

**立法會**  
**Legislative Council**

LC Paper No. CB(2)832/04-05  
(These minutes have been  
seen by the Administration)

Ref : CB2/PL/WS

**Panel on Welfare Services**

**Minutes of meeting**  
**held on Monday, 10 January 2005 at 10:45 am**  
**in Conference Room A of the Legislative Council Building**

**Members present** : Hon CHAN Yuen-han, JP (Chairman)  
Dr Hon Fernando CHEUNG Chiu-hung (Deputy Chairman)  
Hon James TIEN Pei-chun, GBS, JP  
Hon LEE Cheuk-yan  
Hon Fred LI Wah-ming, JP  
Hon Bernard CHAN, JP  
Hon Mrs Sophie LEUNG LAU Yau-fun, SBS, JP  
Hon LI Fung-ying, BBS, JP  
Hon Albert CHAN Wai-yip  
Hon Frederick FUNG Kin-kee, JP  
Hon Albert Jinghan CHENG

**Members absent** : Dr Hon YEUNG Sum  
Hon TAM Yiu-chung, GBS, JP  
Hon Alan LEONG Kah-kit, SC  
Hon LEUNG Kwok-hung

**Public Officers attending** : Items V and VI  
Ms Linda LAI, JP  
Deputy Secretary for Health, Welfare and Food  
(Family and Women)

Mr Freely CHENG  
Principal Assistant Secretary for Health, Welfare and Food  
(Family)

Item V

Mrs Grace NG  
Project Management Officer  
Health, Welfare and Food Bureau

Item VI

Ms Wendy CHEUNG  
Assistant Secretary for Health, Welfare and Food (Family) 3

Miss Ophelia CHAN  
Assistant Director of Social Welfare  
(Rehabilitation and Medical Social Services)

Miss Yondy LAI  
Social Work Officer  
(Rehabilitation and Medical Social Services) 11

Mr CHU Ming  
Executive Manager (Allied Health Services) 1  
Hospital Authority

**Deputation  
by invitation** : Item VI

Society for Community Organization

Mr PANG Hung-cheong  
Community Organizer

Mr LAU Yun-sum  
Representative of SARS Deceased Family Member

Ms Candy  
Representative of SARS Deceased Family Member

Mrs SHUM POON Yau-lan  
Representative of SARS Deceased Family Member

Mr CHOI Chung-man  
Representative of SARS Recovered Patient

Ms YEUNG Lai-fun  
Representative of SARS Recovered Patient

**Clerk in attendance** : Ms Doris CHAN  
Chief Council Secretary (2) 4

**Staff in attendance** : Miss Mary SO  
Senior Council Secretary (2) 8

Miss Maggie CHIU  
Legislative Assistant (2) 4

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**I. Confirmation of minutes**  
(LC Paper No. CB(2)537/04-05)

The minutes of meeting held on 13 December 2004 were confirmed.

**II. Information paper issued since the last meeting**  
(LC Paper No. CB(2)501/04-05(01))

2. Members did not raise any queries on the submission from the Parents' Alliance on Special Education System on incorporating special education in the reform of the academic structure for senior secondary education.

**III. Items for discussion at the next meeting**  
(LC Paper Nos. CB(2)538/04-05(01) and (02))

3. As the next regular meeting scheduled for 14 February 2005 fell on a Monday immediately after the Chinese New Year holidays, members agreed to postpone the date of the next regular meeting to Friday, 18 February 2005 at 8:30 am.

4. As the allotted time for this meeting was not adequate to discuss all of the items on the agenda, members agreed to defer the discussion of the following items

to the regular meeting in February 2005 -

- (a) outline research on "Social Security System in Support of Elderly in Poverty"; and
- (b) support and assistance for tetraplegic patients living in the community.

