



澳門明愛60周年系列活動 之

“攜手開拓 扶貧新路” 國際交流會議

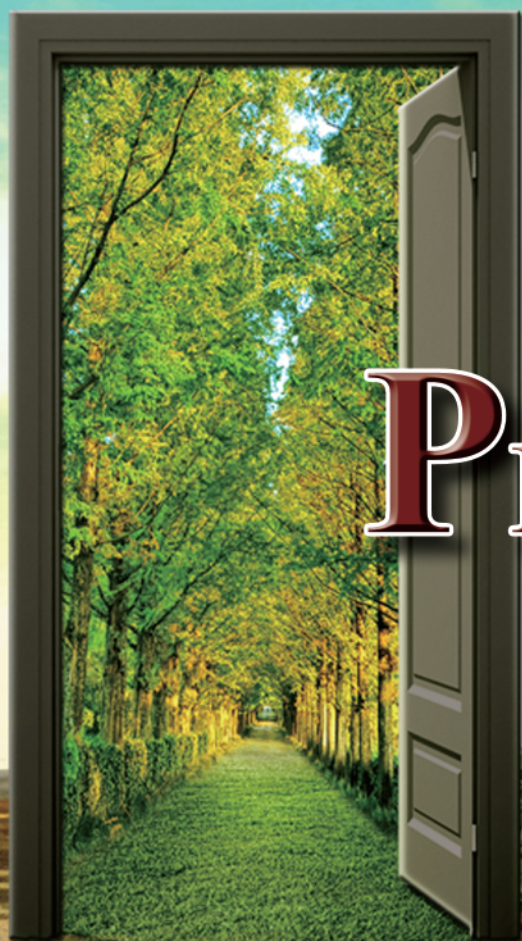
60th Anniversary Event of Caritas Macau

International Conference "Joining Hands to Identify New Roads for Poverty Alleviation"

8-10.12.2011 中國澳門 Macao, China

論文集

PROCEEDINGS



澳門明愛 60 周年系列活動之
“攜手開拓 扶貧新路” 國際交流會議
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of

60th Anniversary Event of Caritas Macau

International Conference

“Joining Hands to Identify New Roads for Poverty Alleviation”

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目 錄

Table of Contents

	Page
1. 序	
Preface -----	4
2. “攜手開拓 扶貧新路” 國際交流會議程序	
Programme of International Conference “Joining Hands to Identify New Roads for Poverty Alleviation” -----	6
3. 講者文稿	
Papers from Speakers -----	8-156
• K1 Mr. Ted Bruce	
貧窮不是不可避免的 – 加拿大的經驗	
Poverty is Not Inevitable - A Canadian Perspective -----	8
• K2 Mr. Michel Roy	
對抗貧窮與不公平以構建公義社會:教會與明愛的回應	
Struggling Against Poverty and Inequalities and Promoting Justice: What is the Church and Caritas Response -----	19
• K3 王建軍先生 Mr. Jianjun Wang	
中國殘疾人扶貧開發政策與實踐	
The Policy and Practice for the Development of Helping the Poor Disabled People in China ----	28
• A1 蕭楊輝博士 Dr. Philip Yeung-Fai Siu	
澳門之貧乏與扶貧政策	
Poverty and Strategies for Poverty Alleviation in Macau -----	37
• A2 Fr. Rocco Pairat Sriprasert	
為泰國邊緣社群包括愛滋病患者及街童的服務經驗分享	
The Work Programs for the Marginalized Groups in Thailand Especially the HIV Infectors and Homeless Children -----	40
• A3 陳世賢先生 Mr. Shih-Hsien Chen	
沒有圍牆的醫院	
A Hospital Without Walls - Taitung St. Mary's Hospital -----	43
• B1 陳美潔小姐 Ms. Maggie Mei-Kit Chan	
協助低收入家庭及群體脫貧的實務經驗及分享	
The Practical Experience in Helping the Low-Income Families and Groups to Overcome Poverty -----	46
• B2 Prof. Richard Wilkinson	
為何平等對每個人也會更好	
The Spirit Level: Why Equality is Better for Everyone -----	55
• C1 Dr. Allah Bakhsh Malik	
從全球角度探討跨領域合作扶貧	
Cross Sector Cooperation to Alleviate Poverty in a Global Perspective -----	61
• C2 徐月賓教授 Prof. Yuebin Xu	
改善中國農村貧困老人生活質素的有效策略	
Effective Strategies to Improve the Life Quality of the Rural Elderly in China -----	79
• C3 梁祖彬教授 Prof. Joe C.B. Leung	
如何幫助貧困人士增強在社會上的競爭力	
Effective Measures to Enhance the Poorest's Competitiveness in Society -----	89

• D1 施日莊先生 Mr. John Sayer 協助亞洲地區窮困人士自力更生 Helping the Poor to Become Self-Reliant in the Asian Context -----	95
• D2 陳文良先生 Mr. Wen-Liang Chen 為扶貧項目開展的籌募工作 Revisiting the Implication of Fundraising for the Poor -----	104
• D3 陳智川博士 Dr. Chi-Chuen Chan 貧窮與問題賭博的心理因素反思 The Psychology of Poverty and Problem Gambling -----	107
• D4 Dr. Benedict Alo D Rozario 為孟加拉邊緣社群尤其無助婦女提升尊嚴的發展項目 The Activities of Caritas Bangladesh for the Development of Dignity of the Marginalized Groups Especially the Helpless Women in Bangladesh -----	112
• E1 鄧玉華博士 Dr. Yuk-Wa Tang 澳門的貧窮問題與社會保障 Social Security and Poverty Problems in Macau -----	122
• E2 薛新姬教授 Prof. Xinya Xue 社會組織介入醫療扶貧社會工作的實踐與思考 Reflections on the Practice of Poverty Alleviation in Medical Sector -----	131
• E4 黃海珊小姐 Ms. Hoi-San Wong 內地山區助學服務新思維 Development for Support to Students in Remote Areas in China -----	146
• S1 黃珮琦小姐 Ms. Joanna Pui-Kei Wong 「明糧坊短期食物補助服務」的理念及經驗分享 The Concept and Experience of Short-Term Food Subsidy Scheme -----	151
• S2 何美華小姐 Ms. Mei-Va Ho 脫貧的見證 Witness for Combating Poverty -----	154
• S3 何國明先生 Mr. Kok-Meng Ho 脫貧的見證 Witness for Combating Poverty -----	156
4. 主持人簡介 Introductions of Moderators -----	157
5. 相片集 Photo Album -----	158
6. 新聞剪報 News Clipping -----	160

序

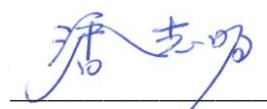


六十年前，耶穌會陸毅神父眼見當時大量內地難民湧入澳門，生活艱苦，本著扶助弱小之心，遂以岡頂為基地，開展慈善救濟工作，為生活貧困人士提供物質援助和社會服務，這是澳門明愛的起源。陸毅神父的默默耕耘，加上員工及義工們一直堅守仁愛信念，努力不懈為澳門社區服務，時至今日，澳門明愛的服務範疇遍及安老、復康、家庭、幼兒、青少年、教育、熱線輔導、更生人士、露宿者、勞工、文化推廣以至助養等眾多領域。

澳門雖然逐步走出貧窮，但貧富懸殊卻隨著整體社會經濟的富裕而日益加遽。在豐盛的物質生活下，許多人心靈空虛，另一邊廂，貧困家庭屈居於斗室，足襟見肘；繁榮的背後，潛藏著各種各樣的社會問題和挑戰。2011年12月8日是澳門明愛成立六十周年的日子，為紀念月前辭世的陸毅神父一生對社會所作的貢獻，澳門明愛特別主辦並由澳門社工學院協辦「攜手開拓 扶貧新路」國際交流會議，共同探索對抗貧窮的新方向和有效策略。

這論文集收錄了來自各地的專家學者在會議上發表的演說文章，供關心貧窮問題和弱勢群體生活狀況的人士，尤其社會服務界同工閱覽、參考。期望透過具實務智慧的經驗分享及學術交流，啟發我們的視野和能量，在扶貧路上攜手同行，發展社會公義。

澳門明愛總幹事



潘志明

Preface

Sixty years ago, Father Luis Ruiz Suarez, S.J. witnessed the influx of Mainland refugees into Macau and they were difficult to earn a living. Driven by the mission of helping the underprivileged, he made use of Largo de Santo Agostinho as base and started off charitable relief work by providing tangible assistance and social services to people living in poverty. This was the origin of Caritas Macau. The perseverance of Fr. Luis, along with the benevolence upheld by dedicated staff and volunteers, brought forth impetus to serving the Macau society laboriously. Today, Caritas Macau covers a wide spectrum of social services respectively on elderly, disability, family, children, youth, education, hotline counseling, ex-offenders, street sleepers, laborers, cultural promotion and child sponsorship.



Macau has gradually stepped out of poverty but the disparity between the rich and the poor has rapidly widened alongside the affluence in economy of the entire society. On one hand, many people feel vacuous despite enjoying a luxuriously materialistic life. On the other hand, poor families are living in overcrowded condition and feeling sad all the days. Various social problems and challenges are breeding behind the prosperity. The Eighth of December 2011 was the 60th anniversary of the establishment of Caritas Macau. In order to commemorate the lifelong devotion of Fr. Luis who passed away recently, the International Conference “Joining Hands to Identify New Roads for Poverty Alleviation” was hosted by Caritas Macau and co-organized by Macau Institute of Social Work with an aim to explore innovative ways and effective strategies for combating poverty.

This proceedings collects the papers presented at the International Conference by experts and scholars coming from different parts of the world, for perusal and reference of those who are concerned with the poverty issue and living situation of vulnerable groups, especially colleagues of the social service sector. Through experience sharing and academic exchange of the practice wisdom, it is anticipated that our vision and momentum would be inspired. Let us work hand in hand for the agenda of poverty alleviation and for the development of social justice.

A handwritten signature in blue ink, appearing to read 'Paul Pun', followed by a long, sweeping horizontal line.

Paul Pun, Chi Meng
Secretary-General
Caritas Macau

“攜手開拓 扶貧新路” 國際交流會議程序

Programme of International Conference “Joining Hands to Identify New Roads for Poverty Alleviation”

二零一一年十二月八日 8th December 2011

時 間 Time		題 目 Topic	講者 / 主持人 Speakers / Moderators
由 From	至 To		
上午 9:00 9:00 a.m.	上午 9:30 9:30 a.m.	註 冊 Registration	
上午 9:30 9:30 a.m.	上午 10:00 10:00 a.m.	30 分鐘 30 min	澳門明愛六十周年誌慶暨國際交流會議開幕禮 The Celebration of Caritas Macau 60th Anniversary and Opening Ceremony of International Conference
上午 10:00 10:00 a.m.	中午 12:30 12:30 p.m.	專題演說主持人: Moderator of Keynotes Session:	陳洪濤先生 Mr. Peter Chan 香港大學行為健康中心學人 Research Fellow, Centre of Behavioral Health, University of Hong Kong 北京師範大學社會發展與公共政策學院榮譽教授 Honorary Professor, School of Social Development and Public Policy, Beijing Normal University
		45 分鐘 45 min	演說 / Presentation K1: 貧窮不是不可避免的 - 加拿大的經驗 Poverty is Not Inevitable - A Canadian Perspective
		15 分鐘 15 min	小 休 Tea Break
		40 分鐘 40 min	演說 / Presentation K2: 對抗貧窮與不公平以構建公義社會:教會與明愛的回應 Struggling Against Poverty and Inequalities and Promoting Justice: What is the Church and Caritas Response
		40 分鐘 40 min	演說 / Presentation K3: 中國殘疾人扶貧開發政策與實踐 The Policy and Practice for the Development of Helping the Poor Disabled People in China
			王建軍 先生 Mr. Jianjun Wang 中國殘疾人聯合會扶貧辦主任 Director, Office of Poverty Alleviation, China Disabled Persons' Federation 中國肢殘人協會副主任 Vice-chairman, China Physically Handicapped Persons' Association
中午 12:30 12:30 p.m.	下午 2:15 2:15 p.m.		午 膳 Lunch Break
下午 2:15 2:15 p.m.	下午 3:45 3:45 p.m.	論壇 A 主持人: Moderator of Forum A:	馮偉 先生 Mr. Wai Fung 澳門社工學院主任 Supervisor, Macau Institute of Social Work
		25 分鐘 25 min	演說 / Presentation A1: 澳門之貧乏與扶貧政策 Poverty and Strategies for Poverty Alleviation in Macau
		25 分鐘 25 min	演說 / Presentation A2: 為泰國邊緣社群包括愛滋病患者及街童的服務經驗 分享 The Work Programs for the Marginalized Groups in Thailand Especially the HIV Infecteds and Homeless Children
		25 分鐘 25 min	演說 / Presentation A3: 沒有圍牆的醫院 A Hospital Without Walls - Taitung St. Mary's Hospital
			討論 Discussion
下午 3:45 3:45 p.m.	下午 4:00 4:00 p.m.	15 分鐘 15 min	小 休 Tea Break
下午 4:00 4:00 p.m.	下午 5:30 5:30 p.m.	論壇 B 主持人: Moderator of Forum B:	林玉鳳 小姐 Ms. Agnes Iok-Fong Lam 澳門大學社會科學及人文學院傳播系助理教授兼 新聞與公共傳播課程主任 Assistant Professor and Interim Head of Department of Communication, Programme Coordinator of Bachelor of Journalism and Public Communication, Faculty of Social Sciences and Humanities, University of Macau
		25 分鐘 25 min	演說 / Presentation B1: 協助低收入家庭及群體脫貧的實務經驗及分享 The Practical Experience in Helping the Low-Income Families and Groups to Overcome Poverty
		50 分鐘 50 min	演說 / Presentation B2: 為何平等對每個人也會更好 The Spirit Level: Why Equality is Better for Everyone
			討論 Discussion

二零一一年十二月九日 9th December 2011

時間 Time			題 目 Topic	講者 / 主持人 Speakers / Moderators
由 From	至 To			
上午 9:15 9:15 a.m.	上午 11:00 11:00 a.m.		論壇 C 主持人: Moderator of Forum C:	賴偉良 博士 Dr. Dicky Wai-Leung Lai 澳門理工學院公共行政高等學校客座副教授 Associate Professor, School of Public Administration, Macao Polytechnic Institute
		40 分鐘 40 min	演說 / Presentation C1: 從全球角度探討跨領域合作扶貧 Cross Sector Cooperation to Alleviate Poverty in a Global Perspective	Dr. Allah Bakhsh Malik Secretary to the Government, Literacy and NF Basic Education Department at Government of Punjab Pakistan The Honorable Mention of the UNESCO Confucius Prize for Literacy Award Winner of 2011
		25 分鐘 25 min	演說 / Presentation C2: 改善中國農村貧困老人生活質素的有效策略 Effective Strategies to Improve the Life Quality of the Rural Elderly in China	徐月賓 教授 Prof. Yuebin Xu 北京師範大學社會發展與公共政策學院教授 Professor, School of Social Development and Public Policy, Beijing Normal University
		25 分鐘 25 min	演說 / Presentation C3: 如何幫助貧困人士增強在社會上的競爭力 Effective Measures to Enhance the Poorest's Competitiveness in Society	梁祖彬 教授 Prof. Joe C.B. Leung 香港大學社會工作及社會行政學系教授 Professor, Department of Social Work and Social Administration, The University of Hong Kong 社區投資共享基金副主席 Vice-chairperson, Community Investment Inclusion Fund
				討 論 Discussion
上午 11:00 11:00 a.m.	上午 11:15 11:15 a.m.	15 分鐘 15 min	小 休 Tea Break	
上午 11:15 11:15 a.m	中午 12:45 12:45 p.m.		論壇 D 主持人: Moderator of Forum D:	袁志海 先生 Mr. Philip Yuen 澳門明愛行政主任 Director of Administration, Caritas Macau
		25 分鐘 25 min	演說 / Presentation D1: 協助亞洲地區窮困人士自力更生 Helping the Poor to Become Self-Reliant in the Asian Context	施日莊 先生 Mr. John Sayer 香港樂施會總裁 Director General, Hong Kong Oxfam
		25 分鐘 25 min	演說 / Presentation D2: 為扶貧項目開展的籌募工作 Revisiting the Implication of Fundraising for the Poor	陳文良 先生 Mr. Wen-Liang Chen 中華社會福利聯合勸募協會副秘書長 Deputy Secretary General, United Way of Taiwan
		20 分鐘 20 min	演說 / Presentation D3: 貧窮與問題賭博的心理因素反思 The Psychology of Poverty and Problem Gambling	陳智川 博士 Dr. Chi-Chuen Chan 聖若瑟大學客座教授 Visiting Professor, University of Saint Joseph, Macau
		20 分鐘 20 min	演說 / Presentation D4: 為孟加拉邊緣社群尤其無助婦女提升尊嚴的發展項目 The Activities of Caritas Bangladesh for the Development of Dignity of the Marginalized Groups Especially the Helpless Women in Bangladesh	Dr. Benedict Alo D'Rozario 孟加拉明愛總幹事 Executive Director, Caritas Bangladesh
			討 論 Discussion	
中午 12:45 12:45 p.m.	下午 2:15 2:15 p.m.		午 膳 Lunch Break	
下午 2:15 2:15 p.m.	下午 4:00 4:00 p.m.		論壇 E 主持人: Moderator of Forum E:	劉先怡 先生 Mr. Shien-Yee Liu 台灣明愛會專員 Project Coordinator on China Concern, Caritas Taiwan
		25 分鐘 25 min	演說 / Presentation E1: 澳門的貧窮問題與社會保障 Social Security and Poverty Problems in Macau	鄧玉華 博士 Dr. Yuk-Wa Tang 澳門社會保障學會監事長 Chairman of the Supervisory Committee, Macau Social Security Society 澳門理工學院、澳門聖若瑟大學兼任講師 Visiting Professor, Macao Polytechnic Institute and University of Saint Joseph
		25 分鐘 25 min	演說 / Presentation E2: 社會組織介入醫療扶貧社會工作的實踐與思考 Reflections on the Practice of Poverty Alleviation in Medical Sector	薛新姪 教授 Prof. Xinya Xue 西北大學社會學與社會工作系教授 Professor, Department of Sociology and Social Work, Northwest University
		25 分鐘 25 min	演說 / Presentation E3: 綜援人士就業支援服務實踐經驗 Experience of Integrated Employment Assistance Scheme for the Comprehensive Social Security Assistance Applicants	仇建文 先生 Mr. Kin-Man Kau 香港基督教女青年會就業服務計劃經理 IEAS Manager, Hong Kong Young Women's Christian Association
		20 分鐘 20 min	演說 / Presentation E4: 內地山區助學服務新思維 Development for Support to Students in Remote Areas in China	黃海珊 小姐 Ms. Hoi-San Wong 澳門聖公會北區青年服務隊社會工作員 Social Worker, Macau Sheng Kung Hui North District Youth Service Team
			討 論 Discussion	
下午 4:00 4:00 p.m.	下午 4:15 4:15 p.m.	15 分鐘 15 min	小 休 Tea Break	
下午 4:15 4:15 p.m.	下午 5:00 5:00 p.m.		座談 主持人: Moderator of Seminar:	馮慧瑛 小姐 Ms. Emily Wai-Ying Fung 澳門明愛復康服務社工顧問 Social Work Consultant, Rehabilitation Service, Caritas Macau 香港自助組織發展中心董事 Director, Self-Help Development Centre, Hong Kong
		45 分鐘 45 min	議題 / Topic 脫貧的見證 Witness for Combating Poverty	黃珮琦 小姐 Ms. Joanna Pui-Kei Wong 澳門明愛家庭服務部及明耀坊-短期食物補助計劃主任 Service Supervisor, Family Service and Short-Term Food Subsidy Scheme, Caritas Macau
			何美華 小姐 Ms. Mei-Va Ho 何美華會計師事務所合夥人 Partner, HMV & Associates - Certified Public Accountant	
				何國明 先生 Mr. Kok-Meng Ho 澳門傷殘人士服務協進會行政秘書 Administrative Secretary, Macau Association of Support for the Disabled
下午 5:00 5:00 p.m.	下午 5:30 5:30 p.m.	30 分鐘 30 min	閉幕典禮 Closing Ceremony	

貧窮不是不可避免的 - 加拿大的經驗
Poverty is Not Inevitable - A Canadian Perspective

講者 Speaker :



Mr. Ted Bruce

*Co-Chair, the BC Poverty Reduction Coalition
Executive Director, Population Health with Vancouver
Coastal Health*

Overview of Presentation

There is little argument that society believes that poverty reduction is a worthwhile goal. Unfortunately creating the changes needed for poverty reduction is difficult especially given how difficult it is to create change in a highly complex system. And the systemic issues that create poverty are highly complex. Nonetheless, change is possible and poverty is not inevitable. This paper will provide an overview of the health sector's view on the importance of poverty reduction. This represents a "burning platform" or one of the most powerful arguments for poverty reduction to become a priority of governments and society at large. This overview will be followed by a discussion on why poverty is not inevitable and essentially present the "business case" for poverty reduction.

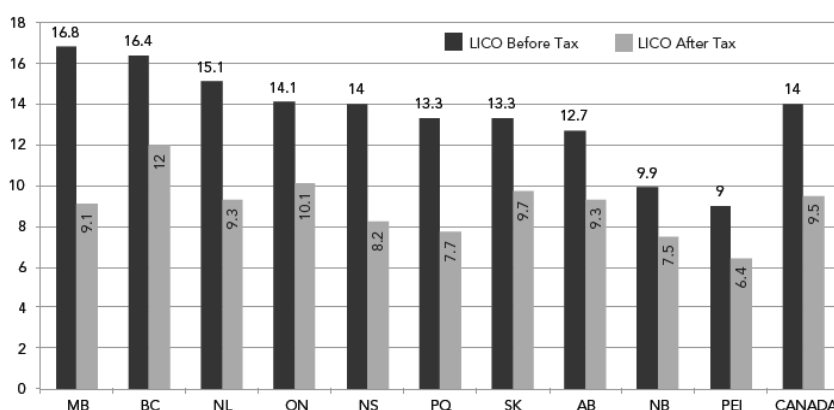
Because the scope of poverty reduction plans can be intimidating, the paper will conclude with some ideas for local action that can contribute to the broader aspects of a comprehensive poverty reduction plan. This is important as many of the broad policy initiatives that make up a comprehensive poverty reduction strategy require complex policy change and can seem to place poverty reduction beyond the means of local communities – it is not.

This presentation will focus on Canada and in particular the Province of British Columbia. Canada is a federal state with a complex division of powers. Although health and social policy in general rests with provincial governments, the federal government uses its powers, especially its spending powers, to create national policy in these areas. Local municipal governments also contribute within their jurisdiction to the policies that affect the health and well being of their citizens.

When talking about poverty in the Canadian and BC context, the question arises as to whether there is in fact “real” poverty in a rich and developed economy. The definition of poverty is important but there should be no mistake that there are individuals living at levels of subsistence poverty. There are many individuals who rely on food banks to avoid hunger, urban areas have significant numbers of homeless people and many of Canada’s indigenous people especially those living in rural and remote areas experience some extremely poor living conditions. As in most discussions of poverty, however, there is a broader definition of poverty that recognizes poverty is a situation of social and material deprivation. Two key components of this definition are a lack of resources and social isolation. The underlying concept is that a person is in poverty if they are unable to meet their basic needs through their participation in the social and economic life of a community.

In Canada, the formal measure of “poverty” is actually a low income cutoff. This cutoff is the point at which an individual or family spends a significantly greater portion of their income on basic food, shelter and clothing than is the average in the country. The cut offs are adjusted for location as costs differ across the country and for family size. While some criticize this measure as being a relative measure of low income and not a measure of poverty, an alternate measure that compares income to a necessary basket of goods and services results in a similar percentage of people in low income circumstances. This suggests that the low income cutoff measure is a valid measure of the percentage of people living in very straightened circumstances. An estimate of poverty rates in Canada using the low income cutoff definition is shown below. The table presents recent data on the level of child poverty in Canada and in each province as reflected in a report on child poverty produced by a poverty reduction advocacy group in Canada. As can be seen the province of BC has a high rate of child poverty.

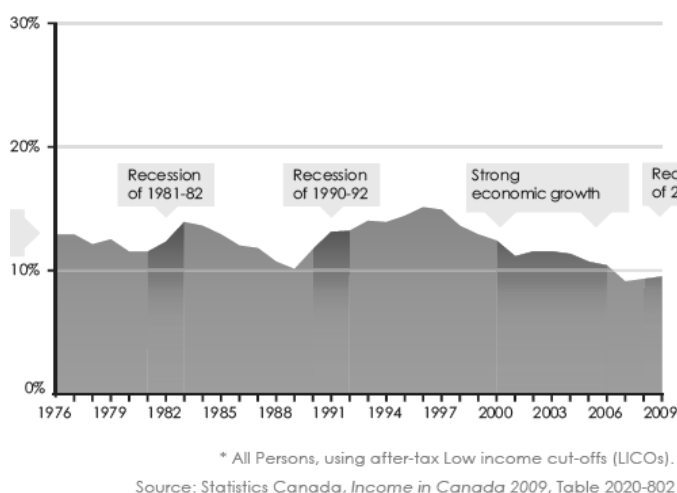
CHILD POVERTY RATES BY PROVINCE, 2009



Source: Statistics Canada, Income in Canada 2009, Table 802, Cat. no. 75-202-X

Poverty rates are obviously affected by the state of the economy with increases evident during periods of economic slowdown. The following chart shows the variations in poverty in relation to economic downturns. It is important to note however that even in good economic times there continues to be persistent and unacceptable level of low income within the population.

The State of the Economy Influences Poverty Trends in Canada



The final aspect to note about poverty and low income in Canada is the success Canada has had in reducing poverty among seniors. The following chart shows significant reduction in the poverty rate among seniors commencing in 1976. This can be attributed to some key national policies such as the national seniors' pension plan and income supplements. This trend in seniors poverty reinforces the point that will be made later in this paper – that poverty is not inevitable.

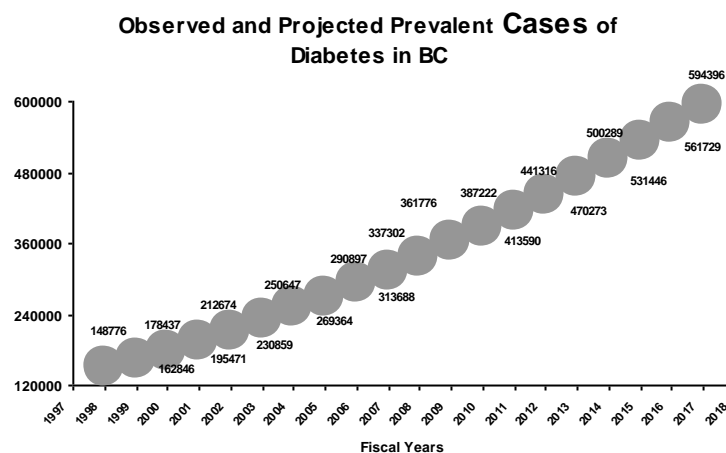
Seniors poverty rates steadily decline; poverty rates for other age groups fluctuate



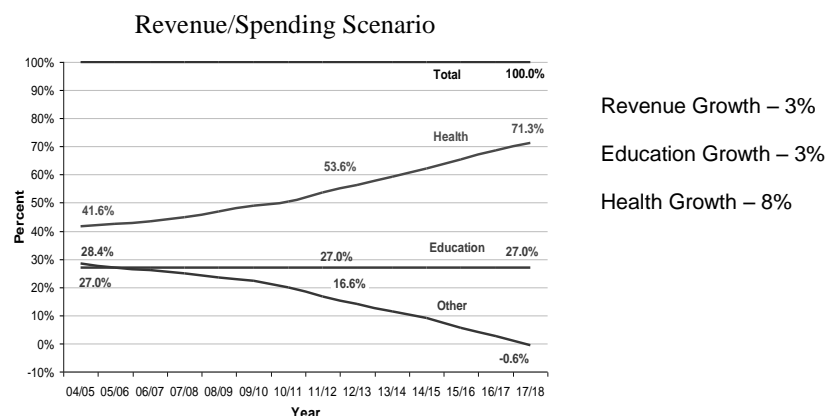
As noted earlier, if we are to motivate decision-makers and the public at large to make a commitment to poverty reduction, there needs to be a “burning platform” or a significant compelling argument to create change. The health care sector provides such an argument. It essentially has 3 elements:

- Chronic disease is increasingly drawing on societal resources
- The burden of chronic disease is born more heavily by people in low income
- Health inequity affects everyone in society

The burden of chronic disease in society is increasing. The chart below shows the observed and projected prevalence of diabetes cases in BC. These significant increases are due in part to an aging population and are to a degree the results of poor lifestyle among the population that has led to an increase in risk factors such as obesity. The same chronic disease increases can be shown for a range of conditions such as congestive heart failure and others.



The provincial government developed a hypothetical scenario to show the potential impact of increased chronic disease on the provincial budget. The table below is based on a projected growth in health care spending of 8% - a growth rate not atypical in health care. The scenario assumes that if the provincial economy grows at 3% a year and the provincial government provides increases of 3% a year for education and 8% a year for health care, the amount of funds available for all other public services will be ever more restricted. In other words, health care is drawing money away from other needed public services.



This is the first element of the “burning platform” for change. The second element is the notion that health care itself is not the largest contributor to population health. A Senate Committee in Canada estimated that the health care system contributes only about 25% to health outcomes. As we know, the social determinants of health play a much more important role in determining population health. These determinants include:

- Poverty and low income
- Early childhood experiences
- Exclusion and racism
- Literacy and education.

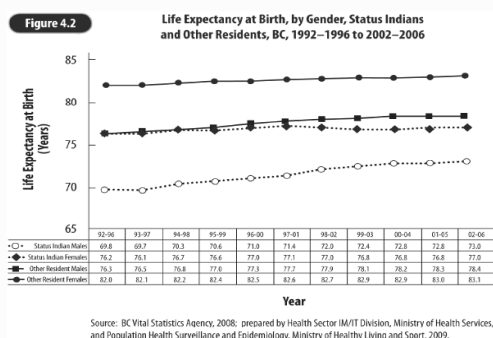
If health care consumes more of available public resources, there are less public funds available to support the policies and programs that can affect social determinants and improve population health outcomes. Dr. John Millar, a former BC Provincial Health Officer has characterized the scenario as follows:

- The burden of chronic disease is increasing
- This leads to increases in health care spending
- This means fewer public funds are available for other things
- This in terms means society is not achieving optimum population health
- This in turn reduces society’s productivity and competitiveness.

Another aspect of the health argument for poverty reduction comes from the fact that we know the burden of chronic disease is not equally distributed among the population. The following charts examine life expectancy within the Vancouver Coastal Health region and demonstrates a significant difference in life expectancy from the “healthiest” area to the least healthy. One specific population group that experiences considerable disparity in life expectancy is that of Canada’s indigenous population. The graph below shows the difference in life expectancy for Aboriginal people in British Columbia.

Disparities in Health Outcomes

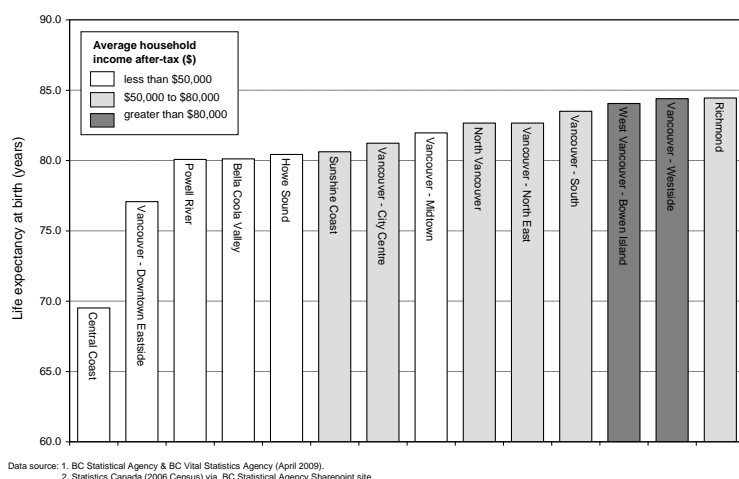
Life Expectancy by Local Health Area 2002–2006	
Richmond	84.81
West Vancouver & Bowen Island	84.06
Vancouver–West Side	84.06
South Vancouver	83.45
North Vancouver	82.55
Vancouver–North East	82.47
Vancouver–Midtown	81.82
Howe Sound	81.03
Sunshine Coast	81.01
Vancouver–City Centre	80.98
Powell River	79.09
Bella Coola Valley	76.44
Vancouver–Downtown Eastside	75.01
BC Average	80.92
Vancouver Coastal Health Region	82.40



It is also known that this disparity in health status is primarily related to socio-economic circumstances. This is evident when the Vancouver Coastal Health life expectancy variation is mapped against household income. As can be seen, there is a clear gradient in life expectancy related to socio-economic circumstances of the geographical area.

Life expectancy at birth (2004-2008) combined and average household income after-tax (\$) in 2005, by local health area

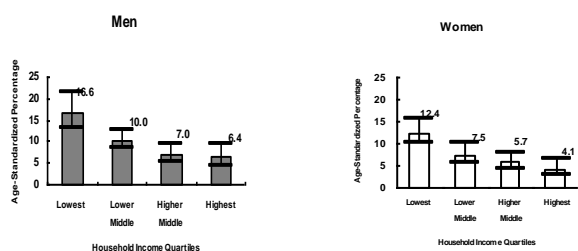
K 1



The health argument for poverty reduction stresses that although health inequity is experienced at the lower end of the income spectrum, it is a problem for all of society irrespective of socio-economic circumstances. This is an important aspect of the argument because it stresses that while the most vulnerable in society must be a primary concern, poverty reduction is something that should be of concern for all members of society. The data to support this is extremely convincing. The fact is that health and income are related along a gradient such that all along the socio-economic ladder, the higher the income the better the health outcomes. As can be seen from the graphs below, not only does this hold for the prevalence of disease as shown in the first table but it holds for the utilization of hospital care. It should be noted that the measure of socio-economic status for the analysis of hospitalization rates uses a "deprivation index" that takes into consideration both material and social deprivation. This is important as it demonstrates a more nuanced analysis of the factors that contribute to the gradient in health and the drivers of health inequity.

Hospitalization Rates

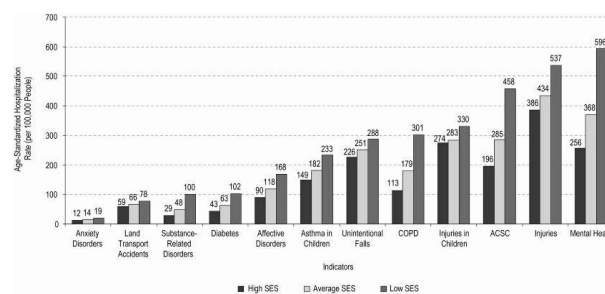
Prevalence of Heart Disease by Income



(Data source: Statistics Canada Canadian Community Health Survey Cycle 3.1 2005; Percentages were standardized to the 2004 Canadian population as the reference with bootstrap weight valued provided by Statistics Canada. Confidence intervals for age-standardized percentages (45-64, 65+) were calculated with the method based on the gamma distribution developed by Fay and Feuer in 1997)

Pan-Canadian Age-Standardized

Hospitalization Rates by SES Group*



Note

* For each indicator, all rates are significantly different between low-, average- and high-SES groups at the 95% confidence level.

Source

CPHI analysis of 2003-2004 to 2005-2006 Discharge Abstract Database and National Trauma Registry data, Canadian Institute for Health Information.

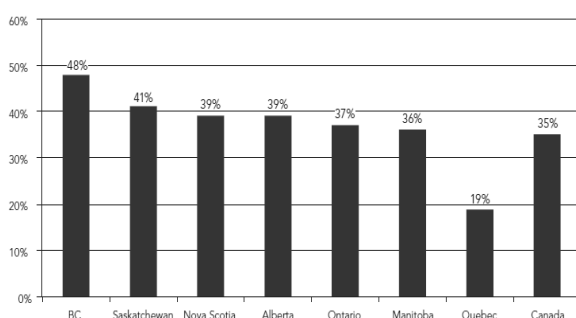
In summary, the health care argument for poverty reduction emphasizes that the costs of chronic disease are not sustainable and that to reduce these costs it will be necessary to tackle the social and economic factors affecting population health. In addition, all of society should be concerned about this challenge not only because of economic and social justice arguments but because a steep gradient in social and economic equality means that individuals in middle income categories are also not achieving optimal health.

Poverty is Not Inevitable – The Business Case for Poverty Reduction

As shown earlier in relation to senior's poverty, a concentrated effort to reduce poverty among Canada's elderly population showed great success. In spite of this and the compelling argument or burning platform from the health sector that demonstrates why we must tackle social inequality, it is difficult to convince decision makers of the need for action. There are a number of challenges that prevent action. One of these is the persistent notion that low income results not from systemic issues but from personal circumstances such as falling ill. There is a good body of research that shows that while some people fall into poverty because they become ill, this is not the dominant situation. In fact, if we look at childhood development, we can see healthy children in lower socio-economic circumstances will over time develop poorer health status than the rest of the population.

Another notion that leads to resistance to address poverty is that low income results from the choices individuals make – poor lifestyle choices for example – and thus solving the problem of poverty is not a societal responsibility. This can be carried to the extreme by some who believe that low socio-economic status results from people simply being lazy. It is clear that the social and economic conditions in which people find themselves significantly limit their choices and that poverty is not a matter of choice or laziness. One helpful analysis of the characteristics of people in poverty shown below demonstrates that nearly half of poor children live in a family where at least one of the parents is working full time. In a country with the wealth of Canada, there is an expectation that someone working full time should not be living in poverty.

POOR CHILDREN WITH ONE OR MORE PARENTS EMPLOYED FULL-TIME, FULL-YEAR, 2009



Source: Statistics Canada, special data run

Even for many who are convinced that poverty reduction is necessary and that poverty is not an individual responsibility, there is a concern that a poverty reduction plan is too expensive. Fortunately, a growing body of research disputes this view and in fact shows that a concentrated effort makes economic sense. These “costs of poverty” studies estimate the direct costs of poverty such as social assistance payments but also the indirect costs such as health care costs associated with the gradient in health and the societal costs such as lost productivity or tax revenue resulting from the circumstances of people in low income.

A recent ‘cost of poverty report’ carried out in British Columbia by the Canadian Centre for Policy Alternatives shows that if the poorest 20% of the population used the same amount of health care as the next 20% on the income ladder, there would be a \$1.2 billion dollar saving in health care expenditure. This study estimated the lost economic activity associated with poverty to equate to between \$6.2 billion and \$7.3 billion or between 3.2% and 3.7% of GDP. This is significantly less than the estimated costs of a poverty reduction plan estimated to be between \$3 billion and \$4 billion dollars.

Other studies demonstrate similar results. A homelessness study carried out in BC showed that the annual cost to taxpayers in health, corrections and social services spending for a homeless person was \$55,000 per year. If supportive housing was provided to this person the costs would be \$37,000 or a potential saving of \$33 million annually. Clearly investments in poverty reduction would have significant payoffs. The Canadian National Council on Welfare’s recent report entitled “The Dollars and Sense of Solving Poverty” estimated that the investment needed to close the poverty gap in Canada – that is bring all citizens up to the low income cutoff – would be \$12.3 billion while the societal savings of such an investment would be double that amount.

What Does a Comprehensive Plan Look Like?

This presentation has attempted to demonstrate that there is a compelling argument or burning platform to address poverty from a health care perspective. It has also shown that there is a strong business case for addressing poverty – poverty reduction is not unaffordable and in fact makes good economic sense. What then needs to be done?

There are many well-developed poverty reduction plans and each jurisdiction must engage across sectors of society to develop one that makes sense for that community. In British Columbia, the Canadian Centre for Policy Alternatives working with the BC Poverty Reduction Coalition has proposed a plan. The health care sector itself has identified the types of policies that should be considered. This was done by a coalition of health organizations called the BC Healthy Living Alliance. The elements they propose to address the social determinants of health include:

Food and income security

- Early childhood development and care
- Education and literacy
- Housing and the built environment
- Employment, income security and working conditions
- Integrated primary health care
- Workplace wellness

There are common elements within many plans that are critical. The first of these is to set timelines and targets. These are necessary to create accountability for the plan and to evaluate progress. Accountability is critical to avoid the plan being simply a prescription for change with no commitment for action. Another key aspect is for the plan to be comprehensive taking into account regulatory, financial educational and supportive policies. The health care sector's experience with tobacco reduction is a good model to consider. Through a comprehensive approach, there has been remarkable success in reducing tobacco use in the population in spite of concentrated resistance from the industry. Success is attributed to the comprehensiveness of the approach. Poverty reduction cannot simply be a few half hearted unconnected efforts if it is to be successful. In health care there is the concept of 'sufficient dose'. A prescription below a sufficient dose will not be effective. Similarly with policy change a "sufficient dose" is needed.

