

RESEARCH REPORT ON THE DIFFICULTIES FACED BY ETHNIC MINORITIES

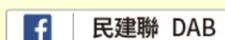
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**Research Report on the
Difficulties Faced by Ethnic Minorities**

DAB Ethnic Minorities Committee

August 2018

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Report Abstract

Hong Kong is a cosmopolitan metropolis and has always attracted people from different ethnic backgrounds to come to work or live. They face some challenges when trying to adapt and integrate into local society and are seen as a group of people who are disadvantaged and require assistance. South Asians in Hong Kong face both cultural and language barriers to their integration and face many challenges during this process.

In view of this, the government set up the “Ethnic Minorities Steering Committee” led by the Chief Secretary for Administration to coordinate, review and monitor all the work that assists ethnic minorities while they will also spend \$500 million HKD to strengthen the support provided to ethnic minorities. This shows that our society is taking ethnic minority topics and issues seriously.

Given that South Asians are the largest and most prominent ethnic minority in Hong Kong, this report will focus on the South Asian experience in the HKSAR. We hope to gain a deep and thorough understanding of the difficulties faced by South Asians. Through such understanding we provide a series of proposals in the four categories of “education”, “employment”, “using public facilities” and “social integration and discrimination”. We hope to change the inequality between different ethnic groups in our society and promote racial harmony.

At the same time, we hope that the government will appoint ethnic minorities into the aforementioned steering committee and accept the advice given by ethnic minority groups and understand their needs. We hope that steering committee will implement the proposals provided in this research report.



Section 1: Preface:

Hong Kong is a multicultural society. According to the “2016 Population By-census Thematic Report: Ethnic Minorities”, if we do not count foreign domestic helpers there are 260,000 ethnic minorities living in the HKSAR. Of this number South Asians (this includes Indian Pakistani and Nepalese persons) number 84,875 persons which is 32.2% of all ethnic minorities and stands as the single largest ethnic minority in Hong Kong.

Hong Kong has many ethnic minorities whose parents and grandparents have already settled in Hong Kong for generations and played very important roles in the development of the city. In recent years the population of Hong Kong is aging quickly and the percentage of ethnic minority residents in Hong Kong has grown fairly quickly while the average age of ethnic minorities is also fairly young. Currently a large percentage of South Asians in Hong Kong are locally born and raised and Hong Kong is their hometown for all intents and purposes. This group of people are an important human resource for Hong Kong society.

However, South Asians face language and cultural barriers. They face many challenges when trying to integrate into local society. They face challenges in education, language, employment, entrepreneurship, housing, ethnic integration into society, medical care and access to public services.

In spite of various government initiatives and policies to provide ethnic minorities with essential services and the implementation of the Race Discrimination Ordinance in 2008, it is a fact that different ethnic groups in Hong Kong undergo unequal treatment. The rights and opportunities that South Asians enjoy are typically less than those of local Chinese. Insufficient support from society makes it harder for South Asians to integrate with Chinese in a harmonious way.

Given that South Asians are the largest and most prominent ethnic minority in Hong Kong, this report will focus on the South Asians (including Indian, Pakistani and Nepalese persons) experience in the HKSAR. We hope to gain a deep and thorough understanding of the difficulties faced by South Asians. Through such understanding we provide a series of proposals, hope to change the inequality between different ethnic groups in our society and promote racial harmony.



Finally, the government set up the “Ethnic Minorities Steering Committee” led by the Chief Secretary for Administration to coordinate, review and monitor all the work that assists ethnic minorities while they will also spend \$500 million HKD to strengthen the support provided to ethnic minorities.

The steering committee will be run according to a structure based on “internal cooperation” and this makes it very hard for them to listen to the voices of actual ethnic minorities. We urge the government to conduct research on other high-level steering committees such as the Steering Committee on Population Policy and the Long Term Housing Strategy Steering Committee and appoint ethnic minorities to join as non-official members, accept the advice given by ethnic minority groups and understand their needs. We hope that steering committee will implement the proposals written in this research report.

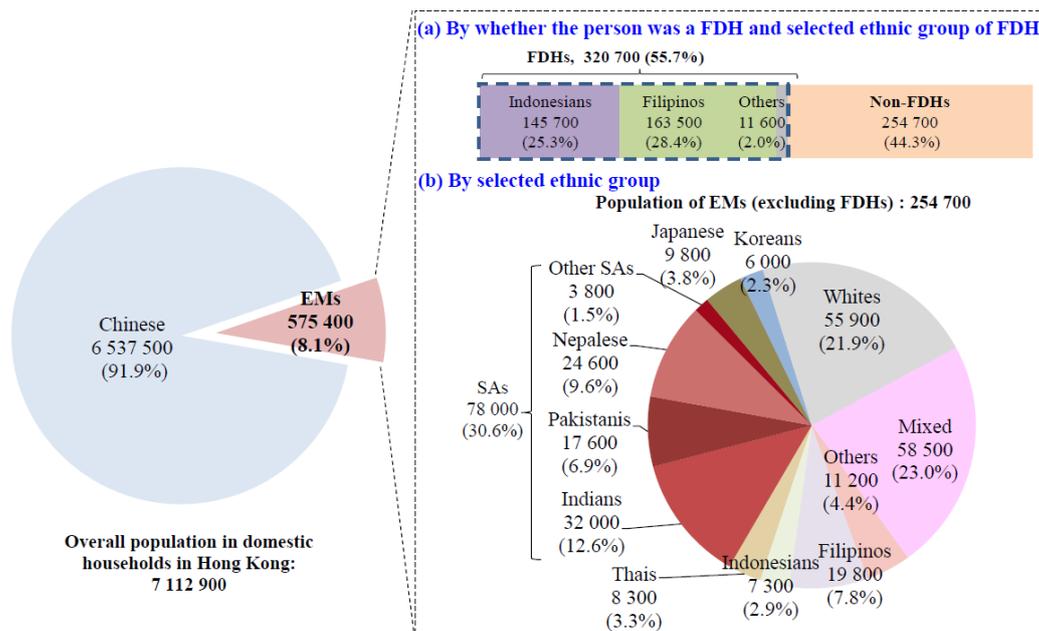
Section 2: The situation of ethnic minorities in the HKSAR

2.I South Asians are the largest ethnic minority in the HKSAR

Ethnic Chinese make up the vast majority of the population of the HKSAR (91.9%), so ethnic minorities (including foreign domestic helpers) consist of 8.1% of the population with a total of 575,400 persons. 55.7% or 320,700 of this number are domestic helpers coming mainly from the Philippines and Indonesia.

If you exclude domestic helpers, ethnic minorities in 2016 numbered 254,700 people which is 3.8% of the HKSAR population excluding domestic helpers. South Asians make up the largest group of ethnic minorities with 78,000 persons and they make up 30.6% of the ethnic minority population in the HKSAR.¹

Hong Kong's demographic structure by selected ethnic group, 2016



Source : 2016 Population By-census, Census and Statistics Department.

2.II The South Asian population in the HKSAR is relatively young and a large percentage of them are locally born and raised

23.6% of ethnic minorities are children aged 18 and under while only 7.3% of ethnic minorities are seniors aged 65 or over. This is in contrast to the aging population seen in Hong Kong as a whole where children make up 14.7% and seniors make up 15.7%

¹ Hong Kong Poverty Situation Report 2016



of the population. South Asians have a clear influence on these numbers with children making up 24.3% and seniors only 5.5% of the South Asian population within the HKSAR.

Also, the majority of ethnic minorities were born abroad. Only 31.1% of ethnic minorities were born in the HKSAR, and a higher percentage of South Asians have been born in Hong Kong compared to other minorities. For example, 37.7% of Pakistanis and 36.9% of Nepalese in Hong Kong were born locally.

Number, age and gender of EMs by selected ethnic group, 2016 and 2011

2016 (2011)	Population	Median age	Proportion in population (%)			Sex ratio [#]
			Children	Persons aged 18-64	Elders	
EMs	254 700 (192 400)	36.1 (34.5)	23.6 (26.2)	69.1 (69.2)	7.3 (4.6)	1 015 (1 031)
SAs	78 000 (61 400)	33.2 (30.9)	24.3 (30.6)	70.2 (64.9)	5.5 (4.4)	1 160 (1 170)
<i>Indians</i>	32 000 (25 800)	34.0 (33.1)	22.4 (25.1)	69.4 (67.9)	8.2 (6.9)	1 138 (1 119)
<i>Pakistanis</i>	17 600 (17 900)	25.6 (24.0)	37.1 (44.2)	59.4 (52.7)	3.6 (3.1)	1 331 (1 246)
<i>Nepalese</i>	24 600 (16 100)	34.4 (32.0)	19.1 (25.1)	78.1 (72.7)	2.8 (2.2)	1 085 (1 162)
Thais	8 300 (8 400)	49.2 (44.8)	5.6 (5.2)	82.6 (90.8)	11.9 (4.1)	183 (156)
Indonesians	7 300 (3 200)	42.2 (36.2)	4.6 (9.9)	78.0 (80.6)	17.4 (9.5)	212 (286)
Filipinos	19 800 (15 200)	39.4 (38.1)	19.1 (22.6)	74.9 (74.1)	6.0 (3.3)	632 (632)
Japanese & Koreans	15 800 (17 100)	39.8 (38.8)	18.0 (19.7)	76.9 (77.2)	5.2 (3.1)	905 (971)
Whites	55 900 (53 400)	38.6 (38.3)	18.0 (19.4)	75.4 (75.4)	6.6 (5.2)	1 718 (1 536)
Mixed	58 500 (28 000)	27.6 (20.0)	38.4 (45.7)	52.2 (49.4)	9.5 (4.9)	940 (936)
Whole population	6 791 200 (6 636 300)	43.9 (41.9)	14.7 (16.0)	69.5 (71.0)	15.7 (13.0)	924 (938)

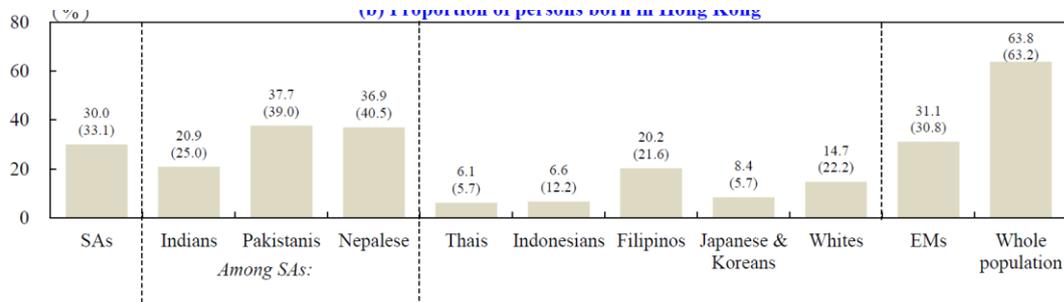
Notes: (#) The sex ratio is defined as the number of males per 1 000 females.

() Figures in parentheses denote the corresponding figures in 2011.

The questionnaire design for the 2016 Population By-census was enhanced to make it easier for respondents to provide information on multiple ethnicities. As such, special attention should be paid when comparing the statistics on the Mixed population in 2016 with those in previous years.

Sources: 2016 Population By-census and 2011 Population Census, Census and Statistics Department.

Proportion of persons born in Hong Kong



Notes: [] Figures in square brackets denote the proportion of persons aged 18 and above living in Hong Kong for 7 years and above.

() Figures in parentheses denote the corresponding figures in 2011.

Sources: 2016 Population By-census and 2011 Population Census, Census and Statistics Department.

2.III There is a large education gap between different South Asians groups in Hong Kong

When researching education indicators for South Asians aged 15 and above, the discrepancies are rather large. For example, 28.6% of Indians in Hong Kong have graduated from secondary school, while 36.7% and 57.8% of Pakistanis and Nepalese aged 15 and above respectively have done so. 30.2% of the entire Hong Kong population aged 15 and above have graduated from secondary school.

In regards to ethnic minorities with tertiary education or above, Indians in Hong Kong enjoy the highest rate at 52.2% of their population in Hong Kong having graduated from tertiary education, while 20.5% of Pakistani and 15% of Nepalese in the HKSAR have done so. The percentage of Hong Kong adults aged 15 and above graduating with a tertiary degree is 32.7%.