5. Mr LEE Cheuk-yan said that the Administration's paper on support and assistance for tetraplegic patients living in the community (LC Paper No. CB(2)538/04-05(07)) merely reported on the development of the existing services, without fully responding to the call for more enhanced support and services from the concerned groups raised in the last legislative session. In the light of this, Mr LEE suggested to request the Administration to submit a fresh paper providing additional information. Dr Fernando CHEUNG also suggested to invite deputations to give views on the matter. Members agreed.

6. In order to limit the number of items for discussion at a meeting to two as far as possible, members agreed that the Clerk should check with the Administration on the possibility of deferring the discussion of the issue of conversion of self-care hostel and home for the aged places into long term care places, proposed by the Administration for discussion in February 2005, to March 2005.

**IV. Proposed terms of reference of Subcommittee on review of the Comprehensive Social Security Assistance Scheme and Subcommittee on strategy and measures to tackle family violence**  
(LC Paper Nos. CB(2)538/04-05(03) and (04))

7. Members endorsed the proposed terms of reference of the Subcommittee on review of the Comprehensive Social Security Assistance Scheme and the Subcommittee on strategy and measures to tackle family violence.

**V. Community Investment and Inclusion Fund - Progress Report as at 20 December 2004**  
(LC Paper No. CB(2)538/04-05(06))

8. Project Management Officer (PMO) showed members, by video, two selected projects, namely, "Outstanding After School Care" and "Space of Dream - a Modern Mentorship Scheme". The first project was a community-owned and parent-run after-school care programme for children from deprived families in Tuen Mun, the aims of which were to build up the self-worth and develop the

capabilities of both the disadvantaged children and the participating parents who along with some university volunteers became tutors of the programme. The second project was a “modern mentorship” project which demonstrated that the use of alternative service model was effective in motivating and building the capacity of a group of non-engaged youth (who had just completed Form 3) to re-enter the pathway of more gainful social and economic participation through matching them with their individual volunteer mentors. Instead of duplicating other formal education or vocational training approaches, the project involved matching non-engaged youths with individual volunteer mentors who took an active interest in the young people, engaging them through the expressed interests of the youth and influencing them with their life experience. Details of these two projects, including their results and future focus, were set out in the leaflets on these projects tabled at the meeting. PMO then briefed members, through a PowerPoint presentation, on the up-to-date position of the Community Investment and Inclusion Fund (CIIF) and the Fund’s strategic focus for the coming year, details of which were set out in the Administration’s paper.

Providing continuous funding support to worthwhile CIIF projects

9. Mr LEE Cheuk-yan enquired whether the Fund or the Government would continue to fund worthwhile CIIF projects after the expiry of their funding period.

10. PMO responded that one of the major considerations for supporting a project proposal was that the project was likely to be effective in addressing local needs, that the project results were able to self-sustain, and if any ongoing operation was necessary that it could self-finance with the support of its collaborators. Although funding from the CIIF served as seed money to start off the project, it usually provided funding support for up to three years to allow ample time for the project participants to learn how to take over self-management of the project. For instance, in the case of the “Outstanding After School Care” project, money from the CIIF was primarily used to launch the project and get it running smoothly in the first three years. With support from the school and that most of the inputs were voluntary, the operating cost was very low. It was envisaged that after the \$300,000 from the CIIF was spent, the project could still sustain itself through the support of its collaborators and sponsorship from the business sector and community groups without having to levy fees on the deprived families with children participating in the programme.

Turning successful CIIF projects into mainstream services

11. Mr LEE Cheuk-yan asked whether consideration would be given to turning successful CIIF models into mainstream or subvented services.

12. Deputy Secretary for Health, Welfare and Food (Family and Women)

(DSHWF (Family and Women)) responded that as a start, CIIF projects that had proven success in achieving social capital outcomes would be extended to other places through encouraging their implementation under new projects funded by CIIF. This would be one of the strategic priorities for the Fund in the next few years. Efforts would continue to be made on the part of the Administration to encourage further partnerships between the Government, the business sector and the non-governmental organisations (NGOs) sector on building up social capital. DSHWF (Family and Women) further advised that a consortium made up of academics from five local universities were undertaking an evaluation of the aggregated impact of the CIIF projects with the aims of identifying critical success factors that would be helpful in developing the future strategies for the Fund. The evaluation had commenced in December 2004, with report back due in early 2006. Dr Fernando CHEUNG hoped that the consortium would also take into account the views and experience of the unsuccessful CIIF applicants.