Finally, a poverty reduction strategy must be an "all-of-society" approach engaging a variety of government departments as well as the non-profit sector and the corporate sector. Without such involvement, the necessary commitment to change and investment is not likely to be forthcoming. In addition, each sector can contribute. For example, the private sector can pursue living wage policies or support for childcare in the work place. Poverty reduction will rely heavily on government policies, but these alone are not sufficient.

There is a degree of skepticism that comprehensive poverty reduction plans will have an impact. Where is the evidence that such concentrated efforts will alleviate poverty? Seven of ten Canadian provinces have undertaken these forms of plans. It is early to evaluate their impact but some early results are encouraging. The Province of Quebec has demonstrated that its universal child care program has contributed to an increase in female workforce participation and shown a higher reduction in lone female families in poverty than for other categories of people. Advocates in Ontario attribute a slower increase in recession-driven poverty in that Province than was seen in other provinces. Newfoundland saw a significant drop in welfare recipients after the introduction of its plan. The results may take time but these plans have an accountability mechanism to allow for performance of the plans to be evaluated against timelines and targets.

It is easy for individuals to feel that they are not in a position to influence large policy initiatives that are characteristics of many poverty reduction plans. It is important to encourage people to address policies at all levels of government and across sectors. A good example of this is early childhood development – a critical social determinant of health and well being. Dr Patty Daly the Chief Medical Health Officer of Vancouver Coastal Health has stated: “early childhood development is immunization against chronic disease”. Local data paints a picture of areas for change and it also helps us understand where there are communities that might be doing better than expected by the socio-economic status of the community. When a community does better than expected in the early development of its children, we can look for what might be some of the “protective factors” contributing to this success. We know that food security, access to amenities and a healthy built environment and a strong sense of social connectedness are factors that can help overcome the effects of low income. Many of these factors can be influenced by local policies and provide an agenda for local poverty reduction initiatives.

Building a Strong Coalition

The involvement of a broad cross section of the community including people living in poverty is an essential feature of poverty alleviation efforts. Such involvement reflects the broad nature of strategies that must be addressed but also is critical to create the momentum for change. As discussed earlier, there are many reasons why poverty reduction can be a hard sell for decision-makers and the public. The legitimacy of the movement is enhanced by engaging people from across society. And ultimately, those in poverty must be part of the effort as a fundamental principle of engagement involves giving voice to those affected and to build capacity for self determination within the community.

The BC Poverty Reduction Coalition has adopted an “inside-outside” model for its engagement. The “inside” represents many established institutional players such as the health sector who have an existing voice and influence with government and corporate power structures. The “outside” represents the civil society organizations, including faith-based organizations, from or involved with the low income community. This coalition is able to focus on strategies best suited to their position in society. The established institutional players can meet with senior officials and business leaders, undertake some of the detailed analysis that is necessary to support policy change and even make individual personal contact with decision makers. The civil society organizations are in a position to act more politically through the media and election-oriented activities such as promoting petitions or political ‘report cards’. The latter is done in a non-partisan fashion to emphasize the point that this is an all of society issue and not one that is tied to a particular political ideology.

Creating a More Equal Society

Ultimately, the goal of poverty reduction is to create a more equal society. That means flattening the social economic gradient and reducing the gap between the rich and the poor. This in turn should improve the health, productivity and ultimately the well being of all members of society. As has been powerfully demonstrated by Richard Wilkinson and his colleagues, and documented in their book *The Spirit Level*, more equal societies perform better on almost all measures of social well being. Poverty reduction plans are a key component to create the path to a better society for all. There is a burning platform for us to tackle the problem. There is a strong business case to invest. Poverty is not inevitable.

Sources

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對抗貧窮與不公平以構建公義社會：教會與明愛的回應
Struggling Against Poverty and Inequalities and Promoting Justice:
What is the Church and Caritas Response

講者 Speaker :



Mr. Michel Roy

國際明愛總幹事

Secretary General, Caritas Internationalis

It is a big honor and I am most happy to be here with you to share my reflections on how to join hands to identify new roads for poverty alleviation. Why and how the Caritas family, from local to global, is struggling to make of this world a better one for all and especially for the poorest, the most vulnerable, as called by Jesus and the universal Catholic Church.

Ahead of my speech, I would like to start greeting Caritas de Macao for the 60 years of service it has brought to the people of Macao but also to the people of China and of various parts of the world. Let me remember here the great figure of Fr Ruiz who dedicated his life to the victims of poverty and made of Caritas de Macao what it is today.

I would also thank Caritas de Macao for having taken this initiative to bring us in front of our responsibilities as Christians for some of us, but for sure as citizens of this world we love and want to make better for all.

As some of you know, I have been elected SG of CI end of May, 6 months ago now, for a period of 4 years, but my experience of Caritas both at the grassroots in France and in the international arena are of more than 30 years. This experience has given me a lot of insight on what we are living presently, and what we collectively have to do to change things for the better by bringing the love of God to everyone and promoting justice. This is incarnated in the present Caritas slogan: One human family, zero poverty.

My presentation will have 3 main parts. The first one will focus on the world we live in and the challenges ahead of us, in the second, I will present the Church and Caritas response and in the third I will propose some food for thought on ways of struggling against poverty together.

1. The World We Live in and the Challenges Ahead of Us

It is always good to remind oneself of the realities of the world we live in. Taking some height. I would like to share a few figures taken from UN institutions statistics.

- 2.6 billion human people live on less than \$2 a day. Almost 50% of us in the global village.
- Some 1.3 billion (20%) live in extreme poverty (1.25\$ a day). In 2010, we have counted 60 million more, because of the global recession.
- The number of hungry people has risen from 842 million in the early 1990s to 1.02 billion last year.
- 900 million people don't have access to safe drinking water. Non drinkable water causes more deaths than HIV/AIDS, malaria and TB combined.
- 8 million children under 5 are expected to die this year mostly from preventable diseases. An improvement though. 40% of those deaths occur in just 3 countries: India, Nigeria and DRC.
- Women represent 2/3 of the world's poor, though they perform 2/3 of the world's work and produce 50% of the food (a number that goes up to 90% in some regions) while they earn only 10% of the income and own 1% of the property. A big inequality there.
 - 2.5 billion people lack basic sanitation services = 40% of the world's population (but this is an improvement as it is 8% less than in 1990).
 - In the USA, the poverty threshold is about 15\$ a day per person. This means 40 million people poor, and this figure is on the increase. Those mainly affected are youth under 18 and African Americans.
- Inequalities: 20% of the wealthiest people (the top billion) consume 80% of the earth's water, energy and minerals.
 - agriculture produces 17% more calories per person than it did thirty years ago despite a 70% increase in the population.

What do these figures tell us?

That though globalization has given us positive evolutions, especially in the field of communication, it has not solved poverty and has increased inequality. We all witness these consequences:

- A growing inequality between rich and poor, both within and between countries: we live in a more and more unequal world. The rich have become richer and the poor poorer.
A number of middle class people are falling into poverty into the so called developed countries
The people in the cities take advantage of the situation, the people in the rural areas remain poor, their poverty may even increase

- The deconstruction and degradation of public services, especially health and education systems
Reduction in number of hospitals, maternities, trains not running properly, school levels diminishing,
- The lowering of the requirement of the respect for rights: in face of increased competition, both civil and political rights as well as economic and social rights are at stake in many countries.
The social protection rights that were gained in the 30s in western Europe are slowly and insidiously being reduced : cost of medicine
- The conflicts, tensions and a dominant security atmosphere with its implications for everyday life. Fundamentalism is raising as a consequence of frustrations and lack of meaning of life.
The response is too often repression, not tackling the root causes, and raising a security atmosphere everywhere: police become rough at people
 - Nevertheless, we have witnessed the “revolutions” in the Arab world: people want to participate and not be imposed: this brings hope!
- The increase in migration of people seeking safety and a good life but facing closed borders and subject to degrading trafficking
A paradox: at the same time when people can freely move around as tourists, the migrations become more and more difficult: Africans in Europe, Asian in Australia, People die, in the seas (Mediterranean, coasts of Mauritania) as well as in the deserts (Libya, Morocco) or are killed: Mexico
- The environmental degradation and climate change due to excessive human activity, and to the dominant model of economic growth
The situation in Bangladesh, in Somalia, in the Pacific islands
The struggle to go on the previous engagements presently discussed in Durban
- The secularization of society, bringing a lack of meaning in life
Increase in the number of suicides
Increase in the consumption of drugs
- The domination of a neo liberal capitalism, with no control, which has brought the present financial crisis. With the subprime crisis in 2007 and what followed, we have discovered that the financiers have been playing casino with us and our money, not caring at all of the people whose life has been brought in disarray.
Greed of multinationals, against humanity.
We see such worrying signs as land grabbing by governments and companies that deprive the poor from their lands.

What world do we want for people to live well and in dignity?

2. The Church and Caritas Response

The Gospel and based on the Gospel, the Church's social teachings, enriched over the centuries according to the realities of the times, invite us to believe in the capacity of all mankind, and especially of the poor, to become what God has wanted us to be. They promote the values brought to us by Jesus, as a transformative power. They show us the way.

I want to stress one of those values particularly pertinent these days, that is the promotion of the common good through the universal destination of the goods of the earth so as to allow everyone and every human community to grow and develop to be able to live well and to be fulfilled as intended by the Creator. The human person is prime. Finance and economy is at its service, and not the contrary!

In this frame, the mission of Caritas is to promote human development and social justice for all, regardless of creed, race or ethnicity, to realise a world where the fruits of the earth are shared by the whole human family.

In *Deus Caritas Est*, the first encyclical letter of Pope Benedict XVI, focused on Charity, our attention is called on the distinctiveness of the Church's charitable activities: "The Christian programme – the programme of the Good Samaritan, the programme of Jesus – is 'a heart which sees.' This heart sees where love is needed and acts accordingly."

The Caritas mission is based on such values, beyond the promotion of the common good, as compassion, solidarity, fraternity, partnership, the preferential option for the poor, CHARITY and JUSTICE.

Both Charity and Justice animate Caritas action but require different strategies and lead to different results. Charity helps us to meet immediate needs, address painful individual symptoms of social problems, and relies on the compassion and generosity of people. Justice helps us to work for long-term social transformation, address the underlying social causes of individual problems, and relies on just laws and on fair and equitable social structures.

Blessed John Paul II added his reasons to why Christians should be engaged in both charity and justice related activities when he noted at the dawn of the third Christian millennium:

“Our world is entering the new millennium burdened by the contradictions of an economic, cultural, and technological progress which offers immense possibilities to a fortunate few, while leaving millions of others not only on the margins of progress but in living conditions far below the minimum demanded by human dignity. How can it be that even today there are still people dying of hunger? Condemned to illiteracy? Lacking the most basic medical care? Without a roof over their heads?” *Novo Millennio Ineunte*, #50.

Pope John Paul II proposed a radically new approach to the Church’s social mission by moving beyond individual practice of these virtues to establish true solidarity among all peoples:

“Positive signs in the contemporary world are the growing awareness of the solidarity of the poor among themselves, their efforts to support one another, and their public demonstrations on the social scene which, without recourse to violence, present their own needs and rights in the face of the inefficiency or corruption of the public authorities. By virtue of her own evangelical duty, the Church feels called to take her stand beside the poor, to discern the justice of their requests, and to help satisfy them, without losing sight of the good of groups in the context of the common good.” (*Sollicitudo Rei Socialis* – 1987), 39.

In order to promote such solidarity among all, he insisted that sweeping changes must be made among individuals, governments, and entire societies:

“It is not merely a matter of ‘giving from one’s surplus,’ but helping entire peoples ... presently excluded or marginalized to enter into the sphere of economic and human development. For this to happen, it is not enough to draw on the surplus goods which in fact our world abundantly produces; it requires above all a change of life styles, of models of production and consumption, and of the established structures of power which today govern society.” (*Centesimus Annus* – 1991), 58

3. Some Food for Thought to Help Us Go Forward in These Two Days of Reflection

Based on my experience and observations.

In the context which I have described and analysed, the struggle against poverty is clearly not only a matter of helping people to face their problems with administrative or financial solutions, it is much more.

A. It is primarily enter into a relationship with the persons that are victims of poverty, become supportive, walk along with them, witness the friendship and love we bear them, that love that comes from God. Cf the name of Caritas in Chinese: a love qualified of bright : Ming Ai.

To respond to the people who are victims of poverty, the first step remains be on

their side, look at their problems with/through their eyes. Take time, listen, help express sorrow, be compassionate, this is what is expected from everyone of us. Finish with rushing, take time!

- B. It is getting organized to respond effectively to their needs and expectations, on a community or institutional basis, by calling on the public services responsible for social action.

Clearly, what one person can do is fundamental but not enough. One problem is very often the problem of many. How do we look at it collectively? What answer do we bring or try to bring? Probably Caritas de Macao is a very good example of this.

In the Chinese culture, education is of utmost importance. Then how do we empower the poor?

Do we trust the poor? They have personal talents, they have collective talents that will appear through animation of an empowerment process. Ex India Andhra Pradesh. Ex food shop in France, cultural events, solidarity assemblies,

Do our social services sit on the side of the poor ? or do they face them? Help people access their rights.

- C. It is also to try to understand and analyze the causes of poverty. Local causes, national causes, global causes. And to act on those causes so that poverty does not develop further, to mobilize the authorities on new forms of poverty, and to encourage the necessary decisions be taken to reduce it.

Do we really want to go to the root causes of the poverty we observe?

Do we believe in the transformative power of the poor?

And if so, how do we help empower them to act and change?

How do we work together to initiate these changes?

To finish, at another level, I would like to invite you to reflect on a few global issues facing the international community, of which we are members as citizens, as well as on local issues for all of us.

Global issues for the international community:

- invent a global governance that takes everyone into account
- regulate the international financial system and submit it to the real economy
- regulate multinational corporations and international trade
- find ways to finance development and climate change mitigation

Local issues for all of us:

- Develop a local economy (food production, industries, ...), promote family farming

- Provide a decent work for all
- Promote a 'Live together' way of life and the participation of people
- Rethink the way we live, consume better, respecting nature to bequeath a liveable world to future generations ("happy frugality ", "blessed are those who are modest in their desires, they will save the creation").
- Promote peace and reconciliation
- Develop solidarity across borders

Thank you for your attention and your interest to discuss these issues.

Annex

Caritas Internationalis

As a confederation of 164 national Catholic Church member organisations working both locally and globally, Caritas Internationalis is above all a witness to all the efforts made at the grassroots by the people who do not accept poverty and inequalities as a fact, and who see the poor as brethren to be actively supported in their endeavours for a better and dignified life, that life that God has given all of us in fullness.

Caritas will work in a holistic way, taking into account the whole person and the whole humanity (one human family, zero poverty), taking the people and the communities as they are to help them go forward, take initiatives that will change their lives for the better. These initiatives will be not only at the local level but also at other levels, regional, national, global, so as to make sure they will not be hampered by policies that will impoverish them more. In case of disasters and conflict, Caritas will be on the side of the victims to help them save their lives and recover.

Caritas plays a major role in calling for action all people of good faith so as to build brotherly communities in which everyone is respected and allowed to grow.

6 fields of intervention:

1. Emergency response:

When a disaster occurs: save lives

- Be ready
- React at once
- Mobilize media attention and funds
- Organize the durability of the answer
- Network

- But also: prepare the communities (disaster response)
 - adapt the local practices to the risks (drr)
 - struggle against and adapt to climate change
 - struggle against the other causes (Horn of Africa today)
 - build peace and reconciliation

so that disasters will be reduced in numbers and in scope.

An example: Caritas Bangladesh; Caritas Ethiopia

2. Rehabilitation:

After a disaster: rebuild lives, rebuild life

- Rehabilitate houses, means of subsistence and infrastructures
- Help people recover: trauma counseling, healing, community building,
- Pave the way for longer term programs based on people's initiative and participation
- Mobilize international donors for massive funding to change the environment

An example: Caritas Sri Lanka

3. Development programs:

Accompany the poorest in developing their capacities and taking their lives in their own hands

- Through animation processes
 - Revealing people's talents and capacities
 - Helping people get organized
- Through training
 - Building capacities
- Through financial support
 - Giving the leverage to start action

An example: Caritas Brazil

4. Welfare programs:

Accompany the most vulnerable: children, the elderly, people living with handicaps...

- set up structures to take care
 - to show the government ways to go forward
- training
 - to act properly
- mobilizing volunteers
 - to give a human face to social endeavors

An example: Caritas France

5. Lobbying and advocacy:

Influence the environment so that it will be supportive of the development of everyone and of all

- influence policy makers
- influence business leaders
- on the basis of
 - The Social teachings of the Church
 - The analysis of the issues by the local actors
- through media action, lobbying, campaigning

An example: transparency in the extractive sector (migrants rights, HIV and aids, climate change and food security, ...)

6. Awareness and solidarity building:

Create an understanding and invite to engagement with the others so as to build a just and brotherly society

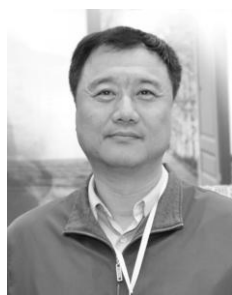
To reach these goals, Caritas has four guiding principles:

- The Gospel, the Bible, and the social teachings of the Church that show the way and give impetus
- The buildup of the international community
- The proximity with the poor who teach us the way
- The solidarity amongst its members, both locally and globally

中國殘疾人扶貧開發政策與實踐

The Policy and Practice for the Development of Helping the Poor Disabled People in China

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中國殘疾人扶貧開發是一個廣泛的概念，包括了城市和農村。城市殘疾人的貧困問題，中國政府主要是通過制度化的社會保障體系，保障殘疾人的基本生活、醫療、教育、養老和住房等基本生存權。同時，採取分散按比例就業、集中就業、個體就業創業等就業政策，加大就業培訓力度，完善就業服務體系等措施實現殘疾人就業，達到穩定脫貧的目的。農村殘疾人的貧困問題，中國政府是通過將殘疾人扶貧納入國家扶貧開發規劃同步實施，在此基礎上，有組織有計劃的開展專項的殘疾人扶貧開發工作。中國殘疾人扶貧開發的概念，系指在農村地區開展的專項殘疾人扶貧開發工作。

一、中國殘疾人扶貧開發工作概述

中國殘疾人的扶貧開發是中國扶貧開發事業的重要組成部分，貫穿整個扶貧開發事業的全過程。隨著中國扶貧開發工作的深入，殘疾人的貧困問題，特別是農村殘疾人貧困問題越顯突出。貧困殘疾人由於殘疾影響、受教育程度偏低、缺乏技能、機會不均等、扶貧資金投入不足等原因，成為貧困程度最重、扶持難度最大、返貧率最高的特困群體，是扶貧開發工作的重點、難點人群。這一突出問題引起中國政府的高度關注，從 1991 年開始，將殘疾人扶貧納入國家扶貧開發規劃統籌安排，同步實施，並結合貧困殘疾人特點開展專項扶貧工作。經過近 20 年的探索與實踐，中國殘疾人扶貧開發取得了顯著成效，貧困殘疾人數量大幅下降，生產生活狀況逐步改善，積累了很多切實有效的成功經驗和做法，走上了一條符合中國國情、富有特色的道路，為推進中國殘疾人事業發揮了重要作用，為中國減貧事業的發展做出了特殊貢獻。

（一）歷史沿革

從 1991 年至今，殘疾人扶貧開發工作大體經歷了四個階段。

1、起步摸索階段（1991 年—2000 年）

根據中國政府的授權，中國殘聯是殘疾人扶貧開發工作的宣導者和實施者，長期致力於有計劃有組織推動殘疾人扶貧開發工作的探索與實踐。

1991 年，中國政府批准實施的《中國殘疾人事業“八五”計畫綱要（1991 年—1995 年）》，首次提出“初步解決殘疾人溫飽”的任務目標。同時，中國農業發展銀行安排 400 萬元貼息貸款，即康復扶貧貼息貸款，在 12 個省的 13 個縣開展殘疾人扶貧工作的試點，拉開了殘疾人扶貧工作的序幕。自此，康復扶貧貸款逐步增加至 2011 年的 10.3 億元。

1994 年，中國政府頒佈實施《國家八七扶貧攻堅計畫（1994—2000 年）》。要求“各級殘聯要積極參與扶貧開發工作”，“中國殘疾人聯合會要繼續做好貧困殘疾人的康復扶貧工作”。

1995 年，中國政府頒佈實施《中國殘疾人事業“九五”計畫綱要（1996 年—2000 年）》，首次提出對殘疾人進行社會幫扶。

1997 年，中國殘聯提出大力推進小額信貸、創辦扶貧基地、組建殘疾人服務社等一系列新的殘疾人扶貧措施。

1998 年 4 月，中國政府頒佈實施《殘疾人扶貧攻堅計畫（1998—2000 年）》，提出“通過扶貧開發，基本解決適合參加生產勞動的貧困殘疾人的溫飽；通過社會保障，基本解決缺乏勞動條件的特困殘疾人的溫飽”的奮鬥目標；明確扶持到戶到人的工作方針。

殘疾人扶貧開發的起步摸索階段為殘疾人扶貧事業的進一步發展奠定了基礎。在此階段提出的康復扶貧貼息貸款、小額信貸到戶到人、公司加農戶、扶貧基地、社會保障、種養加技術培訓、黨政幹部幫包帶扶、殘疾人服務社等新思路、新理念，都成為日後扶貧工作的強大推動力量。

2、發展開拓階段（2001 年—2007 年）

2001 年，中國政府頒佈實施《中國農村扶貧開發綱要（2001—2010 年）》，明確提出“把殘疾人扶貧納入扶持範圍，統一組織，同步實施”。

同年，中國殘聯與有關部門共同制定實施《農村殘疾人扶貧開發計畫（2001—2010 年）》，明確了“儘快解決貧困殘疾人的溫飽問題，繼續鞏固已有扶貧成果，提高貧困殘疾人的生活品質和綜合素質，縮小貧富差距，為實現共同富裕創造條件”的十年目標。

2004 年，中國政府為妥善解決殘疾人住房困難，啟動實施了中央彩票公益金農村貧困殘疾人危房改造專案，標誌著殘疾人扶貧事業在開拓新領域方面邁出了堅實的一步。

2006 年，中國政府頒佈實施《中國殘疾人事業“十一五”發展綱要（2006 年—2010 年）》，明確三項扶貧指標：（1）扶持 1000 萬農村貧困殘疾人基本解決溫飽；（2）幫助中西部地區 100 萬名農村貧困殘疾人接受實用技術培訓。（3）完成 32 萬戶農村貧困殘疾人家庭危房改造任務。

殘疾人扶貧開發發展開拓階段使廣大農村貧困殘疾人的生產生活狀況得到進一步提升和改善。在幫扶貧困殘疾人的具體措施和新領域的開發方面都有了進一步突破。

3、調整完善階段（2008 年-2010 年）

2008 年，中國政府出臺了《關於促進殘疾人事業發展的意見》，提出六條具體要求，加強殘疾人扶貧開發力度。

同年，中國殘聯與國務院扶貧辦、中國人民銀行、財政部共同出臺《關於康復扶貧貸款管理體制改革的通知》，政策性貸款商業化運作的瓶頸問題從政策制度層面上得到初步解決。

同年 9 月，中國共產黨第十七屆三中全會《關於推進農村改革發展若干重大問題的決定》，提出“加強農村殘疾預防和殘疾人康復工作，促進農村殘疾人事業發展”，在黨的綱領性文件中首次提出具體的農村殘疾人工作目標。

同年，中國殘聯第五次代表大會提出殘疾人社會保障體系和服務體系建設的戰略目標：“2015 年要初步建立兩個體系基本制度框架，2020 年要使兩個體系更加完備，服務能力和保障水準得到大幅度提高，殘疾人生活狀況得到根本改善。”兩個體系建設進一步明確了殘疾人扶貧開發工作的發展方向。

2010 年，中國政府出臺《關於加快推進殘疾人社會保障體系和服務體系建設的指導意見》，明確要求加強農村殘疾人扶貧服務，促進殘疾人脫貧。保障農村殘疾人充分享受各項惠農政策和社會保障政策，推動殘疾人扶貧開發政策與各項社會保障政策的有效銜接。

同年，中國政府出臺《關於做好農村最低生活保障制度和扶貧開發政策有效銜接擴大試點工作的意見》，明確了健全貧困殘疾人口的評議識別機制，對符合低保條件的殘疾人要做到應保盡保。

同年，中國住房和城鄉建設部將貧困殘疾人納入國家保障性安居工程統籌安排，優先解決。貧困殘疾人家庭的住房在制度上得到切實保障。

在殘疾人扶貧開發調整完善階段，國家扶貧開發由主要解決絕對貧困人口溫飽的低水準階段轉向對農村未解決溫飽的貧困人口和低收入人口全面提供扶持和幫助的較高水準階段。殘疾人扶貧逐步得到制度性的安排和保障，開始從溫飽救濟型向溫飽救濟與開發致富並重的方向發展。

4、全面推進階段（2011 年開始）

2011 年 3 月，全國人民代表大會批准實施的《中華人民共和國國民經濟和社會發展第十二個五年規劃綱要》明確要求：加大對農村殘疾人生產扶助和生活救助力度。這是國家五年規劃綱要首次對農村殘疾人的扶貧工作提出要求。

同年 5 月，中國政府頒佈實施的《中國農村扶貧開發綱要（2011—2020 年）》第一次明確提出將農村殘疾人等困難人群作為扶貧開發“重點群體”。

同年 5 月，中國政府批准的《中國殘疾人事業“十二五”發展綱要（2011—2020 年）》，在冷靜分析“農村殘疾人的社會保障與服務亟待改善”的突出矛盾基礎上，提出具體任務目標。

同年 10 月，中國殘聯會同財政部、中國人民銀行、國務院扶貧辦共同印發了《關於進一步完善康復扶貧貸款和貼息資金管理有關政策的通知》，明確規定將貸款規模從原來的每年 8 億元調整為每年不少於 10.3 億元，提高中央財政貼息利率，延長貸款還款期限，並提出“有條件的地方要加大康復扶貧貸款擔保金或風險金制度的試點，進一步緩解貧困殘疾人貸款難的問題”的政策方向。

同年 11 月，《農村殘疾人扶貧開發綱要（2011—2020 年）》已正式報國務院辦公廳，有望年內印發。綱要明確了未來十年農村殘疾人扶貧開發的基本原則、任務目標、政策保障、扶持措施、組織領導五方面二十條具體要求。綱要第一次具體明確了部門責任分工，第一次制定了執行評估指標，特別是綱要提出了未來十年農村殘疾人扶貧“要以殘疾人社會保障體系和服務體系建設為主線，以增加貧困殘疾人家庭收入、提升貧困殘疾人口生活品質為目標，以提高農村殘疾人基本素質和生存發展能力為重點，加大生產扶助和生活救助力度，全面改善農村殘疾人生產生活狀況，促進其全面發展”的指導思想，為實現“保障優先，到戶到人，增加收入，提高能力”、“社保保基本、開發促發展”的新十年目標統一了思想，提供了政策依據。

全面推進階段的鮮明標誌是：（1）農村殘疾人扶貧開發進一步納入黨和國家全面實現小康的戰略部署和新一輪扶貧開發攻堅戰，並予優先安排。（2）農村殘疾人扶貧開發進入“強化社保保基本，完善服務促發展”雙輪驅動的新階段。（3）農村殘疾人扶貧開發進入政府負責、部門落實、量化評估、全面推進的新時期。

（二）主要成效

從 2001 至 2010 年中國殘疾人統計年鑒和近年來中國殘疾人狀況監測的資訊來看，近十年，貧困殘疾人生產生活狀況得到明顯改善。

——殘疾人逐步實現穩定脫貧

中國政府採取扶貧開發與社會救助等多種方式扶持農村貧困殘疾人 2015.7 萬人次，其中 1318 萬殘疾人年人均純收入超過了中國政府當年的貧困標準，實現了穩定脫貧。

——殘疾人社會保障狀況進一步加強

農村殘疾人參加新型農村合作醫療比例上升，由 2007 年度的 84.4% 上升到 2010 年度的 96%。新型農村養老保險制度試點地區，2010 年度殘疾人參保的比例為 12.8%。2010 年度農村殘疾人領取最低生活保障金的比例比 2007 年度增加了 16.1%。2010 年殘疾兒童接受義務教育的比例比 2007 年提高了 7%。

——殘疾人住房條件有效改善

中國政府通過保障性安居工程、抗震救災、易地搬遷、危房改造、小城鎮建設等工程，使農村殘疾人人均住房面積達到 21.6 平方米。中央彩票公益金農村貧困殘疾人危房改造項目的實施，讓 54.8 萬貧困殘疾人家庭的危房得到改造。

——殘疾人家庭收入穩步提高

1,749 萬農村殘疾人實現就業獲得穩定收入。2010 年度農村殘疾人家庭人均可支

配收入 4,739.2 元，比 2007 年度增加了 1,638 元。783 萬貧困殘疾人接受了農村實用技術培訓，普遍掌握了 1 至 2 項勞動技能發展生產。23.3 萬貧困殘疾人在扶貧基地、生產合作組織就業或得到幫扶，增加收入 1,000 元以上。140 餘萬貧困殘疾人得到康復扶貧貼息貸款的扶持發展種植、養殖業生產逐步增加了收入。

——全社會扶殘助殘的氛圍濃厚

動員黨政機關、企事業單位，黨團幹部、志願者、街坊鄰里等社會各界通過“一幫一”、“眾幫一”等結對形式，積極幫助貧困殘疾人改善生活條件，扶持發展生產。229 萬個單位與貧困殘疾人家庭結成了幫扶對子，1,047 萬名社會各界人士與貧困殘疾人手拉手幫扶，扶持資金及物資約為 24.6 億元。上述幫扶實踐不僅在殘疾人扶貧中發揮了重要作用，而且促進了社會扶殘助殘氛圍更加濃厚。

（三）經驗做法

在殘疾人扶貧開發工作實踐中，我們以社會保障為依託，以提高殘疾人自我發展能力為手段，以增加貧困殘疾人收入為目標，創造積累了一系列行之有效的做法和寶貴經驗。

1、始終從國家扶貧事業的全局出發，堅持不懈推動農村殘疾人扶貧工作。中國政府高度重視扶貧事業，將農村殘疾人等貧困人口納入扶持的重點，不斷加大扶持力度；在“勞動福利”型的事業發展道路引領下，農村殘疾人扶貧工作成為各級殘聯組織重中之重的的工作，並不斷研究新情況，努力解決新問題。

2、始終堅持政府主導，與大扶貧統一安排、同步實施。各級殘聯成為政府扶貧開發領導小組成員單位，主動配合扶貧辦等有關部門協調解決殘疾人扶貧工作中出現的問題；地方各級政府成立了殘疾人扶貧解困領導小組。前後兩個十年扶貧開發綱要都明確農村殘疾人扶貧的政策措施，殘疾人業已成為扶貧開發的重點人群。

3、始終堅持動員社會，積極爭取各方幫扶。採取“一幫一”、“眾幫一”及單位定點幫扶等多種幫包帶扶方式，充分發揮基層黨團組織的政治優勢和黨團員的先鋒帶頭作用，主動結對子，幫助解決殘疾人生產和生活困難問題。

4、始終堅持部門配合，共同推動殘疾人扶貧開發。充分依靠政府扶貧部門的主導作用和有關部門職責，從解決農村殘疾人的醫療、教育、社保、就業、生產等基本需求入手，聯手行動，研究解決農村殘疾人扶貧工作中出現的新困難，從而形成開展殘疾人扶貧的重要保障。

5、始終堅持多管道籌措資金，千方百計增加投入。截至 2010 年，國家累計投放康復扶貧貸款超過 100 億元，彩票公益金危房改造項目累計投入 4.5 億元，慈善組織，民間力量也積極參與農村殘疾人扶貧，出錢出策，日益活躍。據估算，全國各地累計投入殘疾人扶貧資金達 40 多億元。

6、始終堅持創新扶貧方式，幫扶帶動貧困殘疾人。近十年，各地不斷探索創新更加適合殘疾人發展生產、增加收入的扶貧方式。從最初的“小額信貸扶持”發展到“公司加農戶”“訂單農業”，又延續創新出“整村趕平均”、“一戶一策滾動發展”和“農機合作社”等有效的扶貧方式，帶動了眾多農村殘疾人及家庭擺脫貧困。

7、始終堅持宣傳動員，大力營造扶貧氛圍。充分借助大眾傳媒和農村有效宣傳形式和載體，廣泛宣傳殘疾人扶貧政策資訊及殘疾人扶貧解困典型，為社會和貧困殘疾人搭建溝通聯繫的橋樑，激勵廣大農村殘疾人奮發自強、生產自救的勇氣和信心，擴大殘疾人扶貧工作的影響，在發動社會、營造氛圍及鼓舞殘疾人方面發揮了積極作用。

二、中國貧困殘疾人的現狀及工作存在的困難和問題

雖然我國殘疾人扶貧工作取得了明顯成效。但貧困殘疾人的數量仍然較大，生產生活狀況距離社會平均水準還存在很大差距，實際工作中還存在不少困難和問題，殘疾人扶貧開發工作依然任重道遠。(以下資料根據 2001 至 2010 年中國殘疾人統計年鑒和近年來中國殘疾人狀況監測的資訊反映)

(一) 殘疾人貧困數量大。依據 2010 年中國政府確定的貧困標準，農村居民年人均純收入低於 1,274 元標準統計，我國農村地區仍有貧困殘疾人 1,089 萬，占我國當年貧困人口 40%，占全國農村殘疾人總數 6,225 萬人的 17.5%。

(二) 殘疾人生活困難程度深。由於身體障礙、勞動能力和文化程度普遍不高、接受技能培訓的能力較差，醫療支出大，自然環境限制等原因，導致殘疾人增收困難，家庭負擔沉重。根據貧困地區農村殘疾人狀況調研，殘疾人家庭年人均純收入僅占當地居民年人均純收入的 60%。2010 年，農村殘疾人家庭人均醫療支出是中國農村居民醫療支出的 2.09 倍，農村貧困殘疾人生活救助需求率高達 65%；農村殘疾人仍靠家庭供養和鄰里接濟的達 76.9%。中國仍有近 50 萬戶貧困殘疾人家庭居住在危房中；農村殘疾人家庭恩格爾係數高於中國農村居民家庭恩格爾係數 6.4 個百分點，表明殘疾人家庭生活品質明顯落後于全國平均水準。

(三) 殘疾人社會保障水準低。近些年，包括殘疾人在內的農村居民普遍納入了各項社會保障範圍，但目前中國的社會保障仍處於低標準廣覆蓋的水準，對於生活困難的貧困殘疾人的需求還有很大距離。2011 年，農村應納入最低生活保障範圍的殘疾人為 980.3 萬，已納入最低生活保障範圍的僅為 680.8 萬，還有 299.5 萬殘疾人未納入最低生活保障範圍。在基層調研時發現，有些地方因為低保指標有限，部分特困殘疾人不能全額領取低保金，甚至沒有納入低保範圍。納入低保的貧困殘疾人家庭因為物價上漲，生活支出加大，低保標準偏低，僅能維持家庭的基本生活。在農村新型養老保險制度實施過程中，大部分貧困殘疾人對於參加新農保個人繳費的支出還很困難。目前農村新型合作醫療制度，報銷門檻高，報銷比例低，缺少針對殘疾人特殊需要的政策安排，一些殘疾人特有的康復治療費用得不到報銷，醫療支出負擔沉重。農村貧

困殘疾人實施危房改造後，基本生活條件與健全人家庭還存在很大差距。城鎮中的保障性安居工程，低保戶入住後，住房中常用生活設施一應俱全，而農村貧困殘疾人入住新房後，家徒四壁，缺乏入住新房的幸福感。農村殘疾人對醫療和生活救助的需求極其迫切，農村 63.5% 的殘疾人有醫療救助需求。

（四）殘疾人扶貧工作力度弱。當前，殘疾人扶貧開發工作處於資金投入少，扶貧救助政策不夠完善，扶持手段欠缺的局面，難以滿足貧困殘疾人基本生活和發展生產的迫切需求。在中國政府安排的上百億扶貧信貸資金中，農村殘疾人扶貧工作僅有 10.3 億元康復扶貧貸款用於扶持貧困殘疾人發展生產。從基層工作實際情況反映，很多地方因為貼息資金總量的限制，影響到貸款規模的擴大，許多有發展生產願望的殘疾人得不到貸款。中央財政安排資金扶持農村貧困殘疾人接受實用技術培訓，每個殘疾人只能獲得 100 元補貼，而各地一周短期培訓的費用平均大約要 500-600 元，殘疾人的實用技術培訓很難保證品質。中央財政安排彩票公益金用於開展農村貧困殘疾人危房改造，但最困難貧困殘疾人的危房仍然得不到解決，這些家庭沒有任何財富的積累，又沒有親戚朋友可以資助，借債蓋房增加了家庭的負擔，目前農村一般家庭的房屋造價要 3-4 萬元，中央財政補貼危房改造的資金每戶 6,000 元，加上地方的投入，仍相差甚遠，一些符合危房改造條件的極度貧困殘疾人家庭只能自己放棄改造機會，直接影響到項目設立的初衷。

三、如何做好未來殘疾人扶貧開發

“十一五”以來，中國政府先後出臺了一系列的檔，對殘疾人扶貧工作提出具體的要求。即將以國務院辦公廳檔的形式頒佈實施的《農村殘疾人扶貧開發綱要（2011-2020 年）》明確提出了未來農村殘疾人扶貧開發工作的目標，加大了資金投入，提出了更加有力的扶持政策和措施。一系列的政策檔為做好未來殘疾人扶貧開發工作提供了政策保障，勢必加快推進殘疾人扶貧開發的進程。

（一）納入規劃，讓農村貧困殘疾人生活品質大幅提升。

只有從根本上解決殘疾人的貧困問題才能真正意義上實現國家扶貧開發的目標。今後一段時間是中國社會保障和改善民生、縮小發展差距、促進全體人民共用改革發展成果的關鍵時期，這種背景下，貧困殘疾人有望在國家的大力扶持下，大幅提升生活水準，增強幸福指數，與全國人民一道共用社會發展成果。

——國家在實施農村扶貧開發過程中，將貧困殘疾人繼續納入其中，重點予以扶持。制定有針對性的政策措施，明確目標，強化責任，督促落實。在國家實施的產業扶貧、行業扶貧等各項針對貧困人口實施的項目中，把貧困殘疾人作為扶持物件，提出具體的目標和任務，優先解決。

——頒佈實施農村殘疾人扶貧開發的專項規劃。針對農村貧困殘疾人的現狀和特殊困難與需求，結合國家經濟社會發展和扶貧開發事業的進程，制定實施未來十年農村殘疾人扶貧開發綱要，明確農村殘疾人扶貧工作的奮鬥目標和政策措施。經過五到

十年的奮鬥，讓農村貧困殘疾人生活狀況改觀，生活水準和品質明顯提高。

（二）出臺政策，切實提高殘疾人社會保障水準

農村貧困殘疾人均等得到基本社會保障，是其生存和謀求發展的基礎，是社會和諧穩定的安全閥。目前，貧困殘疾人所得到的基本社會保障和基本公共服務還處於不均等、低水準、少特惠的狀況。應加大投入力度，研究制定有針對性的保障政策和措施，徹底改善這種狀況。

——殘疾人接受教育是提高文化水準和生產能力，徹底擺脫貧困落後的前提。要高度重視殘疾人接受教育的水準和品質，加大政策支持和資金投入，從學前教育和義務教育抓起，使殘疾兒童受教育程度更上一個臺階。加大對隨班就讀和特教學校在讀殘疾學生的幫扶力度，改善其學習環境，實施無障礙改造，增加對困難學生的寄宿、交通等生活補助，組織學校委派工作能力強有愛心的教師為無法在校學習的重度殘疾兒童開展送教上門，切實保障殘疾兒童少年接受學前和義務教育並順利完成學業。

——最低生活保障制度將農村符合條件的殘疾人全部納入。針對殘疾人的特殊困難，出臺分類施保的政策措施。力爭 2015 年，農村困難殘疾人全部納入分類施保政策範圍，並在享受同等待遇的基礎上，對特別困難的殘疾人，低保標準再給予提高。