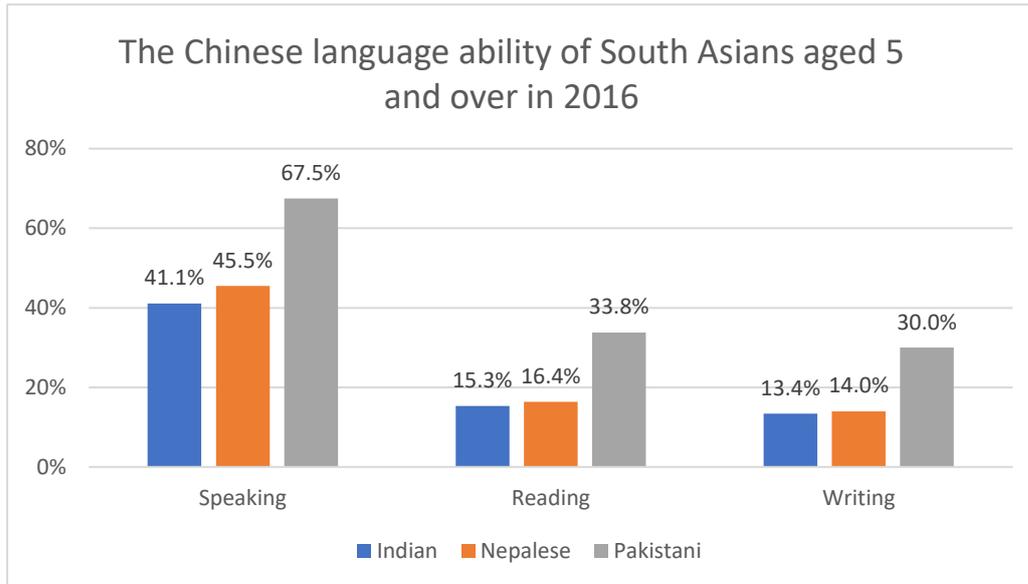
Ethnic minorities aged 15 and over by ethnicity and educational attainment (highest level attended), 2016

年份 Year	種族 Ethnicity	未受教育/ 學前教育 No schooling/ Pre-primary	教育程度 Educational attainment				總計 Total
			小學 Primary	初中 Lower secondary	高中 Upper secondary	專上教育 Post- secondary	
		數目 (百分比 ⁽³⁾) Number (Percentage ⁽³⁾)					
2016	亞洲人 (非華人) Asian (other than Chinese)	5 790 (1.3)	36 117 (8.3)	86 267 (19.9)	183 263 (42.2)	122 929 (28.3)	434 366 (100.0)
	菲律賓人 Filipino	1 755 (1.0)	3 922 (2.2)	17 057 (9.4)	92 459 (51.1)	65 839 (36.4)	181 032 (100.0)
	印尼人 Indonesian	686 (0.4)	21 699 (14.2)	54 122 (35.4)	57 433 (37.5)	19 055 (12.5)	152 995 (100.0)
	泰國人 Thai	735 (7.5)	3 616 (36.9)	2 224 (22.7)	1 925 (19.6)	1 301 (13.3)	9 801 (100.0)
	日本人 Japanese	49 (0.6)	74 (0.9)	229 (2.7)	1 090 (13.0)	6 912 (82.7)	8 354 (100.0)
	韓國人 Korean	85 (1.6)	87 (1.6)	136 (2.5)	634 (11.6)	4 505 (82.7)	5 447 (100.0)
	南亞裔人士 South Asian	2 176 (3.2)	5 692 (8.3)	10 594 (15.4)	27 348 (39.7)	23 107 (33.5)	68 917 (100.0)
	印度人 Indian	683 (2.2)	1 882 (6.2)	3 280 (10.8)	8 688 (28.6)	15 865 (52.2)	30 398 (100.0)
	尼泊爾人 Nepalese	874 (4.1)	1 217 (5.7)	3 717 (17.4)	12 363 (57.8)	3 218 (15.0)	21 389 (100.0)
	巴基斯坦人 Pakistani	566 (4.4)	2 036 (15.9)	2 866 (22.4)	4 683 (36.7)	2 616 (20.5)	12 767 (100.0)
	其他南亞裔人士 ⁽²⁾ Other South Asian ⁽²⁾	53 (1.2)	557 (12.8)	731 (16.8)	1 614 (37.0)	1 408 (32.3)	4 363 (100.0)
	其他亞洲人 Other Asian	304 (3.9)	1 027 (13.1)	1 905 (24.4)	2 374 (30.4)	2 210 (28.3)	7 820 (100.0)
	白人 White	614 (1.2)	338 (0.7)	1 287 (2.6)	6 430 (13.1)	40 509 (82.4)	49 178 (100.0)
	混血兒 Mixed	1 521 (3.4)	3 901 (8.7)	6 559 (14.6)	14 154 (31.6)	18 650 (41.6)	44 785 (100.0)
	華人父母 With Chinese parent	1 409 (3.8)	3 508 (9.4)	5 122 (13.8)	11 580 (31.1)	15 604 (41.9)	37 223 (100.0)
	其他混血兒 Other Mixed	112 (1.5)	393 (5.2)	1 437 (19.0)	2 574 (34.0)	3 046 (40.3)	7 562 (100.0)
	其他 ⁽³⁾ Others ⁽³⁾	87 (2.7)	43 (1.3)	190 (5.9)	868 (27.2)	2 006 (62.8)	3 194 (100.0)
	所有少數族裔人士 All ethnic minorities	8 012 (1.5)	40 399 (7.6)	94 303 (17.7)	204 715 (38.5)	184 094 (34.6)	531 523 (100.0)
	撇除外籍家庭傭工後的 所有少數族裔人士 All ethnic minorities, excluding foreign domestic helpers	6 129 (2.9)	14 717 (7.0)	23 653 (11.2)	58 329 (27.7)	107 905 (51.2)	210 733 (100.0)
	15 歲及以上全港人口 Whole population aged 15 and over	352 848 (5.4)	947 072 (14.6)	1 114 161 (17.1)	1 961 942 (30.2)	2 130 107 (32.7)	6 506 130 (100.0)

2.IV The Chinese language ability of South Asians is insufficient

The Chinese language ability of South Asians is insufficient. Reading and writing skills in Chinese are clearly deficient. Less than 20% of the Indian or Nepalese population of Hong Kong can read or write Chinese, while under 40% of the Pakistani population in the HKSAR can do so.

Among the South Asian groups, as a whole the Pakistanis in the HKSAR clearly have better Chinese language ability than the Indian or Nepalese communities.



2.V Locally born South Asians have better Chinese language proficiency than their non-locally born counterparts

When comparing the Chinese language proficiency of locally born and non-locally born South Asians, local born South Asians have better Chinese skills across the board, especially in regards to reading and writing. For example, 9% of non-locally born South Asians can write Chinese while 44.6% of local born South Asians can do so. Only 11.6% of non-locally born South Asians can read Chinese while 47.3% of the local born South Asians can do so.

	Proportion of ethnic minorities aged 5 and over able to use Chinese by place of birth, 2016 (by percentage)	
	Born locally	Non-locally born
Speaking	64.0	32.9
Reading	47.3	11.6
Writing	44.6	9.0



2.VI South Asians live in concentrated areas and congregate in Yau Tsim Mong, Yuen Long and Kowloon City

South Asians tend to be highly concentrated in certain districts. Yau Tsim Mong has the highest proportion with 26.3% of its population being South Asian. Second is Yuen Long with 10.7% while Kowloon City is third with 8.9%. Nepalese in particular are very highly concentrated with approximately 50% of the Nepalese population living in Yau Tsim Mong.

Proportion of South Asian by District Council district and ethnicity, 2016					
South Asian					
District Council district	<i>Indian</i>	<i>Nepalese</i>	<i>Pakistani</i>	<i>Other South Asian</i>	Sub-total
Hong Kong Island					
Central and Western	9.7	2.7	1.5	6.7	5.7
Wan Chai	4.2	7.6	1.0	6.7	4.7
Eastern	7.0	2.0	5.0	4.1	4.9
Southern	4.6	0.9	2.2	2.3	2.8
Overall	25.6	13.2	9.7	19.8	18.1
Kowloon					
Yau Tsim Mong	18.1	50.0	10.9	20.6	26.3
Sham Shui Po	3.3	5.1	7.8	16.0	5.5
Kowloon City	13.8	1.5	10.4	5.2	8.9
Wong Tai Sin	2.9	0.1	2.6	1.8	1.9
Kwun Tong	5.1	0.6	5.3	2.3	3.6
Overall	43.2	57.2	37.1	46.0	46.3
New Territories					
Kwai Tsing	3.3	0.8	20.1	4.0	6.2
Tsuen Wan	1.1	3.8	5.3	3.5	2.9
Tuen Mun	1.5	1.3	4.0	2.4	2.0
Yuen Long	3.7	20.4	11.8	7.5	10.7
North District	0.4	0.1	1.2	1.3	0.5
Tai Po	1.3	0.2	1.3	1.7	1.0
Sha Tin	4.1	0.3	0.6	2.0	2.1

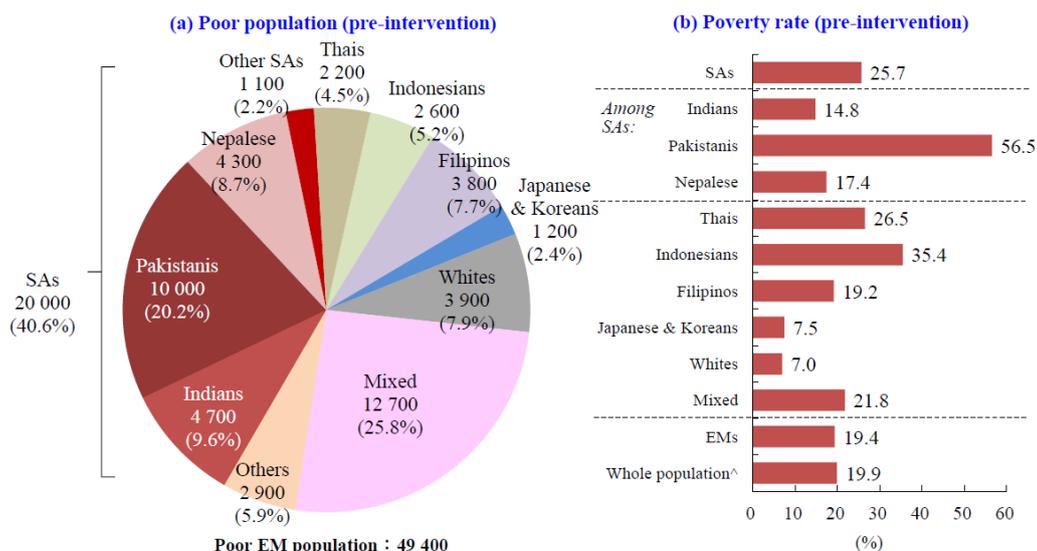
Sai Kung	4.2	1.4	5.4	5.5	3.7
Islands	11.7	1.4	3.5	6.3	6.5
Overall	31.2	29.6	53.2	34.2	35.6
Land Overall	100.0	100.0	100.0	100.0	100.0

2.VIII The poverty of many South Asians in the HKSAR is obvious

The “Hong Kong Poverty Situation Report on Ethnic Minorities 2016” stated that 49,400 ethnic minorities were living in poverty as of 2016, of whom 40.6% were South Asians. 20.2% of Pakistanis were living in poverty as of 2016. Worth noting is that it is common for ethnic minorities to be working poor. 64.7% of ethnic minorities living in poverty are working poor which is much higher than the 50.3% of working poor in Hong Kong as a whole. What makes this situation more obvious for South Asians is that around 80% of Pakistani and Nepalese living in poverty are working poor.

What makes the situation of South Asians living in poverty most obvious is that in 2016 19.9% of the entire population of the HKSAR was living in poverty. 19.4% of ethnic minorities as a whole were living in poverty, while South Asians this percentage up to 25.7%.

Size of poor population and poverty rate of EMs before policy intervention by selected ethnic group, 2016



Note: ^(a) The pre-intervention poverty figures were estimated based on the data from the General Household Survey under the core analytical framework of the poverty line.

Sources: 2016 Population By-census and General Household Survey, Census and Statistics Department.



Section 3: The problems that South Asians face and our proposals to help solve them

The evidence shown in the previous section show that even though a lot of South Asians have lived in Hong Kong for a very long time, they suffer disadvantages living in our society compared to Hong Kong Chinese. South Asians face significant challenges in education, employment, societal integration, racial discrimination and utilizing public services. This section will describe the issues in more detail and provide solutions for these issues.

3.1 Education

South Asian children in the HKSAR typically study in government-run secondary and primary schools. The Education Bureau usually terms them “Non-Chinese Speaking”(NCS) students. In the 2017-18 school year, there were an estimated 17,516 NCS students in the Hong Kong education system which is a rise of around 3,000 students from the 14,714 in 2014-15.

Difficulties ethnic minorities face in education:

Problem 1: the percentage of NCS students admitted by local tertiary institutions is low

However, the performance of NCS students in the Public Examinations has been average at best. In 2016, 1,046 NCS form six students from public and subsidized schools took the HKDSE of whom 320 (30.6%) managed to qualify for general admission to UGC-funded undergraduate programmes and 224 (21.4%) were admitted to tertiary institutions via JUPAS. The percentage of NCS students being admitted to tertiary education via JUPAS is much lower than average. ²

Since 2010 the government has allowed ethnic minority students to take International Chinese exams (such as Chinese GCSE, IGCSE, GCE, AS-Level or A-Levels) as “Alternative Qualifications in Chinese Language” in place of the Chinese DSE to apply for university. However, universities and tertiary institutions have not set up a clear

² In 2016, 66,874 students took the HKDSE. 24,557 of them (36.7%) were able to meet the general admissions requirements for UGC-funded tertiary institutions while 23,318 (34.9%) were able to get admitted to such institutions under the JUPAS program.



grade conversion mechanism in regards to this arrangement. They only set a minimum acceptance grade and thus ethnic minorities who take this route are still unable to estimate their chances of getting into university unlike their counterparts who took the Chinese DSE.

Problem 2: No public exams designed specifically for NCS students

What is worth noting is that of the 1,046 NCS students, only around 10% of them took the Chinese DSE as usual and the majority decided to choose to take the “Alternative Qualifications in Chinese Language”.³ Currently, the education system here in Hong Kong does not have a designated set of public exams for NCS students. Nearly 70% of NCS take the GCSE or the “Alternative Qualifications in Chinese language”. However, the Chinese GCSE is only equivalent to the level of Primary years 2 or 3 in local schools, the content is not designed for local usage in Hong Kong and is unsuitable for the use of Hong Kong students. On a certain level, allowing NCS to use alternative qualifications as their Chinese qualification is not ideal and does not help them integrate into society.

Problem 3: The education system cannot meet the unique needs of NCS students

The language focus of classes was changed from both Chinese and English to Chinese only after the Handover. The biggest problem with this language policy is that it assumes the mother tongue of every student is Chinese. This makes it so that the average school whether through teaching materials, lessons, materials and even professors has not been able to take care of their significant ethnic minority students.

Seeing this situation, the Education Bureau began to provide Chinese as a Second Language lessons for NCS students from the 2014-15 school year onward with specially designed materials. According to the Education Bureau, “the ‘Chinese Language Curriculum Second Language Learning Framework’ (“Learning Framework”)⁴ (is) to step up the support to NCS students’ learning of “Chinese as a

³ Of the 1046 NCS students, 116 of them took the Chinese DSE.

⁴ According to the Education Bureau Circular of August 2014, “The ‘Learning Framework’... In brief, developed from the perspective of second language learners, the “Learning Framework” provides a systematic set of objectives and expected learning outcomes that describes the learning progress of NCS students at different learning stages. Teachers may set progressive learning targets, learning progress and expected learning outcomes using a “small-step” learning approach to enhance the



second language”. Teachers may set progressive learning targets and learning progress using a small-step learning approach to enhance the learning effectiveness of NCS students, with a view to enabling them to bridge over to mainstream Chinese Language classes and exit to multiple pathways. Supporting learning and teaching materials are provided and series of professional development programmes are organised regularly to help teachers categorically adapt the Chinese Language curriculum with the framework and assessment tools.”