#### Review of the Co-operative Societies Ordinance

13. The Chairman and Mr LEE Cheuk-yan pointed out that the Co-operative Societies Ordinance (Cap. 33) (the Ordinance), which was enacted in 1950 to provide for the formation of co-operatives and to regulate their operation, could not meet present day requirements. This was because the nature of the co-operatives which the Ordinance sought to regulate was distinctly different from that of the co-operatives formed to enhance sustainability of some of the CIIF projects, as evidenced by the fact that the Registrar of co-operative societies was the Director of Agriculture, Fisheries and Conservation. For instance, there might be no need for the types of co-operatives which the Ordinance sought to regulate to purchase insurance for their members, it was not the case for those co-operatives formed to enhance sustainability of some of the CIIF projects. The lack of an employer and employee relationship in a co-operative had rendered it impossible for the co-operatives to purchase employees insurance for their workers/members. In the light of this, the Chairman urged the Administration to expeditiously review the Ordinance as had been raised in the last legislative session.

14. Mrs Sophie LEUNG said that the Women's Commission had raised with the Administration the possibility of introducing co-operatives to women's groups to promote the idea of mutual help when it was consulted on the setting up of the Fund back in 2001. The Women's Commission was aware then that the types of co-operatives which the Ordinance sought to regulate were completely different from the co-operatives which women groups sought to set up to promote mutual help. In this regard, a package of suggestions had been put forward by the Women's Commission in late 2001/early 2002 to the Social Welfare Department (SWD) to address the problem which had remained outstanding. The Women's Commission planned to convene a meeting with SWD shortly to further pursue the

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matter.

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15. DSHWF (Family and Women) undertook to convey members' concerns about the limitations posed by the Ordinance on the formation of co-operatives to the relevant parties within the Administration for consideration. She, however, pointed out that the Administration would need some time to come up with a response.

16. PMO supplemented that, in response to the concerns raised by the Panel in the last legislative session, an information note on the issues had been submitted to members by circulation in June 2004, and that a seminar on co-operatives had been co-organised by the Hong Kong Women Entrepreneur and Professional Association and the CIIF Secretariat on 19 June 2004 to share the experience of those already involved in operating cooperatives with those interested in the options of sustaining their mutual help and business operation through forming co-operative societies. PMO further advised that the CIIF Secretariat would meet with some 20 community organisations with an interest to set up co-operatives within the week to see what types of support and assistance could be rendered to them.

Difficulties experienced by CIIF projects

17. Ms LI Fung-ying asked the following questions -

- (a) whether difficulties were encountered by CIIF projects in meeting targets, and if so, what they were; and
- (b) whether any CIIF project(s) had been asked to cease operation because of their inability to meet targets.

18. PMO responded that according to the regular performance reports submitted by the Grantees, the majority of the projects were able to meet their performance targets. From feedback from the annual CIIF Experience-Sharing Forum, there were three main difficulties encountered by Grantees: (a) having effective means to recruit their target participant; (b) having appropriate strategies to remove the stigma and resistance associated with labeling their target participants as "disadvantaged" or "vulnerable" groups; and (c) forging cross-sectoral partnerships. PMO, however, pointed out that as vindicated by the experience of the successful projects, these difficulties were not insurmountable. and the CIIF Committee and Secretariat did offer support where difficulties were encountered.

19. As to Ms LI's second question, PMO said that, to date, no project had yet been asked to cease operation because of its inability to meet targets. PMO

explained that this relatively high success rate was mainly attributable to (a) the thorough vetting of the project proposals; (b) care taken to negotiate the performance targets; and (c) timely support and guidance to projects experiencing difficulties at an early stage through the self-assessed quarterly reports on progress and half-yearly reports on performance submitted by the Grantees.

