

扶貧委員會 工作匯報

Commission on Poverty Progress Report

2014



目錄

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引言

扶貧委員會(委員會)在2013年9月舉行了首屆高峰會,公布首條官方貧窮線,為評估香港貧窮情況及制定扶貧措施,提供了客觀基礎。制定貧窮線是「破天荒」的舉措,有關分析引起社會廣泛討論及關注社會貧窮問題,亦啟發其他學術及非政府機構進行貧窮研究。

貧窮線分析對行政長官的2014年《施政報告》所提出的扶貧藍圖起了關鍵作用。《施政報告》提出的扶貧措施範圍廣泛,受惠群組人數眾多,當中的一項重要措施 – 低收入在職家庭津貼(低收入津貼)的設計是建基於貧窮線分析。

扶貧委員會及其轄下的六個專責小組在去年高峰會後積極跟進貧窮線分析數據,為不同需要的群組探討適當的支援措施並提出建議,以及協助政府落實《施政報告》提出的扶貧藍圖。本小冊子回顧委員會及專責小組過去一年的主要工作,並定出來年的工作重點。

配合行政長官在2014年《施政報告》的其中一個政策重點「培育下一代»,2014年的高峰會特別以促進青年人社會上游動力為主題。行政長官、身兼扶貧委員會主席的政務司司長及各委員與來自各界的代表探討如何為來自基層家庭的青年人提供適切支援,促進向上流動,打破跨代貧窮。

Introduction

At its inaugural Summit convened in September 2013, the Commission on Poverty (CoP) announced the first official poverty line, providing an objective basis for assessing the poverty situation in Hong Kong and formulating poverty alleviation initiatives. Setting a poverty line is an unprecedented move. The analysis led to widespread public discussions and community awareness about the issue of poverty and inspired other academic institutions and non-governmental organisations to conduct studies on the subject.

Poverty line analysis plays a critical role in drawing up the blueprint for poverty alleviation announced by the Chief Executive in his 2014 Policy Address. The poverty alleviation initiatives mentioned in the Policy Address cover a wide range of areas and benefit different target groups. One of the key initiatives, the Low-income Working Family Allowance (LIFA), was devised on the basis of the poverty line analysis.

To follow up on the poverty line analysis, the CoP and its six Task Forces have been actively exploring and putting forward appropriate measures to support different target groups since the last Summit. The CoP and its Task Forces also assisted the Government in implementing the blueprint for poverty alleviation in the Policy Address. This booklet reviews their major work over the last year and sets out the priorities for the coming year.

Echoing the major policy theme of “nurturing the next generation” in the Chief Executive’s 2014 Policy Address, the Summit in 2014 focuses specifically on enhancing the upward social mobility of young people. The Chief Executive, the Chief Secretary for Administration as the CoP Chairman and other CoP members will explore with representatives from various sectors ways to support underprivileged youths and promote their upward mobility, with a view to tackling inter-generational poverty.



扶貧委員會

扶貧委員會按年更新貧窮線的數據分析，以監察香港的貧窮情況，及探討適切的扶貧措施。

2012 年的貧窮線分析，識別到一群為數約 14 萬無領取綜合社會保障援助（綜援）的在職貧窮戶，涉及約 49 萬人。這些住戶大部分育有兒童，是本屆政府需要優先關顧的群組。2014 年《施政報告》提出的低收入津貼正是要聚焦支援這些家庭，並為這些家庭的兒童提供援助。

扶貧委員會聯同社會保障和退休保障專責小組在過去一年曾先後四次就低收入津貼的設計、安排及推行細節作討論，向政府提出很多寶貴意見。扶貧委員會熱切期望低收入津貼的撥款建議可盡快獲立法會批准，使計劃盡早推行。

另外，2014 年 8 月，扶貧委員會以及社會保障和退休保障專責小組聽取了周永新教授及其團隊就「香港退休保障的未來發展」研究報告的介紹。委員會隨即全面公開研究報告供公眾參閱及討論。退休保障是複雜及具爭議性的議題，委員會在未來日子會全面審視報告內容和討論相關議題。



Commission on Poverty

The CoP updates the poverty line analysis annually to keep in view the poverty situation of Hong Kong and consider appropriate poverty alleviation initiatives.

The 2012 poverty line analysis identified a group of around 140 000 working poor households not receiving Comprehensive Social Security Assistance (CSSA), involving some 490 000 people. As most of these households have children to look after, they deserve the priority attention of this term of Government. The LIFA proposed in the 2014 Policy Address aims to support and assist these families and their children.