However, some teachers have criticized the Education Bureau for allocating the responsibility for achieving student learning results and goals to frontline teachers without sufficient guidance on how to set learning objectives and be able to judge when and how they can be integrated back into mainstream classes.

Additionally, the Education Bureau did not provide tailored Chinese course and textbooks to NCS students and asked teachers to design their own Chinese curriculums for NCS students. Teachers have the skill and knowledge to teach, but curriculum design is another profession altogether. The fact that the Education Bureau believed that curriculum design should be directly dealt with by frontline teachers is poor utilization of personnel and has greatly weakened the results of Chinese study for NCS students.

Worth noting is that the “Learning Framework” is designed to make reference to the current Chinese courses and break down this one big course to be divided into relatively small academic objectives. Therefore, the “Learning Framework” is neither

learning effectiveness of NCS students. In parallel, module exemplars, assessment tools and supporting learning and teaching materials will be provided to help Chinese Language teachers systematically adapt the Chinese Language curriculum according to individual learner’s needs in a progressive manner to help NCS students overcome the difficulties of learning Chinese as a second language. The fact that the “Learning Framework” makes the learning progress of NCS students more explicit could help teachers and NCS students jointly formulate appropriate learning targets and expected progress with a view to bridging over to mainstream Chinese Language classes.”

“In other words, schools are not allowed to adopt an across-the-board Chinese Language curriculum with pre-set simpler contents and lower standards for their NCS students. As the “Learning Framework” provides a systematic set of learning targets, learning objectives and expected learning outcomes at different learning stages according to the curriculum, it serves as a reference for evaluation of learning effectiveness. Hence, premised on having no alternative Chinese Language curriculum and public examination with pre-set simpler contents and lower standards, the “Learning Framework” applicable in the learning and teaching of Chinese at school is a “learning Chinese as a second language” curriculum. With the complementary support measures elucidated in the ensuing paragraphs, schools should ensure that all NCS students have equal opportunities in learning Chinese on par with their Chinese-speaking counterparts. Schools should also arrange their NCS students to sit for the Territory-wide System Assessment (Chinese) with a view to collecting relevant objective data on their basic competencies for research purposes, which would in turn help review the implementation of the ‘Learning Framework.’”



an easier Chinese course nor public examination, as its final goal is still to prepare students for the Chinese DSE. In other words, the objective of this policy was that the Education Bureau hoped for NCS students to compete with Chinese speaking students on the same basis. This obviously led to very low numbers of NCS students applying for this framework and for the very low pass rate.

Problem 4: Insufficient support for NCS students

Currently the government provides schools with 10 or more NCS students with a one-off allowance of \$800,000 to \$1,500,000.⁵ This is to allow these schools to hire teachers or set up suitable education strategies to help NCS students get integrated into mainstream Chinese classes as soon as possible. However, the Education Bureau did not provide any guidance or advice on how to use the allowance to best help schools provide NCS students with various kinds of support. A number of schools have even used the allowance on other things and therefore the allowance was not able to achieve its original purpose.

Also, schools with less than 10 NCS students only received an allowance of \$50,000, and the schools had to proactively apply to receive the funding. On the other hand, schools with 91 or more NCS students were able to receive the full allowance of \$1,500,000, but there was no additional funding for schools with even more NCS students to receive more than the \$1,500,000 already mentioned. As ethnic minorities tend to live in highly concentrated areas, a number of schools actually have the majority of NCS students in certain districts, but they were unable to receive any extra funding on top of the \$1,500,000 already mentioned. These schools therefore

⁵ Starting from the 2014/15 school year, public schools or local schools directly funded by the government with 10 or more NCS students will receive additional funding per annum as follows:

No. of NCS students	Additional funding per year
10 - 25	\$800,000
26 - 50	\$950,000
51 - 75	1,100,000
76 - 90	1,250,000
91 or more	1,500,000

According to the Education Department, schools with 9 or less NCS students need to apply to receive \$50,000 in funding.



had insufficient finances and these schools found it difficult to arrange pull-out or equal classes. It was also difficult for these schools to purchase other services to provide academic or other assistance that NCS students require.

Our Education Proposals

Proposal 1: Set up “Chinese as a second language” courses for NCS students

The Education bureau (EDB) should set up “Chinese as a second language” courses specifically aimed at NCS students with easier material that is suitable for NCS students. It should be completely delinked from the Chinese DSE and be linked with specifically designed public examinations for NCS in order to increase the Chinese ability of students and to ensure the practicality of the course. At the same time, the EDB should enact educational reform and appoint professionals to design a set of curriculum objectives, teaching materials, pedagogy and assessment methods in order to increase the Chinese listening, speaking, reading and writing abilities of NCS students.

Proposal 2: Set up Chinese languages courses and public exams targeted at NCS students

After setting up the Chinese as a second language courses, the EDB should set up related public examinations to ensure that such assessments are in line with what is learned and to set up an objective description of the student’s Chinese language ability and results. At the same time, the performance of students at public exams can be used as reference point to improve the curriculum structure and content.

Also, the EDB should work with the 8 public tertiary institutions in the HKSAR to set up an objective admissions criteria for NCS students (in terms of the requirements for Chinese proficiency), to deal with the individual cases of each eligible NCS student flexibly with regard to the Chinese language grade requirements, and improve the acceptance of such public exams by schools and the academic system and recognize such exams as legitimate.



Proposal 3: Monitor the support provided to NCS students by schools

The EDB should monitor the support provided to NCS students by schools. For example they should adjust the allowance provided to a school according to the number of NCS students the school has and guarantee that all schools have enough resources to set up pull-out classes, equal classes and other integrated learning schemes to improve the Chinese learning ability of NCS students.

Also, though currently some schools provide NCS students with after-school Chinese extracurricular tutorials or classes, this is not done at every school. The contents and place of such activities or tutorials may not fit the unique needs of such students. We propose the government to appoint different organizations to set up after-class tutorials to give NCS students more options and flexibility. Allow the students to choose the place that best fits their needs and provide them more motivation to attend.

In terms of preschool, other than providing more subsidies for schools to hire teachers, strengthen training for teachers and implement set curriculum materials for NCS students, the EDB should help preschools to deal with the administrative work for the sake of NCS students, for example by providing Chinese-English announcements, simple preschool descriptions and translations in English, etc. This is to ensure accurate and effective communication and to promote parent-school cooperation. At the same time, the EDB should ensure that all preschools have a fair and equal mechanism to admit children and to provide support for NCS children who have a hard time finding spots in a preschool.

Proposal 4: Provide specialized training for teachers of NCS students

NCS students face many difficulties in learning Chinese and they face significant differences in the difficulties they face compared to Chinese students. Teachers who teach NCS students Chinese need to target their student's needs and to be provided targeted assistance. To get more working teachers to receive professional training in teaching NCS students, the government could look at how they get teachers who teach students with special needs to receive specialized training. Set up three levels of training (basic, advanced and professional) and write up clear objectives. Schools that admit NCS students must have a certain percentage of teachers receive such



training before a certain period of time is elapsed. On top of Chinese teachers, teachers with such training should teach all subjects.

Also, in order to improve the standard of teachers teaching Chinese to NCS students, we propose the “Education University of Hong Kong” to provide courses on teaching NCS students and make these courses mandatory for all teachers and therefore improve the knowledge, pedagogy and skills of teachers when teaching Chinese to NCS students.

3.II Employment

Even though the government does not have official unemployment statistics for ethnic minorities, past research proves that South Asians suffer a higher unemployment rate than average for the HKSAR. The “Hong Kong Poverty Situation Report on Ethnic Minorities 2016” showed that the unemployment rate for Pakistanis and Nepalese was 18.7% and 17.9% respectively before the policy was enacted. This is higher than the unemployment rate of 16.6% as a whole. South Asians also suffer a relatively high rate of working part time or underemployment and this is one of the reasons why their income may be limited.

Difficulties ethnic minorities face in employment:

Problem 1: Insufficient Chinese language proficiency

Research done by the Equal Opportunities Commission show that job searching is one of the main difficulties faced by ethnic minorities in Hong Kong and one of the main reasons is that their Chinese language proficiency is insufficient. The main language of Hong Kong is Chinese. The majority of jobs require employees to possess basic Chinese listening, speaking, reading and writing ability. The Chinese language ability of South Asians is relatively weak and the majority of them do not meet the Chinese language requirements to get employed. This is a major obstacle for South Asians looking for employment.



Problem 2: Certifications or degrees are not recognized

Currently degrees and certifications from universities in South and Southeast Asia held by South Asians are usually not recognized by local employers. They need to apply to the Hong Kong Council for Accreditation of Academic and Vocational Qualifications to judge whether their degrees or certification reach a certain standard in Hong Kong. This entire process costs \$2545 which is very expensive and is a heavy burden to South Asians with low incomes. In the end they are often forced to take up work unrelated to their area of expertise or training.

Even though the Community Care Fund Assistance Programme has promoted the “Subsidy for Persons Holding Non-local Qualifications to Conduct Qualifications Assessment” scheme for 3 years to provide financial assistance for people who require their certifications to be accredited, only those who receive certain kinds of financial assistance.⁶ Many South Asians are not eligible to apply for the subsidy. Community Care Fund statistics showed that as of March 31st, 2018, only 27 people have actually benefited from the subsidy.

Problem 3: The Labour Department’s Employment Services do not fit the needs of ethnic minorities

In terms of providing support for ethnic minorities searching for employment, many ethnic minorities run into difficulties when using the employment services provided by the Labour Department due to language barriers. This is especially apparent as frontline Labour Department personnel cannot communicate with ethnic minorities properly. Even though the Labour Department has windows and employment information corners devoted to helping ethnic minorities, not every Employment Services Centre has them. Job vacancies are usually only written in Chinese and only when specifically requested by ethnic minority job seekers will they arrange for interpretation services. In addition, only a small number of these employment centers

⁶ “being the applicants and/or their spouses who have passed the means-test establishing eligibility for assistance under any of the specified assistance schemes provided below and receiving assistance: (1) Comprehensive Social Security Assistance Scheme; or (2) Low-Income Working Family Allowance Scheme/Working Family Allowance Scheme; or (3) Work Incentive Transport Subsidy Scheme; or (4) School Textbook Assistance Scheme (for full grant only); or (5) Kindergarten and Child Care Centre Fee Remission Scheme (for full or 3/4 remission).”



have staff fluent in ethnic minority languages and the entire system makes it harder for ethnic minorities such as South Asians to find a job.

Also, in order to help ethnic minorities or immigrants find a job, foreign Governments will provide employment subsidies to businesses. For example, the Quebec provincial Government in Canada will provide immigrants who have lived in Quebec for less than 5 years and are Visible Minorities⁷ with the Employment Integration Program for Immigrants and Visible Minorities (PRIIME) to encourage businesses to hire them and help them integrate into society. However, locally the Labour Department has never provided any similar subsidy schemes and therefore local ethnic minorities continue to find it difficult to find their first job.

Problem 4: Training courses do not meet the needs of ethnic minority job applicants

Currently the Employee Retraining Board (ERB) and the Construction Industry Council Hong Kong (CIC) have training courses aimed at ethnic minorities, but such programs and language support have major room for improvement. Actually, the courses provided by these two organizations cover topics which are very broad, but the majority of course materials are in Chinese and the courses are taught in Cantonese. Only a minority of such programs have English courses.

Our Employment Proposals:

Proposal 1: Improve the employment services provided by the Labour Department

The current employment services provided by the Labour Department should be comprehensively improved as follows:

- Improve the training provided to Labour Department (LD) personnel and deepen their understanding of the special needs of ethnic minorities. We request that LD personnel proactively introduce interpretation services for ethnic minority jobseekers and put up posters describing available translation services in relevant

⁷ In Canada, The Employment Equity Act defines visible minorities as "persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour". The visible minority population consists mainly of the following groups: South Asian, Chinese, Black, Filipino, Latin American, Arab, Southeast Asian, West Asian, Korean and Japanese.



languages where applicants can see them. This is to provide assistance for jobseekers who know neither Chinese nor English.

- Each district employment service center must have at least one ethnic minority full time employee.
- Strengthen communication with different industries and businesses. Implement incentives to encourage employers to employ ethnic minorities and increase the work experience of ethnic minorities. These programs include internships, job training, job probation and various subsidies.
- Set up an employment consultation hotline in ethnic minority languages and help them understand Labour laws. Allow them to have a proper channel to understand the law and their own rights and avoid getting exploited by unscrupulous employers.
- We request that each employment services centre has special windows and information corners for ethnic minorities.
- Require the Labour Department to advertise job vacancies in both Chinese and English. If the employer cannot provide English information, the Labour Department should translate such information into English themselves.

Proposal 2: Set up a selective placement division for ethnic minorities

Set up a selective placement division for ethnic minorities and provide comprehensive services via providing job search, employer website and job training services. Research the problems that ethnic minorities have with looking for employment and regularly announce the unemployment rate of various ethnicities and which industries they tend to work in in order to understand their needs and difficulties. From this research we should set up matching arrangements to help solve the high unemployment rate of ethnic minorities as well as under-employment, poverty and related issues.

Proposal 3: Set up designated ethnic minority job centres

We propose looking at the “Youth Employment Start” centres as a model and then set up designated ethnic minority job centres in various districts around the HKSAR. These should provide “through-train” like employment services for ethnic minorities such as searching for job information, creating resumes and writing cover letters, improving interview skills and holding lectures and workshops based on



employment-related topics. These centres should also provide job-search instruction and specialized employment counseling services. All of these services will help ethnic minorities improve their employability.

Proposal 4: Set up an “Ethnic Minority employment subsidy scheme”

The Government announced in its budget that \$500 million will be used to help support ethnic minorities. We propose the Government to research the experience of foreign countries and set up an “ethnic minorities employment subsidy scheme”. Through cooperation between the LD, employers and service organizations like NGOs, encourage employers to hire ethnic minorities and increase the employability of ethnic minorities. Examples of these services are as follows:

- (1) The service organizations/NGOs could provide pre-employment training, employment counseling, career choice guidance, case management and job search support. They will cooperate with the LD to provide job opportunities.
- (2) Employers will provide the job opportunity and will be given at most 6 months of subsidies to encourage them to hire ethnic minorities. During this period participants in the scheme will be trained by the employer. Service organizations/NGOs will be responsible for providing job skills training courses on topics such as workplace Chinese, Chinese typing and administrative tasks.
- (3) The service organizations/NGOs will provide post-subsidy period follow up services, help employers understand the culture of ethnic minorities and support ethnic minorities to quickly adjust and integrate into the workplace.

