

立法會
Legislative Council

LC Paper No. CB(2)2321/04-05
(These minutes have been
seen by the Administration)

Ref : CB2/PS/1/04

Panel on Welfare Services

**Subcommittee on Review of the
Comprehensive Social Security Assistance Scheme**

**Minutes of the 6th meeting
held on Thursday, 23 June 2005 at 10:45 am
in the Chamber of the Legislative Council Building**

Members present : Dr Hon Fernando CHEUNG Chiu-hung (Chairman)
Hon CHAN Yuen-han, JP
Hon LI Fung-ying, BBS, JP
Hon Alan LEONG Kah-kit, SC
Hon LEUNG Kwok-hung

Members absent : Hon LEE Cheuk-yan
Hon Fred LI Wah-ming, JP
Hon TAM Yiu-chung, GBS, JP
Hon Frederick FUNG Kin-kee, JP

Public Officers attending : All items

Ms Salina YAN
Deputy Secretary for Health, Welfare and Food
(Elderly Services and Social Security)

Mrs Brenda FUNG
Principal Assistant Secretary for Health, Welfare and Food
(Elderly Services and Social Security) 2

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Mr Paul TANG, JP
Director of Social Welfare

Mrs Rachel Cartland, JP
Acting Deputy Director of Social Welfare
(Administration)/Assistant Director of Social Welfare
(Social Security)

Mr LAI Shiu-bor
Chief Social Security Officer (Social Security) 2
Social Welfare Department

Miss YEUNG Kok-wah
Chief Social Security Officer (Social Security) 4
Social Welfare Department

Mr Kenneth NG
Senior Statistician (Social Welfare)
Social Welfare Department

Professor TANG Kwong-leung
Department of Social Work
The Chinese University of Hong Kong

Professor CHEUNG Chau-kiu
Department of Social Work
The Chinese University of Hong Kong

**Deputations
by invitation** : Item III

The Mental Health Association of Hong Kong

Ms NG Sau-man
Assistant Project Manager

The Mental Health Association of Hong Kong Training &
Employment Service Centre (Kwan Tong)

Mr LAI Ka-ching
Vocational Counselor

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Society for Community Organization

Miss LEUNG Mei-kuen
Community Organizer

Hong Kong Lutheran Social Service

Mr LEUNG Kin-to
Senior Social Work Assistant

The Society of Rehabilitation and Crime Prevention, Hong
Kong

Ms CHAN Hoi-yan
Employment Development Manager

Mr SZETO Kit-sang
Supervisor

Hong Kong Employment Development Service

Mr YIU Hung-chi
Executive Director

Tuen Mun District Women's Association

Ms TANG Wai-ling
Deputy Director (Social Service)

The Hong Kong Council of Social Service

Mr CHUA Hoi-wai
Business Director, Policy Advocacy and International
Networks

Mr WONG Kwai-yau
Chairperson, Specialized Committee on Social Security and
Employment Policy

Evangelical Lutheran Church Social Service - HK

Mr WONG Kwok-kei
Supervisor

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New Territories Association Retraining Centre

Mr CHAN Yuen-shing
Executive Director

Hong Kong College of Technology

Mr CHEUNG Tsz-kin
Project Officer

Miss CHAN Hung-sau
Project Officer

International Social Service Hong Kong Branch

Mr YIU Cheuk-hin
Project Worker

Christian Action

Mr Sam KWONG
Assistant Director

YMCA of Hong Kong

Mr Eric AU YEUNG Kwok-wai
Centre In-charge

Ms Venus CHAN Chui-ping
IEA Project Co-ordinator

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)2052/04-05)

The minutes of meeting held on 24 May 2005 were confirmed.

II. Date of next meeting and items for discussion

2. Members agreed to discuss the following items at the next meeting to be held on 22 July 2005 at 2:30 pm -

- (a) annual adjustment of the standard payment rates under the Comprehensive Social Security Assistance Scheme and the Social Security Scheme; and
- (b) progress report on the review of arrangements for single parent recipients under the Comprehensive Social Security Assistance Scheme.

III. Evaluation study of the Intensive Employment Assistance Projects for Comprehensive Social Security Assistance (CSSA) and near-CSSA recipients

(LC Paper Nos. CB(2)2028/04-05(01) to (07) and CB(2)2048/04-05(01) to (02))

3. Ms LI Fung-ying noted that an evaluation study of the Intensive Employment Assistance Projects (IEAPs) for Comprehensive Social Security Assistance (CSSA) and near-CSSA recipients conducted by the research team from the Chinese University of Hong Kong (CUHK) was near completion. In the meantime, the research team had come up with 10 main areas of recommendations as set out in paragraph 9 of the Administration's paper (LC Paper No. CB(2)2028/04-05(01)). Ms LI asked when the full report of the evaluation study could be provided to members, so as to facilitate more meaningful discussion of these recommendations.