——新型農村合作醫療制度目前已經基本覆蓋農村殘疾人，但保障水準和限定的條件，難以有效緩解殘疾人看病難負擔重的問題。針對困難殘疾人提出符合實際的政策措施，降低報銷的限定，增加報銷的內容，提高報銷的比例，將殘疾人特有的康復醫療內容納入報銷範圍。加大醫療救助水準，對醫療費用支出很大的住院精神殘疾人和特別困難的貧困殘疾人採取先救助再保障的方式解決其醫療支出的負擔。

——新型農村養老保險制度是農村殘疾人實現老有所養的基本保障。但由於生活貧困，還有很多殘疾人無法承擔最低檔次個人參保費用。應加大投入，切實保障農村殘疾人享受新農保政策。力爭 2015 年，農村困難殘疾人參加新農保最低檔次個人參保費全部由政府給予代繳。有條件的地方應對貧困殘疾人在享受國家基本養老金的基礎上提高養老金標準。

——住房保障是農村殘疾人安居樂業的基礎。隨著中國保障性安居工程的快速推進，要加大對貧困殘疾人危房改造工作的力度。力爭 2015 年，通過中央和地方實施的保障性安居工程、新農村建設、扶貧易地搬遷、災後重建等項目和中央彩票公益金農村貧困殘疾人危房改造專案，有效解決農村貧困殘疾人的居住困難，居住環境及水、電、無障礙設備等基本生活設施得到有效改善。

（三）採取有效措施，切實提高殘疾人收入水準

扶助殘疾人掌握生產技能，謀劃適宜的發展項目，是實現穩定就業，增加收入，徹底擺脫貧困的必由之路。目前，扶持貧困殘疾人發展生產增加收入的政策措施不夠完善，扶持效果不夠明顯，扶持的手段和途徑有待創新。應加強殘疾人扶持辦法和措

施的思考與研究，千方百計謀劃探索適合貧困殘疾人家庭穩定就業、發展生產、增加收入的途徑。

——強化農村殘疾人實用技術培訓，增強穩定就業、發展生產的能力。高度重視殘疾人生產技能的培訓工作，根據市場需求，結合不同類別的殘疾人特點，大力開展有針對性的技能培訓，確保殘疾人培訓一個，學會一個，就業一個。同時，加強培訓後就業服務工作。根據殘疾人掌握的技能和勞動能力，拓寬就業管道，安排和開發相適應的就業崗位。要選取符合農村實際，適合殘疾人從事的投資小、見效快項目，引導扶持農村貧困殘疾人及家庭成員從事維修、商貿、手工藝加工、家庭服務等多種形式的就業創業項目，並給予資金、設備、場地和市場訊息等服務。

——扶持農村殘疾人扶貧基地建設，帶動貧困殘疾人發展生產，提高收入。實踐證明，農村殘疾人扶貧基地一般由當地優勢產業帶頭人或致富能手創建管理，產品有市場，收益有保障，扶殘有效果，是安置帶動殘疾人發展生產增加收入最適合有效的扶持途徑。但目前殘疾人扶貧基地受資金限制，規模上不去、又缺少政策扶持，難以充分發揮扶持帶動殘疾人發展增收的作用。應動員社會各界力量，多方面籌措資金，加大對殘疾人扶貧基地建設的投入和扶持，充分發揮基地幫扶帶動貧困殘疾人脫貧致富的作用。

——發揮康復扶貧貼息貸款作用，加強對貧困殘疾人的信貸支援和服務。康復扶貧貼息貸款自設立以來，為推動殘疾人扶貧工作發揮了重要作用，特別是 2008 年康復扶貧貸款管理體制改革以後，康復扶貧貸款的輻射帶動作用更加突出。今後，應進一步增加康復扶貧貸款的規模，提高了財政貼息的標準，有力支持農村殘疾人扶貧開發工作。實際工作中也反映出，不少地方的貧困殘疾人因為缺少抵押擔保，達不到金融部門的貸款條件，得不到貸款的扶持，應採取多種方式解決貧困殘疾人的抵押擔保問題。嘗試開展殘疾人個人信貸擔保基金的試點工作。

（四）營造氛圍，切實幫扶殘疾人脫貧致富

殘疾人扶貧工作是一項社會系統工程，需要全社會的參與和幫助。應加大殘疾人扶貧的宣傳，加強社會輿論的導向，鼓勵動員社會各界積極參與殘疾人扶貧，進一步開拓更多的社會力量，採取多種方式幫扶貧困殘疾人，進一步營造社會扶殘助殘良好氛圍。

澳門之貧乏與扶貧政策 Poverty and Strategies for Poverty Alleviation in Macau

講者 Speaker :

A 1



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貧窮在澳門不是一個新的問題。它亦不是世界上一個唯一之問題。但這個問題在我們討論中有新的意義，雖然政府在扶貧問題中近年有一定成績。正是由於它的嚴重性減少了，而不是我們的努力減少了，使我們重視今天之討論。

讓我們討論一些數據。以下三點是較為突出的。

失業率跌至新低的 2.4% (8-10 月,2011)，從 2010 年之 2.8% 及 2009 年之 3.6%，就業不足率亦有進步：對比 2009 年之 1.9% 及 2010 年之 1.8%，2011 年第二季錄得 1.2%。

許多行業的新增職位有所增加，尤其在博彩及酒店飲食業。

就業人口總數為 338,200，對比去年增加了 2,900 個職位。至 2011 年 8 月，失業人數為 8,300 人，而整體就業人口為 346,600。

第二個指標是堅尼系數。澳門 2003 年是 0.44，2008 年是 0.38，而 2011 年是 0.41。後者對比香港在 2010 之 0.53 及中國大陸之同年之 0.47 還低。

財富分配比例 (80/20 比例)顯示，在 2008 年，最高 20% 之住戶入息有 8.2 倍高過最低入息 20% 之住戶，對比 2003 年之 11.2 倍來說，是有所減低。

澳門居民之每月入息中位數字在 2010 年是澳門元 9,000，而在 2011 年第二季則為澳門元 9,600，對比之下，有 12.9% 之增幅。

在 2010 年，每月入息之最高三個行業為公共行政(澳門元 19,500)，公用事業(澳門元 16,000)，及教育(澳門元 13,300)；而最低入息之三個行業為製造業(澳門元 6,000)；酒樓及酒店(澳門元 7,000)，與及零售及批發(澳門元 7,500)。

最近一項有關中產階層之入息在上週(2011 年 12 月 3 日)公佈。研究顯示中產階層約佔澳門就業人口 42%。中產階級之入息由澳門元 20,000 至 100,000。它的組成為(1)中、小企之老闆；(2)公務員、專業人士及管理人員；與及(3)不擁有太高學歷之博彩業之僱員。

研究將以下三者之入息比例劃分為 1:4:5。

是項研究之重要性在於它分析了最後一群體為“邊緣中產階級”。

倘若我們以財富分配及就業作為指標，那麼以上之數據似乎表示了澳門之扶貧工作在近年來說是頗出色的，普遍人們之生活亦有所改善。

但貧窮作為一個社會問題，我們應該以政治-經濟及倫理上之選擇及機會，這些較宏觀的角度來看。

澳門政治經濟之貧乏在三個層次上反映出來。首先，它對博彩業依賴之關係已形成一個不可逆轉之趨勢，其中這個部門為政府帶來了專利稅及利得稅產生之收入已佔據政府總收入之 70% 及 68,500 個職位(2011 年，第二季度)。

整體從博彩業之收入在 2011 年 10 月達 269 億 6 千多萬澳門元，相比 2010 年 10 月增長了 42.1%

這個依賴關係更因中國內地旅客從 2010 年 10 月至 2011 年 10 月期間增長 37.3% 至 1 百 25 萬人次而突顯出來。同期整體旅客人數為 217 萬人次。

除了欠缺一個互為依賴之關係，澳門環境上之貧乏亦反映在它產業結構上欠缺比較優勢及其博彩業以外私營部門之狹窄。

雖然澳門之 GDP 從 2005 至 2011 經歷雙位數字之增長(2005:12.1%; 2006:23.3%; 2007:32.1%; 2008:15.5%; 2010:22.9%; 2011(第 2 季):24%);私營部門之消費祇佔 GDP 在 2009 年 24.5%。

這個相對較少的消費部份是由居民北上至珠海及鄰近地方消費造成的。在 2002 年，一個澳門大學研究估計每週“北上”消費之額達二百萬澳門元。

在外消費雖然不是引起中小企部門萎縮之原因，但它卻加深了其細少及疲弱之現狀。許多人都察覺到博彩行業及其連帶之商業已漸漸蠶食了中小企之生存。

宏觀而言，公營部門及私營部門之關係是在影響及將會左右澳門“貧窮”之發展。

以目前(至 2011 年)博彩行業帶給政府之巨額收入(在 2010 年，財政盈餘為澳門幣 418 億；而在 2011 年 2 月，政府之滾存盈餘達 1,400 億)而言，澳門是具有一機遇及迫切之責任去擴大非博彩之私營部門及開展澳門所需之基礎建設項目，縱然直接以“現金分享”形式之資助亦是頗有成效之策略。

其中一個刺激中、小企之方法是進一步提供誘引及稅務優惠；其次是以 BOT(收購-營運-轉讓)之形式輔助現有之工、商業；另外，政府亦可以考慮扶助社會企業，並於適當時候協助其最終轉型至市場導向之私營中小企。

網絡制定是扶貧之一個策略。機構上，政府可以成立一個開始時以政府之撥款作為基金之「扶貧銀行」，其功能可以包括存款、資助項目、接受捐獻等，作為扶貧之工具。

一個「離岸人力資源中心」可以參與及分擔政府在勞工事務方面之工作。「中心」可以協助招聘及協調外來勞工及專才。它尋覓、計劃、補充人力資源及滿足市場之需求。作為一個向外互動之政治經濟體制之機構，它造就及鞏固與香港及中國大陸互相依賴之關係及發掘澳門以外之人力資源市場。

資術性投資已經在集體運輸系統內進行中。政府亦投資了「港、珠、澳大橋」之興建。此外，澳門大學在橫琴島之新校舍亦在興建中。當澳門之自然環境有一新面貌之時，澳門之人民亦會有嶄新的幹勁及精神。

除了最迫切的房屋項目在進行中之外，對老年人、無助之一群與及退休人士之照顧亦將會是政府之工作。在政府公共開支之策略中，其中之一，應該是向「跨境工業區」注入新動力，使其在提供就業，尤其是低下層人士方面成為一個有成效之基地，並解決結構性失業方面之問題。

加強私營部門功能應該是扶貧策略中較為重要的一環。政府應該專注於領導、政策制定及監管之角色，而把創新及其實現之工具留給市場去發揮功能。

最佳之扶貧策略似乎是提供就業；對澳門而言，亦是提高機會及選擇方面之問題。

為泰國邊緣社群包括愛滋病患者及街童的服務經驗分享

**The Work Programs for the Marginalized Groups in Thailand Especially the HIV
Infectors and Homeless Children**

講者 Speaker :

A 2



Fr. Rocco Pairat Sriprasert

泰國明愛總幹事

Secretary General, Caritas Thailand

Caritas Thailand has been working in Thailand for over two decades and it worked as one desk under the Social Ministry. From the organization structure of the Catholic Bishops' Conference of Thailand (CBCT) the real work of Caritas could not function as an integrated approach in the operation. Many activities had overlapped each other. During year 2008, the CBCT had been modified the structure to fit to the effective working condition. At present the structure of Caritas Thailand is working under the umbrella of CBCT. Caritas Thailand has covered 8 major areas and the issues of marginalized groups such as homeless children, migrants' children and people living with HIV/AIDS, etc. Caritas Thailand normally has tried to raise up the quality of lives for these children through providing education, health welfare, etc.

To explain the whole structure of CBCT and where the Caritas belong to, the Episcopal Commission for Social Ministries is one of the four main Episcopal Commissions of the Catholic Bishops' Conference of Thailand (CBCT). Caritas Thailand is an operational arm of this Commission. This Commission has divided into two major functions. The first function is for Social Development with five Desks. There are: (1) Desk for Human & Social Development, (2) Desk for Justice and Peace, (3) Desk for Pastoral Health Care, (4) Desk for Indigenous Peoples and (5) Desk for Women. The second function is for Social-Pastoral Ministries functioning with three desks. There are: (1) Desk for Migrants & Displaced People (NCCM), (2) Desk for Tourism and Seafarers Apostolate (NCCS) and (3) Desk for Emergency Relief & Refugees (COERR). The Caritas Thailand has been working through the Committee of which involved the responsible persons concerned in the planning, development and implementation. In the meantime, the Committee had also coordinated with the Diocesan Social Commission concerned for the activities in the area of responsibility. There are ten Dioceses in Thailand.

Today, the focus will be placed only activities involved with homeless children, migrants' children and people living with HIV/AIDS. The first Desk concerned is National Catholic Commission for Migrants (NCCM). NCCM is one of the Commission of Caritas of Thailand. It focuses on the problem of migrant workers. In Thailand there are many migrants from neighboring countries due to the different status of social & economical and political issues. Therefore, the policy of NCCM has to involve with all areas where there are residency of migrants in Thailand, i.e. industrial areas or fishery areas. Within these areas, there are many children who cannot access to any education system. NCCM has provided various opportunities of education for them, i.e. community education activities, sponsor scholarships, providing continuing their education with Thai schools, providing education facilities, etc. From the record of the last two quarters of 2010, NCCM direct supported education over three thousand children and provided knowledge and children right to over three hundred child labour.

The Desk for Migrants & Displaced People (NCCM) has collaborated and coordinated with the government official in organizing normal classes for these migrant children. This was the beginning for these children to be recognized by government official to aim of having proper documentation at the later part. Their graduation should be recognized by other educational institutions. The NCCM always work together with other NGOs with the same objective to let these children be able to access to education.

The second Desk is the Catholic Commission for Emergency Relief & Refugees (COERR). COERR will focus all nine refugees' camps along Thai border near neighboring countries. COERR has emphasized the preparation the knowledge of Thai language for children between 6 – 11 years in the camps for them to enter the Thai government school system. It has also provided the non-discrimination, environmental protection, protection of beneficiaries, coordination with all concern both inside and outside camps, etc. It has also provided scholarships for over 500 children from various camps in Thailand. Support also given to separated children in various camps for over seven thousand children. These are children came to the camps without their parents. We also take care of children at the immigration division waiting for sending them out of the Thailand for their own country or for the third country.

The situation of Migrants from Myanmar had started since 1984. At present there are about 140,000 refugees living in 9 camps, located along the border in remote mountainous jungles. These refugees came from various ethnic minority groups, mainly Karen and Karenni and some displaced by human rights abuses some by army. They have to confine in their camps and not allow leaving their places. Residents at all camps are supported by external assistance. COERR has also provided the occupational training for them in the camps. COERR has also organized many activities for these children to be able to live in the society including music as part of psychosocial activities, etc.

As regards to children and people living with HIV/AIDS, there are 28 institutions of Catholic Committee on HIV/AIDS (CCA) under the auspices of CBCT. The CBCT has been promoting and supporting Catholic organizations to do the work on HIV/AIDS more effectively and efficiently by providing capacity building of their staff on prevention, care and counseling, etc. We had started with intra network and later on the network has been extended to international level and other Non-governmental organization working with HIV/AIDS patients in Thailand as well as inter-faith network. The network had further developed and extended to International level i.e. Asian Interfaith Network on AIDS (INA); Asian Muslim Action Network (AMAN); Christian Conference of Asia; Catholic Asia-Pacific Coalition on HIV/AIDS - (CAPCHA), etc. Our network had been a quite strong network and we were able to advocate and pushing the needs for the Ministry of Public Health to include in their health policy for the necessary medicine for people living with HIV/AIDS. It is now the people living with HIV/AIDS are able to access free necessary medicine from the government hospital. Our network is preparing for the next campaign of World Health Organization, United Nation AIDS for the next five years. These campaigns will start on the first of December 2011. There are (1) “Getting to zero new HIV infections”: (2) “Zero AIDS related dead” and (3) “Zero discrimination”.

The beauty of the strong network came from the good coordination and networking of our Catholic Committee on HIV/AIDS under the umbrella of CBCT which was united together in working with one objective. It has supported each other and been able to link with other religions members in this field.

For the conclusion, the challenge of the work of Caritas Thailand, we considered all sectors are united into one family and sharing the work together for more efficiency and cost effective for the whole office. The Caritas Thailand has very good collaboration of the Women and Men Religious Congregation Federations of Thailand in working for all social and health activities in Thailand. From our experiences of working together which has shown the work was more productive and less in duplication of work. However, coordination and collaboration are the important elements for networking to successful achievement.

沒有圍牆的醫院

A Hospital Without Walls - Taitung St. Mary's Hospital

講者 Speaker :



陳世賢先生 Mr. Shih-Hsien Chen

台灣台東聖母醫院執行長

Chief Executive Officer, Taitung St. Mary's Hospital

A3

「寧養服務」是一種觀念，是將「病人」還原成一個「人」，一個生了病但仍是完完全全、有著身心靈各種需求的一個人，而不僅只是看到他的「病」。即便死亡近在眼前，仍然將病人的生活品質或生命品質看成最最重要的事。李嘉誠基金會為了提升內地寧養服務的水準，二〇一〇年十月帶領內地將近三十家醫院正副院長到台灣參訪，一行人從最繁榮的台北大型醫學中心，一路看到最偏遠的台東地區醫院，沒想到大家對規模最小的台東聖母醫院留下最深刻的印象。

其實台東聖母醫院只有二十九張病床，六位專職醫師、二十多名護士，人力不足、設備老舊、資源缺乏，秉持著「為窮人服務」的精神，五十年來收支沒有平衡過，卻依然活得生氣蓬勃，每天可以照顧院內外超過六百床病患，不只做醫療，還做醫學教育、開餐廳、種田、做芳療、落實健康社區營造、做藝術治療等，是台灣公認的醫療典範，有著許多大醫院所沒有的、用錢買不到的、以及大陸醫療目前也很欠缺的——「愛」。不只是以「病人」為中心，而是以「人」為中心，不放棄任何一個人。

台灣有 2,300 萬人，擁有將近 20 家的醫學中心（三級醫院），全部集中在人口稠密的大城市。而台東有 23 萬人，有六大部落，地形狹長、多山、多離島，醫療資源嚴重不足且分配不均。一九六一年，瑞士籍神父和愛爾蘭修女來到台東，不忍心看到婦女在田裡生孩子，且因衛生條件差造成極高的死亡率，於是開始在國外募款籌建聖母醫院，引進醫師和設備，由產科做起，並培訓當地的護理人員充當沒有牌照的「假假的護士」，半數以上的台東小孩都在聖母醫院出生。

一九七九年聖母醫院開始以「居家護理」的方式，服務長達一百七十公里的海岸線民眾。修女說：「別人不去的，我們去；別人不做的，我們做。」還有獨居老人送餐服務，便當上面寫著名字，因為每位老人家愛吃的、能吃的、需要的營養都不盡相同。送餐員有時還要幫忙老人家日常用品，甚至替為尋找社會資源。全院只有一名社工，卻有好多「假假的社工」；曾有同仁建議酌收費用，以免病患需索無度。修女卻堅決地

回答：「那些人都沒錢看醫生了，我們怎麼好意思再收錢？」

一九九五年台灣推行全民健康保險制度，雖免除了大部分民眾就醫的經濟障礙，但未必人人拿得出錢來，而這些人又大多是聖母醫院服務的對象，聖母醫院依然只管照顧病人，繼續做著效率差又沒錢賺的服務，不計較盈虧。此時醫療體制也掀起「企業化」與「市場化」潮流下，公益性格的聖母醫院開始出現入不敷出、跟不上時代的窘態，二〇〇三年甚至窮到連薪水都發不出來，醫院陸續結束最負盛名的產科，關閉開刀房，無刀可開的外科醫師哭著告別醫院，修女則拿著醫療奉獻獎的獎牌要出售，外面都盛傳聖母醫院要倒了。

A3

然而，聖母醫院思考的不是要不要繼續經營，而是「教會成立醫院的目的是什麼？聖母醫院是否有存在的必要性？當地民眾的需要是什麼？」台東每年約有六百人死於癌症，病人必須忍受長途奔波與病痛的折磨，甚無尊嚴地死去。某位神父過世時，殯儀館竟派沒有頂篷的小貨車要來載運遺體；另一位癌末的流氓每週必須花六小時的車程往返大城市去接受治療，臨終前他質問修女：「為什麼台東沒有寧養服務？」

一位神父和一名流氓，用他們最後的生命提醒我們：「活著的人要尊重，將死的人也需要尊重。」於是，聖母醫院決定去做成本更高的寧養服務，以全人、全隊、全家、全程、全社區的方式去照顧癌末病患的身、心、靈。這樣的理念獲得到社會社會熱情的資助，隔年，聖母醫院成立了台東第一家有寧養服務的醫院，同時提供不在院內的「居家寧養服務」，比例達1：8的世界水平，聖母醫院從接生嬰孩的「善生」醫院，順利轉型為「善終」醫院。同時舉辦「好醫師先修營」，讓醫學院的學生來體驗偏遠地區的醫療，學習在成為好醫師之前先學會作病人的好朋友。二〇〇七年成立心靈療癒花園，讓久臥病床的患者有機會離開病房、到綠意盎然的花園裡感受大自然的能量，在病程中體驗生命，進而轉化個人的內在價值。

然而，不生病並不代表健康，全世界有八成以上的人是看似健康卻有三高或失眠等不健康問題的「亞健康人」。台灣的衛生機關曾推出許多口號，如「天天蔡依林」「餐餐王力宏」，鼓勵民眾每天吃菜至少一〇種、每餐都有黃綠紅等各色蔬菜；還有「運動三三三」，鼓勵民眾每週運動三天、一次三十分鐘、讓心跳達每分鐘一百三十下。但是知是一回事，做又是另一回事，七成以上的醫護人員都做不到，他們常推說休息的時間都不夠了，哪來的美國時間搞健康？更別說抽煙、喝酒等嗜好。根據一九九五年的統計，台東縣每10萬人口死亡率（無論是哪一項死因）比台灣地區高出很多，罹患惡性腫瘤的人口比率竄升速度亦是全台之冠，平均餘命比台北市民少了十年，罹患心血管等慢性疾病患者的比率也居高不下，好山好水的地方卻好短命，我們不禁懷疑，醫院除了看「病」以外，難道不能幫助人們活得更健康嗎？

於是，聖母醫院於二〇〇八年成立「聖母健康會館」，提供高纖、低油、少鹽、無人工添加劑的美味健康料理，貫徹全院員工的健康促進，甚至還到部落要去幫助原住民營造健康環境。可是當地人一聽說聖母醫院要來幫助他們活得更健康，直覺反應就是叫我們不要來，他們說：「你們來，就是要我們不要抽煙、不要喝酒、不要吃檳榔，

但那些都是我們最快樂的事。」確實，強迫改變他人的習慣，成功率很低，除非當事者自己願意改變。後來，我們改以糖尿病照顧進入社區，定期舉辦控糖生活營隊，陪伴居民一起過健康生活。一年後，部落成立了台東第一個糖尿病病友團體，接著聖母醫院從全台灣 454 個糖尿病病友團體榮獲第一名的標竿獎。同年，全院更獲得台灣醫界的最高榮譽「團體醫療奉獻獎」。

二〇〇九年，聖母醫院創新引進芳香治療，幫老人、病人定期做精油按摩，更投入八八水災救災，並設立「聖母健康農莊」，以「以工代賑」的模式提供災民工作機會，開始種田生產「自然、安全、無毒」的天然食材，從讓食物從土地到餐桌都是健康的。工作也讓災民們重新尋回生命的活力，願意過健康的生活。

如同史懷哲博士遠赴非洲行醫、德瑞莎修女在印度照顧垂死之人，台東聖母醫院「為窮人服務」的精神，在現今一切以利為導向的資本主義社會，彌足珍貴。其實，窮人不只是沒有錢的人，任何身、心、靈不健康的人都是窮人，都是聖母醫院服務的對象。醫療也不應該只是看「病」，醫院也不應該只是醫「病人」，應該要走出醫院、進入社區，幫助生病的人和無病的人同獲健康，這才是「沒有圍牆的醫院」的實踐。因相愛，我們合力做美麗的事情。做對的事，就會有對的力量進來。期待未來能與華人地區有更多的合作，造福更多的華人，同獲身、心、靈的健康。

協助低收入家庭及群體脫貧的實務經驗及分享
The Practical Experience in Helping the Low-Income Families and Groups to
Overcome Poverty

講者 Speaker :



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B 1

Framework of presentation:

1. Mission of Caritas – Hong Kong
 2. Serving the low income families
 3. Hardship of the low income families
 4. Strategies in Serving the Low Income Families
 - Guiding principles
 - Objectives of our service
 - Strategies
 5. Reflections on Social Policy
 6. Appendix - Project Highlights
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Mission of Caritas – Hong Kong

Since its conception in 1953, Caritas – Hong Kong has been serving the poor and the deprived community with the motto of “Love in the Service of Hope”. Our service is to witness God’s love and through the process of service delivery, we facilitate the poor to overcome their difficulties to regain hope for the future. To fulfill our mission, we endeavor:

1. To help the underprivileged and the vulnerable;
2. To enable people to actualize their potentials;
3. To promote mutual understanding and reconciliation; and
4. To nurture a spirit of reciprocity to the community from which the people have benefited.

Bearing the mission, Caritas is not an end itself. It is a channel to foster a movement of understanding and concern, of caring and service with the ultimate goal to promote integral development and human values.

Serving the Low Income Families

In Hong Kong, the SAR Government has not set up a poverty line to measure income poverty. Instead the average payment under the Social Security Assistance Scheme (CSSA) is used as reference to delineate whether a family or an individual is living in poverty. However the welfare sector in Hong Kong disagrees on the benchmark as the amount of CSSA payment is sufficient for a family to maintain an acceptable standard of living. A percentage, usually 50% of the median monthly income of the households, has been used as the yardstick to measure income poverty. According to the Hong Kong Council of Social Service, the poverty rate in Hong Kong is about 18%. This implies that there are about 470,000 households living in poverty while among them, about 210,000 households belong to the working poor families. These families consist of at least one member engaged in employment but having a monthly household income which is less than 50% of the median.

When serving these poor families, Caritas does not address solely the financial needs of the families encountering “income poverty” or “material poverty”. We have adopted a broader meaning of poverty which comprises of different dimensions. The definitions of poverty from two global organizations and from the Commission on Poverty set up by the Government of the Hong Kong Special Administration Region (HKSAR: 2005–2007) have given us a framework to understand poverty.

As defined by the World Bank, poverty includes low incomes and the inability to acquire the resources and service for survival with dignity. It denotes deprivation in well-being; lack of voice; insufficient capacity and opportunity to better one’s life.

According to the definition of the United Nations, poverty is a denial of choices and opportunities; violation of human dignity; lack of capacity to participate effectively in society and having the feeling of insecurity, powerlessness and exclusion.

As stated in the report of the Commission on Poverty, the Government of HKSAR in 2007, poverty is understood as without access to essential services and opportunities (e.g. housing, health, education, employment) which can improve the livelihood of the poor. Thus based on the above definitions, the different dimensions of poverty are summarized as below:

- (a) Deprivation in money and resources to obtain an acceptable standard of living.
- (b) Deprivation in capability and opportunity to better one’s life.
- (c) Deprivation in social relationship, community participation or being socially excluded.

With the adoption of the multi-dimensional approach to define poverty, Caritas - Hong Kong has referred the poor people as the Last, the Least and the Lost within the community that are facing different forms of deprivation. These deprived families we served include the working poor; families facing unemployment; the single parents; the new immigrants; the

ethnic families and families having special needs.

Hardship of the Low Income Families

The multi-dimensional aspects of poverty have given our staff a framework to understand the socio-economic and psychological needs of the low income families. During the year from 1997 to 2010, our units had conducted several qualitative researches to interview the deprived families. The findings of these studies are summarized as below:

1. Inadequate income

The number of poor working families that are unable to earn adequate income to provide their family members an acceptable standard of living is increasing. Poor families are usually associated with marital and parenting problems.

2. Poor living condition

We found that poor families living in urban slums are more deprived than those families living in subsidized public housing units. These families not only bear the burden to pay expensive rental, but have to tolerate a substandard of living condition. Being crowded, lack ventilation (some cubicles do not have window) and provided with insufficient fire escape, the conditions of these rooms cannot provide a favourable and safe environment to facilitate the development of our children.

3. Inadequate resources to meet the developmental needs of deprived children

Our researches have reflected that children from poor families may have low self-image and lack confidence in their study. When having difficulties in their school work, they are unable to receive guidance from their parents who usually have low educational attainment. On the other hand, their parents cannot afford to pay the private tutorial service and other development programmes for their children. If children are deprived of fair chances for development, their opportunities for upward mobility will be limited. In this regards, inter-generational poverty will be the consequence.

4. Lacking social life and informal support

Poor families have limited social support. As to save money for food and daily necessities, the families usually stay at home during holidays. Owing to poverty, they have isolated themselves from their relatives and friends as they fear that they are not welcomed by them.

5. Poor health and medical care

Poor people expressed that they could not afford to become sick. When having serious illness, they depend entirely on public medical service even though the waiting time for medical consultation from specialty is always very long.

6. Facing social exclusion

The poor may lack sufficient information about the availability of social services or they may be ignorant of their rights. In some situations, the mainstream service designed for the community at large may not be able to meet the specific needs of the deprived groups due to differences in languages and culture. Even if the deprived groups know about the services, they may fear that they will be stigmatized and discriminated. Social exclusion will be the result when the deprived groups are discouraged from using the services.

7. Feeling insecure and poor mental health

The results of our studies have revealed that the poor usually has low self-image as well as a sense of inferiority and helplessness. Examples can be found among the poor parents. They seldom share their difficulties or feelings with other parents. However, they always have high aspirations on their children and hope that they can move away from poverty. In facing all the hardships, both parents and children are under stress.

From our studies, we are able to have a better understanding of the general situations of the poor. The findings have further revealed that the background of the deprived families will create further difficulties to them. Family background including marital status, ethnicity and immigration as well as the characteristics of family members such as age, gender, educational attainment and intelligence will create specific form of hardship to the poor. To address the multifarious needs of the deprived to promote their economical, psychological, social and mental wellbeing, integrated and comprehensive package of services are needed. Besides, specific services are also required to meet the particular background and characteristics of the poor families.

Strategies in Serving the Low Income Families

Guiding principles

In formulating the strategies for service planning, our social workers have drawn up the following the guiding principles.

1. The poor people should not be viewed as dependents of welfare service. We believe that when given the support and opportunity, the family members can develop their potentials and skills to achieve self-reliance. All individuals should have the opportunity for development and social participation.
2. It is undeniable that employment is the core to help the poor to alleviate poverty. However, we cannot neglect the psycho-social needs of the families and their children. It is also crucial to strengthen the problem solving ability of the poor families to promote their resilience and sustain their ability for self-reliance.

3. It is recognized that poverty also arises from social inequality and social unjust. We cannot promote self-reliance of the poor without providing a supportive environment and an equal opportunity to enhance their development.

Objectives of our service

To tackle the multifarious needs of the low income families to alleviate poverty, our objectives to assist the poor are:

1. To meet the basic needs of the poor to improve their living conditions
2. To promote their capability and employability to achieve self-reliance
3. To enhance their self-respect and dignity
4. To strengthen their social support and to encourage social participation and social inclusion

B 1

Strategies

Basing on the above mentioned principles, the models of “strengths perspective” and “asset building” have been adopted to help the poor. The essence of the “strengths perspective” is to focus on helping the poor to identify and maximize their capabilities. The “asset building” model implies that different kinds of resources within the community will be mobilized or developed to support the poor. Accordingly, the following strategies have been formulated.

1. Providing direct assistance to meet basic needs

Through our service units, our workers help the poor to apply for social security and social service such as housing, welfare, education and medical to improve the standard of living. In addition, poor families have been referred to receive support service from the local community, such as assistance from food bank and from emergency relief fund to meet their tangible and basic needs.

2. Enhancing mutual aid among the deprived

It is important to strengthen the support networks of the deprived. Our social workers have organized the deprived to set up support groups to promote the spirit of acceptance and mutual aid. These groups can provide a secure environment for the deprived to share their feelings and difficulties without the fear of being discriminated. The spirit of togetherness has encouraged the deprived to face their hardship positively. Peer support is crucial to enable the deprived to restore confidence and to build self-image which can prepare them to strive for self-reliance and social integration.

3. Empowerment and Building capacity

Capacity building includes the enhancement of problem solving skill and work skills for self-reliance. Firstly, through our counseling and group work service, the poor families

have been engaged in the process to tackle their personal difficulties or family problems. It is crucial to strengthen the problem solving skills of the poor so as to restore their confidence and to promote their resilience.

Secondly, to strengthen the employability of the deprived is important to help them improve their livelihood. Our social workers have organized employment service including work skill and communication skills training, employment counseling and job referrals for the deprived. Partnership with employers in the local community has been established to provide job opportunities and job matching service for the unemployed. Post employment service has been rendered, especially for the disabled people, to reduce turnover.

4. Creating job and on-the job training opportunities

Some deprived people such as the disabled persons and people with mental illness, have greater difficulties to look for jobs. Our social workers have organized different self-financed service projects by adopting the business model for so as to create job and placement opportunities. With the theme of conservation, pilot projects including recycling shops and organic farm have been set up. The trainees are encouraged to look for jobs in the open labour market after receiving a certain period of training.

5. Advocacy for policy change

The deprived has been encouraged to organize action groups to advocate for policy change for social protection. Concerns have been given to social issues such as “the minimum wage”, “minimum working hours”, “retirement protection for all people”, and “housing problem” in Hong Kong. Collective actions which include holding meeting with the government officials, organizing press conference and public seminars have been carried out to give pressure to the government for policy change.

6. Promoting social inclusion

Researches and community campaigns had been organized by our workers to arouse the public awareness on the needs of the deprived. Apart from the above, our social workers have mobilized the community and business corporate volunteers to organize volunteer service for the deprived to promote mutual acceptance. On the other hand, the deprived families are invited to participate in voluntary service or mutual aid projects to serve the community. Through collaborative projects among the deprived groups and the community, a spirit of reciprocity has been promoted.

7. Tackling inter-generational poverty

To prevent inter-generational poverty, i.e., to prevent poverty from passing to the young generation as a result of their family’s poverty, support and developmental services have been rendered to poor children to nurture their capabilities, confidence and positive

attitude for upward mobility. With financial support of the Children Development Fund of the Government of HKSAR, our social workers have launched a Children Development Project for 100 children aged 10 to 16. The objectives of the Project are to promote positive life attitude of the children. The Project consists of the following components:

- (a) to train mature volunteers to be mentors for each participating child;
- (b) to facilitate each child to draw up his/her personal development plan with guidance from his/her mentor,
- (c) to enable each child to set up targeted saving for 2 years (\$2,000 per month) with matching contribution from donors and a special financial incentive from the government.

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Reflections on Social Policy to Alleviate Poverty

It is undeniable that NGOs in society have played a significant role to organize developmental services for the deprived families to help building their capacity for self-reliance. However without the intervention of the socio-economic policy to provide opportunity for upward mobility, it is difficult for the poor to move away from poverty. The following recommendations are suggested to build an enabling society for the poor:

1. Promote economic development

It is necessary for the government to formulate a forward-looking and sustainable policy to promote diversified economic development to create job opportunities.

2. Provide social safety net (social protection floor)

It is essential for the government to set up a comprehensive social policy on housing, education, medical, welfare and town planning with the objectives to improve the livelihood of the poor. Some of the tailor-made services are required to address the specific needs of the poor families, such as the single parent families, the ethnic families and the new arrival families that are coming from different socio-economic and cultural background.

3. Provide continuous employment training

It is needed for the government to establish long term manpower planning policy and to provide financial support for the poor to receive employment training. This will enable the poor to learn new work skills to meet the requirement of the changing job market. It is obvious that the low skilled worker will remain in low pay jobs if they do not have the work skills that are required by the economy.

4. Protect labour rights

With the inception of the Minimum Wage Ordinance in Hong Kong, the monthly

earning of the low income families has increased instantly. Thus it is important for the government to review its labour policy to ensure the deprived people to receive a reasonable income that can support the needs of their households as a whole. In addition, incentives from the government should be implemented to encourage the business corporations to increase job opportunities for the disabled people.

5. Prevent inter-generational poverty

Policy research is required to provide evidence for the formulation of social policy and specific measures to tackle the issue of inter-generational poverty. It is crucial for the government to provide intervention at early stage of the development of the deprived children so that they can have equal opportunity for growth and development.

6. Promote equal opportunity and social inclusion

It is important for the government to promote public education to eliminate social discrimination against the poor and to build a caring society to strengthen social inclusion and cohesion.

B 1

Appendix

Project Highlights

Caritas has set up several self-financed projects to provide a total number of 20 jobs opportunities and 200 places of vocational training. Some of the self-financed projects have adopted the concept of conservation to recycle, refurbish and reuse second hand goods. The followings are a brief account of these service projects. Though the business model has been adopted to operate the project, our emphasis still focuses on providing training opportunities for the deprived people.

1. The Green Baby Garden

The project is to provide training and employment opportunities for young mothers (some are unwed). After cleansing and sterilizing the collected second-hand baby goods, the young mothers will sell the items at the shop.

2. The Recycling Computer Workshop

Young men of low academic attainment and ethnic youth have been recruited to collect donated computers. Young people are trained to refurbish and upgrade the computers to be donated to deprived children and deprived families. These young people have also been equipped with IT skills to organize computer training programmes for the community.

3. The Second-hand Recycling Shop

It is a project to provide vocational training and job opportunities for the unemployed, especially for the mentally retarded and people with mental health problems. Clothing, furniture and different kinds of goods are collected. The trainees are engaged to provide cleaning and re-packaging service so that the items can be sold at a very low price for the poor. Some of the items are donated to our service users.

4. The Artland

The Artland is a shop set up to sell the handicrafts made by the disabled person. The shop not only provides an open window to demonstrate the potentials of the mentally retarded people, but has also provided a training ground for the disabled to learn and practice their work skill to operate the business and to manage the shop.

5. La Vie Bakery and the Bread Shop

The bakery and the shop provide job and training opportunities for people rehabilitated from mental illness. Training programs are organized to equip the participants with the skills to produce bakery products and to sell the products at our shop.

6. The City Farmer

A piece of land has been rented to set up an organic farm to provide opportunities for women with emotion problems. The concept of horticulture-therapy has been adopted. Through the process of growing vegetables, strawberries and mushroom, the women are able to restore confidence and self-image to prepare for employment in the labour market.

7. The Oasis Cafe

A Cafe has been set up inside a hospital to serve the staff members. The project is operated with a balance budget so as to provide vocation training and placement for practicum for the mentally handicapped people.

為何平等對每個人也會更好

The Spirit Level: Why Equality is Better for Everyone

講者 Speaker :



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B 2

The belief that inequality is divisive and socially corrosive goes back several hundred years. But now we have comparable measures of the scale of income inequality in different societies and we can actually see what effect it has. The new evidence shows that inequality is much the most important explanation of why, despite their extraordinary material success, some of the most affluent societies seem to be social failures.

What Greater Equality Brings

In societies where income differences between rich and poor are smaller, the statistics show that community life is stronger and more people feel they can trust others. There is also less violence – including lower homicide rates; health tends to be better and life expectancy is higher. In fact most of the problems related to relative deprivation are reduced: prison populations are smaller, teenage birth rates are lower, maths and literacy scores tend to be higher, and there is less obesity.

That is a lot to attribute to inequality, but all these relationships have been demonstrated in at least two independent settings: among the richest developed societies, and among the 50 states of the USA. In both cases, places with smaller income differences do better and the relationships cannot be dismissed as chance findings. Some of them have already been shown in large numbers of studies – there are over 200 looking at the tendency for health to be better in more equal societies and something like 40 looking at the relation between violence and inequality. As you might expect, inequality makes a larger contribution to some problems than others, and it is of course far from being the only cause of social ills. But it does look as if the scale of inequality is the most important single explanation for the huge differences in the prevalence of social problems between societies. The relationships tend to be strongest among problems which show the sharpest class differences and are most closely related to relative deprivation.

The most obvious explanation for these patterns is the suggestion that more unequal societies have more social problems because they have more poor people. But this is not the main explanation. Most of the effect of inequality is the result of worse outcomes across the vast majority of the population. In a more unequal society, even middle class people on good incomes are likely to be less healthy, less likely to be involved in community life, more likely to be obese, and more likely to be victims of violence. Similarly, their children are likely to do less well at school, are more likely to use drugs and more likely to become teenage parents.