Proposal 5: Set up the “Belt and Road” employment information platform

In recent years our nation has promoted the Belt and Road Initiative which will promote economic development both locally and on the Mainland and will bring major business opportunities. Many ethnic minorities know Hong Kong and also know the language, culture and laws of countries along the Belt and Road. This provides an opportunity for them to help Hong Kong businesses open new markets in the region. Employers can utilize the cultural and ethnic advantage of ethnic minorities in the region and help increase the competitiveness of Hong Kong. On the other hand,



ethnic minorities can gain job opportunities and a way to develop their strengths. This is definitely a win-win scenario.

We propose the Government to set up a “Belt and Road” employment information platform and help connect interested ethnic minorities to related job opportunities and strengthen the employment search support given to them. Set up of “job search”, “job information” and “discussion area” as part of the platform. “Job search” will help them look for job vacancies while “job information” will provide information on jobs, job overviews, important industries, entrance procedures and working visa application information in countries along the Belt and Road. The “discussion area” will be a discussion board where browsers can ask questions related to these jobs and receive answers covering all areas and commonly seen problems.

Proposal 6: Support people with non-local academic qualifications to undergo a Qualifications Assessment

As the Subsidy for Persons Holding Non-local Qualifications to Conduct Qualifications Assessment has not achieved ideal results, we propose the Government to broaden the scheme to include everybody with financial need. Set up a simple application procedure and encourage more ethnic minorities with strong academic qualifications to undergo qualifications assessments and enable them to work to their strengths and in their fields of expertise.

Also, in recent years the development of in foreign countries and cross-border qualifications frameworks was rapid. Hong Kong needs to establish and strengthen its cooperation with foreign qualifications frameworks. Research the feasibility of whether the qualifications frameworks of different industries can be integrated with local and foreign qualifications frameworks. We hope that the Government will globalize its qualifications framework and promote more mutual recognition of qualifications with more territories and countries, especially South Asian countries, and allow more overseas qualifications held by local ethnic minorities to be recognized locally.



Proposal 7: Increase the acceptance of adult Chinese language courses

Currently Government-subsidized Chinese courses are provided by the ERB, the Support Service Centres for Ethnic Minorities and by specialized schools. However, the majority of these courses are only for beginner levels and the majority of them are not linked to employment. The Government should provide “professional Cantonese” courses targeted at ethnic minorities and promote Chinese courses that are clearly connected to employment use. Allow this to be accepted by the qualifications framework and help ethnic minorities learn sufficient Chinese language to be functional at work.

Proposal 8: Loosen the Chinese language requirements for ethnic minorities to enter the Civil Service

The Government should take the lead to monitor the language requirements of each Government department and bureau for job vacancies at regular intervals. Other than when absolutely necessary for the job, the Government should loosen the Chinese language requirements for ethnic minorities to enter the civil service and Government work. At the same time, the Government should encourage more subsidized organizations and public organizations to do the same and employ more ethnic minorities.

3.III Difficulties in gaining access to public services

In 2010 the HKSAR Government and the Constitutional and Mainland Affairs Bureau implemented the Administrative Guideline on Promotion of Racial Equality (“guideline”). The guideline provides guidance for Government policy departments, bureaus and public service organizations on topics related to promoting racial equality and ensuring that the general public has equal access to public services. They take this into consideration when formulating and reviewing relevant policies. The guideline cover and take care of the unique needs of ethnic minorities and help them integrate into society through giving them access to public services such as medical care, education, employment training and job searching as important district services.

Government departments and public service organizations have proactively improved services for ethnic minorities. Some services were even added without additional



funding. Nevertheless, past research⁸ points out that comes to Government departments and public service organizations still have room for improvement in promoting societal integration, understanding the needs of ethnic minorities, publically announcing services, translation and interpretation work and establishing long term mutual relationships with ethnic minorities.

Difficulties ethnic minorities face in using public services:

Even though the Government has promoted the guideline to help ensure the equal access of ethnic minorities to public services, unfortunately adherence to the guideline is only voluntary. Therefore only 23 Government departments follow the guideline and unfortunately the majority of them have not set up policies or measures to help ethnic minorities as set out in the guideline. They rarely if at all consult with or meet with ethnic minorities to solicit their opinions and views.

The Constitutional and Mainland Affairs Bureau has been unsuccessful in coordinating or monitoring the guideline and their implementation in different Government departments. The Bureau has not regularly collected information and announced relevant information to the general public. On top of this, the language used in the guideline is very abstract and overly general. Its implementation on the ground lacks supervision and clear goals, and even up to now this creates a major obstacle for ethnic minorities to access public services.

Even though some Government departments have followed the guideline, frontline staff during service hours rarely take the initiative to offer translation or interpretation services to ethnic minorities. Ethnic minorities thus face many difficulties in accessing Government services.

Once again, we reiterate that currently the various Government departments still have not collected information on the access of ethnic minorities to public services in a systematic way. Society has no way of knowing the efficacy of such services and how satisfied public service applicants are with such services in order to improve the quality of such services provided to the public.

Also, according to the “Study on Ethnic Minorities' Awareness and Satisfaction towards Selected Public Services”, many ethnic minorities have never used public services from the four major public service providers of the Labour Department, the

⁸ Commission on Poverty: “A Study on Ethnic Minorities' Awareness and Satisfaction towards Selected Public Services”. March 12th, 2018



Social Welfare Department, the Employee Retraining Board or the Home Affairs Department. The main reason is that up to the present they face many obstacles when trying to access public services. For example, a number of public service providers are not able to communicate with them entirely in English.

Other than language barriers, ethnic minorities have relatively low awareness and knowledge about public services. They do not necessarily know their rights to access public services and do not have the awareness to use public services. For some of them the reason is that they do not have the habit of using public services in their home country and the Government has not done sufficient public outreach to them. This shows that Government departments and public service organizations still have room for improvement in promoting societal integration, understanding the needs of ethnic minorities, publicly announcing services, translation and interpretation work and establishing long term mutual relationships with ethnic minorities.

Our Proposals in regards to public services:

Proposal 1: Review the progress and implementation of the “Administrative Guideline on Promotion of Racial Equality”

In order to enhance cooperation within the Government on supporting ethnic minorities, the Government announced in the 2018-19 Budget that the Ethnic Minorities Steering Committee would be set up with the Chief Secretary for Administration as its Chair. The steering committee will coordinate, review and monitor all the work that assists ethnic minorities. We feel that the first job of this committee is to review the progress and implementation of the “Administrative Guideline on Promotion of Racial Equality”⁹ in order to monitor or adjust the

⁹ Seven recommendations of priority involving the RDO including –

- (a) prohibiting discrimination and harassment on the ground of race of an “associate” instead of a “near relative” under the RDO;
- (b) providing protection from direct racial discrimination and racial harassment by “imputation” in the RDO;
- (c) providing protection from sexual, disability and racial harassment to persons in a common workplace (such as consignment workers) in the Sex Discrimination Ordinance (Cap. 480) (SDO), the Disability Discrimination Ordinance (Cap. 484) (DDO) and the RDO;
- (d) providing protection from disability and racial harassment of service providers by service users under DDO and RDO;
- (e) providing protection from disability and racial harassment of service providers by service users under DDO and RDO, where such harassment takes place outside Hong Kong, but on Hong Kong registered aircraft and ships;
- (f) providing protection of tenants or sub-tenants from sexual, disability or racial harassment by another tenant or sub-tenant occupying the same premises under SDO, DDO and RDO; and
- (g) repealing provisions which require proof of intention to discriminate in order to obtain an award of damages for indirect discrimination under the SDO, the Family Status Discrimination Ordinance (Cap. 527) and the RDO.



implementation of these guideline by different Government departments and bureaus.

- We request the relevant bureaus to write an annual report and formulate and follow a set of concrete indicators. Review the current policy to see if it would attain its goal to promote racial equality and ensure equal access to public services in key areas concerned.
- Set up guidelines on collecting information, the goal must be to eradicate discrimination and promote racial equality. With this as its guiding principle, it can systematically gather and analyze information related to the use of public services by ethnic minorities.
- We clearly urge Government departments that provide public services to commit to proactively set up and announce guideline to make it easier for ethnic minorities to access and use such services. For example, they can announce the times when translators are available and provide pamphlets and forms in minority languages.
- We clearly urge that when Government departments make a decision on policy or services that affects ethnic minorities, it should inform the Equal Opportunities Commission, the Committee on the Promotion of Racial Harmony and seek the consultation of ethnic minority groups and discussion platforms.

Proposal 2: Improve medical services

Due to language barriers and insufficient interpretation and community outreach services, many ethnic minorities prefer to conceal their illness because of language and cultural barriers. We propose the Government to improve the interpretation services provided by the Hospital Authority and arrange for female doctors to take care of female ethnic minority patients. Public hospitals and Maternal and Child Health Centres to set up a special desk for non-Chinese speaking females to receive medical advice and information.

At the same time, we propose the Government to strengthen efforts to teach health and wellness to ethnic minorities and provide sufficient health information and knowledge to them. Then this information can be disseminated through their community leaders and organizations to help them take better care of their health and understand how to prevent common illnesses.



Proposal 3: Develop systematic and professional translation and interpretation public services

As translators and interpreters require a high degree of professionalism, we propose the Government to develop a systematic and professional translation and interpretation service as a public service. This includes providing professional training and accreditation. Ensure the high quality of district, medical and legal interpreters, and establish a professional code and official language skill standards for interpreters.

Set up comprehensive guideline for “utilizing interpretation services”. Even when an ethnic minority expresses that they don’t want an interpreter, frontline staff should clearly understand the reasons for refusal, whether it is a misunderstanding that the person has to pay for interpretation services, to consider the problem of gender differences/roles in different cultures or the ethnic minority truly does not require any such service as their own language skills are sufficient.

Also, the Government could develop a cellphone application that provides simple interpretation and information on public services. Set up a public services reservation platform and cut down on the difficulties caused by language barriers to ethnic minorities.

Proposal 4: Increase cultural sensitivity training for all civil servants

As the cultural sensitivity of the majority of frontline staff towards different cultures is insufficient, we propose that the frontline staff of Government and various Government departments and Government-funded services be required to undergo training about the cultural background and requirements of ethnic minorities and thereby increase their sensitivity towards racial and cultural issues.

3.IV Societal integration and discrimination

Many South Asians who were born and raised in the HKSAR as Hong Kong permanent residents view Hong Kong as their home. Most local Chinese basically accept that South Asians are a part of Hong Kong society and enjoy the protections and rights provided by the Basic Law alongside the other people of Hong Kong.



Difficulties ethnic minorities face in societal integration and discrimination:

In reality however, a portion of South Asians still face discrimination in many areas, such as education (including school admissions, studying and graduation), employment, facing Government personnel (such as police officers), utilizing public services (medical care, Labour Department services, etc) or opening a bank account. They also face unequal treatment when renting a home, and South Asians even face discrimination in everyday life and on public transport due to their skin colour, language and clothing.

The Race Discrimination Ordinance was enacted in 2008 and took effect in 2009. The ordinance ensures that nobody will suffer harm or harassment due to their ethnicity. Following up on the ordinance, the Equal Opportunities Commission (EOC) is empowered to implement the ordinance and enforce it. From the time it took effect up to September 2017, the EOC has taken a total of 607 cases related to the ordinance. These complaints are usually from non-domestic helpers and the majority are to deal with gaining access to products, facilities or services. For example, some complaints from ethnic minorities are to do with gaining access to banking services or home rentals. The ordinance has been in effect for 8 years now but racial discrimination still remains common. The power and space of the EOC to enforce the ordinance is still limited.

Our Proposals on issues to do with discrimination and societal integration

Proposal 1: Quickly implement the “Race Discrimination Ordinance” review

In March 2016 the Equal Opportunities Commission reviewed a submission and many proposals in regards to the Discrimination Ordinance. The Constitutional and Mainland Affairs Bureau agreed that it will first review the seven proposals related to the “Race Discrimination Ordinance”. Therefore the Government should quickly implement the required and related legislation as soon as possible.

Also, ethnic minorities still face discrimination when trying to open bank accounts, apply for passports and IDs, daily shopping activities and when they are served in restaurants, shops and the like. We urge the Government to strengthen its education of the public and improve the consciousness of racial equality within our society. Encourage ethnic minorities to know their rights and channels to seek compensation where necessary. At the same time, the Government should increase



the training that police officers receive in solving ethnic minority affairs and hire more ethnic minorities as frontline police officers to serve as a link between the force and the ethnic minority community.

Proposal 2: Government advisory bodies should ensure ethnic minorities make up a proportional percentage of their members.

Currently the Government already ensures that every advisory body must have women make up at least 30% of its members. The 2017-18 Policy Address stated that more young people aged 18-35 will be appointed to various boards, committees and advisory bodies. This year the Government promised to raise the percentage of young people in such bodies to 15%. We propose the Government to consider the above examples and set up a similar proportion reserved for ethnic minorities in order that they may be able to give advice to the Government at a relatively early stage of policymaking.

Proposal 3: Increase the understanding of local Chinese towards South Asian people and culture

South Asians in Hong Kong generally understand Chinese culture, especially those who are born and educated locally and South Asians who are living in Hong Kong permanently. However, the majority of local Chinese do not understand South Asian culture. On a societal level the Government should invest in promoting more events that introduce South Asian culture, especially in areas where a lot of South Asians live in order to increase the understanding of local Chinese towards South Asians. For example, the Government can fund NGOs to hold classes, carnivals, South Asian festivals and the like to promote cultural exchange and understanding.

Proposal 4: Promote a multicultural society

At the same time, the Government should encourage NGOS to hold long-lasting events that bring Chinese and South Asians together to participate. Take the lead in bringing ethnic minority organizations, private organizations and NGOs to cooperate with one another and hold public educational events in order to allow ethnic minorities and local Chinese to participate together. This will help promote and spread a message of racial harmony. Also, district or societal events are usually advertised in Chinese. In order to encourage more South Asian Hong Kong people to participate, these advertisements, posters and printouts should also come in English.