4. Director of Social Welfare (DSW) responded that the full report of the evaluation study should be ready by next month. The Administration was presently studying the recommendations made by the research team and would draw up a response later on. It was the Administration's plan to report to members on its response to the recommendations after the summer break.

5. Ms LI Fung-ying hoped that the Administration would not implement any recommendations made by the research team, such as requiring CSSA single

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parent recipients with youngest child below 15 to work, before these recommendations were thoroughly considered by this Subcommittee. The Chairman concurred.

6. Deputy Secretary for Health, Welfare and Food (Elderly Services and Social Security) (DSHWF (ES&SS)) assured members that the Administration would not implement any recommendations made by the research team before first consulting the views of all relevant parties, including this Subcommittee. The reason for informing members of the findings to date of the evaluation study was to apprise members of the direction in enhancing the capacity/incentive to work among people receiving CSSA and likely to receive CSSA. As mentioned by DSW earlier at the meeting, the Administration was presently studying the recommendations made by the research team and would draw up a response later on.

7. DSW supplemented that apart from conducting a study to evaluate the effectiveness and suggest measures to improve implementations of the IEAPs, the research team had also been tasked to look into other Support-for-self-reliance measures, including the Active Employment Assistance Programme, Community Work (CW) Programme and Disregarded Earnings (DE). Although two of the main areas of recommendations made by the team were on requiring CSSA single parent recipients with youngest child below 15 to work and reviewing the DE arrangement, it should be pointed out that these two recommendations had no direct bearing on two similar reviews undertaken separately by the Administration. The review regarding CSSA single parents had started long before the commissioning of the evaluation study of the IEAPs. Hence, there was no question of the Administration using the findings of the evaluation study to justify the implementation of the proposal to require CSSA single parent recipients with youngest child aged six to 14 to seek at least part-time employment in order to continue the single parent supplement. The review on DE would be completed by end 2005.

8. Ms LI Fung-Ying and the Chairman enquired about the timetable for implementing the 10 main recommendations made by the research team.

9. DSW reiterated that it was the Administration's plan to revert to members on the progress on the review of arrangements for CSSA single parent recipients in July 2005, and on the outcome of the DE review before the end of 2005. No definite timetable, however, had been set for the implementation of the recommendations set out in paragraph 9(i)-(ii) and (v)-(x) of the Administration's paper as more time was needed to come up with a response. For instance, in-depth discussions would need to be made with regard to the recommendation made by the research team of setting a time-limit on CSSA entitlement for able-bodied recipients, taking into account the steady increase in the median stay

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on CSSA of unemployed recipients from 1.9 years of three years ago to 2.6 years at end of 2004-05. With regard to the recommendation made by the research team of improving the CW Programme, the Administration would take into account the findings of two pilot projects which were being implemented to enhance the CW Programme to make it more interesting and beneficial to participants when formulating the way forward.

10. At the invitation of Chairman, Acting Deputy Director of Social Welfare (Administration) (DDSW(A)(Atg)) briefed members on the background of the IEAPs and the trend and achievements to date, details of which were set out in the Administration's paper and the relevant powerpoint materials given in **Appendix I**.

11. The Chairman next invited Professors TANG Kwong-leung and CHEUNG Chau-kiu of the research team from CUHK to brief members on the findings and recommendations of the evaluation study of the IEAPs, details of which were set out in the relevant powerpoint materials given in **Appendix II**.

12. The Chairman then invited deputations to give their views on the operation of the IEAPs. All of them found the IEAPs to be generally effective in helping CSSA and near-CSSA recipients move towards self-reliance, and should be continued. They however considered that there was room for improvements, and their suggestions in this regard were summarised as follows -

- (a) more flexibility should be provided to operating agencies to use the Temporary Financial Aid (TFA) to provide subsidies to participants attending on-the-job training which generally paid very little, to cover their long distance travelling costs to get to work, to help them to obtain the necessary practising licences, etc;
- (b) the existing three-month assistance period to participants should be extended, so as to allow more time for operating agencies to help participants, particularly those who were ethnic minorities and new arrivals, to remove work barriers, enhance their employability and get back to work through a range of activities such as job matching, job skills training, employment counselling and post-employment support. Apart from this, more funding should be provided to those agencies whose IEAP participants comprised mainly or many ethnic minorities;
- (c) the measure of allowing no DE for all categories of recipients in the initial determination of eligibility and in cases which had been on CSSA for less than three months should be abolished, so as not to discourage people receiving CSSA for less than three months to seek

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employment. Consideration should also be given to raising the maximum level of monthly DE which currently stood at \$2,500;

- (d) measures to better help participants to sustain full-time paid employment, such as providing them with enhanced post-placement assistance, such as job-skills training, should be introduced;
- (e) operating agencies should be provided with the authority to penalise those participants who refrained from attending the activities aimed at helping them to seek work;
- (f) emphasis of the programme should be shifted from helping participants to seek work as soon as possible, to helping them to build up their self-confidence, such as strengthening counselling not related to employment (e.g. personal and family life) and training not directly related to employment (e.g. social skills);
- (g) consideration should be given to providing CW participants with a certificate certifying that they had working experience, albeit in community work; and
- (h) the existing requirement that able-bodied CSSA recipients must earn at least \$1,430 and work at least 120 hours per month in order to continue to receive CSSA should be reviewed, as such requirement might cause some of these recipients to deliberately take up very low-paid jobs, which in turn would encourage employers to pay wages below the prevailing market rates. Moreover, many long unemployed participants or those who had never participated in the workforce would find it very difficult to meet the 120-hour requirement.