Redistribution, Not Growth

The first thing to recognise is that we are dealing with the effects of relative rather than absolute deprivation and poverty. Violence, poor health or school failure are not problems which can be solved by economic growth. Everyone getting richer without redistribution doesn't help. Although economic growth remains important in poorer countries, across the richest 25 or 30 countries, there is no tendency whatsoever for health to be better among the most affluent rather than the least affluent of these rich countries. The same is also true of levels of violence, teenage pregnancy rates, literacy and maths scores among school children, and even obesity rates. In poorer countries both inequality and economic growth are important to outcomes such as health, but rich countries have reached a level of development beyond which further rises in material living standards do not help reduce health or social problems. While greater equality is important at all levels of economic development, the connection between life expectancy and Gross National Income per head weakens as countries get richer until, among the very richest countries, the connection disappears entirely.

However, within each country, ill health and social problems are closely associated with income. The more deprived areas in our societies have more of most problems. So what does it mean if the differences in income within rich societies matter, but income differences between them do not? It tells us that what matters is where we stand in relation to others in our own society. The issue is social status and relative income. So for example, why the USA has the highest homicide rates, the highest teenage pregnancy rates, the highest rates of imprisonment, and comes about 28th in the international league table of life expectancy, is because it also has the biggest income differences. In contrast, countries like Japan, Sweden and Norway, although not as rich as the US, all have smaller income differences and do well on all these measures. Even among the 50 states of the USA, those with smaller income differences perform as well as more egalitarian countries on most of these measures.

Chronic Stress

But how can social status differences affect health? There is a health gradient running right across society, from the bottom to the top. Even the comfortably off middle classes

tend to have shorter lives than those who are very well off. Having a house with a smaller lawn to mow, or one less car, is not plausible explanations for these differences. Research has now shown the importance to health of psychological and social factors. Friendship, sense of control, and good early childhood experience are all highly protective of health, while things like hostility, anxiety, and major difficulties, are damaging. The many pathways through which chronic stress makes us more vulnerable to disease are becoming clearer. Stress compromises the immune and cardiovascular systems and increases our vulnerability to so many diseases that it has been likened to more rapid ageing.

We now know that a major contribution to health inequalities comes from the psychological and emotional impact of people's social status. This picture received powerful confirmation from studies of non-human primates. Although among humans you cannot unambiguously separate out the effects of social status from better material conditions, among animals you can. Studies in which social status among macaque monkeys was experimentally manipulated by moving animals between groups, while ensuring material conditions and diets were kept the same, showed that the stress of low social status can produce physiological effects similar to those associated with low status in humans. Since then, studies of other non-human primates species have shown that the stress effects of social status vary according to the nature of the dominance hierarchy and the quality of social relations.

Social Relations and Hierarchy

The growing awareness of the importance of the social environment to health raised the question of whether the quality of social relations differed between more, and less, equal societies. The data left no room for doubt: people in more unequal societies trust each other less, they are less likely to be involved in community life, and rates of violence are higher. All suggest that inequality damages the quality of social relations. Indeed, this must be one of the most important ways inequality affects the quality of life. In the most unequal of the 50 states of the USA, 35 or 40 percent of the population feel they cannot trust other people, compared to perhaps only 10 percent in the more equal states. The international differences are at least as large. Measures of "social capital" and the extent to which people are involved in local community life also confirm the socially corrosive effects of inequality.

Americans often ask whether these patterns reflect ethnic divisions. The answer is that they do and they don't. The same patterns are found in international analyses and within other countries where they cannot be explained by ethnic divisions. In addition, some analyses have controlled for the proportion of minorities in different societies. However, insofar as skin colour or, in different contexts, language or religious group membership, become markers of social status, then they are stigmatised like any other marker of low class or social status.

These issues are centrally about social status differentiation: its effects explain why people in lower classes feel they are treated as a different race and people in a different race feel they are treated as second class citizens. But the effects of inequality are far too large to be attributed to any minority at the bottom of society. Inequality is associated with worse outcomes among the vast majority of the population and are seen as clearly in analyses which compare just the white populations in more and less equal countries.

Income inequality tells us something about how hierarchical societies are and about the scale of class differentiation within them. The limited comparable data on social mobility in different countries suggests that more unequal countries have less social mobility. Rather than being the “land of opportunity”, the United States has unusually low rates of social mobility which seem to match its unusually large income difference. And it also looks as if increased income inequality has led, in both Britain and the US, to greater residential segregation of rich and poor. Bigger differences seem to mean less mixing – both socially and geographically.

With such profound effects on society and health, it would be surprising if inequality did not also exacerbate most of the problems associated with relative deprivation, so giving rise to the relationships we found between greater inequality and higher rates of imprisonment, poorer literacy and maths scores, increased obesity, more violence, higher teenage pregnancies rates and poorer mental health. It seems likely that the bigger the income and status differences, the more important social position and social status competition becomes.

Inequality and Social Anxiety

But why are we so sensitive to inequality? Why does it affect us so much? Some pointers to the mechanisms involved are provided by the psychosocial risk factors for poor health. Foremost amongst these, as we saw earlier, are three intensely social factors: low social status, weak friendship networks, and poor quality of early childhood experience. Given that we know these work through chronic stress, the research seems to be telling us that these are the most pervasive sources of chronic stress in affluent societies.

Thinking more about these three sources of chronic stress, we can see that they may all be indicators of underlying social anxieties. The insecurities we may carry with us from a difficult early childhood are not unlike the insecurities associated with low social status, and one may make us more vulnerable to the other. Friendship fits into this picture because friends provide positive feedback: they enjoy your company, laugh at your jokes, seek your advice, etc.: you feel valued. In contrast, not having friends, feeling excluded, people choosing not to sit next to you, fills most of us with self-doubt. We worry about being unattractive, boring, unintelligent, socially inept, and so on.

There is now a large body of experimental evidence which shows that the kinds of stress which have the greatest effect on people's levels of stress hormones are "social evaluative threats", such as threats to self-esteem or social status, in which others can negatively judge performance.

It seems then that the most widespread and potent kind of stress in modern societies centres on our anxieties about how others see us, on our self-doubts and social insecurities. As social beings, we monitor how others respond to us, so much so that it is sometimes as if we experienced ourselves through each other's eyes. Shame and embarrassment have been called the social emotions: they shape our behaviour so that we conform to acceptable norms and spare us from the stomach-tightening we feel when we have made fools of ourselves in front of others. Several of the great sociological thinkers have suggested that this is the gateway through which we are socialised, and it now looks as if it is also how society gets under the skin to affect health.

Given that the social hierarchy is seen as a hierarchy from the most valued at the top, to the least valued at the bottom, it is easy to see how bigger status differences increase the evaluative threat and add to status competition and status insecurity. This perspective also explains why violence increases with greater inequality. The literature on violence points out how often issues of respect, loss of face, and humiliation, are the triggers to violence. Violence is more common where there is more inequality not only because inequality increases status competition, but also because people deprived of the markers of status (incomes, jobs, houses, cars, etc) become particularly sensitive to how they are seen. What hurts about having second rate possessions is being seen as a second rate person.

Similar processes are involved in the social gradient in children's educational performance. A recent study for the World Bank showed that while high and low caste children in rural India were unaware of the caste differences between them, they performed equally well when asked to solve a series of puzzles; but when made aware of the differences, the performance of children from low castes was substantially reduced.

Increased social hierarchy and inequality substantially raises the stakes and anxieties about personal worth throughout society. We all want to feel valued and appreciated, but a society which makes large numbers of people feel they are looked down on, regarded as inferior, stupid and failures, not only causes suffering and wastage, but also incurs the costs of antisocial reactions to the structures which demean them.

Inequality, Consumption, and the Environment

For thousands of years the best way of improving the quality of human life has been to raise material living standards. We are the first generation to have got to the end of that process. No longer does economic growth improve health, happiness, or wellbeing. If we

are to improve the real quality of life further, we have to direct our attention to the social environment and the quality of social relations. But rather than continuing to tackle each problem separately, by spending more on medical care, more on police, social workers and drug rehabilitation units, we now know that it is possible to improve the psychosocial wellbeing and social functioning of whole societies. The quality of social relations is built on material foundations – on the scale of the material inequalities between us.

During the next few decades politics is likely to be dominated by the necessity of reducing carbon emissions. There are three ways in which greater equality is crucial to achieving sustainability. The greatest threat to reining in carbon emissions is consumerism. Several economists (see for instance Robert Frank, 1999) have shown that consumerism is driven by status competition. Status competition is, in turn, intensified by greater inequality. Consumerism reflects social neuroses and insecurities fanned by inequality and increased competition for status. Advertisers play on these insecurities suggesting their products enhance attractiveness, sophistication and exclusivity. Rather than a sign of our innate materialism, consumerism is an indication of our need for emotional comfort – as in “retail therapy” or “eating for comfort” – to provide a sense of wellbeing which we fail to get from society. By improving the quality of social relations, narrow income differences make us less vulnerable to these pressures.

The second important contribution which greater equality can make to achieving sustainability is that it increases public spiritedness. Less exposed to status competition, people in more equal societies are less out for themselves. Higher levels of trust and involvement in community life mean that people are more likely to think in terms of the greater good. Confirming this we found that more equal societies give more in overseas aid and score better on the Global Peace Index. An international survey of business leaders showed that those in more equal countries think it more important that their governments abide by international environmental agreements. Reducing carbon emissions and achieving sustainability depend, like nothing else, on our ability to act for the common good.

Finally the changes needed if we cope with global warming are unlikely to command public support unless they are seen to be fair. If people are to cooperate in the effort to reduce carbon emissions, the burden must be fairly shared. Policies which penalise the poor while allowing the rich to continue with much more environmentally damaging lifestyles will not be acceptable.

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從全球角度探討跨領域合作扶貧

Cross Sector Cooperation to Alleviate Poverty in a Global Perspective

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Introduction

It is almost a truism that collaboration and cooperation among countries results in a win-win situation keeping in view the comparative advantage different nations and territories have in different social and economic fields. Cross Sector Cooperation (CSC) among territories adjacent or placed in contiguous geographical clusters have further competitive advantage in terms of transportation and communication. Through CSC, it is easier to integrate and seek benefit through shared pool wisdom, best practices and build on the human didactic resource base, available in different regions and sub regions. The incidence of poverty is linked and directly related to empowerment through education and technical and vocation skills. There is unanimity of views that richest regions, territories and countries around the globe have one thing in common i.e. the concentration of knowledge workers. CSC is the best maverick available to focus on such poverty pockets by adopting different strategies including provision of education, building of human social capital, generation of employment opportunities, empowerment through technical and vocational skills, promotion of industries including cottage industries and tourism. One of the best strategies to dent the menace of poverty is ensuring education and literacy with a lifelong vocational skill and provision of micro financing as soft loans enabling the poor and needy to start small businesses and enter the arena of entrepreneurship. There is a consensus among development economists and practitioners that education and skill development is the best step for everything good in life. It is quintessential pre-requisite for CSC for poverty alleviation that human resource development is there to be the best recipient and beneficiary from the human social capital, skill development and technology. The process of human social and economic integration becomes easier and faster with the conducive, congenial and enabling environment during the process of coordination, cooperation and collaboration. The experiences around the globe on account of CSC testify the fact that geographical contiguity, eagerness for partnership, adaptation and appetite for development of the partners, makes the life easier for individuals, organizations, institutions, regional and sub-regional entities. (Malik, 2007)

One of the key elements of CSC is the movement of the human social capital across the borders. The number of international migrants reached 193 million in 2009. The migrants are only 3% of the world's population and international migration is likely to increase faster than world population growth. The level of earning of highly skilled migrants is much higher than semi-skilled workers and there is wide deep chasm in the earnings of literate and illiterate labor. Individuals and families across national borders send remittances back home and contribute towards national development and poverty alleviation. Many international organizations and governments in developing countries especially Less Developed Countries (LDC) have recognized the importance of remittances and using the resources to accelerate economic development, economic growth and poverty alleviation. CSC may be defined as coordination, collaboration, synergy and synchronization beyond national borders among institutions and organizations. The cooperation helps to integrate the experiences and the sharing of experiences through pooled wisdom (Malik, 2010). The cooperation is not only beneficial but also results in a win-win longeval situation. CSC is generally among territorial and geographical organizations on account of regional economic policy, integration, bilateral and multilateral trade, research and development, infrastructures improvement, environmental protection, transfer of skill and technology promotion of culture etc. The ultimate goal is to develop close and friendly relations among neighboring countries, institutions and authorities and pave the way for a world without walls in the context of globalization. In the recent past CSC has enhanced around the world as a result of a number of events and processes that have favored its development. Some of the most important among them are the fall of the Berlin Wall, European Union, Pakistan-India trade, Gulf Cooperation Council and ensuing processes of economic and social internationalization in different parts of the world. The relation between CSC and integration processes is not only multivariate but also multi-cultural and multilateral. CSC contributes to the integration process through mass communication and integration among citizens in different national territories stimulating cross boundary collaboration and cooperation. CSC enables the national governments to overcome the territorial problems and provides opportunities for economic development, beneficial to the people living on both sides of the international borders (Perkmann 2003, Conde Martinez 2001, Rose and Miller (1992). There are numerous challenges in the context of human development directly correlated with alleviation of poverty. The inequitable income distribution has further aggravated the incidence of poverty situation, especially in the lower half of Human Development Index (HDI). Human Development Report 2010 (HDR, 2010) has identified that 'the distribution of income has worsened at the country level in much of the world, even with the narrowing of gaps in health and education achievement'. HDR 2010 has suggested that 'by 2050 the global HDI would be 8 % lower than in the baseline.'

This paper on Cross Sector Cooperation in a Global Perspective takes into account the experiences of cooperation between local, national, sub-regional and regional authorities across frontiers in different sectors, targeting poverty around the globe.

1. Cross Sector Cooperation in Latin America

Poverty in Latin America is widespread but there are signs of gradual improvement in recent years due to CSC. The indigenous peasants are the poorest people and their extreme poverty is mainly due to unfair distribution of wealth and denial of access to the available opportunities. Latin America has generally attracted more foreign investment but often making countries reliant on unstable speculative foreign investment. Expensive high interest rate aid loans have made escaping poverty difficult for many Latin American governments. Poverty in some Latin American countries has worsened by migrations, internal conflicts and bad governance. Poverty in Latin American countries is largely due to the pressure of population growth on scarce resources. In some of the regional countries, drug-related social and political instability has contributed to the incidence of poverty. Latin American poverty is worse in some countries like Ecuador, Paraguay and Peru but has improved in recent years in some countries due to CSC. Mexico helped partly by improvement in education and CSC with neighboring countries. Due to internal conflicts, Latin American countries have recently been increasing military expenditure as a share of Gross Domestic Product (GDP) and the incidence of poverty has started increasing and aid debt also seems one of the major obstacles.

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CSC in Latin America has been very encouraging during the recent past introducing an equitable and sustainable pattern for territorial development. It has highlighted the importance of regional integration within countries, heralding the emergence of a new economic geography and the political economy processes of regional integration. Initiative for South American Regional Infrastructure Integration (IIRSA) contains a clear socio-economic interest and its main objective is to promote the development of transport, energy and telecommunications especially focusing on physical integration of 12 countries of Latin America. IIRSA is a new hope for the region for economic prosperity and holistic development. The greater exchange of goods and services promotes the process of bilateral and multilateral transfer of technology and the best practices, generating employment opportunities and galvanizing the pace of coordination, ultimately impacting the incidence of poverty. CSC is the best lever to promote economic and social development, good governance practices, research and development, trade on the basis of competitive advantage, poverty alleviation and democratic good governance. Latin American regional cooperation clearly demonstrates economic development, regional integration and settlement of political and cross boundary long outstanding disputes and issues. CSC process has the potential to serve as an axle, on which the processes of economic, technological, skill development and institutional convergence turn over and gather gradual pace bringing amelioration for the less-affluent and disenfranchised sections of society within the regions and across the territories within the national boundaries of different nation states.

CSC is helping the national governments in Latin America to save the precious resources. The resources could be optimally utilized for institution building and poverty alleviation. CSC is also helping to build synergy, trust and confidence through close collaboration among government authorities and local civic bodies across the national frontiers. CSC in Latin America has promoted mutual confidence and trust between ethnic minorities, ultimately stimulating political consensus ushering peace, quintessential pre-requisite for development and poverty alleviation. CSC in Latin America worked as strategic alliance among neighboring territories, bringing an overall change with positive externalities. CSC has facilitated reconciliation and rapprochement among the member countries. The independent and the most significant variable in Latin American CSC is the reinforcement process through *Fronteras Abiertas* showing sensitivity to the issues of CSC and geographical integration since Latin American nation states have geographical, historical, economic, social and political preconditions for regional development. Due to historical developments, Latin American national governments are the most important political players by now. Regions, provinces, departments and municipalities depend on national governments in political, financial and planning terms but CSC does not have institutional arrangements like European Union developed in Europe. EU experience shows that permanent cross-border institutional arrangement could channel CSC is very helpful. European experiences in CSC are becoming particularly relevant in Latin America. Local stakeholders within the nation states and across national boundaries intend to take the best advantage out of it. CSC has the potential to impact the economic development along the border areas and adjacent territories in Argentina, Brazil, Paraguay and Uruguay. Huge distances, lack of common border control facilities, weak infrastructures as well as fragile economies have a strong impact on the development of sustainable CSC which has to be strengthened in the future. Taking into account the EU experience it can be safely assumed that CSC will create sustainable added value and contribute to Latin American integration. In order to succeed in the existing situation in the process, there is an incessant need to transform the intergovernmental relationships and transcend the barriers of prejudice. Decentralization and devolution of functions in CSC is the best instrument for many emerging opportunities. CSC in Latin America must have the essential elements of gradual and consistent development, strengthening of roles and responsibilities, strategic and programmatic approach and permanent institutional arrangements. The main objective should be to enhance CSC by securing the transit from individual cross-border activities to strategic, sustainable and programmatic approach. To achieve this goal, genuine cross-border programmes, projects and structures will strengthen social and economic cohesion without touching sovereignty rights through short-term, mid-term and long-term objectives for regional integration and collaboration in Latin America.

2. Regional Cross Sector Cooperation in Western Balkans

Regional development and Cross Sector Cooperation in the Western Balkans is one of the key areas of intervention by multilateral international institutions such as the European

Union (EU), The World Bank (WB), United Nations Development Programme (UNDP), Council of Europe (CE) and European Bank for Reconstruction and Development (EBRD). In order to reinforce cooperation with countries bordering the European Union, the European Neighborhood and Partnership Instrument (ENPI) includes a component specifically targeted at CSC. 15 CSC programmes (9 land borders, 3 sea crossings and 3 sea basin programmes) have been established along the Eastern and Southern external borders of the European Union with a total funding of €1.2 billion for 2007-2013. The regions which benefit from CSC have a total population of 257.5 million citizens and 45% of them live in the Northern and Eastern border regions, and 55% in the Southern border regions. The nature of funding programmes earmarked towards CSC underlines the objective of long-term sustainability. This involvement and multi-level commitment by the international community is a key driver of regional development and CSC in the Western Balkans. It is gradually making progress, albeit from a rather low point of departure given the wars and ethnic conflicts of the 1990s. Regional Cooperation Council (RCC) established in 2008 and located in Sarajevo, is the most visible sign of new institutional capacity to advance regional as well as local ownership of the policy process. The hope is that regional cooperation in the Balkans can also be delivered by those who are expected to practice and benefit from it. RCC promotes mutual cooperation and European and Euro-Atlantic integration in Southeast Europe. It focuses on six priority areas: economic and social development, energy and infrastructure, justice and home affairs, security cooperation, building human capital and parliamentary cooperation. In operational terms, Heads of State and Government of the Southeast European Cooperation Process (SEECP) including Greece, Turkey, the western and Eastern Balkans and Black Sea countries provide the political backing for the RCC's annual work programme, while the European Commission provides most of the funding. The aim is to generate and coordinate developmental projects and create a political climate amenable to implementing projects of a wider, regional character, to the benefit of each individual member.

Regional cooperation is essential for increasing prosperity and economic growth. Economic development is a key issue if the western Balkan countries are to make better, faster progress towards European integration. In many areas, such as trade, energy and transport, because of the limited size of each western Balkan country and the fragmentation of the economic space in the region, there is no other option but to embark on intense regional cooperation as the only realistic way forward. Enhanced regional cooperation in the economic field is just plain common sense. Through regional cooperation, a business environment will be created in the Western Balkans that will provide for foreign and national direct investments, that will create much needed jobs and that will encourage individual initiatives, and so add to an increase in the living standard of the whole population. In the pursuit of these objectives the countries of the western Balkans can count on the support and the assistance of the EU. The idea of an economic space in the region is taking roots and in this context, some important results have been achieved in the western

Balkans in the fields of free trade and infrastructure. Beyond the intra-regional challenges, the ultimate goal is to reconnect the Western Balkan countries fully with all their neighbors, EU Member States and candidate countries alike. Infrastructure development is of vital importance for developing the economies of the Western Balkans; it is an initial and indispensable requirement for an increase in economic growth. However, infrastructures without the reforms necessary to strengthen institutions that will promote sound development policies cannot promote economic growth and social cohesion nor achieve much by way of regional and cross border integration.

Regional development and cross-border cooperation in the Western Balkans is one of the crucial areas of intervention by multilateral international institutions such as the European Union, the World Bank, UNDP, Council of Europe and EBRD (European Bank for Reconstruction and Development). In order to reinforce cooperation with countries bordering the European Union, the European Neighborhood and Partnership Instrument (ENPI) includes a component specifically targeted at cross-border cooperation (CSC). Some 15 CSC programmes, 9 land borders, 3 sea crossings and 3 sea basin programmes have been established along the Eastern and Southern external borders of the European Union with a total funding of €1.2 billion for 2007-2013.

The regions which benefit from CSC have a total population, on both sides of the EU borders, of some 257.5 million citizens-of which 45% live in the Northern and Eastern border regions, and 55% in the Southern border regions-49% in the EU border regions, and 51% in the border regions of the partner countries.

Population in the Border Regions in Europe (Millions, 2009)

	EU Regions*	Partner Regions	Total
Northern & Eastern Borders	475	67.3	1148
Southern Borders	783	64.3	142.7
Total EU Borders	125.9	131.6	257.5

Source: European Union Report on Cooperation 2009

The nature of funding programmes earmarked towards CSC underlines the objective of long-term sustainability. This involvement and multi-level commitment by the international community is major driver of regional development and cross-border cooperation in the Western Balkans. It is gradually making progress, albeit from a rather low point of departure given the wars and ethnic conflicts of the 1990s.

3. Regional Development and Cross Sector Cooperation in the European Union Context

CSC in the EU context uses an approach largely modeled on structural fund principles such as multi-year programming, partnerships, and co-financing, adapted to take into

account the specificities of the European Commission's external rules and regulations. One major innovation of the ENPI CSC can be seen in the fact that the programmes involving regions on both sides of the EU border share a single budget, common management structures, and a common legal framework and implementation rules, helping to balance partnerships between the participating countries. The European Commission also promotes CSC and bilateral development in the Western Balkans through the Instrument for Pre-Accession (IPA) financial assistance tool. This instrument is operational since 2008 and currently applies to all countries in Southeast Europe seeking membership in the European Union. Annual programmes are implemented in cooperation with the international donor community and co-managed with local representatives from the beneficiary countries.

The rehabilitation and improvement of border crossing infrastructure in Morin in the Kukes region bordering Albania and Kosovo has a total budget of €0.46 million in 2009/10. In comparison to the previous example, the sums are small, largely because many implementing regulations are absent in Kosovo. At present, EU CSC programming involving Kosovo's cooperation with neighboring countries is being hampered by the ongoing limitations of the international recognition process. (4) These limitations suggest that regional disparities may in fact be cemented despite CSC seeking to reduce such differences.

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**This includes nine land borders, three sea crossings and three sea basin programmes.*

CSC Assistance provided by the EU in the IPA Framework 2007- 2013

In Mil €	2007	2008	2009	2010	2011	2012	2013
Croatia	9.7	14.7	15.9	15.6	15.8	16.1	16.7
Macedonia	4.1	4.0	4.3	5.0	5.1	5.2	5.2
Turkey	2.1	2.8	3.4	9.5	9.7	9.9	10.1
Albania	6.6	8.5	9.8	9.9	10.1	10.2	16.6
Bosnia and Herzegovina	3.9	4.9	5.2	4.7	4.7	4.8	4.9
Montenegro	3.9	4.5	4.6	4.2	4.3	4.3	4.4
Serbia	8.2	11.4	12.2	11.7	11.9	12.1	11.6
Serbia	8.2	11.4	12.2	11.7	11.9	12.1	11.6
Kosovo	0	0	0	2.8	2.8	2.9	2.9

Source: Communication from the Commission, IPA 2011-2013, Com (2009) 543, 14th October 2009.

Most countries in the region continue to have refugees and displaced persons from the wars of the 1990s. In Montenegro, for example, the authorities in Podgorica still need to resolve the status of approximately 16,200 refugees from Kosovo. CSC between Montenegro and Kosovo in this delicate area needs to address such issues as; the legal status of refugees and displaced persons construction of accommodation for Roma refugees

from Kosovo, of particular concern is the situation of the Konnik refugee camp close to Podgorica creating legal conditions for the integration of those refugees and displaced persons who wish to remain in Montenegro and acquire Montenegrin citizenship by naturalization. The capacity of Kosovo to absorb and re-integrate refugees from neighboring countries in terms of housing, labor market participation and educational infrastructure. While Montenegro and Kosovo may seek to jointly resolve some of these challenges, outstanding issues with neighboring Serbia can obstruct such bilateral initiatives. Relations with Serbia continue to be disrupted by the Montenegrin decision to recognize Kosovo's independence. The Montenegrin Ambassador in Belgrade was declared persona non grata in October 2008.

4. Cross Sector Cooperation - Two Encouraging Examples

Incremental functional cooperation is taking place on the ground in selected policy making fields. There are specific examples from the region where CSC among countries is starting to manifest itself without primarily being driven by considerations of future political rewards from the European Union. The joint decision by three former Yugoslav republics in August 2010 to form a common railway company aimed at winning back some of the Central European freight business lost during the wars of the 1990s is a case in point. The commercial objective of the joint enterprise is to ensure rapid freight service along the so-called Corridor X, which links Germany and Austria with Turkey. To date, such transport infrastructure investments had largely by-passed potential rail corridors in the former Yugoslavia, due to a lack of political will to identify actionable projects in this dimension of CSC.

A second encouraging example concerns bilateral relations with other countries seeking EU integration. For instance, Montenegro signed an agreement with Albania on cooperation in science, technology and culture in 2009. Concrete steps in such areas as joint border patrols and information exchange against organized crime are taking place. Moreover, Montenegro established a joint working group with Croatian counterparties on resolving property issues and a council on economic relations is holding regular meetings. Even defense cooperation and joint border police training activities are taking place between countries that a decade ago were at war with each other, while negotiations on agreements in social security are ongoing between various countries in the Western Balkans.

5. Prospects for Cross Sector Cooperation Serbia and Kosovo

The most important arena and at the same time challenge to CSC in the Western Balkans concerns political and institutional arrangements between Serbia and Kosovo. The former refuses to recognize the latter as an independent sovereign state and therefore does not acknowledge the legitimacy of its borders. Meanwhile, the latter itself is having difficulties convincing its own ethnic Albanian population that CSC with Serbia may be in its own best interest, in order to advance the international recognition process for Kosovo. A

recent incident in the city of Mitrovica which is ethnically divided between Serbs and Kosovo's highlighted the delicacy of the situation and the magnitude of the tasks facing Serbia and Kosovo and the 2,000 strong European Union police mission stationed in Kosovo. In mid-September a French police officer was shot and wounded during clashes between ethnic Albanians and Serbs who pelted each other with stones at the foot of the bridge over the river Ibar that separates the two communities. These clashes occurred after Turkey defeated Serbia in the semi-finals of the world basketball championship. The clashes underscore the deep divide that runs between both communities more than a decade after the end of the Kosovo war in 1999. It is in cities such as Mitrovica that the feasibility of regional development and CSC is most acutely tested in the Western Balkans. CSC is making headway in the field of economic inter-change and public-private investments by the EU, EBRD and World Bank. However, it appears that business-related initiatives are primarily driving such regional cooperation. Meanwhile politics and implementation capacity have yet to live up to the specific policies being advocated by the European Union, the Regional Cooperation Council, and other international organizations.

6. Pakistan China Regional Cooperation

Sust or Sost is a dry port in Gojal region of the Northern Areas of Pakistan. It is the last town inside Pakistan on the Karakoram Highway before the Chinese border. The town is an important place on the Karakoram Highway for all passenger and Cargo transport because all traffic crossing the Pakistan-China border passes through this town and the Pakistani immigration and customs departments are based here. Pakistan and China have opened border for trade and tourism at Khunjrab. Silk Route Dry Port, the port has also started its business operations at the port Sost (Upper Hunza) near Khunjrab pass Gilgit-Baltistan. Annual trade between China and Pakistan has increased from less than \$2 billion in 2002 to \$6.9 billion, with a goal of \$15 billion by 2014. Sost dry port is the first formal port at the China-Pakistan border, facilitating customs clearance and other formalities for goods moving from the Chinese regions of Kasghar and Sinkyang to the commercial centers of Pakistan. The town is connected by the Karakoram Highway to Karimabad, Gilgit and Chilas on the south and the Chinese cities of Tashkurgan, Upal and Kashgar in the north.

7. Globalization, Differences and Migration

Globalization has increased linkages between Asian countries and linked them more closely with countries on other continents, as evidenced by sharply rising flows of goods and capital moving over national borders. International and regional bodies have been established to set rules for movements of goods, investments, and services, but controlling the entry and stay of people remains a core attribute of national sovereignty that most nations are reluctant to yield to supranational authority, making the European Union the exception rather than the rule. With the exception of refugees, flows of international migrants are not governed by a comprehensive global migration regime. There are 1949 and 1975 ILO Conventions that call for equal treatment of legal migrant workers and a more

expansive 1990 UN Convention that calls for family unification rights as well as rights for irregular migrants. These conventions have been ratified by fewer than 50 nations, far fewer than have ratified the refugee convention or other ILO and UN Conventions. Furthermore, the fact that it has been difficult to agree to easier movements of service providers under the World Trade Organization's General Agreement on Trade in Services suggests that a global migration regime is not likely to emerge quickly. Instead of a top-down international regime that establishes global rules on migration, the future may see more regional agreements governing labour migration. Most regional processes that might lead to agreements on migration have been initiated by labour-sending countries with the goal of improving protections for their nationals abroad. Two of these regional processes are in Asia, the Colombo process and the January 2007 ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers. The absence of a global or regional migration governance regime is unlikely to slow international migration, which is rising within and from Asia for demographic, economic, and network reasons. In Europe and North America, the inability of leaders to do much in the short term about the demographic and economic differences that motivate international migration, and unwilling to reverse network factors that make crossing borders easier, prompted many policymakers to revert to the tool over which they have most control-rights-in an effort to manage migration in an effort to manage migration. Trying to manage migration by adjusting the rights of migrants, as when European governments made it more difficult for foreigners to apply for asylum and the US limited the access of legal and unauthorized migrants to welfare programs, is a blunt instrument to manage migration and tends to undermine international conventions that aim for equal treatment of migrants. The ASEAN Declaration, signed by leaders of the 10 ASEAN members January 13, 2007, commits migrant receiving states to draw up charters that ensure decent working conditions, protection from all forms of abuse, and a minimum wage for migrant workers from other ASEAN countries. The ASEAN Declaration is not legally binding and does not require governments to change their labour laws.

Before turning to how Asian governments are dealing with the challenge of managing labour migration, we review the differences and network factors that promise more international labour migration. The demographic reasons for expecting more migration reflect the fact that rates of population growth vary between countries. The world's population of 6.7 billion in 2008 is increasing by 1.2% or 80 million a year, and Asia's population of four billion is also increasing by 1.2% or 49 million a year. Population growth rates vary within Asia. East Asian countries have the slowest population growth rates, expanding by an average 0.5% a year, followed by Southeast Asia at 1.4 %, south Asia at 1.7 %, and western Asia at 1.9%. Asia's population weight among the world's continents is expected to remain at about 60% over the next several decades. The most noticeable projected change is population growth in Africa and decline in Europe, raising prospects for more migration. When a fifth of the world's residents were European in 1800, there was a massive outmigration to North and South America in search of economic opportunity.

History may not repeat itself, but if a poorer Africa has 20% of the world's residents in 2050 as projected, three times more than Europe, there could be similar out-migration pressures from Africa, albeit directed more at Europe than Asia.

World Population by Continent, 1800, 2000, 2050 (% shares)

	1800	1999	2050*
World (mils)	978	5978	8909
Africa	11	13	20
Asia	65	61	59
Europe	21	12	7
Latin America & Caribbean	3	9	9
Northern America	1	5	4
Oceania	0	1	1

Source: The World at Six Billion UN 1999

The economic differences that encourage international migration have two dimensions, one fostered by inequality between countries and the other by inequality within countries. The world's almost 200 nation states have per capita incomes that range from less than \$250 per person per year to more than \$50,000, a difference that provides a significant incentive for especially young people to migrate for higher wages and more opportunities. The 30 high income countries had a billion residents in 2005, a sixth of the world's population, and their gross national income was \$36 trillion, 80% of the global \$45 (www.prb.org/Publications/Datasheets/2008/2008wpds.aspx) Young people are most likely to move over borders because they have the least invested in jobs and careers at home and the most time to recoup their investment in migration abroad. The resulting average per capita income of \$35,000 in high-income countries was 21 times the average \$1,750 in low and middle-income countries. Despite rapid economic growth in some developing countries, including East Asian Tigers in the 1990s and China and India more recently, the 20-1 ratio in per capita incomes between high-income and other countries rose between 1975 and 2000, and shrank only marginally since 2000. Average per capita incomes were 61 times higher in 2005 in high-income than low-income countries, and 13 times higher in middle-income countries.

1990 migrant stock was raised from 120 million to 154 million, largely to reflect the break-up of the USSR. 2005 data are gross national income a second dimension of inequality promises more internal and potentially more international migration. In lower income countries, 40% of workers are employed in agriculture, a sector that is often taxed by governments despite the fact that farmers and farm workers usually have lower than average incomes. With taxes helping to keep farm incomes below nonfarm incomes, there is often rural-urban migration, explaining why the urban share of the world's population surpassed 50% for the first time in 2008. Industrial countries had migration of the land that

provided workers for expanding factories and fueled urban population growth in the 1950s and 1960s. Similar migrations are underway today in many Asian countries. This rural-urban migration has three implications for international migration. First, ex-farmers and farm workers are most likely to accept 3-D dirty, dangerous, difficult jobs, both inside their countries or abroad. Second, rural-urban migrants often make physical as well as cultural transitions, and some may find the 11 Average per capita was \$7,000 per person. At purchasing power parity, which takes into account national differences in the cost of living, the world's gross national income was \$56 trillion or \$9,400 per capita--\$32,500 per capita in the high-income countries and \$5,200 in low and middle-income countries. Taxes are extracted from agriculture via monopoly input suppliers who sell seeds or fertilizers at high prices or via monopoly purchasers of farm commodities who buy from farmers at less-than-world prices and pocket the difference when the coffee or cocoa is exported. In the high-income countries, farmers' incomes are generally higher than those of non-farmers, in part because high-income countries transfer funds to producers of food and fiber. 13 UNFPA 2007. (State of the World's Population www.unfpa.org/swp/2007/english/introduction.html)¹⁴) This is evident in Chinese coastal cities, where internal rural-urban migrants fill 3-D jobs, and abroad, where Chinese migrants are employed in industries that range from services to sweatshops. 11 transition as easy abroad as at home, as when rural Filipinos find adapting to Hong Kong as easy as navigating Manila. Third, urban residents are usually closer to the country's exits, since it is usually easiest to obtain visas and documents for legal migration or make arrangements for illegal migration in cities. Differences encourage migration, but it takes networks or links between areas to encourage people to move (Massey et al, 1998). Migration networks include communication factors that enable people to learn about opportunities abroad as well as the transport firms that move migrants over national borders and the rights regime that governs their stay abroad. Migration networks have been shaped, strengthened and made accessible to more people by revolutions in communications, transportation and rights over the past half century. The communications revolution helps potential migrants to learn about opportunities abroad. The best information comes from migrants who were or are abroad, since they can provide family and friends with information about jobs, wages, and working conditions in an understandable context. Cheaper communications enable employers and recruiters to transit job information quickly and cheaply to potential migrants. In some instances, information about vacant jobs may be received sooner in a labour-sending country than among the unemployed who live near the job, especially if employers and recruiters prefer migrant workers. Meanwhile, the relative affluence of returned migrants encourages especially young people to assume that migration will lead to economic betterment, generating migration fever in some areas that send workers abroad. The transportation revolution highlights the declining cost of international travel. Two centuries ago, British migrants unable to pay one-way passage to the North American colonies often indentured themselves, signing contracts that obliged them to work for three to six years for whoever met the ship and paid the captain. Transportation costs today are far less, typically less than \$2,500 to

travel anywhere in the world legally and less than \$20,000 for unauthorized migration. Most studies suggest faster payback times for migrants today, so that even migrants who pay high smuggling fees can usually repay transportation costs after two or three years abroad. The communications and transportation revolutions help migrants to learn about opportunities abroad and to cross national borders, while the rights revolution affects their ability to stay abroad. After World War II, most industrial countries strengthened the constitutional and political rights of people within their borders to prevent a recurrence of fascism, and most granted social or economic rights to residents of their evolving welfare states without distinguishing citizens and migrants. The rights of migrants were rolled back in the 1990s in an effort to better manage migration, as when European governments made it more difficult for foreigners to apply for asylum¹⁵ and receive housing and food while their applications and 15 European governments responded to the asylum crisis of the early 1990s in three major ways. First, they required nationals of the countries of origin of asylum seekers to obtain visas, allowing pre-screening. Second, they imposed fines on airlines and other transportation providers who brought foreigners to Europe without visas and other documents. Third, they made it difficult for foreigners from safe countries, and those who transited through safe countries en route to Europe to apply for asylum - foreigners were to apply for asylum in the first safe country they reached, even if that was not the country in which they had relatives, knew the language, or wanted to start anew. 12 appeals were pending and the US government made it harder for both legal immigrants¹⁶ and unauthorized foreigners to receive means-tested welfare assistance. Differences motivate migration, but international conventions call for equal treatment of migrants once abroad. In most labor markets, the demand for labor is negatively sloped, meaning that there is an inverse relationship between wages and employment or in international labor migration, a tradeoff between the number of migrants and the rights of migrants, at least as expressed in equal wages and benefits (Ruhs and Martin, 2008). This trade off is especially apparent in some Asian countries. Governments sending workers to the Gulf oil exporters, for example, sometimes complain of the poor treatment of their nationals. However, they are also aware that labour-receiving countries can and do ban the entry of workers from countries considered troublesome. Migrant rights groups routinely accuse labour-sending governments of not doing enough to protect their nationals employed abroad, especially women employed as domestic helpers. The migrant numbers-rights trade off confronting labour-sending countries is apparent in World Trade Organization GATS negotiations. Some developing countries argue that migrant service providers should not be subject to the minimum wage laws of destination countries, since the comparative advantage of labour senders is a willingness to work for lower wages. Requiring equal treatment for migrants, they reason, is a form of protectionism that may reduce the number of migrant service workers employed. Canada expresses a preference for numbers over rights by asserting that laws requiring wage parity between migrants and local workers negates the very basis of cross-country labour flows which stems from endowment-based cost differentials between countries.

8. Cross Sector Cooperation - Japan and Korea

Japan and South Korea are homogenous societies largely closed to front-door immigration. Japan has debated whether to open itself to less-skilled foreign workers decades, but has not yet done so, while Korea replaced industrial trainees with migrant workers after 2007. Japan's 2005 census reported 770,000 foreigners in the labour force, making them 1.3% of workers. The largest group are Koreans, some of whom have been living in Japan for decades, followed by the 240,000 descendants of Japanese who emigrated to South America and have returned to Japan. These Portuguese-speaking nikkejin are concentrated in the small factories that often supply parts to major multinationals. The second largest group of foreign workers is trainees, 140,000 in 2007. Most are Chinese in Japan with three-year contracts that tie them to a particular employer. Trainees receive about half of the minimum wage while filling low-skill jobs, often with small- and medium-sized employers. Japan also has foreign professionals, including professionals employed by multinationals and Filipina entertainers. Finally, there are an estimated 200,000 unauthorized foreign workers in Japan and most of the 100,000 foreign students in Japan work at least part time.