**Proposal 5: Hold and host “Ethnic Minority Summits”**

Utilize the models of the “Summit on District Administration” and “Youth Summit” and hold an “Ethnic Minority Summit” every year to provide ethnic minorities with a platform to exchange advice and questions with Government officials and guests. The model can discuss the issues that ethnic minorities vote as their most pressing issues and when the summit discussion gets deeper, the Summit can invite ethnic minorities from different backgrounds and groups to participate. After organizing the questions and advice from the Summit, the Summit can then submit the advice to the Government to consider and follow up on.

Proposal 6: Set up ethnic minority volunteer groups

Hong Kong is a multicultural society where many different ethnicities live together. Many ethnic minorities wish to volunteer to serve society and integrate faster into society. We propose the Government to sponsor organizations or Government departments to set up ethnic minority volunteer groups and encourage ethnic minorities to participate in district activities and use their skills to serve the community. Take this opportunity to get the ethnic minorities and local Chinese to promote mutual understanding and contribute to ethnic harmony.

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23. 香港中華基督教青年會，對本港不同行業聘用少數族裔人士情況之研究研究報告，平等機會委員會「平等機會研究項目資助計劃」2013/14年度撥款資助，2015年5月
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26. 香港社會服務聯會，香港社會服務聯會交立法會少數族裔權益事宜小組委員會「進一步討論少數族裔兒童的教育」意見書，2018年2月
27. 香港融樂會有限公司，立法會少數族裔權益事宜小組委員會《種族歧視條例》的執行情況及檢討工作意見書，2017年11月
28. 香港融樂會有限公司，向立法會少數族裔權益事宜小組委員會遞交對「為少數族裔人士提供的就業支援服務」的意見書，（立法會 CB(2)562/16-17(01)號文件），2017年1月9日
29. 教育局，教育局通告第 8/2014 號，改善非華語學生的中文學與教，檔號: EDB(EC)5/2041/07
30. 樂施會，中小學為非華語學生提供中文學習支援研究調查內容撮要及政策建議，2016年1月

-End-

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少數族裔的困難與障礙 報告

民建聯少數族裔委員會

2018年8月

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報告摘要

香港是國際都會，一直以來吸引不同種族人士來港工作或定居，他們有部分或在適應和融入社會時面對挑戰，被視為較弱勢而需要援助的一群。南亞裔人士由於語言障礙和文化差異，他們在適應和融入社會方面遇到不少挑戰。

有見及此，當局早前成立了由政務司司長領導的「少數族裔督導委員會」負責統籌、檢視及監察有關少數族裔的工作，並預留了五億元以加強支援少數族裔的工作，這反映少數族裔相關議題漸受到社會的重視。

有鑑於南亞裔為本港最主要的少數族裔族群，本研究以南亞裔為主要研究對象，希望深入了解南亞裔人士面對的困難，並在「教育」、「就業」、「使用公共服務」及「社會融入與歧視」四個範疇提出一系列建議，希望改變社會上不同種族之間存在的不公平現象，推動種族共融。

同時，我們希望政府能委任少數族裔人士加入「少數族裔督導委員會」，以便吸納少數族裔社群的意見和掌握少數族裔人士的訴求，並望透過委員會的機制落實本研究提出的建議。

第 1 章：序言----日久他鄉是故鄉

香港是多元文化社會，根據《2016 年中期人口統計主題性報告：少數族裔人士》，撇除外傭後本地現有約 26 萬名少數族裔人士聚居。其中南亞裔人士約有 84 875 人（包括印度、巴基斯坦和尼泊爾裔），佔所有少數族裔人口超過三成（32.2%），為少數族裔中的最大族群。

香港有不少少數族裔人士，他們的父、祖輩早年已來港定居，在香港的發展中擔當重要的角色。近年本港人口老化問題日趨嚴重，南亞裔人口增長速度較本地人口為快，年齡也相對較輕。目前定居香港的南亞裔人士不少均屬土生土長，而香港這個他鄉之地已成為他們的故鄉，這些族群人士將是本港社會的重要人力資本。

但南亞裔人士由於語言障礙和文化差異，他們在適應和融入社會方面遇到不少挑戰，包括教育及語言、就業及營商、住屋、種族融入、醫療、以至獲取公共服務等。

儘管政府各決策局和部門按其政策範疇為少數族裔人士提供他們需要的服務，而《種族歧視條例》亦已於 2008 年實施。但本港不同種族之間仍存在不公平的待遇，南亞裔所享有的權利和機會一般不及本地華人，而社會支援不足更令少數族裔人士與華人難以達致共融。

有鑑於南亞裔為本港最主要的少數族裔族群，本研究以南亞裔為主要研究對象，當中包括印度、巴基斯坦和尼泊爾裔人口。我們希望深入了解南亞裔人士面對的困難與障礙，並提出相關建議，以改變社會上不同種族之間存在的不公平現象，推動種族共融。

最後，當局早前成立了由政務司司長領導的「少數族裔督導委員會」負責統籌、檢視及監察有關少數族裔的工作，並預留了五億元以加強支援少數族裔的工作。

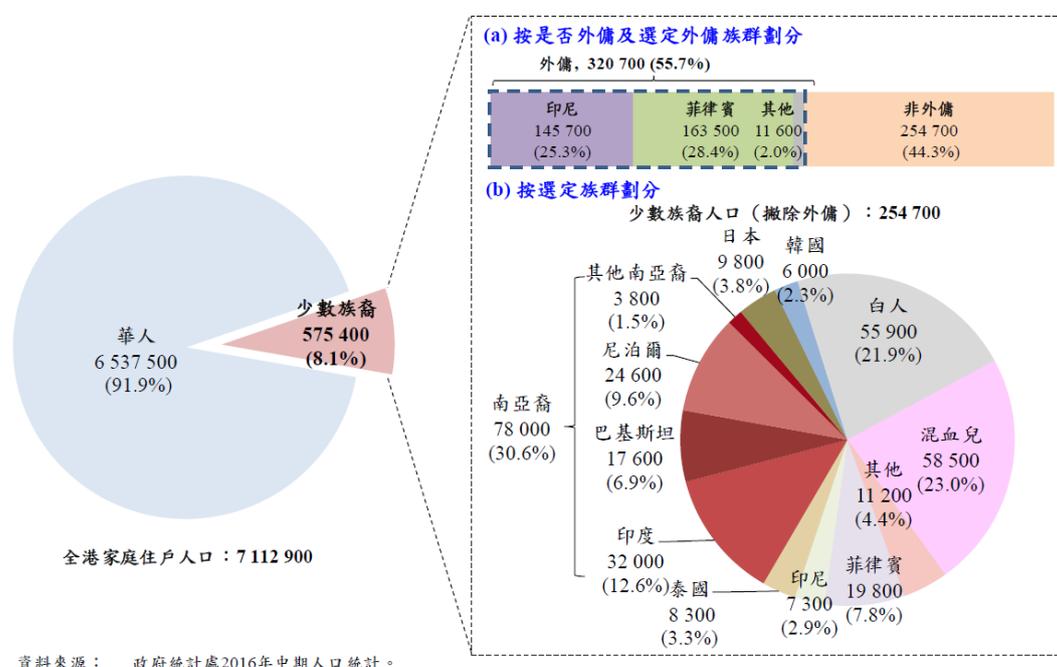
但督導委員會的機制設計僅屬「內部協作」架構，難以直接聆聽少數族裔持份者的聲音。故我們建議當局參考其他高層次委員會，如人口政策督導委員會、長遠房屋策略督導委員會等，委任少數族裔持份者加入為非官方委員，以便吸納少數族裔社群的意見和掌握少數族裔人士的訴求。而本研究提出一系列建議，希望利用督導委員會的機制與五億元預留款項予以落實。

第 2 章：香港少數族裔族群概況

2.1 南亞裔是少數族裔中的最大族群

- 華人佔全港人口的大多數（91.9%），而少數族裔（包括外傭）只佔 8.1%，共有 575 400 人，他們當中逾半為外傭（55.7%或 320 700 人），主要來自菲律賓及印尼。
- 但撇除外傭後，2016 年少數族裔有 254 700 人，佔全港人口（撇除外傭）的 3.8%。南亞裔則是當中最最大的族群，共有 78 000 人，佔少數族裔人口約三成（30.6%）。¹

2016 年香港的人口結構，按選定族群劃分



2.11 南亞裔人口普遍較年輕，在港土生土長的比率相對較高

- 少數族裔有 23.6%是兒童（18 歲以下人士），長者（65 歲及以上人士）僅佔 7.3%，有別於香港人口高齡化的情況（全港兒童與長者的相應比例分別為 14.7%及 15.7%）。南亞裔的有關情況更明顯，兒童比例達 24.3%，長者則只有 5.5%。
- 另外，少數族裔大多在外地出生，只有約三成（31.1%）生於香港，而南亞

¹ 《2016 年香港貧窮情況報告》

裔族群的相應比例在各族群中較高，例如巴基斯坦的本地出生比率為 37.7%、尼泊爾 36.9%。

2016 年及 2011 年少數族裔人士數目、年齡及性別，按選定族群劃分

2016 (2011)	人口	年齡 中位數 (歲)	人口比例(%)			性別比率 [#]
			兒童	18 至 64 歲人士	長者	
少數族裔	254 700 (192 400)	36.1 (34.5)	23.6 (26.2)	69.1 (69.2)	7.3 (4.6)	1 015 (1 031)
南亞裔	78 000 (61 400)	33.2 (30.9)	24.3 (30.6)	70.2 (64.9)	5.5 (4.4)	1 160 (1 170)
印度	32 000 (25 800)	34.0 (33.1)	22.4 (25.1)	69.4 (67.9)	8.2 (6.9)	1 138 (1 119)
巴基斯坦	17 600 (17 900)	25.6 (24.0)	37.1 (44.2)	59.4 (52.7)	3.6 (3.1)	1 331 (1 246)
尼泊爾	24 600 (16 100)	34.4 (32.0)	19.1 (25.1)	78.1 (72.7)	2.8 (2.2)	1 085 (1 162)
泰國	8 300 (8 400)	49.2 (44.8)	5.6 (5.2)	82.6 (90.8)	11.9 (4.1)	183 (156)
印尼	7 300 (3 200)	42.2 (36.2)	4.6 (9.9)	78.0 (80.6)	17.4 (9.5)	212 (286)
菲律賓	19 800 (15 200)	39.4 (38.1)	19.1 (22.6)	74.9 (74.1)	6.0 (3.3)	632 (632)
日韓	15 800 (17 100)	39.8 (38.8)	18.0 (19.7)	76.9 (77.2)	5.2 (3.1)	905 (971)
白人	55 900 (53 400)	38.6 (38.3)	18.0 (19.4)	75.4 (75.4)	6.6 (5.2)	1 718 (1 536)
混血兒	58 500 (28 000)	27.6 (20.0)	38.4 (45.7)	52.2 (49.4)	9.5 (4.9)	940 (936)
全港人口	6 791 200 (6 636 300)	43.9 (41.9)	14.7 (16.0)	69.5 (71.0)	15.7 (13.0)	924 (938)

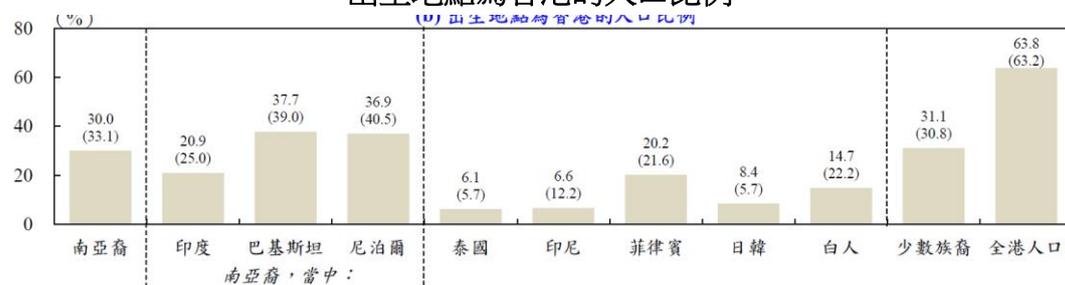
註：(＃) 性別比率指男性數目與每千名女性相對的比率。

() 括號內數字為 2011 年的相應數字。

2016 年中期人口統計改良了問卷設計，方便受訪者提供多過一個種族的資料。故此，在比較 2016 年及以往年份的「混血兒」統計數字時，必須特別留意。

資料來源：政府統計處 2016 年中期人口統計及 2011 年人口普查。

出生地點為香港的人口比例



註：[] 方括號內數字為 18 歲或以上人口居港 7 年或以上的比例。

() 括號內數字為 2011 年的相應數字。

資料來源：政府統計處 2016 年中期人口統計及 2011 年人口普查。

2. III 南亞裔中不同族群的教育程度差異較大

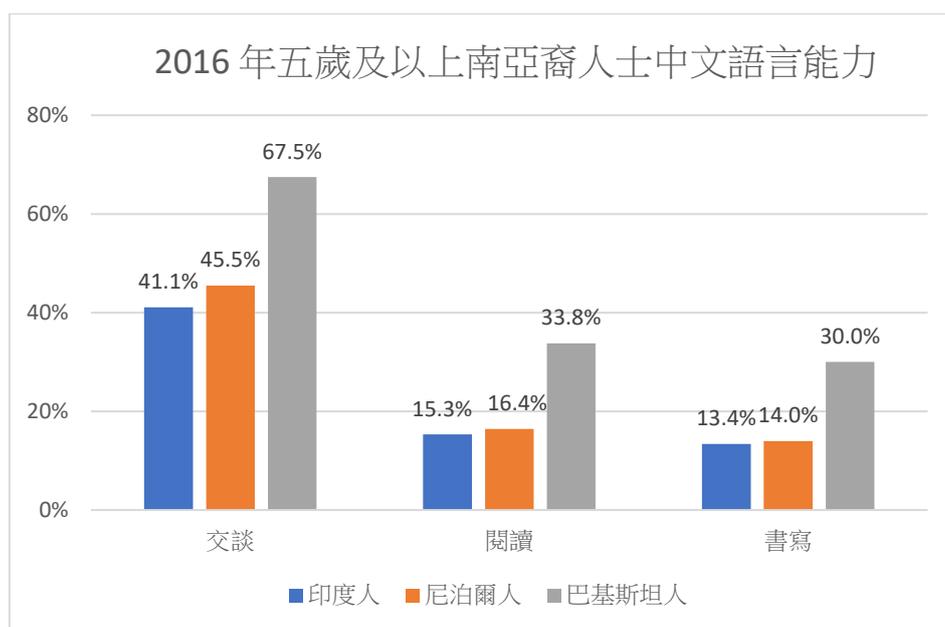
- 按種族及教育程度劃分的 15 歲及以上的南亞裔人士中，不同族群的教育程度差異較大，高中程度學歷人士的數目分別為印度裔(28.6%)、巴基斯坦裔(36.7%)、尼泊爾裔(57.8%)，而 15 歲及以上全港人口教育程度為高中的比率為 30.2%。
- 至於專上教育程度，印度裔人士的比率最高達 52.2%；巴基斯坦裔(20.5%)、尼泊爾裔(15.0%)，而 15 歲及以上全港人口教育程度達專上教育的比率為 32.7%。