13. Other views/suggestions made by deputations to help CSSA and near-CSSA participants to lift themselves from poverty and move towards self-reliance were as follows -

- (a) a comprehensive policy involving different policy bureaux and government departments, such as the Economic Development and Labour Bureau, should be drawn up to help the unemployed find employment, as the problem of unemployment could be not solved from a social welfare angle;
- (b) a review should be conducted to ensure that unemployed persons of different age groups were provided with employment assistance programme(s). For instance, unemployed persons aged between 20

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and 30 were too old for the Youth Pre-employment Training Programme and too young for the Re-employment Pilot Programme for the Middle-aged launched by the Labour Department;

- (c) statutory minimum wage and maximum working hours should be established;
- (d) a second safety net to help low-income families in the form of providing them with financial assistance to cover basic expenses, such as rent, medical costs and utility charges, should be established;
- (e) requiring CSSA single parent recipients with youngest child below 15 to work should not be implemented across-the-board, having regard to the fact that the existing supportive services, such as after school care service, were still inadequate. For those not ready to take up employment, arrangements could be made for them to take part in community or voluntary work to build up their self-esteem and reduce their risk of social exclusion;
- (f) more resources should be provided to local tertiary institutions to train social workers on vocational counselling;
- (g) merely helping participants to find employment would not be enough to lift them from poverty or falling into the safety net, in view of the fact that wages for low-skilled jobs only averaged about \$5,000 per month which were not enough to support even a small household. To address such, a family-centred approach focusing on helping all able-bodied family members to move towards self-reliance should be explored; and
- (h) the existing arrangement of releasing the remaining \$100,000 administration fee for those projects having achieved the minimum requirement in the end of the implementation period was unsatisfactory, as this had led some operating agencies to hire staff on lower salaries because of budget constraint.

14. Mr CHAN Yuen-shing of the New Territories Association Retraining Centre hoped that the report of the evaluation study of the IEAPs would include the cost-benefits of the Projects.

15. Representatives of the Hong Kong College of Technology, International Social Service Hong Kong Branch and YMCA of Hong Kong hoped that operating agencies could be given more autonomy in approving applications for TFA by IEAP applicants, in order to better meet the immediate needs of needy

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participants. They pointed out that at present operating agencies were required to report to the Social Welfare Department (SWD) of the TFA applications in order to enable the Department to check whether the applicants concerned had applied for similar assistance from another agency(ies). Such a process generally took one week to complete.

16. Mr Sam KWONG of the Christian Action, however, held the view that the administration of TFA should best be carried out entirely by SWD which had more resources and expertise at its disposal, so as to relieve operating agencies to do what they were most capable at, namely, helping participants to find employment, stay in employment and live independently. Mr KWONG further expressed reservation about the recommendation made by the research team with regard to integrating the IEAPs with the work of the Commission on Poverty, Community Investment and Inclusion Fund and Partnership Fund for the Disadvantaged for funding supporting for building social capital to help promote CSSA recipients' and low income people's motivation to work and self-reliance, as this would complicate the existing arrangements and reporting channel with SWD.

17. Mr CHUA Hoi-wai of the Hong Kong Council of Social Service urged the research team to take away those recommendations which were not directly related to the IEAPs, such as imposing a time-limit on CSSA entitlement for able-bodied recipients and requiring CSSA single parent recipients with youngest child below 15 to work, as it was questionable how the findings of one single employment assistance programme could provide any evidence to substantiate such recommendations. With regard to imposing a time-limit on CSSA entitlement for able-bodied recipients, Mr CHUA pointed out that this recommendation should be considered by the multi-disciplinary Commission on Poverty and the community at large before formulating the way forward. Consideration should be given to enacting legislation to effect such as practised in many overseas jurisdictions. Mr CHUA further said that if the Administration was determined to help CSSA recipients to leave the safety net, it should conduct a comprehensive review of the CSSA Scheme instead of conducting piecemeal reviews.

Discussion

18. Miss CHAN Yuen-han said that the success of the IEAPs was no panacea to the existing problem of high unemployment among people of low educational attainment with little or no job skills. Miss CHAN urged the Administration to adopt a macro approach in addressing the problem, which should no longer be treated merely from a social welfare angle.