Last year, the CoP and the Social Security and Retirement Protection Task Force (SSRPTF) discussed at four meetings the key features and arrangements as well as the implementation details of the LIFA, and made useful suggestions to the Government. The CoP sincerely hopes that the Legislative Council will give funding approval for the LIFA scheme as soon as possible to facilitate its early implementation.

In August 2014, the CoP and the SSRPTF received the report from Professor Nelson CHOW and his research team on the future development of retirement protection in Hong Kong. The report was published immediately after the meeting to facilitate public discussion. As retirement protection is a highly complex and controversial issue, the CoP will thoroughly examine the report and deliberate on relevant subjects.

社會保障和退休保障專責小組

社會保障和退休保障專責小組於去年 3 月委託由周永新教授領導的研究團隊就香港退休保障的未來發展進行研究，專責小組在研究開展前就研究的重點和範圍等與團隊交換意見，並與中央政策組成立的研究督導小組保持聯絡，以提供所需支援。報告已於今年 8 月正式提交扶貧委員會討論，並隨後全面公開。報告為社會深入討論及認識退休保障這個重要並極富爭議性的課題提供了有用的基礎。

在 2014 年《施政報告》發表後，專責小組積極協助委員會探討低收入津貼的設計安排細節，向政府提出意見。專責小組亦透過貧窮線的年度更新分析監察貧窮情況。

社會保障及退休保障是扶貧委員會各委員十分關心的政策範疇。因此，過去委員會與專責小組緊密合作，有關議題亦以聯合會議的形式進行。為提升討論的效率，委員會及社會保障和退休保障專責小組會在委員會下屆任期合併。監察貧窮情況、處理社會保障和退休保障等課題將由委員會直接負責。



Social Security and Retirement Protection Task Force

In March 2013, the Social Security and Retirement Protection Task Force (SSRPTF) commissioned the research team led by Professor Nelson CHOW to study the future development of retirement protection in Hong Kong. Before the commencement of the study, the SSRPTF exchanged views with the research team on the focus, scope, etc. of the study. The SSRPTF also maintained close contact with the steering group set up for the study by the Central Policy Unit and provided necessary support. The study report was formally submitted to the CoP and released in full in August 2014. The report serves as a useful basis for the community to deliberate on and understand the important and controversial subject of retirement protection.

After the 2014 Policy Address, the SSRPTF actively assisted the CoP in advising the Government on the key features and implementation details of the LIFA. The SSRPTF also kept in view the poverty situation through the annual update of the poverty line analysis.

Social security and retirement protection are policy issues of concern of all CoP members. Hence, the CoP worked closely with the SSRPTF and joint meetings were held to discuss the issues. To enhance the efficiency of the deliberation process, the CoP will be merged with the SSRPTF in the new term. The CoP will be directly responsible for monitoring the



poverty situation and dealing with social security and retirement protection issues.

教育、就業和培訓專責小組

2014年《施政報告》中提出，從教育、就業和全人發展三方面培育青少年。專責小組以此為綱領，探討支援青年人，特別是來自基層背景的，可享有平等的機會，發揮所長。去年，專責小組探討了幾個重要的範疇，包括同意透過關愛基金為有經濟困難的大學生提供「院校宿舍津貼」和增加為就讀自資課程的清貧學生而設「專上學生資助計劃」下的學習開支助學金。此外，專責小組關注如何加強職業教育的宣傳與推廣，吸引年輕人投身具前景的職業技能行業，並就加強商界參與課餘學習及支援項目和在中學加強生涯規劃教育提出意見。

因應提升青年向上流動的能力是本屆政府的施政重點之一，委員會來屆會將專責小組的工作範疇擴大，探討如何促進青年人在社會階梯向上移，涉及的範疇不限於教育、就業和培訓。專責小組亦會於來屆更改名稱，以反映其工作範疇及職能。



Education, Employment and Training Task Force

The 2014 Policy Address states that we will nurture our next generation through education, employment and whole-person development. On this basis, the Education, Employment and Training Task Force (EETTF) explores ways to help young people, especially those from underprivileged backgrounds, enjoy equal opportunities and unleash their potential. In the past year, the EETTF dealt with a number of important topics, including endorsing Community Care Fund programmes for providing hostel subsidy for undergraduate students with financial hardship and increasing the academic expenses grant under the Financial Assistance Scheme for Post-secondary Students for needy students pursuing self-financing programmes. The EETTF also examined means to enhance publicity and promotion for vocational education to attract young people to join promising vocational trades. It also advised on enhancing participation of the business sector in after-school learning and support programmes, and strengthening life planning education in secondary schools.

