeChat applets and household survey services, while Zhaoqing City issues subsidies through social institutions and combines qualification and data comparison to ensure timely issuance. Maoming City provides all-round support from education, employment, taxation, medical care, housing and other fields, and strives to improve the quality of life of disabled people at all social levels. In addition to subsidies, Yangjiang City has also strengthened vocational skills training and health management to promote the self-reliance of disabled people. Heyuan City pays special attention to the rehabilitation assistance of disabled children, sets up minimum subsidy standards and incorporates medical insurance payments to reduce the burden on families. In addition, Yunfu City has made additional efforts in expanding the scope of minimum living security and temporary assistance to ensure that more special hardship groups receive timely assistance.

On the whole, local governments have common points in policy design, such as promoting the social integration and life improvement of the disabled group through legal aid, barrier-free environment construction and the improvement of social security system. However, according to their own actual situation, local governments have focused on policy implementation and resource allocation, striving to provide diversified and refined support at different levels, and the overall process from evaluation to guarantee is relatively perfect.

#### (2) The role of community and family support

Although the community-led and family-led welfare security policies in various cities are different in specific implementation details, they generally reflect the cooperation of family, community and social forces to ensure the basic life and social participation of the disabled. For example, Meizhou City emphasizes the active participation of families, communities and voluntary organizations, especially the key role in the process of applying for subsidies and qualification recognition for disabled people, and adopts the mechanism of "one door acceptance and collaborative handling" to improve the transparency and efficiency of policies. In the "14th Five-Year Plan", Maoming City focused on a diversified social security system, and promoted the social integration of the disabled group by encouraging the participation of social forces. The family played a central role in daily care and economic independence. Qingyuan City has made full use of the collaboration of government, community and social organizations to promote the convenience and coverage of services in simplifying the processing of disability certificates, rehabilitation services and living subsidies. Shanwei City pays attention to the basic role of families and communities in health education and early intervention, and provides supplementary support through social organizations to enhance the self-reliance of disabled people. Shaoguan's policy covers economic, medical, educational and other aspects of support, emphasizing the family 's responsibility in caring for severely disabled people, and the cooperation of community and social institutions to enhance the social integration of disabled people. In terms of rehabilitation assistance for disabled children in Heyuan City, the government cooperates with social forces to ensure the accessibility and quality of services through financial support and diversification of rehabilitation services, and emphasizes the leading role of families in rehabilitation. Through the care of families, the support of social organizations and the guarantee of government policies, Yunfu City has built a multi-level and all-round support system to promote the social integration of disabled people. Although

Zhaoqing City does not clearly point out the direct participation of families or voluntary organizations, it ensures the basic welfare of the disabled through government-led measures. In the welfare protection of the disabled in Yangjiang City, families and voluntary organizations play an important role in the application, qualification and life assistance, which enhances the implementation effect of the policy. Zhanjiang City gives full play to the role of families and voluntary organizations in promoting the employment and social integration of disabled people, especially in rural areas, and promotes the economic independence of disabled people.

On the whole, the similarities of the policies of each city are that they all emphasize the participation of families and communities, and the differences are that the specific implementation methods and emphases are different. Some pay attention to rehabilitation services, while others emphasize social integration and economic independence.

### (3) Market mechanism and the role of social enterprises

The welfare security measures led by the market and social enterprises in various cities show similar cooperation modes in many aspects, especially in the fields of employment, skills training, rehabilitation services, and assistive devices adaptation for the disabled. First of all, market institutions generally supplement the government's welfare system by providing fund management, training, employment support and social services. For example, both Zhanjiang and Yangjiang emphasize the role of market institutions in the management of employment support and financial subsidies. Yangjiang has played an important role in employment training and entrepreneurial support. Secondly, local cities tend to use social forces to participate in welfare projects through cooperation to improve the efficiency of resource allocation. For example, Meizhou City conducts fund issuance and supervision through banks and third-party service agencies, and Zhaoqing City participates in the issuance and supervision of subsidized funds through market institutions. Furthermore, market institutions have also played an active role in improving the quality of life of persons with disabilities. Maoming and Qingyuan have introduced social capital and technological innovation, which has promoted the improvement of intelligent assistive devices and rehabilitation services. At the same time, Shanwei and Heyuan also provide more accurate health management and rehabilitation services for specific groups through cooperation with market institutions. In addition, local governments generally adopt the model of government purchasing services to ensure that market institutions can receive financial support and supervision from the government while providing professional services, thus forming a benign interaction between the government and the market and promoting the improvement and diversification of the welfare security system.