19. Mr LEUNG Kwok-hung said that the wealthy in the community had the

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responsibility to provide a safety net to those middle-aged people who were made jobless due to economic restructuring. Mr LEUNG did not agree to the existing arrangement of making this group of people work despite the fact that there were not enough jobs in the market to absorb them. He pointed out that such a requirement had resulted in them stigmatised lazy people which was unfair.

20. Ms LI Fung-ying noted from paragraph 6(ii) of the Administration's paper that one of the objectives of the evaluation study of the IEAPs was to analyse the success factors of the programme, among others. Ms LI asked why the Administration had presumed the programme to be a success prior to the commissioning of the evaluation study.

21. Professor TANG Kwong-leung responded that there was no question of the research team having already presumed the IEAPs to be a success when taking up the evaluation job commissioned by SWD. Although the scope and objectives of the study were determined by SWD, the study was conducted in an independent and impartial manner. For instance, the research team was surprised that DE might not have the effect of encouraging CSSA recipients to work as originally thought. DDSW(A)(Atg) supplemented that the research team did not just talk about the success factors of the IEAPs and had come up with recommendations to better programme, details of which were set out in paragraph 9(ii) of the Administration's paper.

22. Ms LI Fung-ying expressed concern that making IEAP participants take up paid employment would further drive the wages of low-skilled jobs down. In the light of this, Ms LI asked whether the Administration had conducted any impact assessment of the IEAPs on the labour market.

23. DDSW(A)(Atg) responded that although no impact assessment of the graduates of the IEAPs on the labour market had been made, it should be pointed out that with the economy on the rebound, fewer people had to resort to CSSA as a result of unemployment. This was evidenced by the facts that the unemployed CSSA caseload had been on the decline in the past 20 months and there had also been a sharp drop in the CSSA applications due to unemployment. DDSW(A)(Atg) further said that with the economy changing from a manufacturing to service-based economy, the research team had recommended synchronising the welfare policy with the changing and restructuring economy so as to facilitate the employment of CSSA recipients in the burgeoning service sectors like the tourist industry. SWD would follow up with the relevant policy bureaux/government departments on ways to take this forward.

24. Ms LI Fung-ying expressed regret that no impact assessment of the IEAPs on the labour market had been made. Ms LI pointed out that although the economy was improving, people of low educational attainment with little or no job

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skills still had great difficulties in finding jobs.

25. DDSW(A)(Atg) responded that the Administration hoped that the review of DE, which was being conducted, would help to shed light on ways to better help recipients of low-earning category. The Administration aimed to complete the review within this year. DDSW(A)(Atg) admitted that although the wages of low-skilled jobs were low, there was sign of them edging upwards in recent months.

26. The Chairman said that the aim of helping the unemployed was not only to lift them out of the safety net but to lift them out of poverty. The Chairman suggested to also invite representatives from the Economic Development and Labour Bureau and the Labour Department to attend the discussion of the review of arrangements for single parent recipients under the CSSA Scheme at the next meeting. Members agreed.

27. Mr Alan LEONG hoped that more tailor-made assistance could be rendered to the more vulnerable groups such as single parents and middle-aged people with low educational attainment. Mr LEUNG further hoped that a platform could be provided for different operating agencies to share their experience in running the IEAPs, so as to better the programme.

28. DDSW(A)(Atg) responded that it was SWD's plan to organise experience-sharing sessions for all participating agencies in the near future. DDSW(A)(Atg) added that as the types of service provided under the IEAPs were new to the NGOs in Hong Kong, one of the features of the programme was to build in training for participating agencies from the beginning. Overseas trainers well experienced in providing such employment assistance services had been brought in by SWD to provide the aforesaid training.

Conclusion

29. In closing, the Chairman urged the Administration to take into account views expressed by deputations in order to better the IEAPs, such as giving greater flexibility to the operating agencies to use the TFA to run training courses and provide transport subsidy to participants, etc. and not to withhold giving out the remaining \$100,000 administration fee to the operating agencies until after they had met the performance standards of IEAPs. The Chairman also urged the Administration to abolish the existing measure of allowing no DE for all categories of recipients in the initial determination of eligibility and in cases which had been on CSSA for less than three months, and to review the existing requirement that able-bodied CSSA recipients must earn at least \$1,430 and work at least 120 hours per month in order to continue to receive CSSA. The Chairman also hoped that the research team could use a more social welfare

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perspective in analysing the findings of the evaluation study, in order to avoid coming up with a misleading conclusion. For instance, it was mentioned in the powerpoint presentation that CSSA recipients who had been penalised by SWD or who received less care and support from SWD were more willing to seek employment. This might mislead SWD staff to think that penalising CSSA recipients or giving these recipients less support and care would better encourage them to move towards self-reliance.