2016 年按種族及教育程度（最高就讀程度）劃分的
15 歲及以上少數族裔人士數目

年份 Year	種族 Ethnicity	未受教育/ 學前教育 No schooling/ Pre-primary	教育程度 Educational attainment			專上教育 Post- secondary	總計 Total
			小學 Primary	初中 Lower secondary	高中 Upper secondary		
		數目 (百分比 ⁽³⁾) Number (Percentage ⁽³⁾)					
2016	亞洲人 (非華人) Asian (other than Chinese)	5 790 (1.3)	36 117 (8.3)	86 267 (19.9)	183 263 (42.2)	122 929 (28.3)	434 366 (100.0)
	菲律賓人 Filipino	1 755 (1.0)	3 922 (2.2)	17 057 (9.4)	92 459 (51.1)	65 839 (36.4)	181 032 (100.0)
	印尼人 Indonesian	686 (0.4)	21 699 (14.2)	54 122 (35.4)	57 433 (37.5)	19 055 (12.5)	152 995 (100.0)
	泰國人 Thai	735 (7.5)	3 616 (36.9)	2 224 (22.7)	1 925 (19.6)	1 301 (13.3)	9 801 (100.0)
	日本人 Japanese	49 (0.6)	74 (0.9)	229 (2.7)	1 090 (13.0)	6 912 (82.7)	8 354 (100.0)
	韓國人 Korean	85 (1.6)	87 (1.6)	136 (2.5)	634 (11.6)	4 505 (82.7)	5 447 (100.0)
	南亞裔人士 South Asian	2 176 (3.2)	5 692 (8.3)	10 594 (15.4)	27 348 (39.7)	23 107 (33.5)	68 917 (100.0)
	印度人 Indian	683 (2.2)	1 882 (6.2)	3 280 (10.8)	8 688 (28.6)	15 865 (52.2)	30 398 (100.0)
	尼泊爾人 Nepalese	874 (4.1)	1 217 (5.7)	3 717 (17.4)	12 363 (57.8)	3 218 (15.0)	21 389 (100.0)
	巴基斯坦人 Pakistani	566 (4.4)	2 036 (15.9)	2 866 (22.4)	4 683 (36.7)	2 616 (20.5)	12 767 (100.0)
	其他南亞裔人士 ⁽²⁾ Other South Asian ⁽²⁾	53 (1.2)	557 (12.8)	731 (16.8)	1 614 (37.0)	1 408 (32.3)	4 363 (100.0)
	其他亞洲人 Other Asian	304 (3.9)	1 027 (13.1)	1 905 (24.4)	2 374 (30.4)	2 210 (28.3)	7 820 (100.0)
	白人 White	614 (1.2)	338 (0.7)	1 287 (2.6)	6 430 (13.1)	40 509 (82.4)	49 178 (100.0)
	混血兒 Mixed	1 521 (3.4)	3 901 (8.7)	6 559 (14.6)	14 154 (31.6)	18 650 (41.6)	44 785 (100.0)
	華人父或母 With Chinese parent	1 409 (3.8)	3 508 (9.4)	5 122 (13.8)	11 580 (31.1)	15 604 (41.9)	37 223 (100.0)
	其他混血兒 Other Mixed	112 (1.5)	393 (5.2)	1 437 (19.0)	2 574 (34.0)	3 046 (40.3)	7 562 (100.0)
	其他 ⁽³⁾ Others ⁽³⁾	87 (2.7)	43 (1.3)	190 (5.9)	868 (27.2)	2 006 (62.8)	3 194 (100.0)
	所有少數族裔人士 All ethnic minorities	8 012 (1.5)	40 399 (7.6)	94 303 (17.7)	204 715 (38.5)	184 094 (34.6)	531 523 (100.0)
	撇除外籍家庭傭工後的 所有少數族裔人士 All ethnic minorities, excluding foreign domestic helpers	6 129 (2.9)	14 717 (7.0)	23 653 (11.2)	58 329 (27.7)	107 905 (51.2)	210 733 (100.0)
	15 歲及以上全港人口 Whole population aged 15 and over	352 848 (5.4)	947 072 (14.6)	1 114 161 (17.1)	1 961 942 (30.2)	2 130 107 (32.7)	6 506 130 (100.0)

2.IV 南亞裔人士的中文語文能力不足

- 南亞裔人士的中文語文能力不足，當中中文閱讀及書寫能力比其交談能力明顯為弱。印度及尼泊爾人口中能以中文閱讀或書寫只有不足兩成，而巴基斯坦裔人士亦低於四成。
- 而在各南亞族群中，巴基斯坦裔人士的中文語文能力明顯較印度及尼泊爾人士為高。



2.V 本地出生南亞裔人士的中文語文能力較非本地出生為高

- 比較本地出生南亞裔人士與非本地出生南亞裔人士的中文語文能力，本地出生南亞裔人士不論在閱讀、交談及書寫方面均較非本地出生的為高，當中以書寫及閱讀差別最大。例如只有 9.0%非本地出生南亞裔人士能書寫中文，而本地出生則有約 44.6%；只有 11.6 非本地出生南亞裔人士能閱讀中文，而本地出生則有 47.3%。

	2016 年按出生地劃分 5 歲以上南亞裔人士的中文語文能力（百分比）	
	本地出生	非本地出生
交談	64.0	32.9
閱讀	47.3	11.6
書寫	44.6	9.0

2.VI 南亞裔人士傾向聚居，集中於油尖旺、元朗及九龍城區

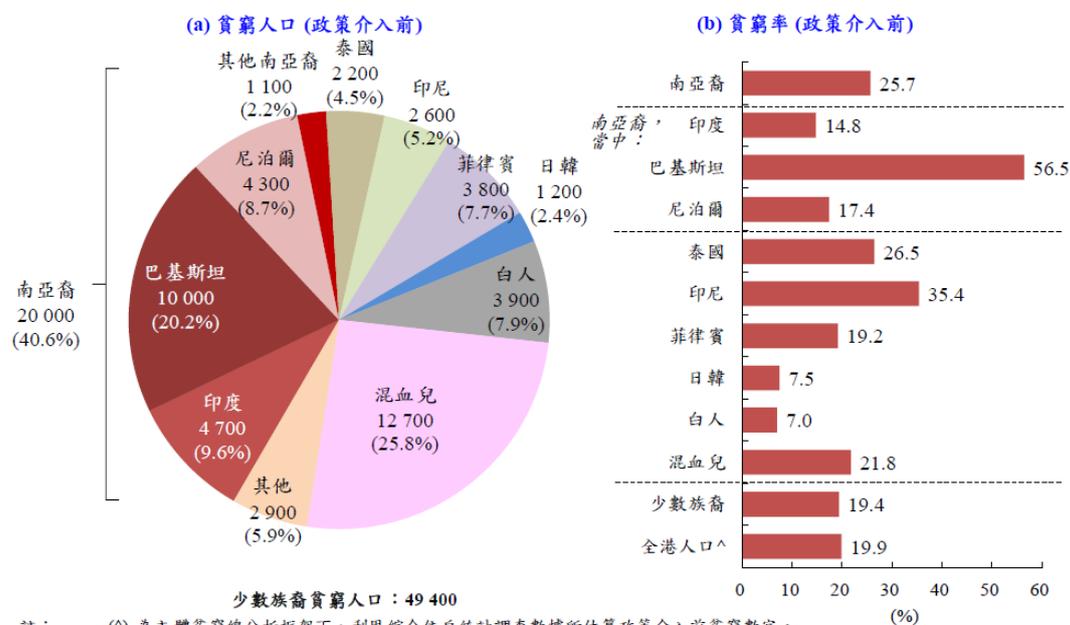
- 就聚居地點作劃分，油尖旺區最多南亞裔人士聚居，有 26.3%。其次為元朗，有 10.7%，九龍城則有 8.9%。就南亞裔各族裔中，尼泊爾人聚集的情況最為明顯，約 50.0%人口聚居於油尖旺區。

2016 年按區議會分區及種族劃分的少數族裔人士比例（百分比）					
南亞裔人士					
區議會分區	印度人	尼泊爾人	巴基斯坦人	其他南亞裔人士	小計
香港島					
中西區	9.7	2.7	1.5	6.7	5.7
灣仔	4.2	7.6	1.0	6.7	4.7
東區	7.0	2.0	5.0	4.1	4.9
南區	4.6	0.9	2.2	2.3	2.8
合計	25.6	13.2	9.7	19.8	18.1
九龍					
油尖旺	18.1	50.0	10.9	20.6	26.3
深水埗	3.3	5.1	7.8	16.0	5.5
九龍城	13.8	1.5	10.4	5.2	8.9
黃大仙	2.9	0.1	2.6	1.8	1.9
觀塘	5.1	0.6	5.3	2.3	3.6
合計	43.2	57.2	37.1	46.0	46.3
新界					
葵青	3.3	0.8	20.1	4.0	6.2
荃灣	1.1	3.8	5.3	3.5	2.9
屯門	1.5	1.3	4.0	2.4	2.0
元朗	3.7	20.4	11.8	7.5	10.7
北區	0.4	0.1	1.2	1.3	0.5
大埔	1.3	0.2	1.3	1.7	1.0
沙田	4.1	0.3	0.6	2.0	2.1
西貢	4.2	1.4	5.4	5.5	3.7
離島	11.7	1.4	3.5	6.3	6.5
合計	31.2	29.6	53.2	34.2	35.6
陸上合計	100.0	100.0	100.0	100.0	100.0

2.VII 南亞裔人士貧窮情況明顯

- 《2016年香港少數族裔人士貧窮情況報告》，按族群分析2016年政策介入前49 400名少數族裔貧窮人口當中，逾四成（40.6%）是南亞裔，而巴基斯坦人更佔少數族裔貧窮人口約五分之一（20.2%）。值得注意的是，少數族裔在職貧窮情況普遍，當中少數族裔貧窮人口有64.7%來自在職住戶，比例高於全港貧窮人口的50.3%。有關情況以南亞裔更為明顯，約八成巴基斯坦及尼泊爾貧窮人口居於在職住戶。
- 在各少數族裔中南亞裔的貧窮情況最為明顯，2016年全港人口的貧窮率為19.9%，少數族裔的貧窮率為19.4%，而南亞裔的貧窮率則高達25.7%。

2016年政策介入前少數族裔貧窮人口及貧窮率，按選定族群劃分



第 3 章：南亞裔人士面對的困難與建議

從前章的數據中我們可以看出，雖然不少南亞裔人士在港已居住一段頗長時間，惟至今在社會生活等各方面均較本地華人為弱勢。當中，南亞裔人士在教育、就業、社會融入與歧視、使用公共服務等範疇上面對著不少困難。以下就上述發現的困難作詳細的描述，以及提出解決建議。

3.1 教育

本港南亞裔的孩子，通常在特區政府開辦的中、小學就讀；教育局一般稱他們為非華語（Non-Chinese Speaking）學生。在 2017/2018 年度，接受公營及直資中小學教育的非華語學生人數已經達到 17,516 人，較 2014/2015 年度 14,714 人增加了約三千人。

教育相關困難：

問題一：非華語學生進入本地大學比率低

不過，非華語學生在公開試的表現一般。在 2016 年，有 1,046 名在公營及直資學校唸書的中六級非華語學生報考中學文憑試，當中 320 人(30.6%)符合教資會資助學士學位課程的一般入學要求，並有 224 名(21.4%)經大學聯合招生辦法(聯招)獲院校取錄，非華語學生透過大學聯合招生辦法獲得取錄的比率遠遜整體數字²。

另外，政府自 2010 年起容許少數族裔學生報考國際中文科考試，並以這些「其他中國語文成績」(例如英國「綜合中等教育證書」(GCSE)、國際普通中學教育文憑 (IGCSE)、普通教育文憑試 (GCE) 高級補充程度 (AS-Level) 及高級程度 (A-Level) 的中國語文科考試)，替代中學文憑試的中文科成績，用來報考大學。然而，各大專院校未有為此制訂清晰的成績換算機制，只簡單定出收生門檻成績，令非華語學生無法如報考文憑試全科的學生般，按照往績估算入學機會。

問題二：未有專門針對非華語學生的公開試

²在 2016 年，有 66 874 名考生參加香港中學文憑考試(文憑試)，當中 24 557 人(36.7%)符合大學教育資助委員會(教資會)資助學士學位課程的一般入學要求，並有 23 318 人(34.9%)通過大學聯合招生辦法(聯招)獲得取錄修讀專上課程。

值得注意的是，在這 1,046 人當中，只有約一成報考文憑試中國語文科，其他大多是報考了「其他認可中國語文資歷」³。目前，本港的公共教育系統沒有專門為非華語少數族裔學生提供的公開考試。近七成的少數族裔學生報考 GCSE 而非香港中學教育文憑的中文科考試。不過，GCSE 的中文科考試只等同於本港小學二至三年級程度，而且其課程內容與香港本地環境脫節，不符合本港學生的需要。某程度上，採納外地考試成績作為少數族裔中文水平資歷的方式對非華語學生來說亦非理想，不利於他們融入社會。