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There were 85 million Japanese aged 15 to 64 in 2005; the number of working age Japanese is expected to fall to 72 million by 2025. Because of high wages in Japan, employers shifted an estimated 40 % of their productive capacity to lower-wage countries in 2006. The debate over migration in Japan reflects in part the desirability of such shifts. The government could open itself to front-door immigrants to stabilize the population and labour force, admit side door guest workers expected to leave after several years, or keep migration doors relatively closed and persuade Japanese workers to work longer and more productively. Like Japan, South Korea introduced foreign workers as trainees, especially after 1993, to fill jobs in small and mid-sized firms offering so-called 3-D jobs-dirty, dangerous, and difficult (Park, 2007). However, high brokerage fees and sometimes abusive working conditions led to runaways, since foreign trainees could often earn more as unauthorized workers than as legal trainees. The Employment Permit System was launched in July 2003 to replace the trainee system by 2010. Under the EPS, employers with fewer than 300 workers unable to find local workers can employ foreign workers under government-to-government agreements. Employers can select workers under the EPS, and as workers the foreigners are entitled to the minimum wage of 3,770 won (\$3.80) an hour in 2008 - the minimum wage is scheduled to rise to 4,000 won in 2009. Most Korean employers offer guest workers admitted under the EPS one-year contracts that can be renewed for two years. After three years of Korean employment, guest workers are to leave Korea for at least a month before returning for a final three-year stint. Not all of the unauthorized foreign workers in Korea when the EPS was launched were able to become migrant workers, so the EPS has not eliminated irregular labour migration.

9. Cross Sector Cooperation - Middle East

The Middle East stretches from Western Asia to North Africa, includes several countries uniquely dependent on migrant workers to fill almost all private-sector jobs. After oil prices rose in the 1970s, migrant workers filled most of the private sector jobs created by the expenditure of higher oil revenues. By 2005, the Gulf Cooperation Council countries--Kuwait, Oman, Qatar, Saudi Arabia and the United Arab Emirates had 13 million foreigners among 36 million residents, half in Saudi Arabia. In part because GCC countries discourage women from working, fertility is high, half of the native population is under 18 and GCC labour forces are growing by over three % a year, resulting in widespread unemployment among young citizens. In the past, oil-rich governments guaranteed public-sector jobs to natives, but rapid labour force growth has made this guaranteed employment policy unsustainable. Instead, Saudi Arabia and other oil exporters have attempted to re-nationalize their work forces by restricting an ever lengthening list of occupations to natives. Re-nationalization has not persuaded most native youth to accept private-sector jobs, which most feel require too much work for too little pay. With migrant workers willing to pay \$1,000 or more for a sponsorship, natives that sell sponsorships have an incentive to continue the current system. Israel, which welcomes Jews according under the aliyah or law of return, had rapidly increasing immigration after the fall of the Berlin wall in 1989 and the subsequent dissolution of the Soviet Union. Some 200,000 immigrants arrived in 1990, when Israel had 5 million residents, meaning that immigration increased the Israeli population by 4 % in one year. Many of the Jews who immigrated to Israel were well educated professionals who helped to turn Israel into a high-tech center; some later moved to the US and Germany. Israel occupied the West Bank and Gaza after wars in 1976 and 1973. Palestinian residents from these areas commuted to jobs in Israel, and by the late 1980s, over 100,000 Palestinians were daily commuters. Intifada that began in the late 1980s prompted the Israeli government to limit the number of Palestinian commuters; they were replaced by migrant workers from Thailand, Romania, and other countries.

10. Labour Exporters: Philippines and Bangladesh

The Philippines is the major labour exporter in Asia. According to the Philippine government, there are 83 million Filipinos at home and eight million abroad who remit over \$1 billion a month, equivalent to 10% of the country's GDP. In recognition of the importance of migrants and their remittances to the economy, the Filipino president welcomes some returning migrants at Christmas in welcome home overseas foreign workers ceremony at the Manila airport. A million Filipinos leave the country to work each year, including about 75% who fill land-based jobs that range from domestic helper to driver to construction worker in countries from Hong Kong to Saudi Arabia to Canada. Another 250,000 Filipinos leave each year to work on the world's ships. Over half of the migrants leaving the Philippines are women, and some are vulnerable to abuse in the private households in which they work. In 1995, Flor Contemplation, a Filipina maid in Singapore, was hanged after being convicted of killing another Filipina maid and a Singaporean child

in her care. Philippine President Fidel Ramos was unable to win additional time to investigate her case. This so-called migrant workers' Magna Carta obliges the Philippine government to take steps to protect migrants abroad. The Philippine government continues to change its policies in response to the problems of migrant workers abroad. For example, Israeli-Lebanon fighting in summer 2006 resulted in the return of migrant domestic helpers who complained of mistreatment. One result was the super maid program which provides additional training for women going abroad but also requires, beginning in January 2007 that Filipina domestic helpers be paid at least \$400 a month. Labour emigration is supposed to be self-stopping, as migrants send home remittances that are spent and invested to fuel economic and job growth. Despite several decades of outmigration, many Filipino youth plan to go abroad to work rather than find jobs created by remittance investments. Indeed, labour migration has been called a new civil religion in the Philippines, with teens considering debating the merits of various foreign countries for temporary employment, TV shows exploring the tensions associated with family separation, and the Central Bank displaying a tally of remittances on a billboard at Christmas.

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Labour migration from South Asia mostly involves workers going abroad on two-year contracts to the Gulf oil exporters, a high share of women leaving to be domestic helpers from countries such as Sri Lanka, and heavy reliance on private fee-charging recruiters in both sending and receiving countries. These labour migration patterns raise issues that range from irregular migration to the vulnerability of young women employed in private homes in conservative Gulf societies. The five major South Asia labour-sending countries sent over 1.5 million migrant workers abroad legally in 2005. India sent 549,000 migrants abroad, Bangladesh, 253,000, Sri Lanka, 231,000, Nepal, 184,000, and Pakistan, 142,000. There were 24 million South Asians abroad in 2000, including nine million Indians (four million in the Gulf countries), almost seven million Bangladeshis and 3.5 million Pakistanis abroad, including 1.5 million in other South Asian countries and almost a million in the Gulf countries. The South Asian Diaspora includes almost 10% Afghanis. The five major South Asia labour-sending countries received \$40 billion in remittances in 2007, led by \$27 billion in India; \$6.4 billion in Bangladesh; \$6.1 billion in Pakistan; \$2.7 billion in Sri Lanka; and \$1.6 billion in Nepal. Most South Asians earn \$200 to \$400 a month in the Gulf oil exporters. Like the Philippines, South Asian countries are developing specialized agencies to promote and protect migrant workers. Sri Lanka in 2007 created a Ministry of Foreign Employment Promotion and Welfare. Both Bangladesh and Pakistan have similar specialized agencies to market their country's workers to foreign employers, process the contracts that allow them to go abroad legally, and regulate the recruiters who place most migrants in foreign jobs.

Bangladesh provides an example of the challenges and opportunities facing South Asian labour senders. Bangladesh's second leading source of foreign exchange after garments is remittances, which totaled \$6.6 billion in 2007. The number of migrants leaving

Bangladesh averaged about 250,000 a year between 2001 and 2006, rose to almost 400,000 in 2006, and doubled to 832,600 in 2007; the government expects to send 900,000 workers abroad in 2008. According to government data, 60 % of Bangladeshi migrants leave on their own, 39% leave with the help of recruiters, and one % leave via government and other channels. However, most of the 60 % who leave “on their own” in fact leave with the help of agents who coach migrants to say they are leaving on their own. Bangladeshi government does not check whether the foreign job exists, and independent migrants have little recourse if the job turns out to be something other than promised. Bangladeshi migrants appear to be victimized more than those of other Asian nations. Most Bangladeshi recruiting agents say that, when they send workers to non-existent foreign jobs, they are the innocent victims of foreign employers and recruiters, not the perpetrators of the fraud. Most Gulf countries require their employers to pay passport, visa and travel costs for the migrant workers they hire. However, Bangladeshi recruiting agents complain that the local agents in Saudi Arabia and Kuwait often keep much of this employer-paid fee, forcing them to charge migrants for passports, visas and travel. Some Gulf employers do request work visas for non-existent jobs because required sponsor visas have value in Bangladesh and other labour-sending countries. This means that Gulf families entitled to up to eight domestic helpers, guards, gardeners etc can sell eight work visas but employ only four foreign workers. Sponsorships that allow foreigners to enter Gulf countries are sold to the highest bidder, and Bangladeshi recruiting agents say they do not know that the family selling the sponsorship is not planning to hire the migrant who pays for the job. Gulf countries look at recruitment for non-existent jobs as a Bangladeshi problem, while Bangladeshis see the Gulf system of requiring foreign workers to have a sponsor as the root problem. Over recruitment of Bangladeshis is also common in Malaysia, which does not have a sponsorship system. Half of the Bangladeshis abroad in 2007 were classified as unskilled, a third as skilled, and 15% as semi-skilled; less than four % were classified as professionals. Bangladesh discourages women from working abroad but lifted a ban on women going abroad to be domestic helpers in 2003. There are a number of governments and private agencies that aim to provide skills training for Bangladeshis interested in higher-wage foreign jobs, but the credentials they issue are not always recognized abroad.

Conclusion

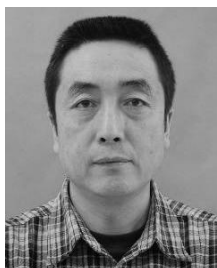
Cross Sector Cooperation is panacea for generation of employment, cooperation and synergy, impacting reduction in incident of poverty. Cross Sector Cooperation helps to generate opportunities and alleviate poverty. Comparative advantage of some countries having concentration of knowledge workers helps regional and neighboring countries and territories. Skill, education and capability enhance chances of migration and adjustment. Global markets need to revisit migration laws and treaties to accommodate and facilitate migrant workers. Cross Sector Cooperation proved poverty alleviation in global perspective and there are many examples of win-win longeval situation.

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改善中國農村貧困老人生活質素的有效策略 Effective Strategies to Improve the Life Quality of the Rural Elderly in China

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一、導言

農村老年人的養老問題無疑是中國應對人口老齡化挑戰，建立覆蓋城鄉的養老保障體系的最重要任務之一。從數量上看，中國 65 歲以上老年人口有 1.11 億，其中 6,323 萬生活在農村。他們不但是中國老年人口的主體，而且與城鎮老年人口相比，在生活條件、收入保障、衛生保健和公共資源等諸多方面上都相去甚遠。因此在中國建立養老保障體系，一項主要工作就是保障農村人口的老年生活。從結構上看，65 歲以上老年人口在城鎮人口中所占的比重是 9.03%，而農村人口中這一比例則達到了 9.62%¹。如果考慮到大約 1.3 億的農村外出務工勞動力，農村老年人口的實際比例將會更高。可見農村才是我國應對人口老齡化挑戰的主要障地，如果農村人口的老年生活不能得到可靠保障，那麼任何應對人口老齡化問題的努力都不可能取得成功，任何老年保障政策都只能化作空談。

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二、我國農村養老保障體系正面臨嚴峻挑戰

我國農村地區的老年人主要通過家庭、社區和政府三個管道獲取生活所需的各種資源和服務，這三個管道提供的養老保障共同構成了我國現有的農村養老保障體系。但是由於我國正處在工業化和城鎮化快速發展的過程中，經濟、制度、社會和文化等多個方面都正在經歷著劇烈變革，現有的農村養老保障體系已經無法滿足農村老年人的養老需求。

1. 家庭的養老功能正在逐漸喪失

在傳統的農業社會，家庭在保障老年人生活方面發揮著基礎性作用，是老年人獲得養老保障的最主要管道。但是家庭要實現其養老功能，必須以保持農民和土地的天然聯繫為前提，這一前提在工業化和城鎮化進程的推動下正在被打破。首先是土地，傳統的農村家庭養老保障要求農業家庭可以獲得以土地為核心的農業生產資料。然而

¹ 《中國人口和就業統計年鑒 2008》。

在城市化進程中，農村集體土地大量被徵用，有研究顯示，按照目前我國城市化和基礎設施的建設速度，到 2030 年“失地農民群體”將高達 1.1 億人，其中有 5,000 萬以上的農民處於既失地又失業的狀態。失地農民已經構成了遊走在城鄉邊緣龐大的弱勢群體，相當一部分人陷入“種田無地、就業無崗、創業無錢、低保無份”的“四無遊民”貧困狀態²。失去土地的農村家庭已再也無法獨立承擔養老保障的責任。其次是農民，家庭中的青壯年成員不但要通過勞動為年老的成員提供物質上的養老保障，而且在共同的家庭生活中還要為老年人提供必要的照料服務和精神慰藉。但是工業化進程打破了人對土地的依賴關係，促使大量農村年輕勞動力進城務工。留在農村的老年人形成了“空巢老人”群體，統計顯示，截止到 2009 年，全國農村老年空巢和類空巢家庭共 3,288 萬戶，占農村老人家庭總戶數的 48.9%；空巢、類空巢家庭中的老人共 4,742 萬人，占全國農村老年總人口的 43.9%³。“空巢老人”不但無法得到子女生活上的照料和精神上的關懷，而且一部分老人還要從事繁重的農業勞動⁴⁵，生活狀況不容樂觀。在物質養老保障方面，還有學者指出外出務工的子女往往由於收入的不穩定性，孝道觀念的淡化和撫養子女的負擔等原因，對老人的經濟支持很有限，有些甚至對老人基本沒有經濟支持，反倒還要求父母給予支持⁶⁷。

農村家庭養老不但面臨著失地和年輕勞動力外流造成的養老資源短缺的挑戰，還要面對孝道觀念和家庭養老觀念弱化的困境。與西方國家“接力模式”的代際關係不同，中國家庭中的代際關係表現為獨特的“回饋模式”，即子女負有贍養雙親的義務⁸。這種“回饋模式”的家庭養老制度主要依靠孝道觀念來維繫，“孝”作為中國特有的一種文化現象，不僅是一種道德規範，還被賦以衡量一個人德行和能力的功能，並且被嵌入到律令法典之中，以強制手段保證老年人獲得子女提供的養老保障。然而隨著農村社會結構和文化的變遷，依靠孝道保障的家庭養老制度正變得越來越脆弱。首先，商品經濟向農村的滲透，使得“孝道”文化不斷受到侵蝕，取而代之的是個人主義、消費主義和享樂主義文化的逐漸氾濫，家庭養老的文化保障正在衰落；其次，養老行為的規範性資源正在消失或減弱，人們已經不再像從前那樣把孝道看成是安身立命的根本，孝道對家庭養老制度的維護機制正在顯著消退；最後，長輩對家庭經濟和其他資源的控制性地位已不復存在，父權基礎普遍衰落，家庭養老制度的經濟基礎已經被顛覆⁹。

2. 現代社區服務系統尚未建立

在我國鄉村社區，以物質或勞務的形式為老年人提供養老幫助非常普遍，並且有著深厚的歷史和文化基礎。傳統鄉村社會中同一村落的家庭之間通常有著密切的人際交往，有些家庭還存在婚姻關係或血緣關係，構成了一個所謂的“熟人社會”；同時

² 陳信勇、藍鄧駿（2004）。"失地農民社會保障的制度建構。" 中國軟科學(03)。

³ 全國老齡辦，《農村空巢、類空巢家庭老人狀況調查報告》，2009。

⁴ 杜鵬（2004）。"農村子女外出務工對留守老人的影響。" 人口研究 28（6）。

⁵ 陳鐵錚（2009）。"當前農村留守老人的生存狀況——來自 258 位農村老人的調查。" 湖北社會科學(08)

⁶ 王全勝（2007）。"農村留守老人問題初探。" 學習論壇 23（001）：71-73。

⁷ 蔡蒙（2006）。"勞務經濟引致下的農村留守老人生存狀態研究——基於四川省金堂縣竹篙鎮的實證分析" 農村經濟(04)。

⁸ 費孝通(1983)。"家庭結構變動中的老年贍養問題——再論中國家庭結構的變動"。北京大學學報(哲學社會科學版)(03)。

⁹ 唐燦（2008）。"農村家庭養老方式的資源危機。" 中國黨政幹部論壇(11)。

在孝道觀念中，“老吾老以及人之老”歷來被看做一種高尚的道德理想，普通的農民也許不會刻意去追求這種理想境界，但身處在孝道的文化環境之中，也免不了要受其影響。但是傳統的依靠社區提供的養老幫助具有臨時性和不確定性的缺點，並且幫助的數額也非常有限，沒有一套穩定的制度規範加以約束，終究只能在養老保障體系中起輔助作用。而在農村養老資源流失和孝道觀念弱化的背景下，傳統的農村社區養老幫助連僅有的輔助作用也難以為繼。

近年來，社區養老服務在部分城市已經獲得了較快發展，如上海、南京、瀋陽等地都對社區養老服務機構、醫療和娛樂設施、志願服務活動及其相關的管理體制、融資機制進行了積極的探索和嘗試。但農村地區的社區養老服務領域卻幾乎是一片空白，即便是在經濟發展水準和城鎮化程度較高的江浙地區也不例外¹⁰。在發展農村社區養老服務的問題上，主體缺失、缺乏有效的運營機制和認識不足是急需解決的主要議題。農村社區的養老服務應該由誰來提供，是中央政府、地方政府還是村集體組織，或者是民營機構？村集體組織財力有限，而政府提供又要涉及財權事權的劃分、機構和人員編制、監督管理等問題，而且從我國民間組織的發展現狀來看，也還不具備進入農村地區提供社區養老服務的條件。農村居民居住分散、收入水準通常低於城市居民，而且絕大多數農村老年人也沒有獨立的經濟來源，這就使得在農村發展類似城市社區的養老機構非常困難，無論對於政府還是民間機構來說都可能面對“高投入，低效益”的尷尬局面。而且在農村剩餘勞動力大量外出務工的情況下，發展農村社區養老服務還可能面臨工作人員短缺的問題，即使這一問題得以解決，如何使工作人員具備合格的專業素質，如何防止人才流失也存在問題。可見在資金、人員、服務物件等問題上，發展農村社區養老服務還缺乏有效的運營機制。此外，農村老人能否接受機構養老的理念，年輕人是否願意進入社區服務機構工作，在農村組織類似城市的社區服務志願者能否得到積極回應，這些思想認識上的問題也都阻礙著農村社區養老服務的發展。

3. 政府提供的養老保障體系不健全

西方發達國家在進入工業化社會後，特別是在 1929-1933 年大蕭條和第二次世界大戰之後，家庭、社區、慈善組織、教會和社團所承擔的社會保障功能被大幅度弱化，由國家主導的社會保障體系紛紛被建立起來，並承擔了絕大多數的社會保障職能，由國家主導的社會保障體系已經成為現代工業化社會的必備條件和重要特徵。為應對改革開放帶來的經濟社會變化，中國從 80 年代中期開始探索建立社會保障制度，起初的探索僅限於城鎮國有企業職工，並沒有專門針對農村的社會保障政策，但是同時期開始進行的開髮式扶貧作為農村反貧困政策也起到了一定的社會保障功能。但開髮式扶貧對老年人的保障作用只能是間接的，因為老年人大都已經完全失去或部分失去勞動能力，而開髮式扶貧必須在幫助物件具備勞動能力的情況下才能夠實現其政策目標，即提高幫助物件的勞動能力和生活水準。因此開髮式扶貧所直接幫助的是擁有勞動力的農村家庭，而家庭中的老年人只能從年輕人的勞動收入中間接獲益。可見開髮式扶貧為老年人提供的保障依然是以傳統的家庭養老為基礎的，因而是脆弱的。

談到農村養老保障就不能不提農村五保供養制度，該制度建立自 1956 年，一直到

¹⁰ 陳建蘭 (2009). “經濟較發達地區農村空巢老人養老問題實證研究——以蘇州農村為例” 中國農業觀察(04).

90 年代初農村養老保險的初步嘗試之前，五保供養都是我國農村唯一的養老保障制度。經過半個多世紀的發展和完善，農村五保供養已經成為一項具有規範的法律保障，通過財政籌集資金，配套設施較為完備的農村社會福利政策。但是，它卻遠遠無法滿足當前我國農村地區老年人的養老需求。一方面，農村五保供養是一項“補缺型”社會福利政策，保障範圍非常有限，僅適用於無法定撫養義務人或法定撫養義務人無能力撫養，無勞動能力，無生活來源的農村老年人；另一方面，五保供養制度設計尚需細化，缺乏專門針對老年人實際需要制定的區別於殘疾人和未成年人的施保策略，如慢性病護理、精神慰藉、臨終關懷等，這一問題在分散式供養中表現得尤為突出¹¹。

為解決農村貧困問題，從 20 世紀 90 年代初開始，部分省份對農村最低生活保障制度進行了試點，並於 1996 年在民政部指導下向全國推廣，2007 年農村低保由地方政府和村集體籌資的農村集體福利轉變為通過財政管道籌資的國家福利，截至到 2008 年 5 月，全國 31 個省（自治區、直轄市）的 2,777 個縣（市、區）建立了農村最低生活保障制度，近 1,700 萬戶和 3,800 萬人納入了農村低保的保障範圍¹²。但是農村低保制度並非專門針對老年人設計，其收入核算以家庭為單位進行，家庭成員的救助待遇一視同仁；而低保家庭中的老年人，往往自理能力差，生活成本高，應當根據其實際需要設計專門的救助策略。另外，對於處於低保邊緣的老年人，其收入略高於當地低保標準，一旦遇到疾病等風險性事件，基本生活就難以保障，又將重新陷入貧困。這些家庭因不符合低保條件既無法享受低保待遇，也無法享受與低保有關的其他社會救助，其實際生活水準甚至不如低保戶。如何建立常效機制，通過制度安排解決這部分老年人的基本生活問題？這部分人的救助資格條件如何限定？救助標準如何計算？都仍然是懸而未決的問題。

農村養老保障體系的最新亮點是 2009 年出臺的新型農村養老保險，它將首次為全體農村老年人提供可靠的養老保障。該制度將首先在全國 10% 的縣進行試點，並計畫從 2011 年起逐步擴大實施範圍，到 2020 年實現對全國農村地區的覆蓋。新農保針對上世紀 90 年代開始推行的“老農保”執行中遇到的參保率低、給付水準低、統籌層次低和基金運營管理不規範等問題，制訂了相應的改革措施，加大了各級財政的轉移支付力度鼓勵農民參保，通過統帳結合的帳戶設置和統一的資訊系統保證基金運營管理的規範透明。但是該制度在試點初期就遇到了一系列挑戰，如農村居民居住分散和基礎設施建設滯後造成的管理層級多、經辦機構和人員不足、社會化發放和資訊化管理難以落實等問題，積累基金面臨的保值增值壓力問題等。可見實施新農保的真正效果如何尚需經受實踐的進一步檢驗。

新農保的出臺、農村低保的全面實施尚存在一些制度銜接上的問題，這一銜接問題還涉及農村五保供養制度，並將威脅到已有近 60 年歷史的五保供養制度存在的合理性。新農保實施後，國家為每位參保農村居民建立終身記錄的養老保險個人帳戶，個人可以自願選擇繳費檔次，對符合領取條件的參保老人國家財政全額支付基礎養老金（目前為每人每月 55 元），同時，中央財政將逐步加大投入，地方政府根據當地實際

¹¹ 朱紅軍(2006). “農村分散供養五保老人生存品質研究”. 中國健康醫學雜誌(02).

¹² 民政部社會救助司“中國農村社會救助國際研討會”資料,2008 年 8 月 12 - 19 日,山東,德州。

情況也要加大投入，逐步提高基礎養老金水準。這就是說，每位元參保老人都會定期領取一筆較可觀的養老金，一直到其死亡。而就農村低保制度而言，現行的相關法規明確規定，農村低保對象是家庭人均純收入低於當地農村低保標準的困難群體，農村低保標準按照能夠維持當地農村居民全年基本生活所必需的吃飯、穿衣、用水、用電等費用確定。因此，經政府救助後，農村低保物件雖然能夠維持基本的生活，但很難定期拿出錢來支付保險金，那麼，新農保實施後，這部分群體是否應當參加新農保？如果他們參保，資金應該由誰來出？如果由國家財政提供，應該按什麼水準繳納？為這些老人僅提供最低檔次的養老金是否合適？如何更好地解決這部分人的生活困難問題？這些問題都有待解決。就農村五保供養制度而言，認定五保供養物件的條件之一是無收入來源，新農保實施後，傳統意義的無收入來源的老人將不復存在，但這部分最困難的老人群體面臨的多方面困難仍將現實存在。五保物件是否應當重新界定“無收入來源”的標準？養老金算不算收入？是否修改五保供養的相關法律法規以適應新農保的政策？等等問題，決定著五保供養制度的“存”或“廢”，需要全面論證研究。

無論是開髮式扶貧、農村五保供養，還是農村低保、新農保，滿足的都是物質方面的養老需求，但是要想使老年人能夠“老有所養、老有所為、老有所樂”，僅提供物質上的養老保障是遠遠不夠的，精神慰藉、照料護理和文化娛樂也是保障老年人晚年生活的必要方面。這一方面要求老年人擁有一個融洽和睦的家庭關係，身邊時常有兒女親人陪伴；另一方面也要為老年人提供必要的心理諮詢援助、照料護理服務和休閒文化設施。對於前一個方面，依靠制度和法律手段很難滿足，而在後一個方面上，依靠國家和社會力量卻可以有所作為。然而遺憾的是，目前我國農村地區的福利服務領域幾乎是一片空白，國家和地方政府均尚未出臺為農村老年人提供心理諮詢服務、日常照料和護理的政策法規。在經濟條件較好的地區雖然興建了一些休閒文化設施，但運行和使用情況不容樂觀，管理上通常由民政、文化、老齡和基層政府共同負責，缺乏資金投入和運營管理的常效機制；並且經濟欠發達地區短時間內尚無自籌資金修建此類設施的能力。

在醫療保障和醫療救助方面，2003 年開始建立的新型農村合作醫療制度以及同步建立的農村醫療救助制度已經成為我國農村地區覆蓋率最高的社會保障項目，截至 2008 年 9 月底，全國開展新型農村合作醫療的縣(市、區)達 2,729 個，參加新農合人口 8.14 億人，參合率達 91.5%，接近新型農村合作醫療制度全覆蓋目標¹³。但是的新農合制度在設計中更側重大病補償，而在大病補償中又較為側重住院期間的醫療費報銷，對門診費用的支付則仍顯不足，這種情況很可能導致參保上的逆向選擇和選擇治療方法時的道德風險¹⁴，而且也不利於加強對疾病預防的重視¹⁵。對於老年人來說，老年慢性病的預防和護理直接關係到其晚年生活品質，這類醫療服務最方便的提供管道顯然是社區醫療機構，但是新農合和醫療救助制度卻並未將社區醫療機構(村衛生室)納入到定點醫療機構當中¹⁶。在中西部地區村衛生室和社區衛生服務的建設明顯滯

¹³ 中央政府門戶網站，衛生部公佈 2008 年我國衛生改革與發展情況(全文) [EB/OL]. 2009-02-06. www.gov.cn.

¹⁴ 劉華 (2009). “新型農村合作醫療制度存在的問題及對策研究”. 衛生軟科學(02).

¹⁵ 李士雪等(2009). “關於新型農村合作醫療大病補償模式的思考”. 醫學與社會(01).

¹⁶ 高和榮(2009). “新型農村合作醫療制度的可持續性研究——基於部分經濟發達城市的經驗”. 北京師範大學學報(社會科學版)(01).

後，而即使是在經濟條件較好的東部地區，鄉鎮醫院和村衛生室也缺乏相應的醫療設備和醫務人員。

另外，近年來侵犯農村老年人合法權益的案件頻繁發生，而農村地區的老年人權益保障工作則相對滯後。由於目前農村老年人養老主要依靠家庭，因此家庭內部侵犯老年人合法權益的問題表現得比較突出。家庭侵權主要體現在子女贍養、財產分割、房屋產權等財產領域，以人身關係或基於人身關係而產生的財產關係糾紛為主¹⁷，如喪偶老人再婚引起的財產糾紛、“輪養”引起的贍養責任糾紛¹⁸、“搭伴養老”引起的財產糾紛¹⁹等。造成農村老年人合法權益屢受侵害的原因主要來自 3 個方面，首先是農村老年人的維權意識較低，缺乏法律知識，也缺乏獲取法律援助的管道；其次，農村養老保障體系的滯後使得農村老年人在經濟尚不能獨立，必須依靠家庭提供養老資源，從而增加了維權的困難和顧慮；最後，在精神贍養問題上，不但缺乏明確的法律規定，在執行中也存在處罰較輕和監督困難的技術問題。

三、現有手段難以應對挑戰

工業化和城鎮化是我國未來保持經濟快速增長，促進社會穩定發展的物質基礎，也是由傳統的農業國家向現代工業化國家轉變的必由之路。儘管這一過程對我國傳統的農村養老模式構成了嚴峻挑戰，但仍然無法阻止工業化和城鎮化的繼續推進。在工業化和城鎮化進程中，徵用農村集體土地和吸引農村剩餘勞動力進城務工都是不可避免的環節，而且一旦成為事實就不可逆轉。有研究顯示，當前農村進入城市務工的年輕人絕大多數都不掌握農業技術，也很少有過從事農業勞動的經歷²⁰，而且他們中的相當一部分人已經適應了城市的生活方式，對鄉村社會反倒生疏了²¹。顯然，農村老年人的養老問題很難依靠那些已經外出務工的年輕人回鄉“盡孝”來解決。另一方面，農村老年人跟隨務工子女進入城市養老也很難實現，首先城市生活成本遠高於鄉村，多數進城務工人員不具備在城市供養年老父母的能力；其次，我國長期分隔的城鄉二元結構是農村老年人進入城市養老難以逾越的制度性障礙，無論是農村務工人員自己留在城市養老還是把年老父母接到城市養老都無法獲得和城市老年人同等的養老保障和福利待遇，反而會增加生活的負擔；最後，農村老年人對原居住地特定生活環境的留戀、良好的社會關係網路和對城市生活的排斥感等自身因素也阻礙了他們跟隨務工子女到城市養老²³。

孝道觀念弱化和家庭養老觀念的轉變是工業化和城鎮化不可避免的後果。農民離開土地轉變為工人是實現工業化的必要條件，這意味著年輕的農民不再需要從父輩那裏繼承土地等農業生產資料就能夠謀生，老人對家庭經濟的支配地位下降了。而日益複雜多元的現代社會也不再把孝道看做衡量一個人品德和價值的決定性標準，現代法

¹⁷ 王樹新 (2007). “涉老侵權：一個愈來愈嚴重的問題.” 中國社會導刊(01Z): 33-35.

¹⁸ 伍海霞 (2009). “當代農村老年人口的輪養分析——以河北經驗為基礎.” 人口研究(004): 68-77.

¹⁹ 姜向群 (2004). ““搭伴養老” 現象與老年人再婚難問題.” 人口研究 28 (003): 94-96.

²⁰ 王春光 (2001). “新生代農村流動人口的社會認同與城鄉融合的關係”，社會學研究(03).

²¹ 任太增、劉新爭(2009). “進城農村勞動力代際差異的實證研究”，經濟問題(01).

²² 悅中山等 (2009). “徘徊在“三岔路口”：兩代農民工發展意願的比較研究”，人口與經濟(06).

²³ 郭永芳 (2008). “經濟欠發達地區農村“空巢”家庭養老的思考.” 經濟問題(011): 90-92.

律也不再以極刑處罰那些違背孝道的兒女，無論是道德規範還是法律規範都放鬆了對孝道的要求。此外，隨著西方文化的不斷傳入，個人主義觀念和“接力模式”的家庭代際關係也會或多或少地改變國人的傳統觀念；同時，市場經濟下激烈的競爭和巨大的生存壓力也都支持著這種觀念的轉變。總之，儘管家庭養老仍然應當作為基礎性的養老模式加以提倡，但已不再具有必然的社會經濟基礎和制度約束，單獨由家庭為老年人提供養老保障是行不通也靠不住的。為老年人提供可靠的養老保障必須以政府為主體，通過社會保險、財政轉移支付等多種手段來實現。這一點在城市養老保障制度建立的過程中已經被認識到，隨著改革的進一步推進，政府的主體性作用在農村養老保障制度中也應得到充分認識，幫助農村老年人抵禦工業化社會的各種社會風險應當成為政府工作的中心環節。

然而，現有的一系列農村養老保障專案卻不足以體現政府在幫助農村老年人抵禦各種社會風險上的責任意識和主導作用，其原因主要來自我國農村養老保障專案的建立路徑。也就是說，我國現有的農村養老保障專案在建立時大都是為了應對當時迫切需要解決的社會問題，而不是從長遠的戰略視角出發，通過系統性的規劃指定的，屬於“應急型社會政策”的範疇。而且這些專案的建立年代間隔較長，由民政、社保、扶貧等部門分別設計和實施，制度之間缺乏關聯性，財務、資訊、管理機構和硬體設施彼此分隔，缺乏共用機制。在建立之後，雖經不斷修改完善，但終究只能在籌資管道、資金投入、實施細則、監督管理等制度內部問題上或修補補，或錦上添花，作為“應急型社會政策”所涉及的各種衍生問題表露無遺。首先是覆蓋人群的問題，正如前文所述，農村五保供養和農村低保的救助範圍非常窄，存在大量處於政策夾縫中的無保障人群和邊緣群體，無法幫助農村貧困老年人真正脫貧，獲得穩定、充足的養老保障。其次，在政策銜接和部門協調上造成了一定的困難，如前文提到的新農保、農村低保和五保供養制度銜接問題，不但引起了管理操作上的一系列難題，還造成了公共資源的重複投入，影響了公共財政的效率。最後，“應急型社會政策”還可能助長農村地區收入分配差距擴大的趨勢，例如開髮式扶貧政策雖然取得了舉世矚目的成就，但近年來減貧速度顯著下降，就是因為開髮式扶貧雖然提高了勞動力充足、資源稟賦較高地區和家庭的收入水準，但那些老年人口較多、資源稟賦較差地區和家庭的收入水準不但沒有多少提高，相對收入水準反而降低了；再如五保供養、農村低保等制度中地方財政承擔了大部分投入，這就使得各地救助水準和當地經濟發展水準密切相關，經濟發達地區的救助水準遠高於欠發達地區，不利於減小地區間收入分配差距。

醫療服務和照料服務在我國農村地區雖然存在巨大的需求，但供給方面卻存在嚴重的瓶頸。究其原因主要有兩方面，一是制度方面，如前文所述，由於缺乏有效的運營機制，民營機構在缺乏政府補貼和優惠政策的情況下很難有所作為，而政府目前也沒有大範圍提供這方面服務的安排，養老院和村衛生室的建設大多停留於表面，服務品質方面的跟進十分艱難。公民社會組織也由於相關的管理法規和自身實力的限制很難在我國農村提供醫療和照料服務。二是觀念方面，由於公民社會在農村地區的發展與城市相比較為落後，在農村發展社區志願服務和老年人互助組織的可行性還有待研究；同時受傳統家庭養老觀念的影響，機構養老目前還無法被大多數農村老人所接受，

大多數農村老年人對社區養老服務的需求僅限於日常照料服務和陪伴、護理等方面²⁴，而這類社區養老服務由於前文所述原因又很難得到滿足。總之，發展農村社區養老服務既需要制度創新又需要觀念突破，而其中只有制度創新是政府在較短時間內通過加大投入和支持力度可以實現的。

四、從風險管理出發構建農村老年人社會保護框架

在實施改革開放政策 30 餘年之後，人民群眾日益增長的物質文化需要和日趨激烈的國際競爭使得工業化和城鎮化成為當代中國的必然選擇，孝道觀念和家庭養老觀念的弱化也就不可避免。這種發生在我國農村的社會經濟變化與農村人口老齡化一起對我國當前的農村養老保障政策的設計思路提出了嚴峻挑戰，要實現使農村老年人能夠“老有所養、老有所為、老有所樂”的目標，就必須轉變政策設計思路，跳出為應對急需解決的社會問題，而被動地制定政策方案的“應急型社會政策”框架；尋求基於社會風險管理的，體現積極的政府責任和主動干預的社會保護框架。

社會保護的概念始於二十世紀 80-90 年代的社會安全網框架。隨著全球化進程的加快，國際社會對反貧困效果和策略的重視以及對公民權利持續的關注，這一概念及其政策框架已經逐步發展成為一個基於系統視角的風險管理戰略和政策工具。簡單來說，基於風險管理戰略的社會保護框架具有以下三個主要特徵：1) 預防和應對並重。社會保護的戰略框架包括預防和應對兩種基本策略，前者強調在風險發生之前採取主動積極的措施來降低風險的發生率，而後者則是在風險發生後採取相應的措施以應對和減輕風險造成的損失及負面影響。2) 強調需要的多元化和干預手段的多元化。按照社會保護的理論框架，人們的需要是通過多種管道來滿足的，包括政府、個人、家庭、市場組織和公民社會組織等。但是，這些管道中政府的作用是最重要的，也就是說，政府要努力形成一個使這些不同管道共同發揮作用的制度框架。3) 重視社會保護措施對經濟增長的積極作用。長期以來，傳統的社會保障一直被認為是經濟增長或財政負擔，但社會保護的政策工具更重視對經濟發展的促進作用。

由工業化和城鎮化引起的我國農村社會經濟變化給農村老年人帶來的風險具體表現在以下 4 個方面。1) 土地的減少使失地家庭不得不放棄傳統的農業生產方式，轉變為工人或個體經營者，在經濟上變得更加脆弱。在農業生產方式下，年老的家庭成員仍可以從事一定的生產活動獲取收入，但是他們失去土地以後卻難以進入企業工作，因此家庭供養能力和老年人自養能力都被削弱了。2) 大量的農村年輕勞動力外出務工，使農村留守老人對子女的可依賴度降低了，並且子女外出務工也減少了老年人從家庭內部獲得照料服務和精神慰藉的可能性。3) 老年人在家庭中的經濟地位下降。一方面土地和農業技能的繼承對外出務工的子女來說已經不再是謀生必須的條件；而另一方面，對失地家庭而言老年人從勞動的組織者和直接參與者轉變為完全的被供養者。4) 老年人在家庭中的權力地位下降。由於道德、法律等社會行為規範減弱了對孝道觀念的要求，同時西方個人主義的觀念也開始影響我國鄉村社會，老年人已經失去

²⁴ 陳翠蓮、姚兆餘.(2010). “農村老年人機構養老意願研究——基於對江蘇省 P 縣 Z 村的調查”. 經濟研究導刊 (01).