Echoing the current-term Government's policy focus on promoting upward mobility of young people, the EETTF will in the new term concentrate on exploring ways to facilitate young people to move upwards along the social ladder and its scope of work will be expanded beyond the areas of education, employment and training. The EETTF will be renamed to better reflect its revised terms of reference.



特別需要社群專責小組

特別需要社群專責小組聚焦研究社會上不同特別需要群組的需要，及提出適當的支援措施。在過去兩年，專責小組積極跟進協助少數族裔兒童在本地學校更有效地學習中文，並與教育局共同探討落實「中國語文課程第二語言學習架構」。

專責小組成立了兩個工作小組，分別就支援有特殊學習需要學生，以及託兒服務作深入的探討。正在研究的課題包括：加強有特殊教育需要學生的專業支援和教師培訓，以提升學校教育及支援這些學生的專業能力，並優化「及早識別」和「及早支援」的機制；以及增加託兒服務讓婦女外出就業以改善經濟情況等。

專責小組亦關注殘疾人士就業的情況，並就如何鼓勵更多僱主聘用殘疾人士的措施提出意見。

委員會來屆將繼續透過專責小組關顧各個有特別需要的社群。



Special Needs Groups Task Force

The Special Needs Groups Task Force (SNGTF) focuses its study on various target groups with special needs in the community and makes recommendations on appropriate support measures. In the past two years, the SNGTF pursued vigorously on how to assist children of ethnic minorities to learn Chinese in local schools more effectively and worked with the Education Bureau in the implementation of the “Chinese Language Curriculum Second Language Learning Framework”.

The SNGTF has set up two working groups to conduct in-depth studies on support for students with special educational needs (SEN) and provision of child care services respectively. Areas under study cover strengthening professional support for SEN students and teachers’ training to enhance schools’ professional capabilities in supporting these students, improving the “early identification” and “early support” mechanisms, as well as increasing the provision of child care services to release women to work so as to improve their financial situation.

The SNGTF is also concerned about employment of persons with disabilities and has provided suggestions on how to encourage more employers to offer them jobs.



The CoP will continue to rely on SNGTF to look into the support for various target groups with special needs in the community.

社會參與專責小組

為推動商界參與提升青年人上游動力，社會參與專責小組與香港社會服務聯會合作，於去年高峰會啟動了為期 3 年的「明日之星」計劃，透過三個不同主題的項目鼓勵來自基層家庭的青少年為未來計劃和培養職志，協助他們順利由學校過渡到職場，並獎勵自強不息的學生。計劃實施首年的參與機構數目超過 200 間，共 7 000 多名青年人受惠。專責小組特別編制了小冊子介紹及推廣「明日之星」，於今年高峰會派發，呼籲更多商界支持活動。

另外，專責小組今年 2 月初舉辦為期半年的「築福香港」全港大型宣傳活動，已於 8 月圓滿結幕。「築福香港」旨在推動全民參與扶貧，透過「民、商、官」三方協作，宣揚守望相助的精神。活動期間得到超過 200 個機構及團體自發舉辦逾 700 項扶助弱勢的活動，惠及 10 多萬來自不同組群的弱勢人士，包括長者、基層家庭、少數族裔及殘疾人士等。「築福香港」的活動詳情可瀏覽「築福香港」專屬網站 www.blesshongkong.hk。

隨著「明日之星」的順利推行和「築福香港」的圓滿結束，專責小組已大致完成其工作，成功將扶貧助弱的精神廣傳社區。委員會在來屆會繼續推動有意義的社會參與活動，並按需要成立特定工作小組作出跟進。



Societal Engagement Task Force

To encourage the business sector to help enhance the upward mobility of young people, the Societal Engagement Task Force (SETF) launched in collaboration with the Hong Kong Council of Social Service the three-year “Future Stars” programme at the Summit last year. Under the programme, three different thematic projects are implemented to assist young people from underprivileged backgrounds in planning their future and fostering their career aspirations to facilitate their smooth transition from school to work, and to reward diligent and well-motivated students. Over 200 organisations took part in the first year of the programme, benefiting some 7 000 young people. Promotional pamphlets produced by the SETF for the programme will be distributed at this year’s Summit to appeal for more business support.