#### Pace of disbursement of CIIF

20. Dr Fernando CHEUNG congratulated the Fund on its obvious success, but was of the view that the pace in releasing CIIF to the successful applicants was too slow. This was evidenced by the fact that since the Fund's establishment over two years ago, only 72 projects had been selected with funding around \$60 million allocated as of 20 December 2004. Moreover, only 45 of the 72 projects had hitherto actually been receiving funding support from the CIIF. In the light of this, Dr CHEUNG asked how the CIIF Committee planned to use up the Fund, including the amount it intended to disburse annually to the successful applicants. Dr CHEUNG further said that the CIIF Committee and Secretariat should give more latitude to the applicants in drawing up their proposals, as to his knowledge, applicants generally had to revise their proposals many times before their applications would be approved. To better help the CIIF Committee to determine whether the project proposals were aligned with the objectives of the Fund and could achieve the targeted social capital outcomes, Dr CHEUNG said that the CIIF Committee and Secretariat should involve the concerned groups in the community during the vetting process having regard to the special needs of each district.

21. DSHWF (Family and Women) responded that as social capital was a new concept within the local context, it was not surprising that it would need some time for applicants to understand the objectives of the Fund. This explained the low selection rates of the early batches of applications. However, with considerable efforts put in by the CIIF Committee and Secretariat in promoting the social capital concept in the community through seminars, annual experience-sharing forums and site visits, coupled with the efforts put in by agencies with successful projects to share their experience with prospective applicants, a snowball effect was being generated. The sector had generally begun to recognise the importance and merits of social capital, and the proportion of successful projects had increased since the third round of applications.

22. DSHWF (Family and Women) further said that there was no question of the CIIF Committee and Secretariat being unduly stringent in disbursing the Fund. Apart from the promotional efforts mentioned in paragraph 21 above, the CIIF Committee and Secretariat had been and would continue to work closely with the District Social Welfare Officers of SWD, especially in those districts requiring special attention, to encourage and assist the NGOs and other sectors within the districts to develop worthwhile projects targeting the special needs of the district.

As the Fund was meant to be used as seed money for developing social capital, DSHWF (Family and Women) pointed out that the Fund objective was therefore to maximise the CIIF impact by mobilising community resources where possible and utilising the least amount of public money so that the maximum number of people could benefit.

23. Regarding why only 45 of the 72 selected projects had commenced operation, PMO clarified that (a) a number of successful applicants from the 2<sup>nd</sup> to 4<sup>th</sup> batches were not yet ready to commence operation due to their own internal staff or organisations changes; and (b) the 13 successful applicants from the 5<sup>th</sup> batch had yet to sign their Condition of Grant because their applications had only just been approved by the CIIF Committee in December 2004. PMO further said that as the CIIF was a public fund supported by the General Revenue and grant from the Lotteries Fund, it was incumbent upon the CIIF Committee and Secretariat to exercise due prudence in vetting project proposals and monitor their performance. However, PMO assured members that the CIIF Committee and Secretariat were well aware of the need not to overburden the applicants with unnecessary scrutiny and would encourage rather than inhibit innovation from the applicants to come up with effective strategies that could meet the Fund's objectives.

24. As to the question of whether there was a timetable for expending the CIIF, Principal Assistant Secretary for Health, Welfare and Food (Family) (PAS/HWF (Family)) replied that there was no pre-set timetable for expending the entire Fund or a ceiling for distribution in each round. Funding support would be provided to project proposals worthy of support. Mr James TIEN shared the Administration's stance on the granting of funding support to CIIF applicants.

#### Providing more assistance to CIIF applicants and successful organisations

25. Mr LEE Cheuk-yan, Dr Fernando CHEUNG and Mr James TIEN were of the view that the CIIF Committee and Secretariat should provide more assistance to the prospective applicants as well as the successful organisations, particularly to those less well-established agencies, by encouraging the business sector to participate in developing social capital and by strengthening cooperation among Government departments to facilitate the implementation of the CIIF projects, such as in the provision of suitable premises.