了在家庭中的支配地位，其影響力大大削弱了。同時，人口老齡化也使我國農村老年人面臨更大的風險，具體來說有 3 個方面影響。1) 勞動年齡人口減少，家庭贍養比增加，使年輕人的贍養負擔加重，老年人能夠獲得的資源減少。2) 老年人口比例增加意味著農村地區醫療服務需求增加，3) 同時也意味著照料服務需求的增加。

為應對上述風險因素，可以在四個領域提供社會保護政策，即收入保障、醫療保障、生活照料服務和權益維護（表 1）。收入保障的提供管道包括老年人自身生產或創收活動、家庭供養和社會保障制度，其中社會保障制度的作用尤為重要，因為它不但能夠使老年人獲得獨立的經濟來源，支付生活費用、部分醫療和照料服務費用；而且通過財政的轉移支付，還可以實現國民收入的城鄉再分配，使城市得以“反哺”農村。醫療服務保障主要通過農村醫療保障制度（合作醫療和醫療救助）來解決，輔之以家庭或老年人個人支付自費部分。老年人生活照料服務主要通過建立相應的社區服務設施來滿足，輔之以老人互助等形式。老年人權益維護則通過社區服務設施和相應的權益維護和服務實現。這四個領域的社會保護政策的提供管道包括政府、家庭、社區和老年人自己，政府在所有四個政策領域中都扮演主要角色，而社區、家庭以及老年人自己則是在政府的支持或主導作用下發揮各自的作用（圖 1）。因為歸根到底，農村人口老齡化和農村社會經濟變化的風險之所以會導致老年人的需要不能得到充分滿足，是由於政府在風險預防和社會保障制度中的缺位所致。同樣，要建立起一個風險預防和社會保護框架，只有在政府的財政或政策支持的框架下，其他社會體系才會發揮應有的作用。這樣，政府與家庭、社區和老人共同構成一個以老人為中心、以政府為主導的農村老年社會保護體系。

五、結語

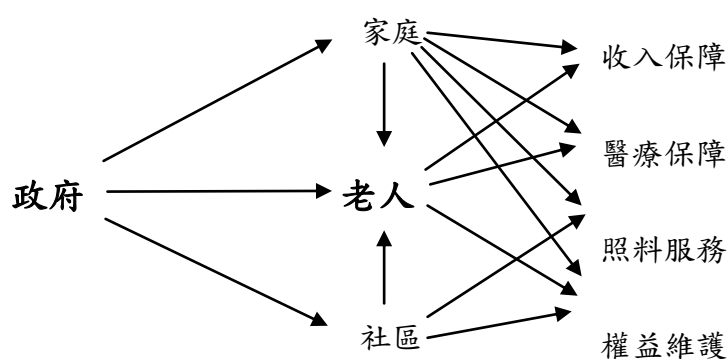
基於風險管理的農村老年人社會保護框架核心在於根據農村老年人面臨的實際風險確定其養老需要，並提供相應的保障策略。農村老年人面臨的風險既來自由工業化和城鎮化進程所引發的農村社會經濟變化，也來自農村人口的老齡化，這些風險總的來說就是在新形勢下現有的養老保障政策和政策設計思路不能滿足不斷變化的農村養老需要。改變政策設計思路，由應對已暴露出的社會問題的“應急型社會政策”框架轉向抵禦實際風險的社會保護框架，具有以下優點：1) 積極應對現有風險，提高養老保障的可及性。強調通過多種管道提供養老保障的必要性，同時注重政府的主導作用，認為只有在政府積極調動社會各方面資源的前提下，家庭、社區等管道才有可能發揮作用。2) 兼顧預防。從社會風險出發來尋找各種已出現的和可能出現的養老需要，有利於及時發現潛在需要並提供解決方案。3) 有助於提高政策設計的一致性，減少制度銜接問題。基於風險管理的政策框架，可以幫助理順不同政策之間的關係，提供一個區別於按照現有行政部門事權劃分政策制定權和管理權的思路。

表 1： 農村老年人風險因素及應對策略

	具體表現	需要	管道和對策
社會經濟變化	土地減少	收入保障	政府：社會保障和救助，引導生產方式轉變；家庭：轉變生產方式，拓寬收入管道。
	勞動力外流減少	收入保障、照料服務	政府：社會保障和救助、社區養老機構扶持政策；社區：社區養老機構和服務。
	家庭經濟地位下降	收入保障	政府：社會保障和救助。
	家庭權力地位下降	收入保障、權益保障	政府：完善立法和執行、提供法律援助；社區：社區法律宣傳和法律援助服務。
人口老齡化	勞動力年齡人口減少	收入保障、照料服務	政府：社會保障和救助；社區：社區養老機構和服務；老年人：互助。
	醫療需求增加	醫療服務	政府：合作醫療和醫療救助；家庭：醫療費和照料；社區：社區衛生服務。
	照料需求增加	照料服務	政府：社區養老機構扶持政策；家庭：社區照料服務費用家庭照料和關懷；社區：社區養老機構和服務；老年人：互助。

C 2

圖 1：政府主導下的農村老年社會保護體



如何幫助貧困人士增強在社會上的競爭力 Effective Measures to Enhance the Poorest's Competitiveness in Society

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I started my career in the early 1970s as a community organizer, mobilizing the poor people to take social actions to redress their grievances. To my surprise, pr I am now more or less an advisor to the Chinese and Hong Kong Government In the early days, I was convinced that change can only come from confronting and pressurizing the government. Now I believe that change can also come from collaboration. So, I am glad to make this presentation today relating the global situation of poverty and equality. The presentation will include some background situation on China, Hong Kong and the world, about the drivers of poverty, and effective measures to reduce poverty, I have chosen some area like workfare, activation, investment in children, social enterprises, and conditional cash transfer as some of the most effectiveness strategies to enhance the poorest's competitiveness in society. In conclusion, I draw out some critical success factors for effective programmes.

We understand from the OECD recent reports on shifting wealth, the world pattern of wealth is making redistribution, the OECD countries are no longer dominating the world economy now. Emerging economies, in terms of proportion of the world economy, now have overtaken the OECD countries. According to the almost recent report from OECD on income and equality, entitled “*Divided We Stand*”, even though equality between countries is declining, but, inequality within countries, particularly within emerging economies has widened. The inequality trend indicates that the income redistributive mechanisms of most countries, such as taxation and cash transfer programmes, have failed to cut down the income gap between the rich and the poor. Even worse, they have become drivers of inequality.

Even though, poverty in absolute term, measured in terms of US\$1.25 per person per day, has been declining in most countries. Developed countries have been facing the twin challenges of high unemployment rate and high fiscal deficits. Unemployment rates vary

from country to country. The average in OECD countries was 8%, but they ranged from 3-5% in Korea and Japan to over 10% in PIGS (Portugal, Italy, Greece, and Spain). In Spain the figure was over 20%. A lot of people particularly during the economic recession lose jobs, savings, investments and so on. For the young people, youth unemployment in Spain was around 50%, and in Portugal, Ireland and Italy, around 30%. So, you just understand the gloomy situation. Another OECD report on social cohesion, just published this month, indicated that rising income inequality has threatened stability and cohesion of countries. We have witnessed rising protest and disturbance not only in Northern Africa, the Middle East, but also in the Europe and the US. The worldwide “Occupation of Wall Street” movements indicate the rising discontent of the “have not” (the 99%) towards the increasing wealth of the “have” (the 1%). This sort of rising tension has further eroded social cohesion, as well as, social capital of the countries.

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China has been a miracle in terms of poverty alleviation. In 1978, it has almost 250 million people living in poverty and it reduced to 27 million now. In 2010, the national rural poverty line has been adjusted to 1,274 yuan per person a year, and then again in December 2011, the poverty line has been revised again to 2,300 yuan so. No country has such experiences of putting up the poverty line by 90%. And all of a sudden, the people living in poverty have gone up to 128 million. In 2008, it was just 15 million. Because by international standard, the official poverty line in China has been lowest. But, in terms of the social assistance which Professor Xu has already told you, in the urban area there are almost 23 million recipients and in the rural areas there are almost 53 million recipients. According to the World Bank standards, China has \$1.25 a day, China still have over 200 million people living in poverty. China has also published the poverty alleviation framework from 2011 to 2020, and white paper on poverty alleviation, just this month which signify the attention of Chinese government towards poverty reduction in the rural areas. The major strategy will focus on 14 regional areas. The slogan is “2 no worries and 3 guarantees”, i.e., 2 no worries about food and clothing, and medical, housing and education guarantees. So this is again, China’s understanding and effort focusing on poverty alleviation in China which is becoming more comprehensive and strategic. Poverty alleviation is not simple the improvement in financial income but, also on education and health care, more importantly, with the supply of fresh water/clean water.

According to an OECD report on changing the poverty rates in emerging economies you can see all countries except Brazil, have their Gini Coefficient on the increase. Well, of course, Brazil started with a high Gini Coefficient which has been moderated recent years. We also believe, according to the World Bank figures, the income inequality in China has showed signs of moderating because of increased government investment in the rural areas and also, the remittance of migrant workers back to the villages. This is significant, because there are 250 million migratns people working in the towns and cities. The money they send back to the villages has been significant to help reducing poverty in the rural areas of China.

Coming back to Hong Kong again, according to a relative measure 50% of median income as the poverty line, we have 1.26 million people living in poverty which accounts for 18% of the population in the first half year of 2010. These are relative measures. A funny, interesting thing, if you notice we have the lowest proportion and number of people living in poverty during the economic recession, during the SARS period and during 2008. We have the lowest number of people living in poverty because this is a relative term. Because the rich people earned less during that time, this is a relative term. And then we have more people living in poverty, a higher proportion of people living in poverty during the economic boom. Because we are using different measures and then, according to these measures one quarter of our children live in poverty, one third of our older people live in poverty because Hong Kong is a society which does not have any social insurance programmes. We have no social insurance for retirement, medical care, unemployment and maternity and so on, compared with China. Apparently, social protection in Hong Kong is even worse than a lot of the developing countries including China. Unemployment rate is only 3.2% in Hong Kong in 2011. Being, the lowest in the world, it is an enviable achievement. So people living in poverty are not because they are unemployed, but because of low pay. Working poor is a significant problem in Hong Kong. Using the indicators worked out by the Poverty Commission, instead of relying simply on money measures, it uses 24 multi-dimensional indicators which showed that people living in poverty has declined over the years. These indicators including children and youth (8) adults (7) older people (3) and community (5).

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The U.S. also indicates that it is the worst time for the poor based on basic needs and consumption. In 2011, around 15% of the people living in the U.S. lived in poverty. Child poverty almost accounts for 22%, and not surprisingly, 40% of the single parents live in poverty. Worldwide, according to the World Bank, 17% of the people live in absolute, extreme poverty.

Based on the UK Longitudinal study we find that poverty is linked to a lot of factors, mutually reinforcing problems by using 18 markers. Around 45% of children with families are exposed to multiple risk markers in the UK. And then, 4-7% experience multiple risk persistently. Because according to this longitudinal study, it showed that people can be in and out of poverty, and they usually don't stay in poverty for long. There are a lot of divers, which drive people into poverty. Poverty is not something static for some people. It is also important that poverty can be transmitted from generation to generation. Economic hardship is only in financial term but, is associated with a lot of physical, mental, health and employment problems. And that poverty has a high economic, as well as, social cost to the society. Not only in terms of more social spending but, we have to pay for more social assistance, we have to pay for the crime rate so on. It is also an issue of wastage of economic, social and human capital because of a lot of unused human capital.

Drivers of social exclusion, particularly in the west are the lone parents. Lone parents and unemployment, divorce and separation are key factors driving people into poverty. Similarly employment and remarriage are positive factors for people to leave poverty. With the economic downturn now, you will expect more vulnerable populations facing a hard time.

The general direction for poverty alleviation is to improve human and social capital. The focus on social investment which emphasise on the improvement of human resources and the mutual trust and help of the people.

One of the key approaches is the workfare, we know that OECD and the European Union and so on, they major social policy is labor market policy. Their major concern is how to enhance a country's economic competitiveness through improving the employability and capacity of the work force, and increase economic participation and activity by encouraging the economically inactive (the unemployed, the disabled, women, the young people and social assistance recipients) to return to the labour market. Under active welfare, programmes should provide incentives and support for people to leave poverty through gaining employment. Under the principle of mutual obligations, welfare payments are conditional and welfare recipients are expected to seek jobs actively. On the right side, recipients are entitled to receive benefits and support, while on the obligation side, they have to meet certain conditions in order to be qualified for receiving benefits. So it is a carrot and stick, push and pull kind of approach. A kind of a mixed approach has been considered effective in approaching poverty alleviation particularly in providing employment.

In the OECD countries which they have emphasized on a lot of review is to provide integrated employment services, to help people go back and making sure that work always pay and is clearly seen to be paying. The dilemma we face which an OECD policy paper commented is to provide income support for job seekers while at the same time strengthening their incentive to work. It is considered as a puzzle that most OECD countries are still trying to solve. According to some of the U.S. experiences which are still controversial, the workfare programmes have led the significant reduction of the welfare caseloads. But, the people who leave social welfare, do not seem to have quality jobs, I mean, is poorly paid jobs and poor employment.

We have a series of employment targets, different kind of people kind should have a different approach. In the Hong Kong social assistance programme, we have different programmes targeting lone parents, targeting long-term unemployed requiring them to seek employment advice and so on, this kind of integrated approach. We have also seen in the last decade or so, the caseload receiving social assistance has been on the decline. But, the situation most noteworthy is the proportion of people, able body receiving social assistance

has been on the rise. So, the daunting challenge of the Hong Kong government is how to support people with employment capacity to go back to the labour market.

Social enterprise is new approach in Hong Kong and worldwide to seek creative solutions combining business approach to achieve social ends. It has been considered as an approach to address the failures of the market, as well as, the failure of the government approach. So, the European approach, the U.S. and the U.K. approach are a bit of different. The U.S. and U.K. approach has less emphasis on profit sharing, in Europe there is a possibility of limited profit sharing among social enterprises. In Hong Kong, we also have in the last five or six, promoted a lot of social enterprises through government seed funds and promotion. And according to a survey, we have around 300 social enterprises operated by NGO involving health, food, education and clothing so on.

It is largely an uncertain field, and, a lot of these social enterprises are run by NGO's and a significant proportion of them are losing money. And one of the key lessons for social enterprises, successful social enterprises cannot simply rely on social workers. They require a lot of input from the businesses and particularly from social entrepreneurs. Right now, we are trying to attract business people to come into the field, identify social entrepreneurs, and promote a more ethical consumption market which is important to support, to educate the consumers to buy more from the social enterprises. These are the things that require a lot of consumer education. We need also systematic evaluation on the impact of social enterprises.

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Targeting children, especially the early years, is important in poverty alleviation because cross generation, inter-generation poverty is the highest key concern. You can see a lot of programmes – Sure Start, Head Start and Life start are targeting children from zero to five. And the asset building program assist low income families has been popular in a lot of countries but, review has not been particularly clear about their outcomes.

We have introduced a Child Development Fund recently in Hong Kong and it encourages the low income children family to save money. They save 200 dollars each month and the money will be matched by business donors and the government will put in 3,000 dollars after two years' saving. The total savings will accumulate to \$12,600 in the child's bank account. How to use money will be coached by an assigned mentor, and the mentor all along will inspire the child to plan ahead and invest in the future. The major problem with children in low income families is their low aspiration. The programme does not only concentrate on building the financial asset but, also on change of the mindset.

The World Bank and Asian Development Bank have put forward a Conditional Cash Transfer programme which I don't think is welcomed by the social workers because it involves some kind of behavioral manipulation. But, it claims to be very successful according to the experiences of most South American and South Asian countries.

Accordingly, poor people can only receive benefit on condition that they have sent their kids to school, and kids for immunization and so on. Both health and education outcomes of these programmes have been very positive in a lot of rural area development.

In poverty alleviation, there's no silver bullet. Each one has developed its own approach. But, we are always talking about targeting, targeting the poor, how to find the poor, how to make sure the programme reaches the poor, is very important. And according to my experiences in China, studying the social assistance, programme governance and capacity is very important. Building up an effective governance system that delivers the services and implements the policies effectively. In China, the people who deliver the policies are front-line street level bureaucrats, and their mindset determines the policies, not the people at the top. So, the eligibility for assistance and the type of assistance people can get depend on the quality of the cadres at the front line level. Finally poverty alleviation cuts different fields, and involves different government policy bureaus. Effective coordination is key to effective programmes. The single government or whole-of-the government approach is very important. Poverty alleviation is a co-production process which requires a lot of effort involving different social sectors, including government, businesses, and charity organisations. Partnership building involves the engagement of the poor, key stakeholders, in policy making. It is the most important mindset to target poverty alleviation in the future.

協助亞洲地區窮困人士自力更生
Helping the Poor to Become Self-Reliant in the Asian Context

講者 Speaker :



施日莊先生 Mr. John Sayer

香港樂施會總裁

Director General, Hong Kong Oxfam

I would like first to say a couple of things about the changing nature of poverty, which Professor Joe Leung has also touched on in his presentation. If I were talking to you about poverty twenty years ago, I would be discussing the least-developed countries, the poorest countries in Asia and Africa. But today, seventy-five percent of the people living below the World Bank's poverty line of US\$1.25 a day are in middle-income countries, also called emerging economies. And eighty percent of the world's people live in countries where the income differential, the gap between rich and poor, is widening. The majority of the poor people living in middle income countries are in Asia. The greatest number of all are in India but, there are also many in China, Bangladesh, Indonesia and Pakistan. According to the UN Food and Agriculture Organization, sixty-two percent of the world's hungry people live in Asia. The figures show sixteen percent of the world's hungry people live in China, and thirty five percent in India.

Here is a picture of a school we helped in Guizhou in China which shows serious poverty in the midst of huge high growth rates nationally. This is a school that obviously needs help. Yet when we do development work in the newly-emerging economies we face a little bit of paradox. Some of these countries have space programs, and increasingly affluent sections of the population. When I was in Beijing last November, the 4 millionth private car had just been registered in the city. Emerging economy countries host prestigious international sports events costing billions of dollars, such as the Cricket World Cup and the Olympics. But, most complicated of all, they have also begun overseas aid programs. China and India have started giving aid to less developed countries in Asia and Africa. And yet, as you saw, they have large numbers of poor people within their own borders. What challenge does this pose for aid agencies and development organizations that wish to assist India and China?

Poverty in newly-emerging economies is clearly related to the question of distribution, inclusion, equal opportunities, the sharing of the benefits of growth. In the high growth process, how can we include people, how can we give people fair access to productive resources and a fairer share of the results? How can we influence government spending and government poverty reduction policies?

Second major issue related to poverty today is the fact that we live in a resource-constrained world; a world with a very finite environment. 2010 figures show we are already living beyond the carrying capacity of the world. Just the other day it was announced the world's population had passed seven billion people. The bottom 20% of the world's people enjoy a very small share of resources and wealth and this share is not improving.

Put these facts together, and what we have got to do by 2050 is live within the resource constraints of the world but, support a population which will grow to nine billion people according to the UN and also, most importantly, share what we have more equally to raise that proportion of the share of the wealth enjoyed by the bottom twenty percent of the world's people.

The resource constraints are many. When we look at non-renewable energy supplies it is obvious that they are fast being used up.

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More basic still is food. We need to produce seventy percent more food for the nine billion people expected by 2050. We need to do that in the context that changing weather patterns and the impact of this on harvests resulting from climate change, a reduced area of agricultural land due to development, pollution and salt water intrusion.

Professor Xu noted the challenge of reduced agricultural land in his presentation. Agricultural land, fish stocks, and fresh water all under threat in terms of sufficient and sustainable supplies.

Other problems include land grabbing from poorer people and land switched from food to bio-fuel production. Something like forty percent of the U.S. corn crop now is not grown to feed people, it is instead processed for fuel.

Speculative and unjust food trade systems, subsidies in rich countries to produce food that is wasted and barriers for poor countries to produce and export food also contribute to our failure to provide food for everyone even today. There are a lot of food losses in developing countries from poor storage and transportation, while in rich countries huge amounts of raw and prepared food are thrown away.

Another important factor in food production is the role of smallholder farmers. Smallholders feed two billion people, fifty percent of the world's poor people are smallholders and yet agricultural investment has dropped from national governments and international aid programmes, particularly to help small farmers. We believe that improved investment in smallholders is one of the ways in which we can raise global food production.

Agricultural production is no longer increasing as it was. Production went up at the beginning of this decade but, it is not increasing anymore. More worrying still is food production per capita. Arable land is now at almost half the area per capita that it was in 1960. Yields have fallen one percent per annum as the limits of the gains from the green revolution were reached. Demand for water is set to increase by thirty percent as well. These are worrying trends we have yet to address.

A similar picture faces us in the scramble for resources. In the past ten years, 80 million hectares of land, an area twice the size of Germany, has been taken from the poor and bought up by companies or governments. Professor Xu talked about 40 to 50 million farmers in China losing their land, in his presentation. All over the world, land grabbing is a serious problem.

What do these trends mean for poor people? With climate change, we know it means more flooding, it means more droughts; it means people are losing their livelihood. Uncertainly and shocks such as those brought by climate change hit poor people first and hit them hardest. But it is not just changing weather that brings shocks, volatility and uncertainty. Our economic systems have been doing the same. Economic downturns, crashes and tsunamis have hit poor people hard. The East Asian crisis of 1997 and the 2008 financial tsunami both led to people losing their jobs, their homes and their livelihoods.

Oxfam commissions studies from GlobeScan who do a regular survey of 26 countries of more than a thousand people in each of those countries. The populations surveyed include India, China, Pakistan and Brazil as well as some of the developed countries.

When people are asked about the major causes of poverty in the world they first pick low wages in some industries; then government/societal corruption; negligence /incompetence of people in power; society's failure to provide education/training; wars; the failure of industry to create jobs; followed by environmental catastrophes. So many people see these social and political causes of poverty.

This 26-nation survey shows people feel responsibility for improving the lives of poor people lies with international organizations, by this they mean the World Bank, the U.N. system, then companies operating in poor countries. They consider governments of poor countries and the governments of rich countries equally responsible according to this survey.

INGOs, international charities such as Oxfam, local charities, religious organizations, people living in poverty themselves follow. So the survey reveals that there is a lot of belief that institutions, governments and companies should and could do more to solve the problem of poverty.

The survey also indicates that most people feel the economic system is not very fair or not at all fair, and the trend shows it's not getting any better. Fewer people recently also agreed that the world going in the right direction. In 2001, over fifty percent of the people responded that the world is going in the right direction, now it's down to thirty-one percent.

Related to this may be the decline in enthusiasm for free market capitalism. The number who responded in the survey that the free market economy is best economic system has dropped in the past decade, from over sixty percent to fifty four percent. Particularly interesting is the very strong drop in the USA. We hear reports in the USA on Fox News, that the political right is in the ascendant but this survey shows that the proportion of US people who believe the free market economy is the best system has plummeted from eighty percent to below sixty percent. So there are many people questioning the kind of results our current economic system delivers.

So what do these trends mean for tackling poverty? Service delivery such as health care, feeding programmes, school-building by charities was never on its own a realistic approach to ending the problem of poverty in a sustainable way. Too much aid in the form of hand-outs can lead to even more dependency on outside help, both from poor people and from the governments of developing countries. Understanding this, aid began to be more focused on programs to help people strengthen their own capacity to grow food, earn a wage or improve their communities. But even these programmes are not enough on their own. These global and national environmental and economic problems can sweep away, or literally wash away, all the benefits of service delivery and long term projects. Tens of millions of people who had risen above the poverty line in the 1990s were pushed back into poverty as a result of the East Asian economic crisis. Much of the gains of hard-won community level poverty reduction programmes were swept away by the larger economic system under which we live. The conclusion has to be that working for high-level policy change which addresses the structural causes of inequality is also an essential part of ending poverty.

Oxfam certainly does livelihood improvement projects, seeking to make markets work for poor people. For example, working on the bamboo supply chain in Vietnam, and with chili farmers in Africa. But at the same time we have various policy advocacy components built-in to these productive projects, aiming to help people to become stronger at understanding laws, information, how markets work, and to be able to form marketing groups for themselves, speak up for themselves, bargain for themselves, and plan for

themselves. Self-reliance is built on knowledge, fair access to productive resources, access to markets, provision of government services, capacity to get credit, savings and insurance.

We aim to strengthen people's ability to help themselves economically, as well as socially, so that when the grant money stops, the aid from groups like Oxfam stops, poor people are left permanently stronger, more assertive and more self-confident, better able to look out for their rights to negotiate with the government for essential services and fair market access that they need, as well as to bargain with companies over the prices of goods they need to buy and sell.

Policy change should be built into the simplest of aid programs in addition to encouraging participation and empowering the people involved with the capacity to organize. Building civil society and social capital is an important component of building a mature and harmonious society, so that there is a balance between business, government and NGOs, which can then all contribute in complimentary ways to solve problems of poverty.

We say we are working to reduce or even eradicate poverty. But what is the opposite of poverty? Does that mean everyone should have a big house, a Mercedes-Benz and a swimming pool? We do not think this is desirable or achievable. The opposite of poverty, we believe, is responsible wellbeing, where people can achieve a state in which they can realize their full human capacity. This goes beyond basic material needs. We have examples from countries like Bhutan, which has a Gross Domestic Happiness index, which is a very interesting concept. An increasing number of development thinkers in universities and NGOs and other areas are talking about Responsible Wellbeing. The idea is that people need to achieving more than just self-sustenance – basic material needs – and also attain a decent life of dignity, a sense of self-worth, and respect from others. Wellbeing also includes the ability to make choices, to enjoy collective freedoms including the freedom to help others and the capacity to help others. With rights come responsibilities, and part of the theory of Responsible Wellbeing includes the achievement of a capacity for empathy and caring. As a globally interconnected society, many of our choices as consumers and producers affect the lives of other people and require responsible decisions that go beyond utilitarian economic choices.

In all work on poverty, two linked issues become important: the issue of the rights of women and the issue of security within society. Security begins not with wars between states, or civil wars, but security starts in the household, in the family. Women suffering violence at the hands of their husbands or their fathers is an issue of safety and security of concern for all of us caring about poverty. Women are a key to reducing poverty, disease and hunger, as it is women who are the early educators, as the people primarily responsible for nutrition and health of children in the family, as the group who do at least half of the productive work in the world. If women are not more equally involved in positions of

authority and control of financial decisions, then we can never reduce poverty.

As Professor Xu talked about migrant workers in the Mainland. In the work Oxfam does with migrant workers, it's not only important to help when they arrive in the city. They suffer problems of housing and school for their children but it is also a question of dignity and self-esteem. So Oxfam does quite a lot of programs on the self-worth of workers by supporting organizations that arrange workers cultural events, libraries, shops, cinemas and theatres groups. The message from these self-help groups is: I am a migrant worker, I am contributing to the growth of my nation, respect me, treat me with dignity. Helping migrants is not just about material improvement for the lives of migrant workers, it is recognition of their contribution to the societies in which they work. And we have even supported an organization in Beijing that has set up a museum of the history of migrant workers in China to emphasise that contribution.

Even in emergency relief work, policy advocacy can be important. Once again principles of participation and self-determination are essential. In some of the earthquake relief Oxfam did in the Hui Areas, in the Muslim areas of China after the 2008 Sichuan earthquake, we needed to take into account of the special needs of the communities. In the case of women they have specific needs when they lose all belongings in an earthquake. They need things as simple as sanitary napkins. For Muslim communities, Halal food is important. In any humanitarian situation, you can look to the specific needs of minority groups.

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Oxfam also spends efforts on development education for young people who are not poor. We believe this is really important for the future in Hong Kong and the Mainland. China is growing to be a global superpower. It is going to have influence on the development of other people throughout the world, and in all international organizations and institutions. It will be increasingly important for Chinese people to realize that influence and understand the responsibility that will bring.

Tomorrow's leaders in China will have a huge influence on the way the world goes, including whether or not we can end poverty. We hope the generations in China will have global awareness, in the sense of global citizenship. We hope they will not make some of the mistakes that perhaps the Europeans and Americans made when they had a dominant position in the world. That's why we believe development education on the causes of poverty and its solutions, on the interconnectedness of ordinary people's lives in the world is extremely important in mainland China and Hong Kong.

I mentioned the importance of advocacy earlier. At Oxfam we advocate on a number of issues. We campaigned for some years on what we used to call conflict diamonds, and what Hollywood later called blood diamonds.

Oxfam has also campaigned on pharmaceutical companies for production of affordable medicines, to allow production of generic medicines to treat life threatening illnesses in poor countries, and for more research into diseases responsible for millions of deaths in poor countries rather than just more lucrative 'rich people's diseases.' We have also advocated in an international coalition against the global trade in anti-personnel mines. That campaign and that was successful and there was eventually a global ban. And that joint campaign won the Nobel Peace Prize.

We don't stand alone in asking companies to take responsibility for the social impact of their business activities. The GlobeScan surveys I discussed earlier, show that the expectations of people in 26 countries believe that companies should do a great deal on Corporate Social Responsibility. However, they rate performance on (CSR) way below expectations. This says there is a huge gap between the expectation by the public that companies should be doing more to win a social licence to operate and what companies are actually doing.

Oxfam has also campaigned on fair international trade rules; against trade barriers stopping poor countries selling their goods to developed markets, and against rich countries dumping products in poor countries and hurting the smaller producers there.

We worked with the Agricultural Ministry in China when China joined the WTO, to look at the impact of WTO membership on cotton production and the lives of cotton farmers.

Another campaign was targeted garments and shoes produced in sweat shop conditions for sale as cheap goods in developed countries. Oxfam worked with textile retailers in Hong Kong, to ask them to report in a transparent way about their supply chains and conditions of the workers in the factories which make the recognizable Hong Kong brands that you see in every shopping centre. We also have continued a similar CSR reporting survey on Hang Sang constituent companies in Hong Kong.

And of course we work on climate change. That's work very much going on this week in Durban, South Africa, where climate change talks are taking place. As I said at the beginning of this talk, poor people are hit first and hit hardest by the effects of climate change. We often use art and culture to promote campaigns. For example, a picture of drought by a student in Gansu Province and another picture on the waste of electricity by a Hong Kong artist were part of an international exhibition of art at the climate talks in Poland.

We don't rule out campaigning in the streets. To be able to march in the streets and raise issues in the media can be effective sometimes. But a lot of our lobbying is directly

with governments. Meeting senior people where we can. Using sympathetic governments to make our case when they meet leaders from other countries, and taking part ourselves in international conferences where we are accredited participants able to advise and to talk to government delegations.

We also do advocacy with coalitions of partners and allies. On climate change in Hong Kong we have worked with WWF, GreenPeace and many local organizations. We need to join together, we are not rivals when it comes to the big issues. We are all pushing for the same cause.

You all know the expression: “Give a man a fish and you feed him for a day, teach a man to fish and you feed him for a lifetime.” Is this true? I don’t think this is the whole picture, and here are some reasons why. The man is often a woman. She knows perfectly how to fish because her family has been surviving in this way for generations. But, the fishing rights have been sold to foreign companies who use industrial fishing techniques just off the coast which scoop up all the fish and deplete stocks. A rich man controls the supply of boats and nets. You can’t buy them from anyone else, he has the monopoly and the prices are high. His brother controls the only truck to get the fish to market. Summers are hotter, and the guy who owns the truck also owns the only ice factory to keep the fish fresh and the price high. The coral fish breeding grounds are dying because the sea temperature is rising due to climate change, and because there’s pollution from a new factory nearby. The roads to market are really bad, because the government spends most of its budget in the capital city. I saw many of these things in real life myself in a fishing community on the banks of Lake Victoria in Kenya. But let me continue: there is no bank in the village, so she has to borrow money at very high interest rates from a money-lender, and she has to hide the money when the fish is bought, from her drunk husband who will come and take all the cash and go off and spend it on alcohol. Anyway, the banks won’t lend to women, they only lend to men.

SHE KNOWS PERFECTLY WELL HOW TO FISH, BUT SHE’S STILL POOR!

The title of this talk is ‘Poverty and Self-Sufficiency.’ Changes in the location of poverty, and increasing resource constraints present very new challenges to all of us working to end poverty. So transforming poverty into self-sufficiency requires not only economic change but also social change. The causes of poverty are inequality and human inaction. Those with power and wealth in today’s unequal world can either defend their privileged position and prolong poverty, or they can use their influence to be part of the solution. Advocacy to change laws, policies and practices is essential and this should be targeted to those who control the most power and wealth in our society: business and government leaders. They can do more good and they can do less harm. And we can all help make sure they do that. That’s why campaigns and public education create movements for

change among people who can influence their leaders. We must build dialog and understanding with leaders behind closed doors, and we must put pressure on them in public from the streets as well. Combined with practical programmes empowering poor people, we can achieve sustainable progress on poverty.

為扶貧項目開展的籌募工作 Revisiting the Implication of Fundraising for the Poor

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熟悉籌款工作的人們，應該對於「Fundraising is friend-raising」這句話不陌生，籌款就是交朋友。然而，現今的社會，隨著網際網路發展至今，社交媒體讓「朋友」跨越了時區和距離，因而，籌款工作的方法與核心，相較於過去鄰里與社群範圍內的拜訪、遊說、捐款三部曲，現在將籌款廣義地看為「資源動員」(resource mobilization)，其基本精神包括了捐款、宣傳和志願服務的參與。同時，現今的捐款人對於所捐助款項的透明度(transparency)、運用的責任信用度(accountability)等面向的期待，都遠比過去來得高許多。

在我這篇報告裏，主要以台灣的聯合勸募協會（又稱「中華社會福利聯合勸募協會」英文名稱為 United Way of Taiwan）為經驗基礎來分享探討。

首先我們看一下台灣的非營利組織的背景，香港中文大學的關信基教授曾經做過比較，港台兩地的非政府組織發展概況，可以從他的研究中發現，香港過去五十年來的非政府組織成長是相當穩定的，從設立時間來看，大約是 1970 年代前設立的組織佔了 45%，70 年代之後平均每十年之間成立的機構都在 16% 以上，台灣則是 1980 年代前設立的民間組織只占當時的個位數，80 年代後成立的佔了 75% 以上。明顯的區隔就在台灣遲至 1986 年才解除戒嚴法，開放民間組織自由登記設立。此後，一方面受到政府委外福利服務的提供，一方面家庭結構受到經濟型態變化的影響，混合經濟的福利服務模式使得過去的福利服務提供者，從家庭與非正式組織，轉移成為政府補助而非政府組織提供，另一方面，近年來也由於大型企業外移，製造業不再以台灣為基地，於是，由企業保障退休的型態不再，從而使得非政府組織興起，成為福利服務提供的主流，當政府的資源不足時，為了完整提供服務的民間組織則開始擴大了籌款活動的規模，激發各種募款創意，企業也在這背景下，展開各種公益行銷的活動。

台灣的公益募款規模，近年來頗為引人矚目，無論是台灣的 1999 年 921 地震，台灣本地捐款募集了 251 億台幣，中國大陸四川地震，台灣民間募集了約 51 億，乃至於日本 311 地震海嘯，台灣募集了 62 億。

承平時，台灣的慈濟基金會則是在各項調查中，超過六成的台灣人曾經捐款給慈濟基金會，年度募款總額則由於無從查詢起，較不得而知，但一般估計每年至少在六十億台幣以上，其慈善、醫療、教育與人文等四大志業的規模總營收，則已經相當於一個大型企業體的運作規模。其他依序為台灣家庭暨兒童扶助基金會的 33 億台幣，台灣世界展望會(World Vision Taiwan)的 27 億，以本人服務的聯合勸募協會來看，近三年平均募款金額則大約在 4 億台幣左右，在台灣主要民間機構來看，約排名第五。足見公益籌款在台灣盛行，的確已經是相當重要的社會力量與資源來源。

豐富多元的公益參與管道是上述主要民間機構的成功之道，這些方法主要集中在：公益捐贈、志願服務、生活體驗、以及品牌經驗。從募款的理由來看，這些方法分別照顧了社會大眾來自理性(Head)、感性(Heart)與靈性(Spirit)等三個層面的需要。理性層面包括了關心捐款流向與效益、感性面包括了故事的動人之處，需求的迫切程度，靈性面則是實踐了宗教與個人生活哲學的信仰理念，追隨重要宗教領袖的嘉言懿行。

台灣的企業，近年來尤其在推動事業的過程中，不忘以企業核心理念回饋社會，其中以美商花旗銀行為例：1990 年代，仍被社會大眾普遍認為屬於『外商』，在推動信用卡的過程中，以信用卡捐款的便利性，與聯合勸募協會(United Way of Taiwan)合作，成為年底重要募款活動，並配合中國生肖為年度吉祥物，作為捐款贈品，開創了每年年底持卡人參與公益的風潮，十年來創造了十億台幣的公益捐款以及 39 萬人次的參與。

另外一家企業則是以其事業的創新及物流能力，長期協助公益事業，他們是台灣統一超商(7-Eleven Taiwan)，在全台灣有 4,800 家便利商店，每一家店結帳的地方都有個零錢箱，募集零錢並且有系統地透過內部管道每天定時隨機請客人見證清點，整理額度，在募款季結束後，將支票以統一超商全體消費者的名義捐贈給受益單位，平均每個月在全台灣可以募集超過一千萬台幣的零錢。十年來募集超過十三億台幣。同時，運用其商品銷售的敏銳判斷力，協助台灣身心障礙服務機構的庇護性產品進行商品化的設計，教導這些機構定價的能力，以企業的核心能力提升民間非營利組織的運作與公益銷售力，連續三年在母親節檔期銷售庇護性商品，成功創造型錄預購高達一千兩百萬台幣的銷售額度。對於行銷身心障礙者就業能力的正面形象，影響更是極為深遠。

從這些不同案例的籌款經驗，我們看見了新型態的扶貧籌款，其背後的方法與訴求，進一步應該反省的是，作為教會機構，的扶貧籌款工作應該兼具回應福音精神的邀請與參與，轉換成專業的籌款溝通語言，耶穌說：「我稱你們為朋友，我再不稱你們為僕人，因為僕人不知道主人所做的事」(若，15:15)如果 Fundraising is friend-raising，耶穌這句話也在告訴我們，如何把扶貧的工作，何善用這些工具，在參與捐款者參與的體驗中，將福音的訊息「啟示」給人們。

教宗本篤十六世也在「在真理中的愛德」通諭中提出「公民社會是各種關係和資源的總和，它的目標具有普世性，因為它關乎大眾福祉（Common Good），而大眾福祉是每個公民都有權利各按其份所享有的。公民社會具有計畫能力，以促進更自由、更公義的社會生活，當中各組別的公民可以結社、發展和表達他們崇尚的事，以滿足他們的基本需要和保障它們合法的權益。」

無論是以教友的身分參與公民社會的運作，或是以教會機構的身分進入社會以服務貧窮者為標記從事社會事業，促進公義，提高大眾福祉，是教會事業的終極目標，也是教友服務天主子民的終極目標，善用現世的資源與方法，有計畫地達成這些目標，是積極展現福音精神的具體實踐。

隨著時代的變遷，資訊的取得與資源的掌握，開始變得更為平等，尤其網際網路改變了少數人掌握資源與資訊的現象，在公益籌款的過程中，清楚明白地交代流向，以高透明度，高責任信用度吸引社會大眾的支持，也已經是新時代必須善用的工具。因而，公益慈善不再只是富人贖罪式的付出，而是提出具體解決方法，以推動長期正向的社會變革為目的的公益投資過程，這過程讓更多各個面向的社會資源能夠在良好的規劃中，參與社會創新的長期投資，這才是未來無論經濟景氣如何變化，擁有資源的社會大眾在此一世代中，總會積極參與的社會工作。

貧窮與問題賭博的心理因素反思
The Psychology of Poverty and Problem Gambling

講者 Speaker :



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Since the turn of this century, the psychology of gambling has been widely researched in Hong Kong and Macau. The majority of the available literature in Hong Kong and Macau focused more on the prevalence of the problem gambling (e.g. Fong & Ozorio, 2005; The Hong Kong Polytechnic University, 2002; The University of Hong Kong, 2005), the personality of the gamblers (e.g. Chan & Ohtsuka, 2010; Cheng, 2006; Lam, 2005). Also, some researchers have placed much emphasis on how gambling impacted the gamblers' spouses (Leung, Wong, Lau & Yeung, 2010). Other investigations emphasized on cultural issues such as superstitions of gambling (Ohtsuka & Chan, 2010) and gambling movies and culture (Chan & Ohtsuka, 2010). Pathological gambling is defined as the excessive and the pre-occupation of gambling to the point that it negatively affects one's daily living, occupation, familial relationships, social relationships, and more aspects of the person in question (American Psychiatric Association, 2000). The key issue is that the person loses conscious control of his/her gambling activities, which seriously causes harmful effects to his /her life. Pathological gambling is suggested to result in a lot of negative consequences including, but not limited to, familial conflicts, psychiatric comorbid disorders/conditions, alcohol and drug-related problems, suicide, interpersonal problems, financial problems, and even criminal-related behaviors (Shaffer & Korn, 2002).

Not all gamblers can be considered as pathological gamblers. Chan and Ohtsuka (2011) have demonstrated that gamblers can be of several types according to their involvement in gambling. Usually all gamblers begin as recreational gamblers. Accessibility to family and family upbringing can contribute to the development of gambling in childhood (Blaszczynski & Nower, 2002). Recreational gamblers are characterized by their ability to control their investment of time and money in gambling. To these individuals, gambling is a fun activity shared by friends and relatives, especially during holidays and festivals. With more involvement in gambling, these individuals can develop problems. Chan and Ohtsuka (2011), in their excellent review of recreational gambling and pathological gambling, argue

that there are significant differences between these types of gamblers. Firstly, recreational gamblers have conscious control on their wagering and time in gambling. Good examples can be found among young recreational gamblers in Hong Kong. In their research, Chan and his students (e.g. Au Yeung, Lam & Chan, 2011) found that these gamblers often bet on soccer matches on weekends. Usually, they wager relatively small amounts of money and usually they would not borrow from others. Such is not the case with pathological gamblers, especially those with antisocial personality (Khatiani, Yick, Tse & Chan, 2011). Further, pathological gamblers lack the ability to control impulses on gambling and such can contribute to the negative consequences to their families and significant others (Dickerson & O'Connor, 2006).

Researchers in the University of Hong Kong (2005) undertook a telephone survey of 2093 persons aged 15 to 64. 81.1% respondents had participated in gambling activities in the previous one year. The prevalence rates of "probable problem gamblers" and "probable pathological gamblers" were 3.1% and 2.2% respectively. In the literature of problem gambling, it is often found that, when compared to the wealthy, the poor often gambles more in their percentage of disposable income (Wardle et al., 2007). In Macau, Fong and Ozorio (2005) discovered that those respondents earned under MOP8,000 gamble more, by percentage, than the individuals who earn more than MOP8,000. Thus, it is not surprising to find that betting outlets are commonly found in low income areas in Hong Kong (Chan & Ohtsuka, 2010).

So why do the poor people gamble more? In a sociological perspective, Edward Devereux (1968) argues that gambling serves three functions for the poor segment in our society. Firstly, gambling serves as a safety valve for the less fortunate members. In most developed countries, education, skill level and hard work are the fundamentals for one to acquire personal wealth. But for those who are unable to achieve these goals, gambling would provide a social ladder to achieve personal riches.