The “Bless Hong Kong” Campaign, a six-month territory-wide poverty alleviation campaign launched by the SETF in early February 2014, concluded successfully in August. The Campaign sought to encourage community participation in poverty alleviation and promote the spirit of mutual help through tripartite collaboration among the community, the business sector and the Government. More than 700 poverty alleviation activities were initiated by over 200 bodies and organisations under the Campaign, benefiting some 100 000 underprivileged people from different groups, including senior citizens, grassroot families, ethnic minorities and persons with disabilities. For details of the activities, please visit the dedicated website at www.blesshongkong.hk.

With the smooth implementation of the “Future Stars” programme and the successful conclusion of the “Bless Hong Kong” Campaign, the SETF has by and large accomplished its mission. The spirit of alleviating poverty and supporting the disadvantaged was promoted widely across the community through the two programmes. The CoP will continue to promote meaningful societal engagement activities and set up dedicated working groups for follow-up as appropriate.

關愛基金專責小組

關愛基金自 2011 年成立至今，已推出 27 個援助項目，其中九個由重設的扶貧委員會審批。總承擔額超過 40 億元，令超過 81 萬人次受惠。過去一年，基金開展了多個援助項目，並優化個別項目的安排，令援助更加到位。基金推展的新項目包括「進一步鼓勵『自力更生綜合就業援助計劃』綜援受助人就業的獎勵計劃」，以及「為低收入家庭護老者提供生活津貼試驗計劃」。

到目前為止，已有四個基金項目被納入政府的恆常資助，而政府亦正陸續將另外六個項目恆常化。這批獲政府納入常規的項目涉及每年約 8 億元經常開支。因應政府的資源情況，其他已證明具顯著扶貧效果或能切合目標受惠群組需要的項目將獲考慮納入政府常規項目。

關愛基金專責小組會繼續與其他專責小組合作，善用基金的資源，擬訂更多支援弱勢社群和基層家庭的項目，以發揮補漏拾遺的功能。其中，基金將再次推出項目，向沒有住在公屋、沒有領取綜援的低收入住戶（即俗稱 N 無人士），提供一筆過津貼，以紓緩他們的經濟壓力。另外，基金正考慮將「長者牙科服務資助」項目的受惠對象擴大至涵蓋經濟上有困難的非領取綜援長者。

基金秘書處亦編制了小冊子，介紹基金援助項目的詳情。



Community Care Fund Task Force

Since its establishment in 2011, the Community Care Fund (CCF) has launched 27 assistance programmes, nine of which were approved by the reinstated CoP. The total commitments exceed \$4 billion and over 810 000 people have benefited from these programmes. In the past year, the CCF rolled out a number of new assistance programmes and enhanced the implementation of some programmes to provide assistance to the needy more effectively. The new programmes include the “Incentive Scheme to Further Encourage CSSA Recipients of the Integrated Employment Assistance Programme for Self-reliance to Secure Employment” and the “Pilot Scheme on Living Allowance for Carers of the Elderly Persons from Low Income Families”.

Up to now, four programmes have been incorporated into the Government’s regular assistance programme. We are also taking steps to regularise another six programmes progressively. These regularised programmes will incur Government recurrent expenditure of some \$800 million every year. Subject to the Government’s resource availability, other programmes proved to be effective in poverty alleviation or meeting the needs of the target beneficiaries will be considered for regularisation.

To plug gaps in the existing system, the Community Care Fund Task Force will continue to work with other Task Forces in ensuring effective use of its resources and drawing up more programmes to support the underprivileged and low-income families. The CCF will re-launch the programme to provide one-off subsidy for low-income households not living in public housing and not receiving CSSA (known colloquially as the “n have-nots”) in order to relieve their financial pressure. In addition, the CCF is considering the expansion of the target beneficiaries of the “Elderly Dental Assistance Programme” to elderly persons who have financial difficulties and do not receive CSSA.

The CCF Secretariat has also published a booklet to introduce the details of the CCF assistance programmes.

社會創新及創業發展基金專責小組

按委員會同意的社會創新及創業發展基金(社創基金)的目標及優先工作範疇,專責小組已制定甄選協創機構的機制及撥款準則,並於今年首季公開邀請有興趣的機構申請成為社創基金的首批協創機構,推展「能力提升」和「創新計劃」項目。專責小組共收到超過 40 份建議書,有關委聘詳情將於 11 月公布。

專責小組正籌備一個食物援助的旗艦項目,項目涵蓋的範圍包括建立一個有效配對供應和需求的資訊交流平台,以及其他相關服務。專責小組參考了跨界別集思會的討論成果,將透過公開徵聘挑選及委聘一家協創機構負責推行。