問題三：「學習架構」難以符合非華語學生的學習需要

回歸後教育局的教學言語政策由中英雙語改為母語教學為主，這個政策最大問題是假設了所有學童的母語也是中文，引致一般學校在無論是教材、教學語言、學校資源、甚至教授中文課的層面上都沒有照顧到少數族裔學童。

有見及此，教育局由 2014-2015 學年起，在中小學為非華語學生提供中國語文課程第二語言學習架構（「學習架構」⁴），特別設計教學材料和評估工具。據教育局表示，「學習架構從第二語言學習者的角度出發，有系統地列出不同學習層階的學習目標和預期學習成果，從而掌握非華語學生的學習進度。教師可按此訂定循序漸進的學習目標、學習進度及預期學習成果，幫助非華語學生透過「小步子」的方式學習，提高學習效能。」

不過，過往有教師批評教育局將訂立學生學習目標及預期學習成果的責任交予前線教師，卻未有提供足夠指引，讓教師知道如何為學生設定學習目標，並判斷學生何時和如何融入主流課堂。

加上教育局未有非華語學生提供經調整的中文課本和教材，要求教師自行為非華語學生設計中文課程。教師擁有的是教學技巧和學科知識，而課程設計則是另一門專業，教育局認為課程設計與教育相關便將之直接交予前線教師處理，絕對是人手錯配，並大大削弱非華語學生學習中文的成效。

³ 在這 1 046 名非華語學生當中，116 人應考文憑試中國語文科。

⁴ 據教育局通告第 8/2014 號，「學習架構」從第二語言學習者的角度出發，清楚列載不同學習層階的預期學習表現，教師可按此訂定循序漸進的學習目標、進程及預期學習成果，幫助非華語學生透過小步子的方式學習，提高學習效能。我們並會輔以教學示例、評估工具和學習材料，讓中文教師因應非華語學生的學習特點，有系統地按需要調適中文課程，由淺入深，幫助非華語學生解決學習中文作為第二語言時面對的困難。同時師生可按「學習架構」共建適切的學習目標及進展期望，以期促成非華語學生盡早銜接主流課堂。

換言之，學校不應劃一為取錄的非華語學生預設一個內容較淺易的中文課程。「學習架構」是根據課程的學習目標和學習重點擬定學生的預期學習表現，可作為評估學習成效的依據。因此，在沒有一個預設內容較淺易的中文課程和公開考試的大前提下，「學習架構」在施教時屬學習中文作為第二語言的課程。

值得留意是，「學習架構」設定的課程框架是參考現有中文課程，把一個大的課程，拆分為較小的課程目標。所以，「學習架構」並非為一個預設內容較淺易的中文課程和公開考試，最終目標也是應考香港中學文憑試。換言之，在政策目標上，教育局希望非華語學生與華語學生在中文公開試上「同場作試」，這自然導致非華語生極低的報考人數，以及慘不忍睹的合格率。

問題四：針對非華語學生的支援不足

現時政府為取錄10名或以上非華語學生的學校，提供 80 至 150 萬元的額外津貼⁵，讓學校聘請教職員、或採取適切的教學策略，協助非華語學生盡早銜接主流中文課堂。然而，教育局並未就津貼用途提供指引或建議，讓學校知悉如何為非華語學生提供各種有效的支援，部份學校甚至運用津貼於並不是針對非華語學生的項目，使津貼未能發揮其實際作用。

另外，取錄十名以下非華語學生的學校，津貼額僅得 5 萬元，學校更要主動申請才有資助。但另一方面，錄取91名或以上非華語學生的學校能獲取150 萬元的津貼的上限，但即使學校錄取更多非華語學生，同樣只有150 萬元的津貼。由於少數族裔聚居的集中性，部份地區的學校收取的學生以非華語學生為主，但卻得不到更多的支援，變相令學校的資源相對不足，學校也難以安排抽離班、平衡班，或是購買其他服務來照顧非華語學生的學習差異和需要。

教育相關建議：

建議一：為非華語學生設立「中文第二語言課程」

教育局應為非華語學生制訂專門的「中文第二語言課程」，將其定義為內容較淺易並適合非華語學生的中文課程，與香港中學文憑試中文科脫鉤，並配合專屬的公開考試，以提升學生的中文能力及課程的實用性。同時，教育局因應上述課程改革，委派專家設計一套課程目標、教材、教學法、評估方法等，提升學生的中文聽、說、讀、寫能力。

⁵ 由 2014/15 學年開始，取錄 10 名或以上非華語學生的公營學校及提供本地課程的直資學校，每學年可獲提供的額外撥款如下：

非華語學生數目	每年額外撥款(元)
10 - 25	80 萬
26 - 50	95 萬
51 - 75	110 萬
76 - 90	125 萬
91 或以上	150 萬

註：根據教育局措施，取錄 9 名或以下非華語學生的學校，需自行申請每年 5 萬元資助。

建議二：設立非華語學生專門的中文公開考試

在設置了一個專為非華語學生而設的「中文第二語言課程」後，教育局應設置相應的公開考試，以使評量與學習能夠互相配合，並制定相關的等級描述，以客觀評量學生的中文學習水平及成果。同時，學生在公開考試的表現，更可作為優化課程框架及內容的參考依據。

另外，教育局應與八所大學教育資助委員會（教資會）資助的大學共同制訂非華語學生的錄取標準（在中文水平方面的要求），按每個合資格非華語學生個案，彈性處理有關中國語文成績方面的要求，並推動僱主與教育機構對上述公開考試的承認，提升考試的社會認受性。

建議三：檢視對取錄非華語學生學校的支援

教育局應檢視對取錄非華語學生學校的支援，例如因應學校取錄非華語學生人數適當調整津貼，確保所有學校都有足夠資源為非華語學生提供抽離班、平行班，或其他共融學習計劃，以改善非華語學生的中文學習。

另外，儘管現時部份學校會向非華語學生提供的課後中文延展學習活動或補習班，但相關活動並不是每間學校均有提供，活動內容與地點亦不一定符合學生的個別需要。我們建議政府當局委聘不同機構提供課後補習班，以便為非華語學生提供更多選擇並增加課程靈活性，讓他們能選擇最適合自己的上課地點，以期提高學生的興趣及參與動力。

至於幼稚園方面，除了為學校提供津貼聘請教師、加強培訓師資及制訂非華語學生專用教材外，教育局應協助幼稚園應付非華語生相關的行政工作，例如制作中英文版本的通告、英文的幼稚園簡介資訊、口頭或簡單書面翻譯等，以確保有效及準確的溝通，促進家校合作。同時，教育局應確保幼稚園為所有兒童設立公平的收生機制，並為尋找幼稚園學位時遇到困難的非華語兒童提供協助。

建議四：為教授非華語學生的教師提供專門培訓

非華語學生學習中文面對不少困難，而且和華人學生的學習困難有不少分別，教授他們中文的教師需要針對他們的需要針對性提供協助。為使更多在職教師接受教授非華語學生的專業培訓，政府可參照其在推動教師照顧有特殊教育需要學生的培訓安排，設立三層系統培訓（基礎、高級、專題課程），並訂下明確目標。取錄了非華語學生的學校必須在一個限期前，有一定比例教師接受相關教學培訓，除中文教師外，對象亦應包括其他學科的教師。

另外，為加強準教師對教導非華語學生學習中文的能力，建議香港教育學院（教院）為準教師提供在教授非華語學生方面的課程，並將課程納入師範課程的必修

科，提升準教師對非華語學生學習中文的特點的認識、教學策略和技巧。

3.11 就業

雖然政府未有發布官方的少數族裔人士整體失業數字，但過去相關研究均證實南亞裔人士的失業率高於本港平均水平。例如《2016 年香港少數族裔人士貧窮情況報告》顯示，巴基斯坦和尼泊爾貧窮人口(政策介入前)的失業率(分別為 18.7% 及 17.9%)略高於整體貧窮人口的失業率(16.6%)，南亞裔在職人士的兼職/就業不足比例相對較高，亦是導致其收入有限的原因之一。

就業相關困難：

問題一：中文程度不足

平等機會委員會(平機會)的研究指出，找工作是少數族裔人士在港面對的主要困難之一，而中文程度不足是一個主因。本港以粵語為主，大部分職業均要求員工具基本的中文聽、說、讀、寫能力。而南亞裔人士中文能力弱，大多未能符合中文語文能力的入職要求，這成為他們求職的主要障礙。

問題二：學歷不獲承認

現時南亞或東南亞地區大學獲取學位的南亞裔人士，學位通常不獲本地僱主承認，他們需向香港學術及職業資歷評審局申請，評估其學歷是否達到本港某一資歷標準，一般用途的學歷評估費用為 2,545 元，費用高昂，對低收入的少數族裔人士乃一大負擔，最終不得不選擇與其資歷不相稱的工作。

儘管關愛基金已推出為期 3 年的「資助持有非本地學歷人士進行學歷評估」計劃，資助有經濟需要的人士進行學歷評估，但受助對象只包括領取特定資助計劃的人士⁶，很多南亞裔人士均不符合申請資格。據關愛基金資料顯示，截至 2018 年 3 月 31 日，計劃受惠人數只有 27 人。

問題三：勞工處就業服務未能切合少數族裔求職者需要

就支援少數族裔人士就業上，很多少數族裔求職人士仍然因語言隔閡而在使用勞工處的就業支援服務及求職時遇到困難，特別是勞工處轄下就業中心的前線人員

⁶ 計劃申請資格為通過下列任何一項特定資助計劃的住戶經濟審查並領取資助的申請人及／或其配偶：

- (1) 綜合社會保障援助計劃；或
- (2) 低收入在職家庭津貼計劃／在職家庭津貼計劃；或
- (3) 鼓勵就業交通津貼計劃；或
- (4) 學校書簿津貼計劃（只包括全額書簿津貼）；或
- (5) 幼稚園及幼兒中心學費減免計劃（包括全額、3/4 額學費減免）。

無法與少數族裔求職人士有效溝通。雖然勞工處設有特別為幫助少數族裔人士而設的特別櫃台及就業資訊角，但並非每一間就業中心均設有；而職位空缺一般只有中文版本，遇到少數族裔求職人士提出要求時才會獲安排傳譯服務；只有小部份就業中心聘有通曉少數族裔語言的就業助理，向少數族裔求職人士（特別是南亞裔求職人士）提供就業服務，這使少數族裔人士更難找工作。

另外，為協助少數族裔人士與移民就業，外國政府會向僱用相關人士的僱主提供就業津貼。例如加拿大魁北克省政府為移居該省 5 年以下，或「Visible Minority」⁷提供首次就業資助，以鼓勵僱主聘請他們，讓他們盡快融入社會。但本地勞工處過去未有針對性提供類似的資助計劃，本港的少數族裔人士往往難以尋找首份工作。

問題四：培訓課程未能針對少數族裔求職者的需要

現時法定機構如僱員再培訓局（ERB）及建造業議會（CIC）都有為針對少數族裔人士而設的課程，但其種類及語言支援方面亦有不少改善空間。事實上，兩間法定機構提供的課程涵蓋範圍甚廣，但絕大部份的教材都以中文書寫及課堂以廣東話教授，只有少部份課程設有英語的課程。

就業相關建議：

建議一：優化勞工處求職支援服務

就勞工處現有求職支援服務，局方應作全面優化，包括：

- 加強勞工處職員的培訓，加深他們對少數族裔人士特定需要的了解；要求服務櫃台的就業中心職員主動向少數族裔求職者介紹傳譯服務，並於當眼處以多語貼出有關傳譯服務的資訊，方便不諳中英語的求職者。
- 要求各區每間就業中心均聘請最少一名全職少數族裔員工。
- 加強與各行各業聯繫，並制訂鼓勵僱主聘用少數族裔人士或增加少數族裔人士就業經驗的措施，例如實習、在職培訓及試工等各類包含資助的計劃。
- 設立以少數族裔語言提供的就業諮詢熱線，幫助他們理解勞工法例，令他們有正式渠道理解法例及自身權益，避免被無良僱主剝削。
- 要求每間就業中心均設有為少數族裔人士而設的特別櫃台及就業資訊角。
- 規定勞工處職位空缺通告都必須以中英書寫，若招聘的僱主無法提供英文資料，則由勞工處代為翻譯。

建議二：設立少數族裔就業科

建議成立勞工處少數族裔就業科，從就業配套、僱主網絡、就業輔導等提供全套

⁷ In Canada, The Employment Equity Act defines visible minorities as "persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour". The visible minority population consists mainly of the following groups: South Asian, Chinese, Black, Filipino, Latin American, Arab, Southeast Asian, West Asian, Korean and Japanese.