30. There being no other business, the meeting ended at 12:55 pm.

Council Business Division 2
Legislative Council Secretariat
20 July 2005



深入就業援助計劃

立法會福利事務委員會
檢討綜合社會保障援助計劃小組委員會
二零零五年六月二十三日



背景

為加強推廣從「福利到工作」及「自力更生」，社會福利署（社署）在二零零三年推行加強自力更生支援計劃措施。

在一系列加強自力更生支援措施中的其中一項，社署委託非政府機構推行深入就業援助計劃，協助有工作能力的綜接受助人和其他準綜接受助人克服工作障礙和提升他們的工作能力，使他們能夠邁向自力更生。

深入就業援助計劃是由獎券基金及香港賽馬會慈善信託基金共同資助（各撥款港幣一億元）推行。



背景

深入就業援助計劃以四年為期在二零零三年十月開始，分三期推行，每期分別為四十、三十和三十五項。

第一期的四十個項目和第二期的三十個項目已分別於二零零三年十月及二零零四十年年推行。

第三期共三十五個項目將於二零零五年十月推行至二零零七年九月終結。

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背景

為鼓勵非政府機構推行計劃達致更高成效，我們訂立了以成果衡量表現的指標 (以每項計劃每年計算)：

- 服務不少於100名參加者，其中最少包括70名綜援受助人；
- 確保有不少於63名綜援參加者完成計劃規定的一系列就業活動；
- 協助不少於28名綜援參加者和12名準綜援參加者尋找全職工作；以及
- 協助不少於21名綜援參加者持續全職有薪工作不少於三個月，並由綜援失業類別轉為「脫離綜援網」或「綜援低收入人士」。

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計劃截至目前的成績
(二零零三年十月至二零零五年四月)

項目總數	70
參加者總人數	15 449
• 綜援參加者	12 236 (79.2%)
• 準綜援參加者	3 213 (20.87%)
綜援參加者因尋找到有薪工作並能夠脫離綜援網或減少依賴綜援的人數 (佔所有綜援參加者的百分比)	3 990 (32.6%)

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深入就業援助計劃 (綜援及準綜援) 參加者
成功就業的工作性質
(二零零三年十月至二零零五年四月)
(包括兼職及臨時工作)

工作性質	2003年10月至2004年9月		2004年10月至2005年4月		合共	
	人數	百份比	人數	百份比	人數	百份比
非技術工人	1433	18.9%	1441	19.0%	2874	38.0%
服務工作及商店銷售人員	1206	15.9%	1563	20.7%	2769	36.6%
工藝及有關人員	406	5.4%	376	5.0%	782	10.3%
機台及機器操作及裝配員	138	1.8%	96	1.3%	234	3.1%
文員	170	2.2%	202	2.7%	372	4.9%
輔助專業人員	78	1.0%	36	0.5%	114	1.5%
專業人員	16	0.2%	15	0.2%	31	0.4%
經理及行政級人員	17	0.2%	6	0.1%	23	0.3%
其他	209	2.8%	158	2.1%	367	4.9%
合共	3673	48.5%	3893	51.5%	7566	100.0%

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深入就業援助計劃 (綜援及準綜援) 參加者
從工作中賺取到的每月薪金
(二零零三年十月至二零零五年四月)
(包括兼職及臨時工作)

每月薪金	2003年10月 至2004年9月		2004年10月 至2005年4月		合共	
	人數	百份比	人數	百份比	人數	百份比
\$1430 以下	458	6.1%	450	5.9%	908	12.0%
\$1430-\$5000	1883	24.9%	2075	27.4%	3958	52.3%
\$5001-\$8000	1088	14.4%	1185	15.7%	2273	30.0%
\$8001 或以上	244	3.2%	183	2.4%	427	5.6%
合共	3673	48.5%	3893	51.5%	7566	100.0%

「深入就業援助計劃」 評估研究

二零零五年六月
發報單位：
香港中文大學
社會工作系

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研究小組成員

- 鄧廣良教授 (首席研究員)
- 莫邦豪教授
- 樓瑋群教授
- 張宙橋教授

顧問

- Prof. James Midgley (海外顧問)
- 曾樹基顧問 (本地顧問)

支援

- 倪錫欽教授
- 林靜雯教授

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研究目標

- 評估「深入就業援助計劃」的進度
- 找出「深入就業援助計劃」的成功因素
- 提出「深入就業援助計劃」的改善措施
- 提出鼓勵單親家長及長期失業之綜援受助人自力更生的方法
- 研究其他鼓勵自力更生的措施 (例如：豁免計算入息)

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低收入人士的問卷

- 1,782位低收入人士, 2004年9月~2005年4月
- 問卷訪問進行期間, 受訪者中有:
 - 473位 「深入就業援助計劃」參加者
 - 118位 前「深入就業援助計劃」參加者
 - 214位 綜援單親家長
 - 154位 長期綜援受助人
 - 55位 間斷地接受綜援之人士
 - 227位 參加「社區工作計劃」的綜援受助人
 - 84位 低收入之綜援受助人
 - 165位 低收入之前綜援受助人
 - 51位 沒有接受綜援單親家長
 - 241位 沒有接受綜援之其他人士