In general, although the specific implementation measures are different, cooperation, innovation and specialization are common features in the welfare security system dominated by market and social enterprises.

### 4.3 Diversification and Comprehensiveness of Policies

In general, each city in Guangdong Province has its own characteristics in the proposal of welfare providers, and puts forward multi-dimensional optimization and improvement requirements for families and communities around the social support network for rural disabled people. However, there is little mention of the market as another core subject of welfare provision. At the same time, most of the policies include all aspects of the disabled from disease to life and society, with high comprehensiveness.

Most of the policies focus on the government as the main body, and propose that the government-led welfare measures will provide basic living security and social opportunities for the disabled through multi-dimensional means such as subsidies, medical assistance, and educational support. These policies not only cover the basic living needs of the disabled group, but also attach importance to their equal opportunities in education, medical care, social integration and other aspects, aiming at improving their social status and quality of life, and put forward comprehensive suggestions on the protection of the rights and interests of the disabled. However, although the government has played a central role in this process, the participation of diversified support subjects is still limited, especially in market assistance and cooperation, which has not yet formed a sufficiently extensive and in-depth cooperation mechanism. In order to make up for this deficiency, the government has gradually expanded the participants of welfare security by actively encouraging the participation of other welfare providers. For example, families, communities, voluntary organizations, etc. play an important role in providing support for persons with disabilities. As the core of the daily care of the disabled, the family bears the responsibility of helping them

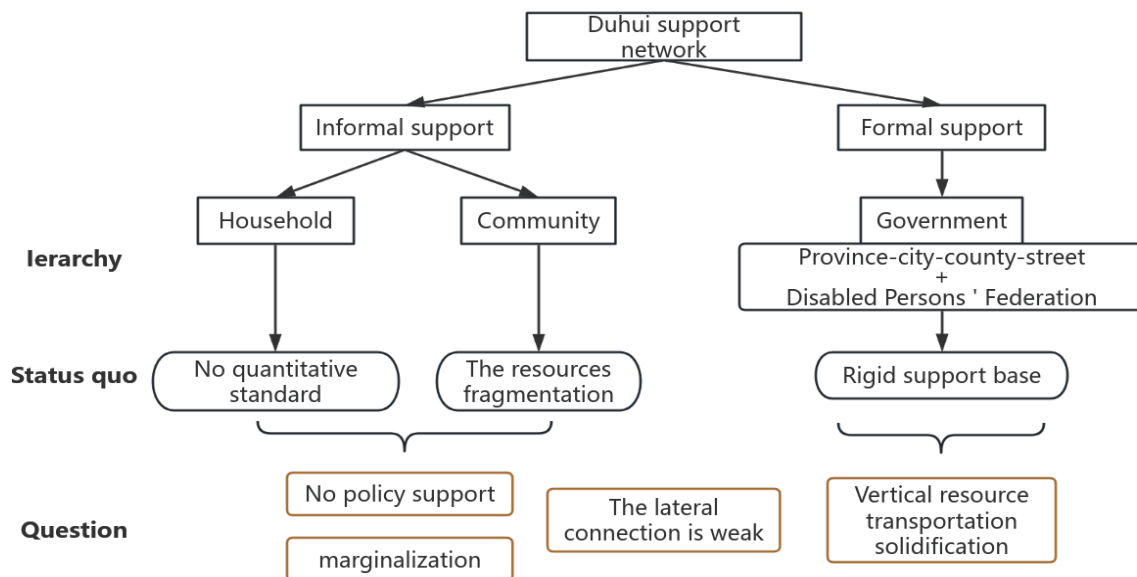
maintain their basic life and achieve self-reliance; the community plays an important supporting role in health management, rehabilitation services and early intervention. The implementation of local policies further emphasizes the effectiveness of this cooperation model, especially in the fields of health management and rehabilitation services, the role of family and community collaboration is particularly prominent.