服務，並就少數族裔就業問題進行研究，定期發布包括各族群失業率、就業模式等資料，了解他們的需要與困難，從而制定相應措施，以解決少數族裔失業高企、就業不足及就業貧窮等問題。

建議三：設立專門的少數族裔就業中心

建議參考「青年就業起點」資源中心的模式，在各區設立專門的少數族裔就業中心，以一條龍的方式為少數族裔人士提供就業相關支援服務，包括職業搜尋、製作求職信及履歷表、提升面試技巧，開辦職業技能相關的講座或工作坊，並提供擇業指導及專業就業輔導服務，以協助少數族裔人士提升就業能力。同時，中心亦提供自僱或創業相關的培訓或支援，以協助他們在本港持續發展。

建議四：設立「少數族裔就業資助計劃」

早前公佈的《財政預算案》預留了五億元以加強支援少數族裔人士的工作，建議參考外國的經驗，設立「少數族裔就業資助計劃」。透過勞工處、僱主和服務機構(例如 NGOs)的通力合作，鼓勵僱主聘用少數族裔僱員，並提升少數族裔僱員的職場能力。計劃內容具體如下：

- (1) 由服務機構向參加者提供職前培訓課程、職業輔導、擇業導向、個案管理及就業支援服務，並與勞工處合作為參加者提供職位；
- (2) 僱主提供就業職位，提供最多六個月的補助金，鼓勵僱主聘用少數族裔人士，期間參加者會接受由僱主提供的在職培訓；服務機構則負責提供職場技能培訓，例如職場中文培訓、中文打字及文書行政課程等；
- (3) 服務機構向參加者提供就業後跟進服務，幫助僱主認識少數族裔人士的文化，也協助少數族裔人士盡快適應及投入工作。

建議五：設立「一帶一路」就業資訊平台

近年國家提出「一帶一路」倡議，勢將帶動內地及區內經濟發展，帶來龐大商機。不少少數族裔既認識香港，又懂得沿線國家的語言、文化和行為守則，可助本港企業開拓這些市場。僱主若能善用少數族裔在文化及血緣上的優勢，就更能提升香港的競爭力。另一方面，少數族裔亦可得到工作機會，盡展所長，絕對是雙贏局面。

建議有關當局設立「一帶一路」就業資訊平台，以方便少數族裔尋找一帶一路相關的就業職位，並加強對他們的就業支援。當中設立「職位搜尋」、「就業資訊」和「交流區」三部份。「職位搜尋」部分協助求職者尋找合適的職位空缺。「就業資訊」向求職者提供「一帶一路」國家工作的相關資訊，例如就業概覽、主要行業、入境指引及工作簽證申請程序等。「交流區」是一個留言板供瀏覽人士提出與就業相關的問題，輔以涵蓋各範疇的常見問題。

建議六：資助持非本地學歷人士進行學歷評估

鑑於現行「資助持有非本地學歷人士進行學歷評估」計劃成效不彰，建議政府擴展計劃至所有有經濟需要的人士，並設立簡單的申請機制，鼓勵更多高學歷的少數族裔人士進行學歷評估，令他們可以人盡其才。

另外，近年不同國家及跨地區資歷架構的發展快速，香港亦日益需要建立及增強與海外資歷架構當局的合作，探討不同行業認可資歷與本地及海外資歷接軌的可行性。我們希望局方加快資歷架構的國際化，推動更多地區的資歷互認，特別是南亞國家，讓更多在外地獲取資歷的少數族裔人士能獲得本地承認。

建議七：提高成人中文課程認受性

現時本港主要由僱員再培訓局、民政署轄下的少數族裔人士地區服務支援中心、專上學院等機構推行政府資助的中文課程，但是這些機構大多只提供初學者水平的課程，大部份沒有與職業掛鉤，對提升學員受聘能力幫助有限。政府應針對少數族裔的就業情況提供職業中文及廣東話課程，並推出更多與職業掛鉤的中文課程，並將之納入資歷架構內，以協助少數族裔人士取得足以應付工作需要的實用中文程度。

建議八：放寬少數族裔人士投考公務員的中文入職要求

政府應發揮帶頭角色，就各政策局和部門職位空缺的入職語文要求作出定期而詳盡的檢視，除了在工作上的必需外，應進一步放寬對少數族裔人士的中國語文方面的入職要求；同時，局方應鼓勵更多資助機構或公營機構放寬中國語文方面的入職要求，聘請更多少數族裔人士。

3. III 使用公共服務的障礙

2010年政制及內地事務局發出《促進種族平等行政指引》（簡稱《指引》），為相關政府決策局、部門及公共機構提供指導，以在各有關主要範疇促進種族平等和確保公眾有平等機會獲得公共服務，並在制訂、推行和檢討有關政策及措施時，作出這方面的考慮。《指引》涵蓋與照顧少數族裔人士的特別需要及協助他們融入社會相關的主要公共服務，分別是醫療、教育、職業訓練、就業及主要社區服務。

相關政府部門和公營機構近年積極改善為少數族裔提供的服務，部分服務更是在



沒有新增資源的情況下增加。然而，過去有研究⁸亦指出相關政府部門和機構在促進社會融合、了解少數族裔的需要、服務宣傳、翻譯和傳譯服務，以及與少數族裔建立長期的互信關係等方面，仍有改善空間。

使用公共服務的困難：

儘管政府已推出《指引》以保障少數族裔人士有平等機會獲得公共服務。可惜《指引》只屬自願性質，因此只有二十三個政府部門接納《指引》，可惜大部份也沒有按照《指引》制訂與少數族裔人士需要相關的政策及措施，亦極少諮詢少數族裔持份者的意見。

而政制及內地事務局未能成功協調及監管《指引》在各政府部門的執行情況，亦沒有定期蒐集及向公眾公布有關資料。加上《指引》用字又相當抽象及概括，執行亦欠缺監管或指標，以致少數族裔人士至今在使用公共服務上仍遇到很大的障礙。

即使部份政府部門有訂定措施，但前線同工在提供服務時，極少主動向使用者提供傳譯及翻譯等服務，少數族裔人士在獲取政府服務上仍面對不少困難。

再者，現時各政府部門普遍未有系統性收集少數族裔人士使用公共服務的數據，社會無法知悉相關服務的使用情況、成效以及使用者對服務的滿意程度，這有礙相關服務的改善與提升。

另外，據「少數族裔對公共服務的認知和滿意程度研究」顯示，不少少數族裔人士均無使用勞工處、社會福利署、僱員再培訓局及民政事務總署四項主要公共服務，主要由於現時他們在使用公共服務上遇到很大障礙，例如部份公共服務提供者未能完全以英語與他們溝通。

除了語言障礙外，少數族裔人士普遍對公期服務的認知度偏低，他們並不知道他們有權使用公共服務或並無使用公共服務的意識，部份原因在於他們在家鄉沒有使用公共服務的習慣，而政府相關的宣傳亦不足，這反映相關政府部門和機構在促進社會融合、了解少數族裔人士的需要、服務宣傳、翻譯和傳譯服務，以及與少數族裔人士建立長期的互信關係等方面，仍有改善空間。

使用公共服務相關建議：

建議一：檢討《促進種族平等行政指引》的落實情況

為加強政府內部協作支援少數族裔人士，政府於 2018-19 年度財政預算案宣布將成立專責督導委員會，由政務司司長作主席，全力統籌、檢視及監察有關工作。

⁸ 扶貧委員會，「少數族裔對公共服務的認知和滿意程度研究」報告，2018 年 3 月 12 日

我們認為，委員會首要工作是檢討《促進種族平等行政指引》的落實，並協調及監管各政策局及政府部門落實指引的情況，包括：

- 要求各主管當局每年提交報告，並制定落實指標，以檢討現行政策能否達致「促進種族平等和確保公眾有平等機會獲得公共服務」的目的。
- 為收集資料訂立指引，確保收集及使用相關種族資料時，必須以消除歧視或促進種族平等為目的，並以此為原則有系統地收集和分析少數族裔服務使用者的數據。
- 明確要求提供公共服務的部門積極制訂及公佈便利少數族裔人士使用公共服務的服務承諾，例如傳譯服務的安排時間及提供少數族裔語言的單張或範例表格等。
- 明確要求政府部門在作出涉及少數族裔人士事宜的政策或服務安排時，需要時應向平等機會委員會、民政事務總署下的促進種族和諧委員會、少數族裔人士論壇及少數族裔的團體諮詢意見。

建議二：優化醫療服務

由於語言障礙、傳譯服務及社區外展服務不足等原因，不少少數族裔都會因語言障礙及文化差異等問題而諱疾忌醫。建議局方優化醫管局轄下公立醫院及診所的傳譯服務，並研究安排女性醫務人員為有需要的非華語女性提供醫療服務，以及於公營醫院或母嬰健康院設立櫃台，向非華語女性提供醫療資訊。

同時，我們建議政府加強針對少數族裔人士需要的健康教育工作，提供足夠的保健資訊和常識，同時可透過他們社群內的領袖或團體發放有關訊息，提高他們對自身健康的關注，懂得如何預防疾病及管理健康。

建議三：發展系統及專業的公營服務傳譯及翻譯服務

由於傳譯及翻譯涉及高度的專業性，建議政府發展有系統及專業的公營服務傳譯及翻譯服務，包括為傳譯員提供專業培訓及資歷認可，確保社區傳譯、醫療傳譯及法庭傳譯的質素，訂立傳譯員的專業守則及語言能力要求。

同時，根據外國經驗，政府部門制訂全面的「使用傳譯服務」的指引。即使服務使用者表示不需傳譯服務，前線員工也會先了解拒絕的原因，是誤會服務要收費、是考慮到性別的問題、抑或真正沒有需要。

另外，當局亦可運用科技，開發手機應用程式，提供簡單的傳譯及公共服務的資訊，建立公共服務預約平台等，減少語言不通對少數族裔人士構成的障礙。



建議四：加強公務員文化敏感度培訓

由於大部份前線公務員對種族與文化的敏感度不足，我們建議各政府部門及政府資助服務的前線同工，必須認識少數族裔人士的特色及需要的培訓，以提升對種族與文化的敏感度。

3.IV 社會融入與歧視

許多在香港出生或久居香港的南亞裔人士視香港為他們的家，而本地華人也普遍接受南亞裔人士為香港社會的一部分，與大多數港人享受同樣基本法保障的權利。

社會融入與歧視相關困難：

但事實上，部份南亞裔人士在多方面都面對歧視，例如教育(包括入學、學習、升學)、就業、面對政府行使職權(如警權)、出入境、獲取公共服務(醫療、勞工處的職業配對服務)以至開銀行戶口、租屋等各方面均可能受到不平等待遇，甚至在一般社交或公共交通工具亦因膚色、語言、衣著被歧視。

《種族歧視條例》於 2008 年制定、2009 年生效。條例保障任何人士不會基於其種族而遭到歧視、騷擾及中傷。根據《種族歧視條例》，平機會獲賦權確保《種族歧視條例》得以落實。自條例生效至 2017 年 9 月，平機會共收到 607 宗投訴。這些投訴當中以非僱傭範疇為主，大多涉及獲取貨品、設施及服務，例如在獲取銀行服務和租用房屋方面。條例生效至今 8 年，但種族歧視仍普遍存在，平機會的執法空間及力度仍相當有限。

社會融入與歧視相關建議：

建議一：盡快落實《種族歧視條例》的檢討工作

平機會在 2016 年 3 月就歧視條例檢討所提交的意見書載有多項建議，政制及內地事務局同意優先處理七項涉及《種族歧視條例》⁹的建議。就此，政府應盡快

⁹ 七項與《種族歧視條例》有關的檢討建議包括：

- (a)在《種族歧視條例》中，以禁止基於“有聯繫人士”的種族歧視和騷擾取代禁止基於“近親”的種族歧視和騷擾；
- (b)在《種族歧視條例》中提供保障，使人免因被當為某種族人士而遭直接種族歧視或騷擾；
- (c)在《性別歧視條例》(第 480 章)、《殘疾歧視條例》(第 484 章)及《種族歧視條例》中提供保障，使在共同工作間工作的人(如寄售專櫃員工)免受性別騷擾、種族騷擾及殘疾騷擾；
- (d)在《殘疾歧視條例》及《種族歧視條例》中提供保障，使服務提供者免受服務使用者的殘疾騷擾和種族騷擾；
- (e)在《殘疾歧視條例》及《種族歧視條例》中提供保障，使服務提供者在香港境外的香港註冊

落實有關的立法工作。

另外，少數族裔人士現時在銀行開戶、申領護照及證件、日常生活中購買貨品和服務等均遇到歧視情況，甚至經常在公共場所被警方無理截查。我們要求政府加強公眾教育，提高社會對種族平等的意識，並推動少數族裔人士認識其權益與相關投訴渠道。同時，政府應加強警員處理少數族裔事宜的培訓，並招募更多少數族裔人士作為前線警員作溝通橋樑。

建議二：為各級諮詢機構制訂委員少數族裔代表比例的指標

現時政府已就各級諮詢架構的女性比例制訂不少於 3 成的指標，2017-18 年度的施政報告亦提出委任更多 18 至 35 歲年輕人加入政府的諮詢架構，冀在今屆政府任內把年輕人佔委員會整體比例提升至 15%。建議政府參考上述做法，要求各級諮詢機構就委任少數族裔人士制訂指標，以在政策制定的較早階段吸納少數族裔人士的意見。

建議三：增加本地華人對南亞裔人士的瞭解

南亞裔人士在不同程度上都認識中國文化，特別是那些在本地受教育或長期居港的南亞裔人士。然而，大部分本地華人都不認識南亞裔人士的文化。在社會層面上，政府應增撥資源推動更多活動介紹南亞裔人士的文化，特別是在大量南亞裔人士聚居的地區和屋苑，借此增加華人對南亞裔人士的瞭解。例如可透過資助非政府機構舉行興趣班、嘉年華、南亞裔節慶活動等去促進文化交流。

建議四：宣揚多元文化社會

同時，政府應鼓勵少數族裔組織、非政府組織或私人機構合作，舉辦公眾教育活動，讓少數族裔人士與本地華人共同參與，以促進及傳遞有關種族融和的訊息，宣揚多元文化社會。此外，過往社區層面的活動通告和宣傳品大多以中文印製。為了鼓勵南亞裔港人參加這些活動，相關機構應提供以英文印製的宣傳品，以便利少數族裔人士獲取訊息。

建議五：舉辦「少數族裔高峰會」

參考「地方行政高峰會」或「青年高峰會」的模式，每年舉辦「少數族裔高峰會」，為少數族裔人士提供平台，讓他們就所關注的課題與政府官員及嘉賓交換意見。

飛機和船舶上免受服務使用者的殘疾騷擾和種族騷擾；

(f) 在《性別歧視條例》、《殘疾歧視條例》及《種族歧視條例》中提供保障，使租戶或分租戶免受佔用同一處所的另一租戶或分租戶的性騷擾、殘疾騷擾和種族騷擾；以及

(g) 廢除《性別歧視條例》、《家庭崗位歧視條例》（第 527 章）和《種族歧視條例》中規定判給間接歧視申索人賠償時要證明歧視意圖的條文。



模式上可經由少數族裔人士選出他們最關注的課題，在高峰會上作深入討論，邀請不同背景的少數族裔人士參與，並整理在高峰會議上收集到的意見轉交有關政策局參考與跟進。

建議六：成立少數族裔義工隊

香港是一個多元文化的社會，聚居了不同種族的人士。很多少數族裔人士均想透過參與義工服務貢獻社會，加快融入社區。建議當局資助各機構及政府部門成立少數族裔義工隊，鼓勵少數族裔人士參與社區活動，發揮各自的所長服務社會，並借此讓少數族裔與本地華人加強相互的認識，促進社區與種族共融。

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