26. PMO referred members to the various breakthroughs which had been achieved so far in encouraging cross-sectoral collaboration and partnerships in developing social capital as set out in paragraph 10 of the Administration's paper. PMO pointed out that as a result of such enhanced collaborative work, a total of 888 collaborators including welfare NGOs, schools, resident groups, businesses and professional groups were or would be involved in the implementation of the

projects selected to date.

27. PMO further said that apart from the various measures undertaken by the CIIF Committee and Secretariat to offer assistance where applicants had encountered difficulties in realising the concept of social capital in a project as set out in paragraph 11 of the Administration's paper, a CIIF Partnership Scheme had also been established in July 2002 in response to the call for additional assistance by some of the less well-established applicants to turn their project ideas into viable proposals. Over 50 people from the welfare, professional (legal and accounting), as well as business sectors who shared the vision of the Fund had been volunteering their services in the form of mentoring, or providing practical advice or technical assistance to community groups who might wish to put forward proposals. A review on the effectiveness of the Scheme would be conducted to see how best such a Scheme could be taken forward, having regard to the fact that more and more applicants now had a much clearer idea about the meaning of social capital through the considerable emphasis placed by CIIF on promotion of the concept, provision of training on writing proposals, sharing of successful experience and knowledge transfer. PMO also commented that to date most of the successful models were actually being implemented by some of the small or medium sized groups.

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28. Despite the Administration's assurance, Dr Fernando CHEUNG hoped that more assistance could be provided to the less well-established organisations, particularly, in the area of enlisting the business sector to render support to their projects. DSHWF (Family and Women) undertook to discuss with the CIIF Committee on ways to strengthen support and assistance to the less well-established applicants and project organisers where appropriate.

#### Attracting more non-NGOs as project organisers

29. Mr Bernard CHAN noted that the majority of the project organisers were NGOs from the welfare sector, and asked about the measure(s) that would be taken by the CIIF Committee and Secretariat to encourage more organisations from the business and professional sectors and local community groups to apply for the Fund.

30. DSHWF (Family and Women) responded that the CIIF Committee and Secretariat had been working closely with DSWOs and District Officers to encourage a wider range of local organisations to submit collaborative proposals, and much progress in this regard had been made. PMO advised that of the 888 private organisations involved in the CIIF projects, over half of them were not NGOs from the welfare sector. Since the last two rounds of application, there was an increasing number of non-welfare organisations, such as women's groups, resident groups, schools and professional bodies, which had come forward to

apply for the Fund. The “Outstanding After School Care” project organised by the Tuen Mun District Women’s Association Limited and the one doctor/one school volunteer support network proposed by the Hong Kong Medical Association were cases in point. Efforts in engaging more non-welfare organisations would continue with the strategies being kept under review to ensure effectiveness.

31. Mrs Sophie LEUNG said that the Women’s Commission was contemplating the idea of co-organising a one-day seminar with the CIIF Committee and other concerned parties to explore ways on how to encourage more non-welfare private organisations to assume a more active role in the building of social capital.

*Conclusion*

32. In closing, the Chairman urged the Administration and the CIIF Committee and Secretariat to take into account the views expressed by members on the operation of the Fund.

**VI. Follow-up to the third progress report on the Trust Fund for Severe Acute Respiratory Syndrome**

(LC Paper Nos. CB(2)153/04-05(01) and CB(2)538/04-05(08) and (09))

33. PAS/HWF (Family) introduced the Administration’s paper (LC Paper No. CB(2)538/04-05(08)) which provided supplementary information requested by members during the discussion of the third progress report on the Trust Fund for Severe Acute Respiratory Syndrome (SARS) at the meeting on 13 December 2004.

34. Representatives from the Society for Community Organization (SOCO) presented their views on the follow-up actions taken by the Administration after the SARS outbreak, details of which were set out in their submission (LC Paper No. CB(2)538/04-05(09)).