Secondly, gambling gives hope for the poor. Ginakis and Ohtsuka (2005), in their empirical study in Australia, have demonstrated that gambling provides a short term hope for the poor. Everyone needs hope, long term and short term. Gambling provides the poor at least a short term hope. For example, for an unemployed factory worker, a \$200 winning would mean a big meal ---a short-term hope that lasts three hours in the evening.

Lastly, Devereaux (1968) suggests that gambling helps maintain the status quo in society as it renders opportunities for the less fortunate a chance of social mobility. A win in the lottery can help one to live in the luxurious apartment in an affluent neighborhood, enjoy the expansive cruises in the Caribbean and sending children abroad to studies. All these are the remote aspirations of the working class in any society which gambling can render.

The late Noble prize laureate Milton Friedman proposed an integrative theory for the usage of gambling in the modern society. The Friedman-Savage model of gambling and social climbing (Friedman & Savage, 1948) argues that gambling offers hope for the poor while insurance protects the wealth of the well-off. The model explains the different income levels and risk tolerance for individuals in the different social classes in our society. Those in the low end of the society are more inclined to purchase lottery tickets with the distant hope to climb up the social ladder. Those individuals already at the top echelon of society would pay the least attention to these instant card games. Instead, they are eager to protect the wealth they already have. Thus, they may take out insurance for their houses and children. In brief, it is the expected utility of gambling that attracts the poor (Hartley & Farrell, 2002). That's why in Macau, the poor often buy a lot more lottery tickets than the rich.

Lastly, gambling can be an inexpensive game. While the rich can make expensive travels and spent millions on cars and luxury items, the poor can enjoy an inexpensive game of mahjong. For the majority of elderly gamblers in a poor neighborhood, they gamble with the money, not for the money (Chan & Ohtsuka, 2011).

So what can we help the poor who are prone to develop gambling problems? Some jurisdictions have set limits the accessibility of gambling to the people on welfare. Barring these individuals to enter casinos might be a viable means to protect them to develop problems in gambling. In Vienna and in Singapore, for instance, charging an entrance fee for casino gamblers can deter poor people to enter casinos. In Vienna, the Vienna Casino charged an entrance fee of Euro 23 in 2010.

Secondly, limiting the number of betting outlets, especially in the low-income housing areas in Macau, is a workable idea. The poor people usually do not travel a long distance away from their neighborhood because they want to save money on bus fare. So, keeping the betting shops away from the poor district would lower the rate of problem gambling among the poor. Lastly, providing inexpensive fun activities in the less privileged community can help the poor to develop a more diversified lifestyle in addition to gambling.

Conclusion

In an excellent sociological analysis of gambling among the poor, Carvion, Wong and Zangeneh (2008) write: "This suggests that gambling maybe one of a general constellation of coping behaviors employed by marginalized groups, or, less pejoratively, is one of a cluster of historically condemned behaviors more easily or openly adopted by groups with weaker affiliation to the dominant power structure (In the pursuit of winning, p.112-113)." In this vein of thought, gambling can be taken as a meaningful activity for those who feel alienated from the more affluent society. Thus, social work and counseling professionals

should identify the needs of the poor and how these can be met by innovative endeavors. Condemning gambling as a social vice can only pull away from the crust of the problems of the poor and their fundamental needs and yearnings.

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為孟加拉邊緣社群尤其無助婦女提升尊嚴的發展項目

**The Activities of Caritas Bangladesh for the Development of Dignity of the
Marginalized Groups Especially the Helpless Women in Bangladesh**

講者 Speaker :



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孟加拉明愛總幹事

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INTRODUCTION

Caritas Bangladesh was established in 1967. During the last Fiscal Year (July 2010 - June 2011) Caritas implemented more than 70 projects to reach 1,204,594 persons directly with its 2,936 staff members and 4,566 volunteers. Total expense for the Fiscal Year 2010-2011 was Tk 1,351 million (US\$ 19 million): of the total amount about Tk. 525 million (41%) was from local income/contribution.

Vision

In the light of the Social Teachings of the Church, Caritas Bangladesh envisions a society, which embraces the values of freedom and justice, peace and forgiveness, to live as a communion and community of mutual love and respect.

Mission

Caritas Bangladesh tries to become a partner of people – especially the poor and marginalized, with equal respect for all – to attain integral development, to live a truly human life in dignity and to serve others responsibly.

Caritas has Four Priorities:

1. Human Resource Development through Education, Formation and Capacity Building
2. Establishment of Social Justice and Human Rights through the Capacity Building of the Poor, of the Women and of the Ethnic Communities
3. Health and Care
4. Ensure Ecological Sustainability and Sustainable Livelihood through the Use and Preservation of Natural Resources and Capacity Building in Disaster Management and Climate Change Adaptation

Cross Cutting Issues:

- Community Participation
- Good Governance
- Gender
- Climate Justice
- Partnership Building
- Spirituality in Development
- Advocacy, Lobbying and Networking
- Inclusive Development

Partners in Development:

- Extreme poor both rural and urban
- Marginalized community especially the ethnic groups
- Children
- Youth
- Women
- People with Disability
- Elderly
- People's Organizations (POs)/Civil Society Organizations
- Donors or funding partners from home and abroad
- Like-minded Organizations

PROGRAMS OF CARITAS BANGLADESH**➡ Health**

Under health sector Caritas Bangladesh has a total of 10 projects.

Principle:

A healthy and responsible community is a pre-requisite for a developed nation.

D 4

Objectives:

- Preventive and curative health services including safe water and sanitation, especially for the remotest areas and vulnerable groups.
- Promotion of pro-life reproductive healthcare.
- Preventive education on HIV/AIDS and drug abuse and care for the drug addicts and PLHA (People Living with HIV/AIDS).
- Care and capacity building for the people with disability and elderly.
- Family life education for promoting responsible parenthood and respect for procreation.

➤ Education

Caritas Bangladesh runs both formal and technical education projects. Caritas has seven formal education projects.

Principle:

Providing an opportunity of education for the children of disadvantaged and un-reached communities.

Objectives:

- Quality education for children and youths especially those in need.
- Formation and training of teachers and capacity building of staff.

➤ Technical Education

Caritas Bangladesh has four technical education projects.

Principle:

Promoting better human life of the families of graduates, youth and women.

Objectives:

- To create employment/self-employment opportunity for the school dropout unemployed youth including women by offering technical skills training;
- To make school dropout learners skilled in different marketable trades;
- To make them value driven through moral and spiritual formation; and
- To mobilize local resources to achieve self-reliance of the school.

➤ Development for Indigenous/Ethnic Peoples

Caritas Bangladesh has a total of ten Integrated Community Development Projects (ICDPs) to motivate and organize ethnic communities of different areas of the country by way of training, income generation and awareness on health and education for integral human development.

Principle:

Improvement of the quality of lives of the indigenous through integrated social, educational, economic and cultural activities of the projects.

Objectives:

- To strengthen collaboration between and among self managed social organization of the *adivasi* (indigenous people) to protect their social, economic and cultural life.

- *Adivasi* live on their own land with equal dignity and respect and are empowered to protect and defend their traditional and ancestral land rights in collaboration with like minded and civil society organizations.
- Farmers of the project area enjoy improved food security at household and community level through the practicing Farmer Led Approach.

➤ **Natural Resources Management and Climate Change Adaptation Programs**

Caritas Bangladesh has a total of seven projects for natural resources management and climate change adaptation.

Principle:

Sustaining life and livelihood in harmony with nature.

Objectives:

- To create awareness on natural resources and environmental changes;
- To increase technical skill and capacity; increase productivity; conserve natural resources; and increase income of the program participants through creating employment and self-employment opportunities by way of sustainable natural resources management and climate change adaptation practices;
- To increase adaptive capacity and coping mechanism; and
- To improve understanding and awareness of the project participants to take better adaptive actions to face impacts of climate change, associated risk, and vulnerabilities on their livelihoods.

➤ **Disaster Management**

Principle:

Humanitarian assistance to people affected by natural calamities and man-made disasters.

Objectives:

- To capacitate the community people and provide them with structures to reduce the effect of disasters;
- To help disaster affected families for restoring their livelihoods;
- To improve access to safe water and sanitation;

➤ **Shelter**

Caritas Bangladesh has built so far over 300,000 shelters for homeless poor families.

Principle:

Every family must have a shelter to have their privacy respected and dignity enhanced.

Objectives:

- To provide safe place of living for the poorest women headed families;
- To provide a new house for each of the poorest people who had no house or who were not able to rebuild their existing thatched houses by using their own means; and
- To establish the permanent address of the poorest women headed families with ownership;

EXAMPLES OF A FEW PROJECTS**1. CORR - The Jute Works**

CJW is women's non-profit handicraft marketing and exporting project of Caritas Bangladesh working for rural destitute women. The CJW was established in 1973.

Principle:

Skill development and increase of income through the production of handicrafts for empowerment

Objectives:

- To organize rural marginalized women and provide them with skill education for producing handicrafts as a supplementary source of income for their socio-economic development;
- To promote thrift, self-help and democratic practices among the handicraft producer groups in the management of their affairs and to make them self-reliant by group action; and
- To initiate welfare activities for poor people, such as housing, educational, recreational and health care facilities for better living conditions.

Achievements:

- CORR - The Jute Works became self reliant in 1984 and till now run from its own income.
- It has a total of 137 Artisan Groups consisting of 3,530 Members covering 39 sub-districts of 19 districts.
- It produces bag, basket, candle, card, handmade paper, home décor, musical instrument, etc. It is an export oriented project. During the Fiscal Year 2010-2011 CJW exported to 49 companies in 20 countries around the Globe with an amount of Tk. 55 million.

2. Prevention of Trafficking of Women and Children Through Awareness Raising and Capacity Building

The project started in 2002. Since inception the project has been implementing in the operational areas of Caritas Bangladesh, with a special focus on the North Western to South Western border areas. These areas are known as high risk trafficking zone.

Principle:

The project envisions a society where women and children are protected from the horrors of trafficking.

Objective:

The main objective of the project is to protect women and children from exploitative conditions of trafficking through capacity building and strengthening local networks.

Achievements:

- Participants who attended workshops can explain the causes, consequences and techniques of trafficking. They also show their concern, take individual initiative and participate in the advocacy campaign to prevent trafficking.
- Youth and students of the Chittagong Hill Tracts who have attended workshop become very alert after noticing any stranger in the area. The parents are also more aware about their children.
- Leaders in the high risk zone, carry out local level advocacy on specific anti trafficking issues like development of billboards, introduction of one hour class in school, make functional of local committees for prevention of trafficking and strengthen border security.

3. Under Five and Maternity Clinic Project (UFMCP)

Since 1979 Under Five and Maternity Clinic Project (UFMCP) has been continuing its services, both curative and preventive among 4000-targeted families in 31 villages under four Unions of Bakerganj Upazila under Barisal district.

D 4

Principle:

Immunization for all and improvement of mother and child health can greatly contribute to health for all.

Objectives:

- To transform charity-driven UFMCP to community owned self-reliant health service; and
- To reduce mortality and morbidity rates of the target community.

Achievements:

- During the period of July 2010-June 2011 a total of 1,456 new clients were registered under the central clinic. Besides, 3,174 mothers came to have Antenatal Care and Prenatal Care whereas 3,986 under five babies attended the central and mobile clinics.
- Twelve mobile clinics were operative for 144 mobile clinic days.
- In total 458 mothers and 1,989 babies were immunized.
- Mortality and morbidity rates of mothers and children among the target families have been decreased.

4. Reproductive and Child Health Development Project (RCHDP)

The project started in 2002. This project renders services (such as reproductive health training, counseling, youth training, sebok service) to Caritas projects, other network, forums and peoples' organizations. The project area included 808 villages of 56 unions in 16 *upazila* of 15 districts under one Area and seven Regional Offices of Caritas.

Principle:

A healthy and responsible community is a pre-requisite for a developed nation.

Objectives:

- To increase psychosocial life skills among adolescents and youths in the area of reproductive health and replicate these skills in the working areas;
- To practice reproductive health and gender issues by the beneficiaries of the project areas; and
- To increase access to the health infrastructure.

Achievements:

- A total of 65% Peer Educators (girls) were able to negotiate with their parents and stop early marriage when they were pressurized by their parents.
- Peer Leaders have stopped eve teasing of young girls. They have succeeded in preventing their friends from teasing girls. They are more responsible in their reproductive health.
- A total of 70% trained male group members share domestic work with their wives.
- A total of 1,128 peer educators participated in the workshop on Adolescent Reproductive Health and Family Life Skill Education (FLSE).
- Life skill workshops and training courses for Peer Leaders were organized for the first time where 355 leaders participated.
- A total of 3,815 adolescents and youth attended Human Sexuality and Pre-marriage Training.

5. Safe Motherhood Project (SMP)

This project started in January 1999. Through this project Caritas Bangladesh trained Village Midwives (VMs). Traditional Birth Attendants (TBAs) were provided with basic training on conducting safe, clean deliveries.

Principle:

Live, healthy mothers and babies.

Objectives:

- To decrease the rate of maternal mortality and morbidity;
- To decrease the rate of infant mortality and morbidity;
- To increase extended family participation in maternal and infant care;
- To decrease the incidence of pregnancy before 18 years of age; and
- To improve the health of women and children within the community.

Achievements:

- In total 5,319 ante-natal checks, 1,444 deliveries and 2,333 postnatal checks on mothers and babies were performed in period of July 2010 to June 2011.
- About 10% of the women with complications were referred to hospital, thus surely saving their lives.
- In total 6,640 participants attended health seminars organized by SMP during the reporting period (July 2010-June 2011).
- Maternal and infant mortality/ morbidity in all the working areas has decreased.
- Women and children are getting better care, exclusive breast feeding for six months has increased and maternal anemia decreased, while the number of underage pregnancies has decreased by almost 50%.
- Now the women trained by the SMP will also focus more on the rights of women and children, following strategies to empower and help them to cope with the negative effects of climate change.

D 4

6. Reconstruction of Building of Domestic Training Centre for the Poorest Women

In 1972, the sewing centre was established in a small room of the building of the Congregation of Sisters of Charity Convent with 12 women in Borni Parish of Natore under Rajshahi Diocese. Later as the demand for the training increased, the training centre was shifted to a separate building of the Sisters Convent which was constructed in 1964 at low cost profile due to financial incapacity of the Parish Authority. As a result the building was damaged and cracked dangerously and was in urgent need of reconstruction. The reconstruction of the building started in October 2010 and the two-storied building construction was completed in November 2011.

Objective:

To educate the poorest and the most needy women, specially the widows, orphans, divorced and single women of the project area so that they become able to contribute to form self-reliant family and just society by ensuring socio-economic development.

Achievements:

A total of 120 women will get an opportunity to receive training at a time from this centre. Moreover, they will also be capable of earning through sale of their own products.

7. Shelter for the Tea Garden Workers

Shelter for the Tea Garden Workers project started in January 2009. This is a new initiative of Caritas to provide a safe and dignified home for the shelterless tea garden worker.

Principle:

Every family must have a shelter to have their privacy respected and dignity enhanced.

Objective:

To provide a safe and dignified home for the shelterless tea garden workers.

Achievements:

- 65 shelters were constructed and 65 sets of water sealed latrines were installed against the target of 51.
- A two-room secure shelter for each family protects the members' privacy specially women and marriageable girls are explicitly benefited.
- The specious verandas of shelters are used for rearing cattle, goats, sheep and domestic birds like chicken and ducks. So now the owners of the shelters have more income and they are dignified in society.
- A shelter also contributes to child education, reduce dropout and good family bond. Each shelter including a water-sealed latrine allows the family members to lead a healthy life.

IMPACT OF PROGRAMS

During these years different program focusing women has brought the following impacts:

- Women leadership as well as their mobility in the society has significantly increased. Women can raise their voice against any injustices. The presence and active participation of women in any social gathering have remarkably increased compared to the previous situation.

- Grassroots level gender mediated People's Organisations have developed their abilities and become 'change agents' on gender issues.
- Women are engaged in diversified occupations such as small business, eco-friendly cultivation, marketing of crops and manufacturing activities. They are now livelihood earners and risk bearing entrepreneurs. As a result, traditional perception about women is changing.
- The positive changes found at the level of the primary *samities* (groups) are accentuated at the POs. The leaders felt that their position in society has changed and they are not poor anymore. Their leadership is recognized in the community.
- Self confidence of *adivasi* women farmers has increased after receiving training on land rights, advocacy and gender courses. They are motivated to take active participation in decision making process in regards to issues like land, health, wage, legal rights, household chores and others. They are also aware about tapping resources from the local government and NGOs.
- The school dropout boys and girls of both *adivasi* and non-*adivasi* after attaining skills through training have got employment in different mills, factories and workshops or involved in small business/enterprises and some had utilized the opportunities of overseas jobs.
- The service recipients follow preventive and curative health care measures by the doctors, nurses and health workers. As a result, mortality and morbidity rates of mothers and children among the target families have been decreased.

CONCLUSION

Caritas Bangladesh strongly advocates the primacy & dignity of the human person and the integral development of women and men. Caritas therefore wants to bring about change in existing power relationships so that women and men gain equal opportunities to develop themselves and so that just development is furthered.

澳門的貧窮問題與社會保障 Social Security and Poverty Problems in Macau

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澳門的貧窮問題：爭議、相關概念、邊緣人

澳門特區自成立以來，社會發生急劇的變化。成立初期，經濟低迷，政府財政緊；其後因開放賭權，加上中央的政策支持，經濟狀況出現大翻身，本地生產總值在十年間增加 3.4 倍，然而個人每月收入中位數只有約一倍增加(見表 1)，有認為從中見到中低層未能很好地分享經濟成果，貧富之間的差距擴大了。

表 1 澳門在過去十(2001 至 2010)年一些社會經濟數據變化

項目	2001 年	2010 年	十年變化
本地生產總值(當年價)	49862.2 百萬元	217324.2 百萬元	+334%
人均生產總值(當年價)	114,864 元	398,071 元	+247%
個人月入中位數	4,655 元	9,000 元	+93%

的確在經濟大幅增長時，社會矛盾卻不見減少，其中被歸咎的原因之一是貧富差距問題，坊間多認定貧富差距不斷擴大，然而數據卻出現不一致的情況。按澳門統計暨普查局最近一次所作的《家庭住戶收入調查》(2007/2008)，反映貧富差距的堅尼系數(Gini index)明顯回落至 0.4，成十多年來最低。同一調查，若按家庭收入分成五等份，收入最高的五分一與最低五分一比例為 1：8.2，與之前多次調查結果相比，貧富差距有縮小(見表 2)。

表 2 過去十年澳門的貧富差距變化

時期(年份)	家庭收入最高的 20%比最低的 20%	堅尼系數
1993-1994	1：9	0.41
1998-1999	1：10	0.43
2002-2003	1：11	0.45
2007-2008	1：8.2	0.4

資料來源：澳門統計暨普查局，多次的《家庭住戶收入調查》

貧富差距屬相對性，全世界每個角落都有，只是差距大小的問題。無論如何，澳門今天算是一個富裕地區，很難見到食不裹腹、衣不蔽體的情況，早年在紅街市附近有一名男子偷取人家的飯盒以供家人充飢的案例畢竟是“個別事件”。對於生活貧困者，社會是樂於伸出援手的，澳門如是，世界各地也如是，可以說是人類文明社會的普遍做法。在澳門，政府設定了“最低維生指數”（歷年標準見表 3），但不稱作“貧窮線(poverty line)”，只是作為對貧困者的援助指標，目前一人標準為 3,000 澳門元(預期明年增至 3,200 元²⁵—以下均指澳門元)，政府對處於這標準以下的個人或家庭以差額提供援助金及某些特別津助。或許我們可以“最低維生指數”作為澳門的貧窮指標。

表 3 近十年“最低維生指數”的變化

單位：澳門元

家庭成員 人數	自 2000 年 8 月	自 2006 年 4 月	自 2007 年 4 月	自 2008 年 1 月	自 2008 年 11 月	自 2011 年 4 月
1	1,300	1,600	2,000	2,400	2,640	3,000
2	2,470	2,770	3,470	4,160	4,580	5,210
3	3,510	3,910	4,890	5,870	6,460	7,340
4	4,420	4,820	6,030	7,240	7,970	9,060
5	5,200	5,700	7,130	8,560	9,420	10,710
6	5,850	6,350	7,940	9,530	10,490	11,920
7	6,500	7,000	8,750	10,500	11,550	13,130
8	7,150	7,650	9,570	11,480	12,630	14,350
9	7,800	8,300	-	-	-	-
10	8,450	8,950	-	-	-	-
11	9,100	-	-	-	-	-
12	9,750	-	-	-	-	-
13	10,400	-	-	-	-	-
14	11,050	-	-	-	-	-
15	11,700	-	-	-	-	-

無論如何，澳門一直以來未有明確的“貧窮線”計算方法，若參考國際貧窮線標準，一般以社會上收入中位數的 50% 至 60% 計算²⁶。過去十年，澳門的最低維生指數就介乎收入中位數的 23.9% 至 33% 之間(見表 4)，明顯地，澳門要一下子達到國際水平並不實際，也因此筆者在過去十多年來一直倡議以收入中位數的三分之一為當下追求目標，也慶幸自 2008 年，目標算能達成，但仍未見有明訂科學的調整機制。

²⁵ 澳門特區政府，《2012 年財政年度施政報告》，11/2011，p.15

²⁶ 澳門理工學院社會經濟研究所，《澳門貧窮人士生活狀況及援助研究報告》，澳門社會工作局，2006 年，P.88

表 4 近十年“最低維生指數”佔個人每月收入中位數的比例

單位：澳門元

	自 2000 年 8 月	自 06 年 4 月	自 07 年 4 月	自 08 年 1 月	自 08 年 11 月	自 11 年 4 月	預 期 12 年
1 人最低維生指數標準	1,300	1,600	2,000	2,400	2,640	3,000	3,200
同期個人每月收入中位數	4,822	6,701	7,800	8,000	8,000	9,000	11,000
指數佔中位數之百分比	27%	23.9%	25.6%	30%	33%	33%	29%

究竟澳門有多少人/家庭處於貧窮境地？在有限的資料底下，這數一下子難計清。就按最近兩次的《家庭住戶收入調查》看，2002/2003 年的調查結果：處於最低收入的五分一家庭平均月入為 2,942 元，而當年以 3 人計最低維生指數標準為 3,510 元，因此，可以估算當年有超過兩成的家庭處於貧窮境地；相比之下，2007/2008 年的情況有好轉：處於最低收入的五分一家庭平均月入為 6,633 元，而當年以 3 人計最低維生指數標準為 5,870 元（見表 5），這相信得益於澳門的經濟走出低迷、政府短期內多次調升最低維生指數和推出各項臨時性福利有關。

從以上數據看，澳門處於貧窮的家庭可不少，但大多數貧困家庭並沒有申請得援助金（見表 5）。其原因有待進一步研究，或許是不符合標準，又或許是本人不求助。

表 5 綜合數據看貧窮家庭數目

	2002/2003 年	2007/2008 年
最低收入的五分一家庭平均月入	2,942 元	6,633 元
同期 3 人計最低維生指數標準	3,510 元	5,870 元
當年向政府領取援助金的個人/家庭數	5,183(2003 年)	6,180(2008 年)
當年澳門人口	448,500 人	549,200 人
當年澳門家庭數(以每一家庭 3.1 人計)	144,677	177,161
當年五分之一家庭數	28,936	35,432

此外，任何一標準都會有所謂臨界的情況出現，對這些“邊緣人”是否同時應予關注？筆者認為是肯定的，因為澳門的最低維生指數大概相當收入中位數三分之一，算是較低的標準。以鄰區香港為例，近年民間組織倡議的常按收入中位數的一半。

面向邊緣群體，澳門自 2009 年推出了一項“工作收入補貼臨時措施”，當時對收入低於 4,000 元(至 2011 年 1 月起調整為 4,400 元)的在職人士給予差額補貼，對此可視為一種對“在職貧窮(working poor)”人士的支援。2009 年的 4,000 元，約相當於當年個人月收入中位數的一半(48.9%)，就是 2011 年調整後的比例亦相同。

理論上對“在職貧窮”人士支援的做法是值得稱許的，因為它既提供了改善生活的支援，也認同個人努力工作的做法。當然如能在第一次財富分配上做好，根本就不需政府太多介入作第二次分配。說到工作收入問題，澳門自 2007 年 9 月 1 日起局部實行最低工資(包括在政府外判清潔及保安服務合同實施)，當時訂定時薪 21 元、日薪

168 元或月薪 4,368 元；至 2011 年 4 月調整為 4,784 元(23 元/時)，如同樣按個人月收入中位數計算的話，這最低工資約為 55.5%及 53.2%(見表 6)。於筆者看這“最低工資(minimum wage)”應有較大的調升空間(見圖 1)。由於早前筆者已撰文分析這問題²⁷，在此不作詳述。

表 6 最低維生指數、低收入補貼及最低工資佔月收入中位數的比例(一人計)

單位：澳門元/%

項目 (筆者倡議的標準- 按月收入中位數計)	標準水平	標準開始 實施時間	當季的收入中位數	各標準水平 居收入中位 數的比例
最低工資 (62.5%)	4,368 元(21/時)	1/9/2007	7,867 元(2007 年第 3 季)	55.5%
	4,784 元(23/時)	1/4/2011	9,000 元(2010 年第 4 季)	53.2% ↓
在職貧窮補貼標準 (50%)	4,000 元	1/1/2008	8,200 元(2008 年第 1 季)	48.9%
	4,400 元	初 2011	9,000 元(2010 年第 4 季)	48.9% =
最低維生指數 (33%)	2,000 元	1/4/2007	7,867 元(2007 年第 3 季)	25.4%
	2,400 元	1/1/2008	8,200 元(2008 年第 1 季)	29.3%
	2,640 元	1/11/2008	8,000 元(2008 年第 2 季)	33%
	3,000 元	1/4/2011	9,000 元(2010 年第 4 季)	33% =

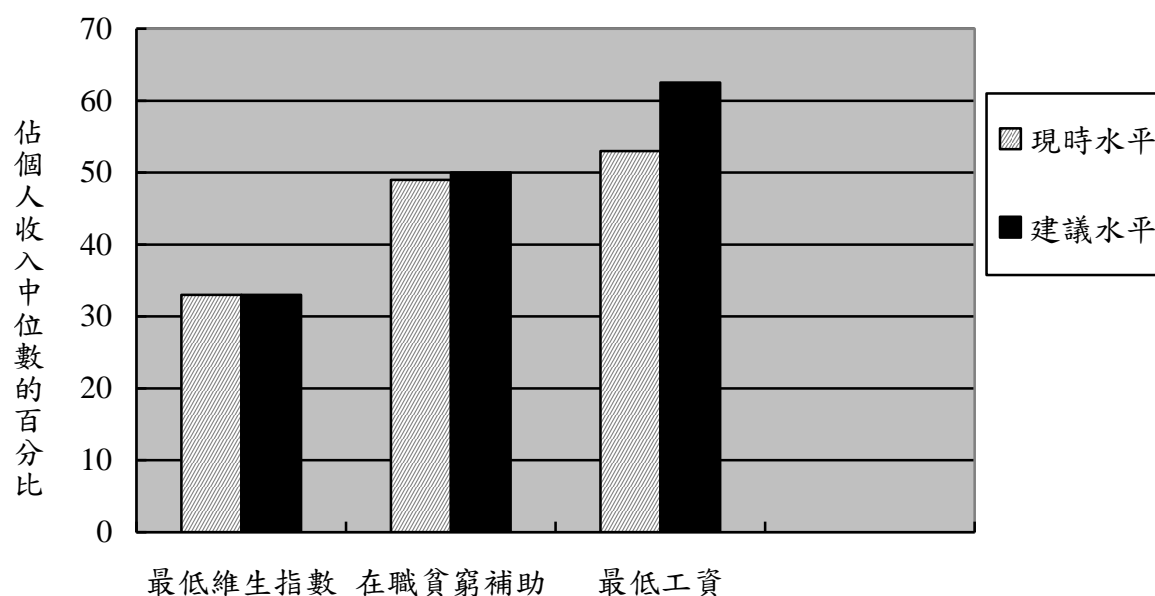


圖1 三個指標(最低維生指數 在職貧窮補助 最低工資)的水平比較

概括而言，有跡象顯示澳門的貧富差距在增加，而若以最低維生指數作為貧窮指標，澳門有一至兩成的家庭處於貧困處境。

²⁷ 鄧玉華，《淺析澳門的貧困相關指標》，載於香港社會保障學會，《在貧富懸殊下的社會保障制度改革》，2009，p.82-88

助貧的政策措施：需要多元的手法

眾所周知，導致貧窮的原因多樣，例如個人喪失工作能力、失業、傷殘、年老無依等。同樣屬華人社會的台灣，學者陸光早年的研究將貧窮成因作不同的分類，如以病理學的觀點，貧窮原因有生理方面、心理方面、習慣方面、才能方面；以社會結構觀點，則有因生而貧窮但得不到社會協助，家庭人口過多，缺乏就業機會，薪酬偏低，產業轉型引致失業，家庭結構變化導致削弱經濟功能，社會福利制度不健全等。²⁸而筆者也曾嘗試用另一種結構，即個人因素、社會結構因素和災難因素，並作分類，茲簡單列表如下(見表 7)：

表 7 貧窮成因分類

災難	個人	社會結構
火災、水災、風災 意外、盜竊/搶劫	疾病、傷殘 偏差行為(賭、吸毒)	產業結構轉型/失業 經濟不景

確實貧窮的成因多樣，因此，所需手法亦要多元，而且往往要綜合治理。除上文提到的援助金(即社會救助，一種形式的社會保障)和低收入補貼外，目前澳門政府對弱勢群體提供的其他支援還有²⁹：

- 三類弱勢家庭特別生活津貼
- 短期食物補助計劃
- 租金津貼
- 豁免社屋租戶租金
- 社屋輪候家團住屋臨時補助發放計劃
- 殘疾津貼
- 積極人生服務計劃
- 社區就業輔助計劃
- 社會保險(當中的養老金、殘疾金)等。

當然，此間在政府和民間還有其他福利或服務項目，也能直接或間接支援到貧窮者的。

就扶貧問題，筆者曾嘗試按助貧工作/措施的時間和效果，劃分成四方面：

1. 積極長期的：乃一些具發展性的安排，如良好制度的建立或完善，有助對個人能力和社會關懷意識的提高。
2. 積極短期的：著重解決當前問題，尤其基本生活所需，提起受助者的積極性，助其度過難關，盡快脫離貧窮/受助的境地。
3. 消極短期的：對於明顯缺乏自身條件者，在積極短期的措施以外，再要作額外的支援，藉以減輕問題的損害性，改善基本生活條件。
4. 消極長期的：對永久喪失能力者，提供適切的援助和服務，而各項措施主要為起維持作用和減輕惡化的可能。

上述四方面的扶貧工作，當然以第一種最佳，因為在有關制度完善下，人們既維

²⁸ 詹火生等編著，《當代社會變遷與問題》，國立空中大學，1990年，p.89-90

²⁹ 政府新聞局題為“傳承創新 共建共享”的報章廣告中對紓緩通脹措施(2011年4月起)，15/11/2011

持積極性，也不擔心一天失去謀生能力時而基本生活不計。至於另三方面的工作，因應個別人士需要而提供，畢竟我們深信人有積極進取心，就是消極長期的工作，也得照顧少數有特別需求的人而繼續提供。無論如何，扶貧工作是需要多管齊下，而一個良好的制度性安排，也需按社會發展而不斷完善。下表 8 試簡列各式扶貧工作，並期激發更多有創意、具實效的設想。

表 8 按短期、長期、積極、消極性作多方面的扶貧工作

	短 期	長 期
積 極	<ul style="list-style-type: none"> *社會救助(短期、特別津貼、交通津貼) *轉業技能培訓 *以工代賑(臨時職位、多推公共工程) *教育(對學生)/學習(對成人)津貼 *醫療保障/免費醫療 *社會房屋(低租金、租金減免) *社會互助(尊重、社區及鄰里關懷、物資捐助、義工協助) *社會企業(有多種形式，可由不同部門辦) *各類社會服務(如家庭支援) *企業的社會責任(企業回饋社會，如減公共服務收費：水、電、電話、巴士) *理財訓練(怎樣用有限的錢) 	<ul style="list-style-type: none"> *完善社會保險制度(含個人責任，可與中央公積金或鼓勵私人退休金等配合) *免費教育(提升第二代教育水平、脫貧) *完善醫療保障制度 *社會互助(風氣，一種非正規教育，如饑饉三十、嚐貧富餐) *各類社會服務(減少社會排斥) *企業的社會責任 *理財教育(收、支、增值、長遠打算) *扶貧基金、兒童福利基金
消 極	<ul style="list-style-type: none"> *特別津貼(包括對特困家庭、清貧學生增加津貼) *免費醫療 *減費/減負 *食物銀行(明糧坊) *各類社會服務 *理財訓練(協助分配有限開支) 	<ul style="list-style-type: none"> *免費醫療(針對長期康復) *社會房屋(低租金) *實物捐助 *社會救助(長期) *各類社會服務

概括而言，貧窮的成因多樣，扶貧的手法亦需多元。各種方法應各有其價值，最主要是用得其所。而在眾多的扶貧方法中，社會保障是為基本，而澳門的社會保障方式包括了社會救助、社會保險和相聯結的一些特別津貼，甚至尚待成形的中央公積金。下節會談談澳門的社會保障制度。

社會保障在助貧上的價值及一些完善建議

從宏觀經濟角度，有所謂貧困循環(the cycle of poverty)理論，指出人們由於貧困而沒法有儲蓄，導致資本形成不足，生產規模和效率難以提高，經濟增長只能維持在低水平，最終出現進一步的低收入。這一思路也適用於分析個體貧窮，即“窮產生

窮”。對此，可運用各種社會政策，包括社會保障來打破貧窮的惡性循環。又從政府通過對社會收入進行再分配(redistribution of income)，理論上也能縮減貧富差距，減少收入分配不公³⁰。依此，社會保障看來在反貧上有其價值。

其實，社會保障制度的建設，歷來都存在爭議，內地學者童星總括了各種對社會保障的支持和否定見解。與貧窮相關的例如：認同制度保障了大多數人的最低經濟要求；否定的見解如：制度使人對政府產生依賴，滋生社會寄生蟲³¹。無論如何，社會保障制度常被視作社會的“穩定器”、經濟的“潤滑劑”，對助貧和反貧起到一定的作用。

筆者認同社會保障在助貧上的價值，以下嘗試對澳門的社會保障制度與助貧問題上提出一些看法。

首先要簡單一說澳門的社會保障制度。如世界各地一樣，“濟貧式”的社會救助(social assistance)由來已久，直至1990年建立“現代化”的社會保險(social insurance)制度，再到最近(2010年)初步為另一種社會保障形式中央公積金(central provident fund)鋪建“地基”，為合條件的澳門永久性居民開立了中央儲蓄制度個人帳戶。至此，澳門可謂形成以社會保險為基本、中央公積金將作補充、社會救助為最後防線的格局，當然還有各式特別津貼，主要都是暫時支援社會救助的不足。整體而言，澳門有關“制度架構”算是完備(意指內裡安排仍有待完善)。表9為澳門的社會保障制度的現行法規。

表9 澳門的社會保障現行法規

制度	起始年份	現行相關法例
社會救助	1930年	第6/2007號行政法規《向處於經濟貧乏狀況的個人及家團發放援助金制度》
社會保險	1990年	第4/2010號法律《社會保障制度》
中央公積金	2010年	第31/2009號行政法規《開立及管理中央儲蓄制度個人帳戶的一般規則》(經第20/2011號行政法規修改)

接著是針對社會保障的不同方式與助貧之間作討論：

(一) 對於助貧而言，似乎主力應是社會救助，普世均如是。理論上，除社會救助外，其他各種社會保障方式都有達至保障基本生活需要的目的，有助預防貧窮問題惡化。

對於常有擔憂社會救助會造成依賴，出現所謂“養懶人”的問題。筆者未找到澳門當局揭發騙取援助金的個案數字，而以香港方面的數據為例，濫用綜援的約佔0.3%，從中反映濫用綜援的比例並不高。反之要提醒一句，就是如相信社會救助制度對助貧有用的話，無必要對受助者加以鞭撻，因為這是法例賦予的一種權利。

³⁰ 李珍主編，《社會保障理論》，中國勞動社會保障出版社，2001年，p.159

³¹ 童星，《當今社會保障制度存廢之爭及其啟示》，澳門社會保障學會出版的《社會保障改革》，2009年，p.78-85

(二) 在實際操作上，澳門的社會保險做法一開始就有點變質，具有相當高的福利性但少了點互濟性，就是說由於個人和僱主供款比例俱低，主要靠政府的財政來支撐，而相信這也是導致目前保障水平偏低的主要原因。就以社會保險的主要項目養老金為例，目前只 2,000 元/月(全額計)，比最低維生指數的 3,000 元/月(一人計)低，若單靠它來維持基本生活幾乎不可能。尚幸最近情況出現了一點曙光，就是澳門的最高領導人上月於立法會上表示：“研究把養老金與最低維生指數掛鉤。” 養老金有望達至保障基本生活水平。

對於有意見認為對弱勢群體作金錢支援時，可用“以工代賑”的方式，以提升人的價值和培養積極性，這觀點普遍受到認同。其實社會保險與以工代賑也有異曲同工之妙，只是其一作為事前準備，而另一乃作事後補救的分別。概言之，社會保險就是在人們發揮勞動價值的同時，也為個人日後可能遇到的風險作準備，這有助減少貧窮情況的出現。

(三) 現代社會保障制度的最基本原則之一是權利與義務相結合，就是個人得到社會保障的各種權利，同時也要對這種社會保障機制正常運作承擔一定的義務³²。目前澳門的社會保險並未在這方面作很好的體現，致使過於依賴政府的財政，使制度的穩健性帶來隱憂。在此，期望澳門未來的中央公積金一開始就要走“正路”，就是實踐個人責任原則，為個人日後享用的儲蓄戶口作長遠供款。當然政府也可在有能力的情況下作撥款支援，以鼓勵人們關注自身未來的退休生活。說到資金本源問題，順帶可一提的是中央公積金的增值，穩健投資增值固然是大原則，但去年錄得 0.1165% 的利息收益實教人失望，甚至可能打擊人們對中央公積金建設的信心，這方面行政部門應負有責任。

有人期望中央公積金未來可以有多元用途，如買樓、付醫藥費等。當然在“十劃未有一刀”的情況下言之過早，但日後當個人帳戶儲備較豐時，中央公積金應可發揮多點功能，如此，也間接有助減少貧窮的出現。

筆者相信，社會保障有助貧窮者維持基本生活所需，亦能減少貧窮情況的出現。以下謹提出幾點重點完善建議：

(一) 完善澳門的社會保障制度：

1. 社會救助方面：要訂定清晰而合理的援助指標(也可稱貧窮線)，並設定科學而系統的調整機制；
2. 社會保險方面：要彰顯個人的義務，逐漸提升個人和僱主供款至合適水平，同時也將保障水平循序調升至能保障基本生活，使制度更具可持續性；
3. 中央公積金方面：要真正建構起以個人和僱主共同承擔為主的制度，並以強制方式執行。

³² 丁建定，《從濟貧到社會保險》，中國社會科學出版社，2000，P.2

(二) 助貧應有多元措施，除以社會救助方式作基礎外，其他支援措施如醫療保障、住房救助以及民間的各種靈活方案亦可配合，如設扶貧基金、擴展實物捐贈、鼓勵企業聘用弱勢者等，以利長遠脫貧。

(三) 為避免“貧困陷阱”——即領取援助金比打工好，在研究助貧指標時同時要兼顧對“在職貧窮”的支援和“最低工資”之間的關係。

結語

從本文討論分析，大概得出以下結論：貧窮是澳門面對和要處理的問題，但界定貧窮的指標仍需清晰，與此同時要關注隱蔽貧窮部份和邊緣群體是否也需予支援。顯然協助貧窮的方式要多元化，當然本文只集中討論社會保障方式以助貧。針對澳門現行的社會保障制度，筆者重點地提出一些完善的建議，最終對社會保障的各項建議，應都離不開保障水平和制度的可持續發展這些重點，並平衡公平與效率的原則。

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社會組織介入醫療扶貧社會工作的實踐與思考 Reflections on the Practice of Poverty Alleviation in Medical Sector