### 5. Discussions

The practice of welfare security for the disabled in Guangdong Province shows that the current multi-support system led by local governments in China has initially presented the characteristics of decentralization and functional complementarity of welfare supply subjects, but has not yet broken through the path dependence of "government centralization".

From the perspective of social support network theory, the policy practice of disabled people in various cities of Guangdong Province shows the characteristics of "structural support is stronger than relational support". The government constructs an institutionalized rigid support base through a hierarchical administrative network (province-city-county-street) and a quasi-government organization (Disabled Persons ' Federation system), forming an instrumental support system with economic subsidies, medical security, and employment support as the core. However, there is a significant fracture in the dynamic coupling of social support networks: the informal support system (family emotional support, community integration function) is marginalized due to the lack of institutionalized empowerment, and its ability to promote the accumulation of social capital for the disabled has not been fully activated. This single network structure of "government-led-social dependence" leads to the imbalance of "strong vertical resource transmission and weak horizontal relationship connection" in the support system, which is manifested in the fact that the social contribution of family caregivers is not quantified and recognized, the community mutual assistance network is difficult to form sustainable support due to resource fragmentation, and the participation of market and social organizations is limited to instrumental function extension. (The above problem is visualized as Figure 3)

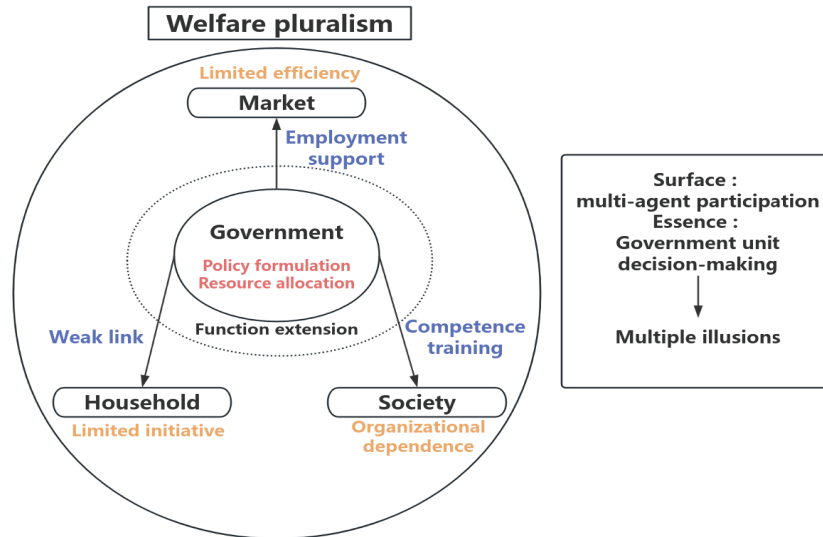
Figure 3 The existing problems under the theory of social support network



The theory of welfare pluralism further reveals the deep contradiction of the current model: although the government has incorporated the market, social organizations and other subjects through policy design, its role is mostly limited to "extension of government functions" rather than "equal partners". Market institutions supplement the welfare system through employment support, and social enterprises fill the service gap with skills training, which is essentially still an instrumental function within the boundaries defined by the government. This "center-periphery" power structure makes it difficult for the unique value of multiple subjects to truly integrate into the welfare production process-the efficiency advantage of the market is limited by insufficient policy incentives, the precise reach ability of social organizations is subject to resource dependence, and the initiative of the family is weakened due to the absence of institutional support. The result is reflected in the "multiple

illusion" of welfare supply: the diversity of subjects and the unity of functions coexist, and the coverage expansion of service supply fails to simultaneously promote the transformation of the "ability development" paradigm of the disabled. The above problems are visualized in Figure 4.

Figure 4 The existing problems from the perspective of welfare pluralism



The interactive perspective of the two theories shows that the practice of Guangdong Province essentially reflects the common challenge of the transformation of the welfare system for the disabled in China: how to reconstruct the collaborative logic of multiple subjects in the institutional inertia of “government-led”, so that the “relationship empowerment” of the social support network and the “structural innovation” of welfare pluralism form resonance. Specifically, the social support network requires the emotional connection and social capital of informal systems such as families and communities to be transformed into sustainable welfare productivity, rather than just as a terminal carrier of policy implementation; welfare pluralism needs to break through the shallow integration of subject superposition, and stimulate the market's technological innovation ability, the professional agility of social organizations and the family's anti-risk resilience through the reconstruction of power and responsibility. The core of this transformation is to transform "government-led" into "government-led" through system design, so that multiple subjects can be upgraded from "participants" to "value co-creators". For example, if the government's medical security system can form data sharing and standard mutual recognition with community health management networks and rehabilitation services of social organizations, it can shift from "disease treatment" to "life-cycle health support"; if the jobs provided by the market are deeply connected with the skills assessment of social organizations and the professional companionship needs of families, it can achieve a leap from "job supply" to "career development ecology".