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社會福利專業人員的問卷

- 220位社會福利專業人員, 2004年9月~2005年4月
- 問卷訪問進行期間, 受訪者中有:
 - 132位社會福利署中負責社會保障的員工
 - 81位負責「深入就業援助計劃」的員工
 - 7位非政府機構中負責「社區工作計劃」的員工
 - 總體上, 69位負責單親家長個案的員工

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指標 (0~100)

絕對值

- 0~20: 十分低
- 20~40: 頗低
- 40~60: 中等
- 60~80: 頗高
- 80~100: 十分高

相對差別或總體上的影響

- 7分: 統計上超過95%顯著水平
- 9分: 統計上超過99%顯著水平
- 11分: 統計上超過99.99%顯著水平
- 20分: 一個等級的顯著差別

6

指出在面對福利及工作的態度及其他方面上的(可能)影響

- 影響因素
 - 參加「深入就業援助計劃」
 - 使用「深入就業援助計劃」所提供的服務
 - 其他和「深入就業援助計劃」有關連的因素
 - 使用福利措施
 - 收入豁免
 - 處罰
 - 「社區工作計劃」
 - 其他
- 對照因素
 - 一年前的工作積極性
 - 背景特徵

7

主要結果

8

「深入就業援助計劃」的影響

- 當與非「深入就業援助計劃」參加者或其他綜接受助人比較的時候，第一期「深入就業援助計劃」的參加者（在接受訪問期間）一般：
 - 較能自力更生
 - 較少有意在未來依賴綜援（低14分，由52至38）
 - 較支持自力更生（高4分，由82至86）
 - 擁有較高的工作動力
 - 較主動去尋找工作（高13分，由53至66）

9

「深入就業援助計劃」的影響(續)

- 當與非「深入就業援助計劃」參加者或其他綜接受助人比較的時候，第一期「深入就業援助計劃」的參加者（在接受訪問期間）一般：
 - 擁有較高的人才及社會資本
 - 認為自己有較多工作上需要的技術（高4分，由44至48）
 - 對受雇有較多的知識和信心（高10分，由43至53）
 - 較相信自己得到別人的幫助（高9分，由22至31）

10

「深入就業援助計劃」的影響(續)

- 同樣地，當與非「深入就業援助計劃」參加者或其他綜接受助人比較的時候，第一期「深入就業援助計劃」的參加者一般：
 - 較能自力更生
 - 較少有意在未來依賴綜援（低12分，由61至49）
 - 擁有較高的工作積極性
 - 較主動去尋找工作（高14分，由62至76）
 - 擁有較高的人才及社會資本
 - 認為自己有較多工作上需要的技術（高5分，由45至50）
 - 對受雇有較多的知識和信心（高12分，由46至58）
 - 在社會網絡中和其他人有較緊密關係（高11分，由54至65）

11

「深入就業援助計劃」的影響(續)

- (社會福利署和非政府機構的) 社會福利專業人員一般認為「深入就業援助計劃」較以下的計劃/措施有幫助 (平均值 = 70.9):
 - 「積極就業援助計劃」(Active Employment Assistance) (平均值 = 62.1)
 - 「社區工作計劃」(Community Work Programme) (平均值 = 61.2)
 - 「欣業計劃」(Ending Exclusion Project) (平均值 = 51.2)
 - 豁免計算入息(the waiver of disregarded earnings) (平均值 = 64.6)

12

「深入就業援助計劃」的影響 (續)

- 因此，「深入就業援助計劃」就鼓勵自力更生、工作或尋找工作及建立人力和社會資本而言是有效的。

13

「深入就業援助計劃」的成功因素

- **短暫經濟援助:**
相比沒有接受過此福利的「深入就業援助計劃」參加者，曾經參與計劃的人士總體上：
 - 較支持自力更生 (高3分, 由81至83)
 - 認為生命較有意義 (高6分, 由58至64)
 - 較少把受雇時遇到的障礙歸因於交通費上 (低7分, 由43至36)

14

「深入就業援助計劃」的成功因素 (續)

- **就業輔導:**
相比沒有接受過此服務的「深入就業援助計劃」參加者，曾經接受過此服務的參加者總體上：
 - 較投入工作 (高6分, 由56至62)

15

「深入就業援助計劃」的成功因素 (續)

- **與工作沒有直接關係的輔導 (如:個人及家庭生活):**
相比沒有接受過此服務的「深入就業援助計劃」參加者，曾經接受過此服務的參加者總體上：
 - 對自力更生更有承擔 (高6分, 由80至86)
 - 認為自己有較多工作上需要的技術 (高3分, 由46至49)
 - 與朋友有較密切的關係 (高7分, 由60至67)
 - 較不願意以不正當途徑賺錢 (低5分, 由12至7)

16

「深入就業援助計劃」的成功因素 (續)