Discussion

35. Mr LEE Cheuk-yan agreed with SOCO that the scope of the Trust Fund should be expanded to cover families of the deceased “suspected” SARS patients and that surviving parents of deceased SARS patients should not be required to provide proof that their deceased children had supported them financially before their death as pointed out by Mrs SHUM POON Yau-lan. Mr LEE further said that the Committee on Trust Fund for SARS should not base its consideration solely on whether the applicants had been relying on the deceased for financial

support in considering the granting of ex-gratia financial assistance, and should instead take into account the actual situation of the families of the deceased. As pointed out by Mr LAU Yun-sum, the death of his mother due to SARS had necessitated him to hire a domestic helper to look after his young children. Noting from Ms YEUNG Lai-fun that she and other staff of the Hospital Authority (HA) who had contracted SARS still had not received a document from HA certifying that they had contracted SARS in the course of carrying out their duties, Mr LEE asked why this was the case.

36. PAS/HWF (Family) responded that it was not appropriate for the Administration to respond to the complaint raised by Mrs SHUM POON Yau-lan at the meeting, as her case would shortly be heard by the SARS Trust Fund Review Committee. DSHWF (Family and Women) pointed out that although surviving parents of deceased SARS patients were required to provide proof that their deceased children had supported them financially before their death, which was understandable given that the Trust Fund was financed by public money, the Committee on the Trust Fund had often exercised discretion to waive such a requirement. Assistant Director of Social Welfare (Rehabilitation and Medical Social Services) advised that 27 out of the 55 cases which lacked the requisite supporting document that the applicants had been supported by the deceased had been granted special ex-gratia financial assistance.

37. As mentioned at the last meeting held on 13 December 2004, PAS/HWF (Family) said that for cases whereby the applicant did not receive financial contributions from the deceased as such but had to incur additional expenditure as a result of the death of the deceased, for instance, the need to hire domestic helper to look after children, the Committee on Trust Fund for SARS had exercised discretion and approved special ex-gratia financial assistance to the applicants after taking into account all the circumstances of individual cases.

38. On the question of why HA had not yet issued a document to its affected staff that they had inflicted bodily injuries due to their contracting SARS in the course of carrying out their duties, Executive Manager (Allied Health Services), HA said that HA had reported all cases of its staff who had contracted SARS in the course of performing their duties to the Labour Department (LD). To his understanding, LD and HA were still in discussion with the insurer on the admission of liability, assessment on the degree of disability and criteria for paying compensation to the affected staff and the amount payable. Moreover, under the existing arrangement, such a certificate would only be issued when the level of damage was assessed and confirmed after the conditions stabilised. Despite the aforesaid, HA was asked to check with LD whether HA could issue the aforesaid document in the absence of the aforesaid certificate from LD. The Chairman requested HA to revert to the Panel if this was refused by LD.

HA

39. Dr Fernando CHEUNG, Mr Albert CHENG, Ms LI Fung-ying and Mr Albert CHAN were of the view that the Administration's responses given at the meeting and in their written replies to SOCO still fell far short of addressing the deficiencies in the operation of the Trust Fund. Mr Albert CHENG suggested holding another meeting to further discuss the matter.

40. DSHWF (Family and Women) responded that the Administration and the Committee on Trust Fund for SARS had done their best to consider all applications for the Fund under the circumstances allowed. She considered that most of the concerns raised by people aggrieved by the decisions made by the Committee were individual and was best to be dealt with in the form of a case conference. Mr Albert CHAN said that in this case the Panel could hold a closed meeting with the aggrieved persons and the Administration to go over each aggrieved case.

41. In closing, the Chairman said that she would discuss with the Clerk after the meeting to decide on the best way forward to deal with further discussion on the operation of the Trust Fund for SARS.

42. There being no other business, the meeting ended at 1:13 pm.

Council Business Division 2  
Legislative Council Secretariat  
17 February 2005