另外,專責小組正與政府青少年網站(Youth.gov.hk)合辦「中學生社創短片比賽」,旨在提升中學生對社會創新及扶貧的認識。

比賽詳情可瀏覽活動網頁
www.sie.gov.hk/sivc

為方便公眾獲取基金的資訊,繼去年成立網站(www.sie.gov.hk)後,其他渠道包括 Facebook 專頁、YouTube 頻道、季度通訊和手機應用程式亦已先後推出。



Social Innovation and Entrepreneurship Development Fund Task Force

Based on the objectives and priority areas of the Social Innovation and Entrepreneurship Development Fund (SIE Fund) agreed by the CoP, the SIE Fund Task Force has drawn up a mechanism for selecting intermediaries and put in place the relevant funding criteria. Open recruitment of the first batch of SIE Fund intermediaries for operating initiatives under Capacity Building and Innovative Programmes was conducted in the first quarter of this year. The Task Force received more than 40 proposals and will make announcements in November.

The Task Force is making preparation for a flagship project on food assistance. The project will cover the development of an information exchange platform to facilitate the effective matching of supply with demand and the provision of other related services. After considering the ideas collected from a cross-sector workshop, the Task Force intends to conduct an open invitation exercise to select an intermediary to take forward the project.

Jointly organised by the Task Force and the Government's Youth Portal (Youth.gov.hk), the Social Innovation Video Competition for Secondary Students aims to enhance the understanding of social innovation and poverty relief among secondary students. For details, please visit the webpage of the competition at www.sie.gov.hk/sivc.



To facilitate public access to information about the SIE Fund, further to the setting up of a dedicated website (www.sie.gov.hk) last year, the Task Force has rolled out other communication channels including Facebook page, YouTube Channel, quarterly newsletters and a mobile application.

下一步工作

扶貧委員會是政府的重要政策平台，協助政府推行扶貧工作，聽取各界意見及凝聚共識。委員會及其轄下的六個專責小組在過去一年就不同的扶貧政策措施作了多番研究及討論，為政府制定扶貧藍圖及落實重要措施提供精闢的意見。

本屆扶貧委員會的任期將於本年 11 月 30 日結束。來屆委員會的架構將作適度調整，並將設四個專責小組，分別負責促進青年人向上流動、支援特別需要群組、推動關愛基金和社創基金的工作，而退休保障會由委員會直接負責。委員會亦會就特定議題及項目設立工作小組推展相關工作。各專責小組的職權範圍會作檢視，以反映委員會的工作方向。

如有興趣參閱有關香港貧窮情況的詳細報告、香港退休保障未來發展的研究報告、「明日之星」小冊子、關愛基金項目小冊子，以及扶貧委員會工作的資料，請瀏覽扶貧委員會網頁，網址為 www.povertyrelief.gov.hk。

Next Steps

The CoP serves as a major policy platform to assist the Government in pursuing poverty alleviation initiatives, canvassing views from the community and building consensus. Over the year, the CoP and its six Task Forces studied and discussed different poverty alleviation policies and made many insightful comments to support the Government in formulating its blueprint for poverty alleviation and implementing major measures.

The current term of the CoP will end on 30 November 2014. The organisational structure of the CoP will be suitably adjusted. In its new term, the CoP will set up four Task Forces which will be responsible for promoting youth mobility, supporting the special needs groups, administering the CCF and the SIE Fund respectively. The CoP will deal with subject of retirement protection direct. Working groups will be formed on an ad-hoc basis to take forward specific projects. The terms of reference of the Task Forces will be reviewed to reflect CoP's work direction.

The Hong Kong Poverty Situation Report, the Report on Future Development of Retirement Protection in Hong Kong, the "Future Stars" Booklet, the Community Care Fund Booklet, and details about the work of the CoP can be found on the CoP website at www.povertyrelief.gov.hk.



聯絡我們 Contact Us

如對扶貧委員會的工作有任何查詢及意見，歡迎透過以下途徑聯絡我們：

地址： 香港添馬添美道 2 號
政府總部 26 樓
扶貧委員會

電話： 3142 2888

傳真： 2537 7068

電子郵件： opinion@povertyrelief.gov.hk

If you have any enquiry or comments on the work of the CoP, please feel free to contact us via the following channels:

Address : Commission on Poverty
26/F, Central Government Offices,
2 Tim Mei Avenue, Tamar, Hong Kong

Telephone : 3142 2888

Fax : 2537 7068

Email : opinion@povertyrelief.gov.hk