- **尋找工作訓練:**
相比沒有在「深入就業援助計劃」中接受過訓練的參加者，曾經接受過訓練的參加者一般：
 - 認為自己有較多工作上需要的技能 (高2分, 由47至49)
- **其他與工作沒有直接關係的訓練 (如: 社交技巧):**
相比沒有接受過訓練的「深入就業援助計劃」參加者，曾經接受過訓練的參加者一般：
 - 較支持自力更生 (高4分, 由81至85)
 - 認為自己對家庭有較少責任 (低7分, 由30至23)

17

「深入就業援助計劃」的成功因素 (續)

- **就業後的支援:**
相比沒有接受過此服務的「深入就業援助計劃」參加者，曾經接受過此服務的參加者一般：
 - 較不願意以不正當途徑賺錢 (低7分, 由12至5)

18

「深入就業援助計劃」的成功因素 (續)

- 「深入就業援助計劃」不同服務提供的幫助：認為「深入就業援助計劃」服務較有幫助的參加者一般：
 - 較主動去尋找工作 (最高9分, 由63至82)
 - 認為自己有較多工作上需要的技術 (最高11分, 由46至57)

19

「深入就業援助計劃」的成功因素 (續)

- 滿意「深入就業援助計劃」的服務：較滿意「深入就業援助計劃」服務的參加者一般：
 - 較投入工作 (最高8分, 由54至62)
 - 與朋友有較密切的關係 (最高15分, 由55至70)
 - 認為有較多受雇機會 (最高7分, 由36至43)
 - 對受雇有較多的知識和信心 (最高4分, 由46至50)
 - 較不願意以不正當途徑賺錢 (最低18分, 由18至0)
 - 較少把受雇時遇到的障礙歸咎於交通費上 (最低17分, 由49至32)

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「深入就業援助計劃」的成功因素 (續)

- 因此，研究結果反映「深入就業援助計劃」可以更主動提供「短暫經濟援助」、輔導服務及訓練以提高參加者的自力更生能力及概念和對工作的承擔及投入。

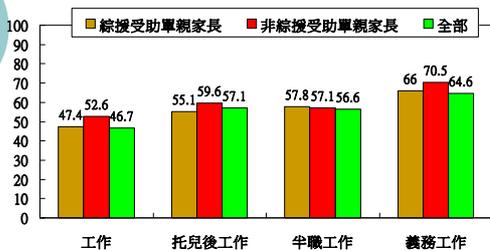
21

對要求家中最年子女未滿15歲的綜援單親家長工作的接受程度

- 低收入人士（「深入就業援助計劃」參加者、綜援受助人或非綜援受助人）一般認為要求綜援受助單親家長工作為中度合理（平均值=46~57；其中綜援單親家長的平均值為47~58）
 - 做義務工作為頗合理（平均值=66.0）
 - 做半職工作為中度合理（平均值=57.8）
 - 在兒童接受全日托兒服務的前提下，工作為中度合理（平均值=55.1）
 - 工作為中度合理（平均值=47.4）

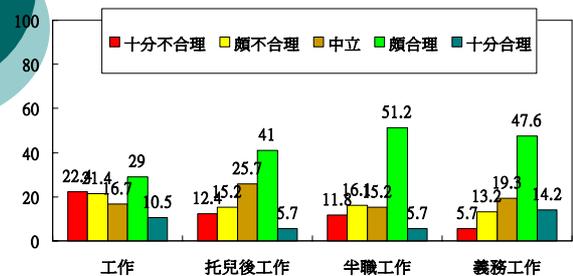
22

要求綜援單親家長工作和做義務工作的接受程度 (平均值)



23

綜援單親家長認為要求他們工作和做義務工作的接受程度 (214人的百分比)



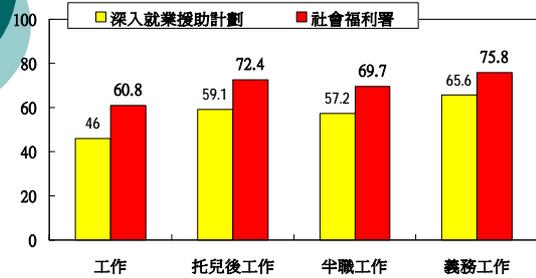
24

對要求家中最年幼子女未滿15歲的綜援單親家長工作的接受程度

- 社會福利專業人員一般認為要求經援單親家長工作為中度合理 (平均值=55~72; 其中非政府機構中負責「深入就業援助計劃」的專業人員的平均值較低, 為46~59)
- 做義務工作為頗合理 (平均值=72)
- 做半職工作為中度合理 (平均值=65)
- 在兒童接受全日托兒服務的前提下, 工作為中度合理 (平均值=67)
- 工作為中度合理 (平均值=55)

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對綜援單親受助家長工作的意見 (平均值)