The current "government-led multi-participation" model in Guangdong Province provides a structural opportunity for paradigm transformation: financial security and cross-sectoral collaboration mechanisms have laid the foundation of institutional trust, the partial activity of social forces has proved the possibility of synergy, and the practice of resource integration in digital transformation (such as government data exchange) provides technical support for systematic reconstruction. In the future, if we reinterpret the connotation of "multiple support subjects" from the perspective of theoretical coupling, and embed the informal relationship of social support network into the institutional framework of welfare pluralism, we can promote the transformation of welfare supply from "government-centered resource allocation" to "network capacity building", so that the survival security and social participation needs of the disabled can be more fully responded in the value resonance of multiple subjects.

## 6. Suggestions

In order to promote the transformation of the welfare supply of the disabled in Guangdong Province from "government-led" to "multi-collaborative" capacity development paradigm, it is necessary to construct a systematic reform path based on the theoretical coupling of social support network and welfare pluralism.

First, deepen the multi-level empowerment of social support networks. As the core of informal support system, family and community need to activate its function through institutional innovation. For family caregivers, a three-in-one support mechanism of "allowance + skill training + respite service" can be established to alleviate economic pressure and improve care ability; at the same time, we will promote the "family-social worker" twinning support model and enhance family resilience through case management. At the community level, we will promote the construction of a "15-minute disability-friendly life circle", integrate the resources of party and mass service centers, health stations and volunteer teams, and form a "micro-grid" service system covering emergency assistance, daily care and social assistance. In addition, the introduction of welfare points system encourages residents to participate in disability services and promotes community mutual aid culture. As a professional support hub, social organizations need to expand their coverage through the construction of incubation bases and government purchase of services, and establish a dynamic evaluation mechanism to link service effectiveness with financial support and promote precise service supply.

Secondly, the multi-agent collaboration mechanism is reconstructed to release the collaborative efficiency. The government needs to clarify the core functions of various departments and markets, social organizations, and communities to avoid resource misallocation. Establish a provincial joint meeting system, and the civil affairs department coordinates cross-departmental data sharing and service referrals to break down collaboration barriers. On the market side, it is necessary to strengthen the incentive mechanism, superimpose tax relief and incentives on enterprises that employ more than 5% of disabled employees, build a big data platform of "disabled talents-enterprise needs", and promote order-based skills training and auxiliary job development. Social enterprises can rely on certified green channels to innovate market-oriented services such as intelligent aids and home accessibility transformation. The government guides household purchases through consumer vouchers to form a "inclusive + precise" complementary model.

Finally, consolidate the sustainability of transformation with institutional guarantee. At the legislative level, relevant regulations on the promotion of multi-supply of disability welfare in Guangdong Province have been promulgated, the multi-cooperation mechanism has been incorporated into the rule of law framework, and a dynamic monitoring system of "supply efficiency index" has been constructed. On the technical level, we will build a provincial resource hub platform, integrate multi-sectoral data to realize the digitization of the whole chain of "demand assessment-service matching-fund allocation", introduce blockchain technology to trace the flow of funds and improve transparency. At the cultural level, it is necessary to incorporate the education of disability awareness into the training of civil servants and the curriculum of primary and secondary schools, carry out the rating of "enterprise disability integration power" and publicize the results, and at the same time spread the positive narrative of disabled groups such as entrepreneurship and art through the media to reshape the social inclusion ecology.

Through the above measures, we can promote the transformation of disabled welfare in Guangdong Province from "survival guarantee" to "capacity development", realize service precision, empowerment initiative and social inclusion in the coordination of multiple subjects, and help disabled groups break through the bottom line of survival dignity and move towards quality life integration and sustainable development.

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## Conflict of Interests

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