26

對要求家中最年幼子女未滿15歲的綜援單親家長工作的接受程度

- 因此, 鼓勵綜援單親家長做有新工作或義務工作, 尤其是個人護理及家務助理等工作, 及提供家庭服務是中度合理的。

27

綜援時間 (限制) 的可能影響

- 接受綜援較短時間的受助人總體上:
 - 較少有意依賴綜援 (每年遞減1分)
 - 較支持自力更生 (每年遞增0.5分)
 - 與朋友有較密切的關係 (每年遞增0.5分)
 - 較認為自己健康 (每年遞增0.7分)
- 長期 (超過一年) 接受綜援人士總體上:
 - 較有意在未來依賴綜援 (比一般非綜援受助人高13分)
 - 較不支持自力更生 (比一般非綜援受助人低5分)
 - 對自力更生有較少承擔 (比一般非綜援受助人低9分)
 - 較認為自己無權享用福利 (比一般非綜援受助人高6分)
 - 較不主動去尋找工作 (比一般非綜援受助人低6分)

28

綜援時間 (限制) 的可能影響 (續)

- 由於此研究沒有關於時間限制, 尤其是在的香港的社會政治環境裡的效果的直接證明, 更多的研究和調查是必須的。

29

對長期 (超過一年) 綜援受助人處罰的影響

- 接受處罰的長期綜援受助人較少認為自己有權享用福利 (低16分, 由75至59)
- 從社會福利署員工處經歷較少關懷的長期綜援受助人較願意自力更生 (高12分, 由74至86)

30

防止僱主剝削綜援受助人的可能影響

- 低收入人士一般認為僱主不太可能剝削或歧視綜援受助人 (平均值 = 26.0).
- 縱使感到被剝削，綜援受助人一般也一樣主動工作
- 因此，必須要更多證據，才可支持實行防止僱主剝削的措施

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10 建議

32

1. 持續撥款推行深入就業援助計劃：

繼續三方（政府、私營和非政府機構）長期合作推行深入就業援助計劃：

- 短暫經濟援助
- 與就業無直接關係的輔導
- 求職技能訓練
- 與就業無直接關係的訓練（如社交技巧）
- 就業後的支援

33

2.改善深入就業援助計劃

- 其後推行的深入就業援助計劃應具靈活性，能因應本港不斷轉變的經濟環境作出所需的調整
- 重整工作技能訓練，以應付預計會增加的服務和旅遊職位需求
- 因應評估參加者情況的結果進行就業選配

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2.改善深入就業援助計劃

- 改善就業見習安排
- 非政府機構應作好嚴格評估和檢討的準備，確保能接觸參加者以進行研究
- 設定中期發展目標，如提高服務滿意程度、提升工作技能，以及建立互相支持的友誼

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3.要求正領取綜援而最年幼子女為15歲以下的單親家長出外工作

- 要求正領取綜援而最年幼子女為六歲或以上的單親家長出外工作
- 建議推行試驗計劃，協助綜援單親家長出外工作

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4. 進一步檢討豁免計算入息安排

- 增進綜援受助人對豁免計算入息安排的認識，並就豁免計算入息作出其他安排。

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5. 改善社區工作計劃

- 引入訓練和輔導元素，以減低參加者對工作的抗拒
- 增加綜援受助人(尤其是長期綜援受助人)的參加次數和延長參加時間。

38

6. 檢討健全綜援受助人的安排

- 進一步研究設定領取綜援時限的可行性、成效和可能產生的其他影響
- 收緊對健全長期綜援受助人的規定，包括
 - 要求他們在一段持續的期間內積極求職
 - 要求他們參與由政府或非政府機構提供的工作
 - 透過訓練和輔導提升他們的就業能力
 - 鼓勵他們自力更生
 - 對違規者施加制裁

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7. 加強積極就業援助計劃

- 建議加強積極就業援助計劃，包括採納深入就業援助計劃下的良策，如就業輔導和就業後的支援，以幫助求職者。

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8. 因應經濟環境的轉變調整福利政策：

- 福利政策應配合本港經濟的增長和轉型，協助綜援受助人投身日益興盛的服務業（如旅遊業）

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9. 支持計劃融合

- 考慮把有關計劃與扶貧委員會、社區投資共享基金和攜手扶弱基金融合，提供撥款資助，建立社會資本，提升綜援受助人和低收入人士的工作動力，鼓勵他們自力更生。

42

10. 採取社區投資策略

- 採取社區投資策略，透過三方伙伴合作，提升個人、家庭和社區的能力，減輕福利負擔

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維持現時深入就業援助計劃的服務指標是適當的

維持深入就業援助計劃的服務指標是適當的，包括：

- 服務70%綜援受助人以及30%準綜援受助人；
- 確保有63名綜援參加者完成計劃規定的一系列就業活動；
- 協助28名綜援參加者和12名準綜援參加者尋找全職工作；以及
- 協助21名綜援參加者持續全職有薪工作不少於三個月，並由綜援失業類別轉為「脫離綜援網」或「綜援低收入人士」。

原因如下：

- 深入就業援助計劃的成效顯著
- 實際表現超出了計劃所定的服務指標

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多謝！

歡迎提出意見。

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