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醫療扶貧社會工作是現代社會工作的重要組成部分。隨著社會工作專業化職業化發展的進程，將社會工作拓展到醫療扶貧領域是探索和加快現代社會工作專業化職業化的必要途徑之一。在發達國家，醫院內部大都設有社會服務部，聘用專業的社會工作者，專門從事醫療社會工作和醫療扶貧社會工作。目前，我國的各類醫院內基本沒有設立類似的部門，也沒有開展醫療社會工作和醫療扶貧社會工作。因此，借助社會工作領域內社會組織的力量，試點醫療扶貧社會工作就十分必要。中國社會工作教育協會從 2010 年起試點推進的“中國‘重生行動’貧困患兒家長互助關愛小組服務專案”就是這樣一項非常有價值的既為醫療扶貧社會工作實踐。

一、“重生行動”貧困患兒及家長互助關愛小組專案的緣起

(一) 專案背景

中國社會工作教育協會中國社會工作教育協會是一個以開辦社會工作專業的院校或專業以及社會工作領域資深學者和專家為會員，其宗旨為推進社會工作教育和專業社會工作發展為目的全國性非營利組織；業務範圍包括社會工作專業的“學術交流、理論研究、業務培訓、國際合作、諮詢服務”。5.12 之後，該協會在災後重建、貧困老年人、貧困兒童的社會工作實務方面也做了大量富有建設性和卓有成效的工作。2010 年以來啟動的“中國‘重生行動’貧困患兒家長互助關愛小組服務專案”就是其中之一。³³本文中的社會組織即是指中國社會工作教育協會。

2010 年中國社會工作教育協會與設在民政部的重生行動項目辦合作，在北京針對“重生行動”的貧困唇齶裂患兒及家長群體開展了醫療扶貧社會工作的試點。2011 年中國社會教育協會又在全國各地遴選了 10 個已經開辦社會工作專業的高校，在重生行動專案辦的協調下與承擔該專案的 10 所醫療單位合作，進一步拓展了對“重生行動”貧

³³ “重生行動——全國貧困家庭唇齶裂兒童手術康復計畫”簡稱“重生行動”，是國家民政部與李嘉誠基金會在全國範圍內合作實施的大型公益項目。“重生行動”第二期項目於 2010 年 4 月開始啟動，專案資金總規模和第一期專案同樣為一億元，其中，民政部投入部本級福利彩票公益金 5,000 萬元，李嘉誠基金會捐資 5,000 萬元，在全國各地精選了 33 家專案承辦醫療單位，為貧困家庭罹患唇齶裂子女實施手術治療和康復指導，幫助他們解除疾患，健康成長，重拾尊嚴，獲得新生。該專案是一項嘗試通過公開、科學、規範、高效的運作與管理和集高品質醫療效果、語訓康復指導、預防教育、義工參與於一體的綜合醫療救助模式，為全國有需要救助的貧困唇齶裂病患兒童解除疾患、重獲新生服務的醫療扶貧專案。

困患兒家庭實施醫療扶貧社會工作的試點，以更好的為貧困家庭的唇齶裂患兒及家長服務。西北大學社會學與社會工作系有幸在中國社會工作教育協會的指導和安排下，參與實施了這一專案的陝西子專案。

中國社會工作教育協會主持的“中國‘重生行動’貧困患兒家長互助關愛小組服務專案”這一醫療扶貧社會工作模式，持守以“貧困唇齶裂患兒家庭需求”為本的理念，嘗試整合社會工作學、心理學、醫學、管理學、社會學等多學科資源，在貧困唇齶裂患兒接受醫療機構手術治療的過程中，以社會工作的手法，提供“重生行動貧困患兒及家長互助關愛小組”服務活動，為貧困唇齶裂患兒家庭提供直接服務，滿足患兒及家庭的心理情緒舒緩和社會穩定需要。同時，在直接服務的基礎上，也試圖構建一個有效的為貧困唇齶裂患兒及家庭服務的社會支援與互助網路。再者，在開展醫療扶貧社會工作實務過程中，嘗試為我國社會工作專業人才搭建一個充分發揮自身作用的平臺，以推動社會工作專業化職業化發展，推動社會工作人才隊伍建設，實現多贏，創造更大的社會效益。可以說，在陝西省，這一服務模式是扶貧社會工作中的一項新內容。

（二） 專案的組織架構

2010 年，中國社會工作教育協會在北京起動了“中國‘重生行動’貧困患兒家長互助關愛小組服務專案”，設計了具體的服務模式和方案框架，並與醫療單位一起合作實踐了服務方案的實施評估、經驗總結。緊接著在 2011 年它就將這項醫療扶貧社會工作服務專案拓展到全國 10 個城市。中國社會工作教育協會著重進行組織協調、基本資料和初步實施方案提供、督導服務跟進、服務資源提供等工作，引領慎重遴選出來的、具有良好社會工作專業教育基礎的 10 家高校在各自所屬地區共同實施這項服務專案，將此項服務由 1 個城市拓展到全國 10 個城市。

在中國社會工作教育協會的具體指導和協調下，2011 年 1 月，“陝西省‘重生行動’貧困患兒家長互助關愛小組服務專案”正式啟動。西北大學社會學與社會工作系與第四軍醫大學口腔醫院聯合組建的 9 人醫療扶貧社會工作服務團隊承擔了此專案的志願服務活動。

西北大學是中國社會工作教育協會的團體會員和理事單位。西北大學社會學與社會工作系於 1999 年創建了西北地方第一個社會工作專業，具有較為豐富的社會工作專業知識、經驗與實務技能。它的 5 名成員主要承擔了陝西省‘重生行動’貧困患兒家長互助關愛小組服務活動的策劃、籌備、實施、總結評估、專業反思任務。注重群裏群策、團結協作，服務物件的聯繫、需求評估、志願者的選擇，注重積極認真的籌備實施、活動物資選購、組織協調、總結反思每一次活動，注重在實踐中不斷調整完善服務方案，推動為貧困唇齶裂患兒及家長服務的醫療扶貧社會工作品質不斷提升。

第四軍醫大學口腔醫院是中國人民解放軍唯一集口腔醫學教育、醫療、科研為一體的重要基地，其唇齶裂治療中心所在的領面外科設備先進，醫術精湛，每年完成近千例各種唇齶裂畸形的綜合序列治療。領面整形外科專家、全國“重生行動”專案 5 名專家組成員之一的封興華教授是醫療扶貧社會工作團隊的醫院方的負責人，帶領 1 名護士長

和 2 名護士主要承擔了此專案的場地安排、服務物件資料提供、相關醫學知識培訓、並參與了部分服務活動中手術治療相關知識釋疑解難環節的任務。

在中國社會工作教育協會的協調指導下，三方合作設計實施的“陝西省‘重生行動’貧困患兒家長互助關愛小組服務專案”進展順利，基本上實現了預期目標，取得了明顯成效。

（三）參與專案的貧困患兒及家長的基本資訊

綜合考慮患兒手術前後所需住院天數、家長護理時間等各方面因素，社會工作服務團隊選擇每個月做 1 期服務活動，一期活動持續一周時間。每月之中，來醫院就診的“重生行動”患兒比較多的那 1 周開展唇齶裂患者家長互助關愛小組服務。週一作需求評估，週二開展術前的小組服務活動，週四進行術後的小組服務與服務評估。2011 年 1 月至 6 月，陝西省‘重生行動’貧困患兒家長互助關愛小組社會工作服務團隊共開展了 6 期服務活動。其中，有 4 期以漢族貧困患兒家長為主體成員的醫療扶貧社會工作小組，1 期是以回族貧困患兒家長為主體成員的具有醫療扶貧性質的民族社會工作服務小組，還有 1 期是為貧困唇齶裂患兒慶六一的主題活動，共為來自陝西、寧夏、青海、內蒙古、甘肅等省（區）的 61 名貧困唇齶裂患兒及家長提供了服務。參與小組服務活動成員的基本資訊如下：

- 1、小組服務物件涉及的貧困患兒中，男性患兒為 55.4%，女性患兒為 44.6%。（見表 1）

表 1 小組服務物件中的貧困患兒性別比表

患兒性別	人數	百分比	有效百分比
男	31	50.8	55.4
女	25	41.0	44.6
合計	56	91.8	100.0
缺失數據	5	8.2	
總計	61	100.0	

- 2、參與小組活動的貧困唇齶裂患兒家長年齡 20—40 歲者為 78.6%。（見表 2）

表 2 參與服務小組的貧困唇齶裂患兒家長年齡差異表

患兒家長年齡	人數	百分比	有效百分比	累計百分比
20—30 歲	25	41.0	44.6	44.6
31—40 歲	19	31.1	33.9	78.6
40 歲以上	12	19.7	21.4	100.0
合計	56	91.8	100.0	
缺失數據	5	8.2		
總計	61	100.0		

3、農民是參加服務小組的貧困唇齶裂患兒家長的主要構成群體。（見表3）

表 3 參與服務小組的貧困唇齶裂患兒家長職業構成表

患兒家長職業	人數	百分比	有效百分比	累計百分比
工人	3	4.9	5.4	5.4
農民	44	72.1	78.6	83.9
專業技術人員	2	3.3	3.6	87.5
個體商戶	1	1.6	1.8	89.3
公務員或機關人員	2	3.3	3.6	92.9
在家	3	4.9	5.4	98.2
其他	1	1.6	1.8	100.0
合計	56	91.8	100.0	
缺失數據	5	8.2		
總計	61	100		

4、參與小組活動的貧困唇齶裂患兒家長中有76.4%為初中以下文化程度。（見表4）

表 4 參與服務小組的貧困唇齶裂患兒家長文化程度表

患兒家長文化程度	人數	百分比	有效百分比	累計百分比
小 學	8	13.1	14.5	14.5
初 中	34	55.7	61.8	76.4
高 中	9	14.8	16.4	92.7
大 專	4	6.6	7.3	100.0
合 計	55	90.2	100.0	
缺失數據	6	9.8		
總計	61	100.0		

綜合以上資訊，參加第一期“陝西省‘重生行動’貧困患兒家長互助關愛小組服務專案”的貧困家庭唇齶裂患兒家長，年齡多為20—40歲之間，40歲以上者為21.4%；其職業涵蓋工人、專業技術人員、個體商戶、公務員或機關人員、在家和農民，以農民為其主要構成群體；其文化程度包含小學、初中、高中、大專，以初中以下居多，高中文化程度者為16.4%，大專文化程度者僅為7.3%。此外，參與服務活動成員大部分來自于上述五省區的偏遠貧困山區，生存環境以高原、盆地和山地為主，唇齶裂發病幾率較大；與東部沿海地區相比，這一地區經濟發展緩慢，醫療技術落後，交通不便，村民收入低下，生活更貧困，貧困唇齶裂患兒家長心理承受著更大的壓力，更需要類似“重生行動”專案的資金支援和社會心理關愛與互助服務的支援。

二、 專案設計實施的基本依據

（一） 現實依據

通過需求評估和項目的試點經驗，中國社會工作教育協會‘重生行動’貧困患兒家長互助關愛小組服務專案課題組瞭解到唇齶裂雖然為常見的先天畸形，但是，患兒家長

從孩子一出生就開始經受各種不同的精神心理壓力。唇齶裂患兒的出生，給唇齶裂患者家長帶來的打擊很大；看到孩子，感到震驚、內疚、憂慮和負罪感，看到患兒進食困難而不願意餵養患兒，該現象被稱之為“打擊綜合”(shock syndrome)。一般說來，患兒越小、唇齶裂畸形越嚴重，其父母遭受的“打擊綜合征”也就越嚴重，做父母的情緒就越低落。

貧困家庭的唇齶裂患兒及家長往往受到更沉重的打擊和面臨多重困擾。一是貧困家庭生活壓力與患兒治病的雙重處遇困擾。患兒的病情需要父母在對其照料方面付出更多的精力。但是，家庭經濟生活的貧困與窘迫，迫使其父母不得不把賺取家庭收入放在第一位，致使患兒的病患得不到及時治療，有時甚至喪失了最好的治療時機，其父母會陷入深深的自責、自卑與無奈之中。二是患兒生理缺陷和社會化問題帶來的社會融入困擾。由於患兒生理上的這一缺陷，他們常常受到社會的排斥甚至歧視，以至於他們不能很好的與人溝通交流，由此產生一些不良行為，不能很好的適應社會。這些現象會導致其父母對孩子的學習、社會化和未來深深的擔憂。三是貧困家庭患兒家長自身長期受心理與不良情緒困擾，低自尊、焦慮、失落等情緒會影響患兒，給患兒帶來不良的成長環境。四是貧困家庭唇齶裂患兒家長對孩子教育問題上存在著或過度溺愛放縱、或忽略照顧的現象，需要瞭解與孩子相處的技巧。五是在貧困家庭接受了醫療救助，家長帶領孩子進入醫院進行手術治療之際，需要瞭解手術前後家長和患兒需要注意的事項和一些基本知識。六是小組成員多來自西部偏遠地區，閉塞的生活環境、貧困的家庭狀況、相對保守的文化氛圍，不僅使貧困唇齶裂患兒家長承受了很大的心理、社會、經濟壓力，以致有些患兒家長認為，孩子天生唇齶裂一定是因為自己或其他孩子至親以前沒有行善積德，才會在孩子身上出現孽報。

基於上述原因，中國社會工作教育協會‘重生行動’貧困患兒家長互助關愛小組服務專案組將小組服務的具體目標確定為營造輕鬆關懷的治療環境，舒緩貧困患兒家長的心理壓力和不良情緒；建立患者及家長歸屬感和朋輩支持；增強患者及家長信心，提升患者及其家長抗逆力；宣導優勢的理念，引導家長接納孩子、發掘孩子的優點；破除迷信觀念，使父母堅定對治癒孩子的信念，同時能夠接納自己；使父母掌握一定和孩子相處的技巧。

（二）理論依據

為達此目標，中國社會工作教育協會‘重生行動’貧困患兒家長互助關愛小組服務專案小組服務課題組提出，小組服務所依據的基本理論主要有：

1、優勢視角理論。“優勢視角”理論強調案主自身及其周圍環境的潛能和優勢，注重案主的自我糾正能力，充分發揮案主優勢，實現其目標。以“優勢視角”為取向來提供服務，把主要關注點放在案主的優勢上，可以很好地避免“問題”“畸形”等標籤給唇齶裂患者帶來的負面影響。社會工作者在對患者進行幫助時強調將關注點聚焦在案主身上，盡可能的發揮案主自身的能力和優勢，並利用案主的這些優勢來進行自我的幫助和發展。這樣就可以幫助唇齶裂患者忽視他們生理上的缺陷，從他們的優勢出發思考問題，增強自信心以及社會適應能力。

優勢視角的核心是抗逆力，它指的是個人面對生活逆境、創傷、悲劇、威脅及其他生活重大壓力時，所具有的一種良好適應能力。抗逆力有三大元素：效能感（Sense of Competence）、歸屬感（Sense of Belongingness）、樂觀感（Sense of Optimism）。效能感包括人際技巧、解決問題能力、情緒管理及目標訂定等。歸屬感是指人若在被照顧及被支持的關係裏，對這段關係存有期望並積極參與其中，歸屬感自然而生。兒童青少年應該至少有一名關心或照顧自己的家庭成員，教導他們積極態度，理解、支持及幫助他們。樂觀感是指相信未來是光明和充滿盼望的。若將當前的逆境看為暫時的、個別的和外在的，就能較樂觀及正面地面對逆境。唇齶裂患兒雖然有生理缺陷，但同時他們也具有戰勝這種生理缺陷的能力。面對生活的逆境，我們應該以積極的心態幫助他們面對生活，從新的角度來看待生活，在人們的鼓勵與支持下，他們會從逆境中產生克服困難、戰勝一切的力量。

2、建構心理學理論。建構心理學認為每一個人都是意義的締造者。因而，通過參與互助關愛小組，患兒家長可以在相互之間經歷與經驗的分享與交流中，將遭遇的挫折與不幸視為成長的一部分，使自身情緒得到舒緩，心情愉快；將他人的經驗轉化為自身的認知，增強面對困難的勇氣和信心。

3、理性情緒治療理論。理性情緒治療理論又稱 ABC 情緒理論。其基本觀點認為情緒問題是由人的非理性觀念造成的。因此，在開展小組服務過程中，以貧困唇齶裂患兒家長的觀念、思想為突破口，通過改變他們的非理性觀念，達到改變不良情緒的目的，使他們產生更積極與負責的行為。

三、 小組服務活動的設計實施與評估

在上述理論的指導下和中國社會工作教育協會‘重生行動’貧困患兒家長互助關愛小組服務專案課題組提供的基本資料和初步服務方案的基礎上，陝西省社會工作服務團隊中的幾位元西北大學的幾位成員設計擬定並實施了陝西‘重生行動’貧困患兒家長互助關愛小組子專案服務方案。

（一） 小組服務活動的設計

參與小組服務活動的西北省區貧困人群的特點為比較質樸、含蓄、性格內向者眾，而且小組服務物件的主體是成年人。因此，需要結合服務物件的特點，對服務方案做一些更適合西北區域貧困人群的調整。本專案陝西社會工作服務團隊對中國社會工作教育協會‘重生行動’貧困患兒家長互助關愛小組服務專案課題組提供的初步服務方案服務做了如下調整：

1、將破冰遊戲“啦啦啦”改為“相逢相識”。這樣更易於成年人接受，也突出活動的主題。“瘋狂握手”變為“給力重逢”反映出該次活動為第二次小組活動，運用“給力”一詞具有時代氣息，一語雙關，既要熱情握手，也要互相給力幫扶。

2、主題活動“地雷陣”被更名為“同心協力”。凸顯活動中組員互相幫扶走出困境的主旨。考慮到安全問題以及場地的限制，所以把障礙物去掉，改為在地上用兩根長

線擺出蜿蜒曲折的一條小路，用透明膠固定好，預設情景是小路之外的空地為懸崖，組員需要通過蜿蜒的“人生路”。組員依舊兩人一組，一人指揮一人蒙住眼睛前行兩次，第一次是蒙住眼睛的組員自己憑感覺走，工作人員記錄踩線次數，也就是踩空要陷入懸崖的次數。第二次過程中指揮者可攙扶夥伴，並用語言告知如何才能不踩線通過，但不能動同伴的腳，寓意互相扶持同心協力通過困難重重的前行之路。利用“人在情境中”的理念，用蜿蜒曲折的小路來模擬坎坷人生路，預設人生中即將遇到的種種挫折，讓組員在活動情境中感受。感受互相扶持，感受同伴支持帶來的力量。

3、將“優點轟炸”和“我是最棒的”兩個活動整合為一個主題活動“我真的很不錯”。先通過播放 Nick 的視屏，之後啟發患兒家長分享四肢只有四個腳趾、身殘志堅的 Nick 與其父母的生命故事，以啟發患兒家長不要拋棄孩子，不要對孩子失去信心與耐心，認識到堅持的力量和父母教育的重要性，體察父母培育孩子走向成功的優勢視角因素，並邀請家長分享自己的優點，發現孩子的優點，強化家長對患兒的正確認知。最後所有組員和工作人員一起學做“我真的很不做”心理暗示操，來強化自信，達到自我激勵目的，提升自身抗逆力。

4、主題活動“共創成果樹”換為“時空寄語”。第一期活動時恰逢農曆新年來臨之際，組員可在事先準備好的賀卡上寫上對孩子的期望以及想說的話寫到賀卡上，當做新年禮物送給孩子；也可以根據患兒的年齡送給 5 年或者 10 年後的孩子，當這些“重生寶寶”長大，家長可以和孩子一起分享在醫院接受治療這一經歷，讓孩子體會父母深沉的愛和付出，感受社會各界對唇齶裂患者的關注，讓愛心傳遞，讓溫暖長存。

5、小組服務增加了“一個母親與她的兩個唇齶裂子女”的故事。以給患兒家長展示勇敢回應社會上一些人對孩子的嘲笑和歧視、培養孩子的自信自強自立精神的技巧。“贏”在未來的主題活動旨在傳遞一種必將戰勝困難，贏得美好明天的信念；強調逆境也是挑戰和機會，樂觀的心態加上社會的支持可帶來信心、勇氣和友誼，戰勝危機，結出希望之果，從而贏得未來。

6、第 5 期小組服務主要針對幾位元貧困的回族患兒家庭而展開。為此特邀請了回族大學生馬雲晉作為志願者進入服務團隊。由於她的加入，解決了一些語言溝通上的障礙，交流很自然流暢，親切融洽，拉進了工作者和組員之間的距離，使得小組內的回族成員更願意傾訴，參與活動也很積極；給我們的工作帶來很多意想不到的方便。小組工作者和組員之間有相同的文化背景，就能更好的運用同理心，更快地消除彼此間的陌生感和隔膜，也有助於活動效果的提升。

7、為迎接建黨 90 周年，進一步做好關愛重生行動兒童及家庭工作，營造輕鬆關懷的治療環境，拉近醫護人員、社會工作服務團隊與重生行動兒童家庭的距離，使身在異鄉的重生行動貧困兒童和家長能夠和醫護人員、社會工作團隊成員一起渡過一個輕鬆、歡樂、祥和、具有特殊意義的“六一”國際兒童節活動，服務團隊精心籌畫了“濃濃愛心創奇跡，重生兒童慶‘六一’”的特別活動，為患兒和家長編排了遊戲和節目，準備了節日禮物——特大號的生日蛋糕，希望能通過聯歡活動減輕孩子心靈的創傷，為

家長舒緩心理壓力，增強他們的治療信心，貧困患兒及家長能夠享受重塑命運，愛助新生的歡樂。

（二） 小組服務活動的實施與評估

1、靈活處理突發情況，針對需求提供適宜服務。

整個小組服務活動基本上依照計畫與設計方案實施。但是，在小組服務活動開展過程中，難以避免一些突發情況的出現。本期小組服務活動中，經常遇到的突發情況是組員分享自己的故事或分享自己寫給子女的話時情緒突然失控。每當這種情況出現時，工作人員便及時上前遞上紙巾安慰組員，同時用身體擋住組員給予組員足夠的發洩空間，避免其他組員看到該組員失態的樣子，同時也避免其他組員的情緒受到感染或影響。另一類突發情況是和家長一同參加小組服務活動的患兒的哭鬧，導致家長無法全心投入小組活動。每當這樣的活動出現時，工作人員便會親自照看小孩，陪小孩玩耍、逗小孩開心，以保證小組服務的順利進行。

此外，某些組員會質疑開展小組活動的目的。團隊成員也會及時給予必要的解釋，這樣的組員也會隨著小組服務的進展展露出對子孫的關愛與愧疚，表示參與服務活動使其緊張無助的心情得到了一定程度的釋放。同時，在小組服務過程中講解術前和術後護理技巧的環節，能夠使小組成員學到正確照顧手術中孩子的技巧，也獲得患兒家長的好評。六期小組服務活動開展過程中，雖然也遇到過困難，如活動超時、小組成員流動率較高、幾次小組服務成為了開放式小組等。然而，在整個小組服務活動實施過程中，工作人員各司其職，針對出現的不同問題靈活應變，適時調整服務方案，保證了每期小組服務的順利進行，取得了良好效果。

2、拉近了組員間的心理距離，一定程度上消除了醫患之間的緊張關係

小組服務活動進行過程中，小組成員之間互幫互助，建立了新環境下的新關係。患者年齡大小不一，患者家長的情緒心態也各不相同。有兩個年輕的患兒母親（1個患兒3個月，1個患兒1歲2個月），情緒低落，在小組中，幾次控制不住自己的情緒，淚流滿面。而一位年齡較大的患者家長（其兒子11歲），則性格樂觀開朗，善於與孩子溝通，能及時發現其兒子面臨的困境，發現孩子的優點，化解孩子的心理困惑，鼓勵孩子發揚自己的優點，忽略別的孩子不禮貌言行，頗具成效。這位患者家長表達能力很強，心態很積極樂觀，不僅增強了組員為孩子治療的信心，也帶動了其他組員積極參與小組活動形成了患者家長互相支持的新關係。

而且，醫護人員與小組成員積極參與小組服務活動，現場氣氛融洽和諧。封興華教授的親切、幽默、睿智的開場白起了很好的導入作用，讓組員心理上獲得安全感，更願意去表達傾訴。馬護士長和患者家長一起參與熱身活動和主題活動，分享時還講了一個唇齶裂患者的孩子與其母親在火車站化解盯視困境的故事，化解了患者家長與醫護人員的疏離感、陌生感，引導組員講出了自己的心裏話。一個組員分享時講到醫院的一個護工就對她的孩子指指點點，她心裏很不舒服。封教授立刻回應，活動結束後會找這位護工，責成其改正不適言行，患者家長表示感謝。

3、小組服務目標的達成

重生行動家長互助關愛小組的總體目標為：通過小組活動營造輕鬆關懷的治療環境、緩解家長心理壓力、增強家長治癒孩子的信念與信心、掌握教育孩子的理念與技巧、建立社會支援網路。將之轉化為可操作化的測量與評估，細化為如下3點：緩解家長心理壓力：改變自卑、焦慮、沮喪情緒，樹立對未來生活的希望；引導家長接納孩子、發掘孩子優點，並掌握一定與孩子相處的技巧；增強朋輩支援，初步建立社會支援網路。

(1) 關於緩解家長心理壓力、改變負面情緒的目標

在六期活動中，86.7%小組成員表示參加‘重生行動’貧困患兒家長互助關愛小組服務後“心情好多了”。

參與小組前有難過、焦慮、擔心情緒的組員分別達到 27.86%、6.74%、11.02%，參與小組服務後由以上情緒者的比例大幅下降，分別下降到 0.90%、3.70%、3.40%（見圖 1）。

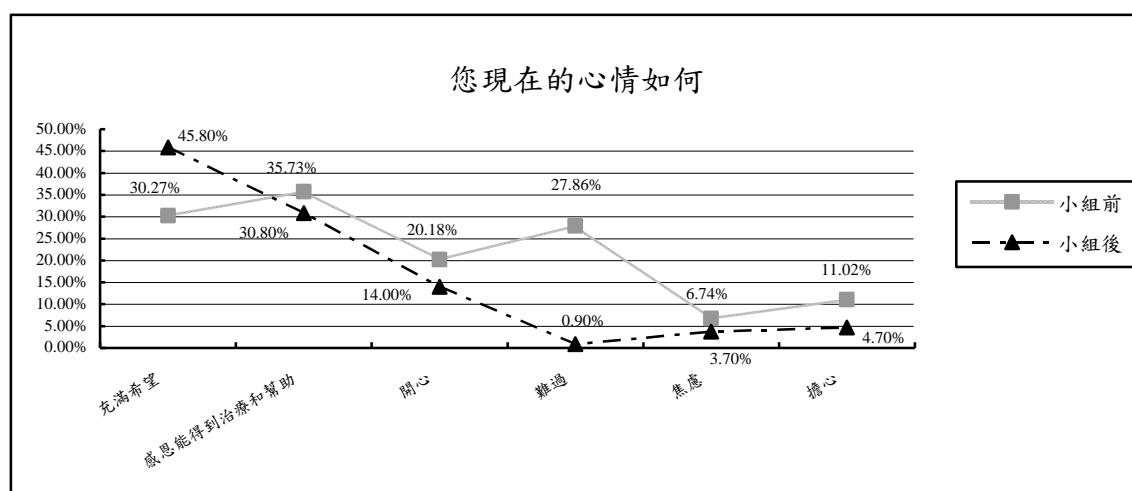


圖 1 小組成員情緒自評

參與小組服務前有 77.6%的組員表示對未來充滿希望，8.6%的組員對未來感到擔心或不抱有任何希望；參與小組服務後對未來充滿希望者的比例上升為 90.9%，對未來感到擔心或不抱有任何希望者下降為 0%（見圖 2）。

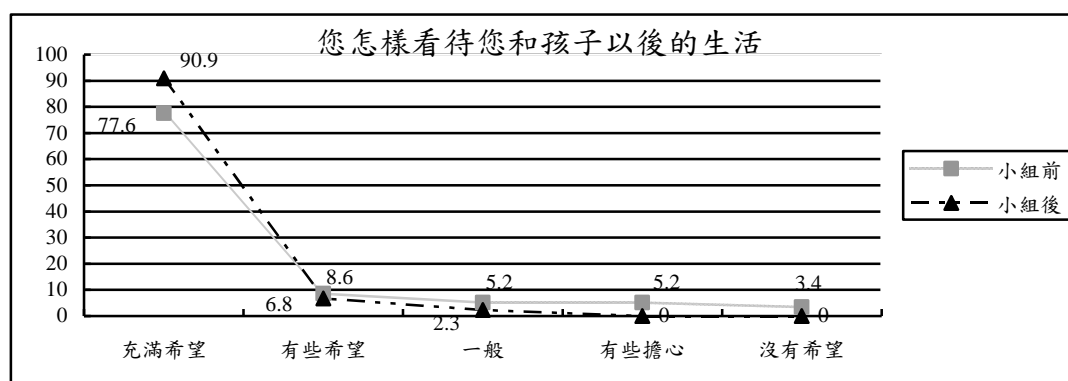


圖 2 小組成員對未來生活信心自評

在引導組員改變對孩子的態度方面，小組服務效果較為明顯。資料顯示小組服務活動前，僅有 43.1% 的組員表示對孩子特別喜歡和疼愛，5.2% 的組員表示有點不喜歡孩子，小組活動後前一比例上升為 80%，且沒有一名組員再表示不喜歡自己的孩子（見圖 3）。

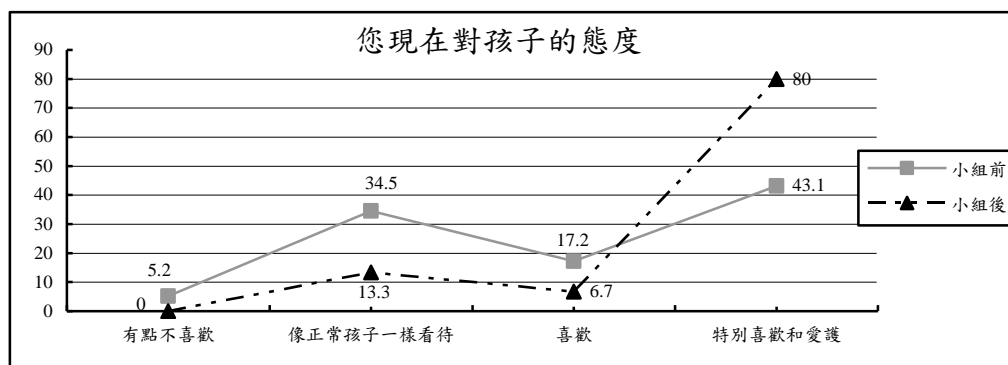


圖 3 小組成員對孩子的態度

小組成員在訪談中分享到“參加這個小組很有收穫，增加了全家人的信心，不會再感到自卑，也讓我們知道對孩子的自卑心理如何教育。”可見，通過有目的的小組服務活動，患兒家長的心理壓力得到一定程度的緩解，焦慮、擔心、難過、自卑等常見負情緒有所較少，對未來治療及生活的信念、信心大大增強。

(2) 關於引導家長接納孩子、發掘孩子優點的目標

貧困家庭的唇齶裂兒童家長，往往會非常擔心他人看到自己孩子病患的樣子，或者對他人的評價極為敏感，這是家長難以正視患兒病情、缺乏從內心接納孩子的表現。

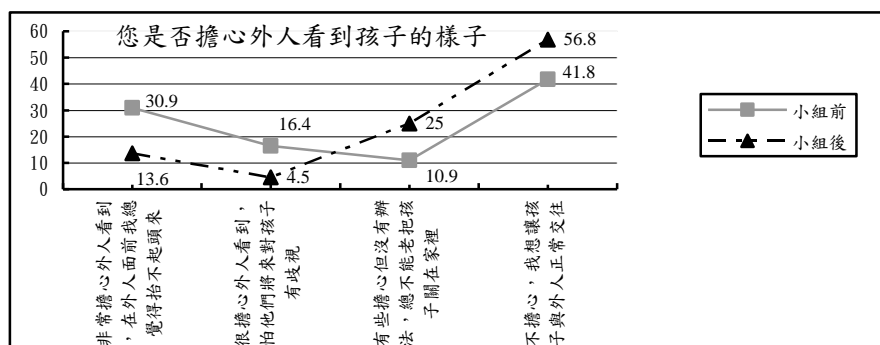


圖 4 小組成員是否擔心他人看到孩子的樣子

通過本次小組服務活動，多數家長逐漸接受了孩子患病的事實，並且能夠淡然面對他人的眼光與評價。評估問卷的資料顯示，小組服務活動前有 30.9% 的小組成員表示非常擔心外人看到自己的孩子，總覺得在別人面前抬不起頭；小組服務活動後，這一比例下降為 13.6%（見圖 4）。值得注意的是，該組資料變化幅度較小，“很在意”的比重下降率與“不在意”的比重上升率都集中於 1% 左右，可見患兒家長始終無法徹底擺脫他人的影響，這需要一個不斷調整與適應的過程。以上比例的下降，一方面由於手術後部分患兒唇形得到修復，一方面，則正如一名組員說道“唇齶裂就是一種正常的疾病，我們一心一意給娃治病，沒什麼丟人的。”

小組服務活動前有 52.7% 的組員表示非常或比較在意他人對孩子的評價，小組活動後這一比例下降為 46.7%。

此外，有不少貧困家庭的患兒家長會嫌棄自己的唇齶裂患兒，兒童福利院收養的棄兒中很大一部分是唇齶裂兒童。“重生行動患兒家長互助關愛小組”強調在優勢視角指導下，引導家長發現自身及孩子所具備的優點，增強患兒家長對孩子的關愛之心，排除家長對患兒的嫌棄之情緒。“優勢視角”是一種關注人的內在力量和優勢資源的視角。堅持把個體及其環境中的優勢和資源作為社會工作助人過程中所關注的焦點，而非關注其問題和病理(Saleebey, 1992)。“幾乎所有的事情在特定條件下都可以被視作一種優勢”，人們可以在逆境中獲得成功的經驗、在災難中塑造獨立堅強的品格，在看似平淡無奇的人身上發現驚人的天賦。

調查資料顯示，在小組服務效果評估中，小組成員表示自己的孩子非常聰明、懂事、堅強的比例分達到 28.4%、19.7%、15.7%，較組前評估資料均有一定程度的提高。在“我真的很不錯”環節中，有個組員分享到“我的孩子已經上初中了，學習特別好，每次考試總能考班裏第一，有時候別人用異樣的眼光看他的時候，我就會鼓勵他‘你努力學習，成績這麼好，是他們比不上的’孩子聽了很高興!”另一個組員也說“我孩子特別懂事，有一次我生病了躺在床上，熬好了雞湯放在鍋裏都涼了，也沒力氣盛上喝，我孩子才三歲大，就用手把雞腿抓到碗裏，搖搖晃晃的端到我面前說‘媽媽吃雞腿’，我非常感動!”。可見通過小組服務活動，組員開始有意識的回憶孩子曾給自己帶來的點滴感動，全面的審視孩子的性格與能力，努力挖掘孩子的優勢，除病患以外，看到了孩子更多更美好的品質。(見圖 5)

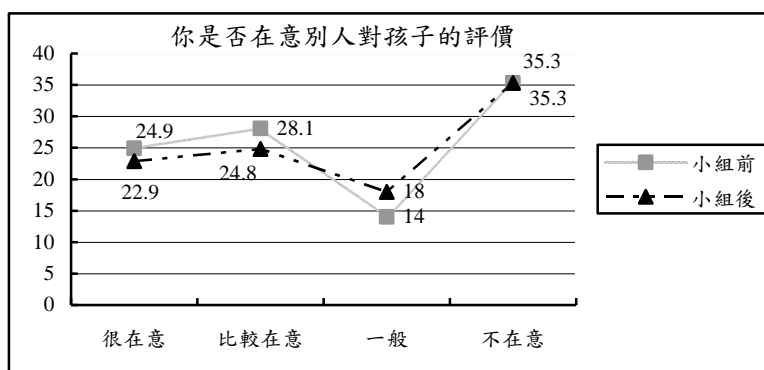


圖 5 小組成員是否在意他人對孩子的評價

(3) 關於增強朋輩支援，建立社會支援網路的目標

參與小組服務活動前有 20%的組員表示不認識其他患兒家長或彼此之間從不關心，僅有點頭之交；63.6%的組員表示從未聽說過社會工作者。參與小組服務活動之後，95.5%的組員表示與其他患兒家長進行了較為深入的交流互動、相互關心支持；93.3%的組員表示對社會工作者及其功能具有了一些瞭解。小組過程中，朋輩群體、社會工作者及醫療工作者的交流互動，有利於社會支援網路的建立，患兒家長可以通過這一平臺傾訴苦惱、分擔壓力、共用資源、獲得多方面的幫助。

4、對小組服務活動適切性的評估

活動適切性評估主要指對小組滿意度、活動內容、活動方法、活動時間、活動頻次

的評估。通過資料與訪談資料分析可知，重生行動家長關愛互助小組活動適切性較高：組員對整個小組的滿意度和對活動內容與方法的認可度都較高。

(1) 對小組服務活動的滿意度

小組成員對本次小組服務表示非常滿意和滿意的組員分別為 75.56%、24.44%，不滿意者為 0；而且高達 95% 的小組成員表示將來如有類似活動，仍會參與（見圖 6）。可見就總體而言，小組成員對本期小組服務活動的滿意度很高。

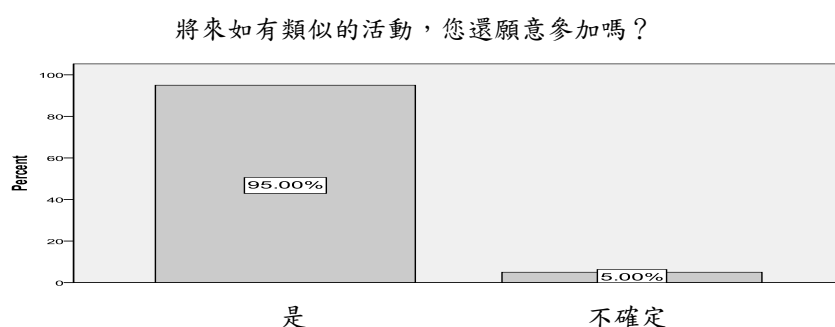


圖 6 小組成員未來參加類似小組的意願

(2) 小組成員對小組服務活動內容的評價

對本次小組活動安排表示滿意、比較滿意的小組成員比例分別為 95.24%、4.76%，不滿意者為 0（見圖 7）。在小組服務活動後的效果評估訪談過程中，多

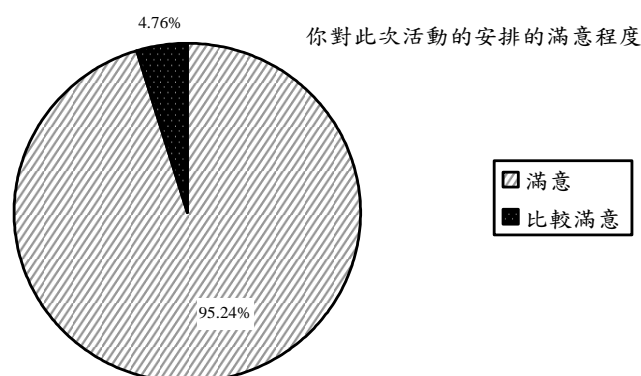


圖 7 小組成員對小組服務活動內容的評價

數組員表示內容設計合理，符合組員的實際需求，同時可增設“教孩子和小朋友相處，教孩子和家長如何與老師相處溝通”、“增加一些醫療護理上的知識”、“怎樣避免唇齟裂孩子的出生”等內容。

(3) 小組成員對小組服務活動方式的評價

本次小組服務的活動方式主要為熱身遊戲、主題寓意活動、分享討論、作畫、團體

協作活動等等。這些活動方式較容易調動小組成員的參與興趣、便於小組成員充分感受體驗各類活動的深刻寓意和蘊含，在團體動力的作用下，促成態度與行為的逐漸改變。小組成員普遍感覺活動方式新穎獨特，使自己原本拘謹的狀態在短時間內得以改變，更加投入的參與小組服務活動之中。有一個參加了小組服務活動、有兩個唇齶裂孫子的老人提出“應該讓他們的爸爸媽媽一起參加活動，一起受教育”、“和小孩一起參加活動”等建議。

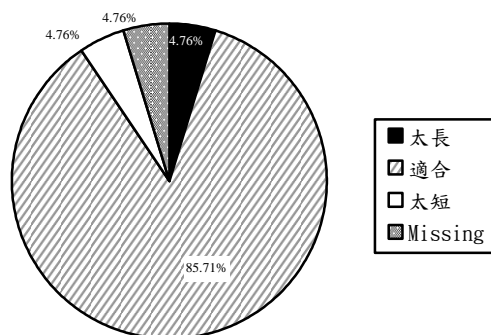


圖 8 小組成員對小組服務活動時間評價

(4) 小組成員對小組服務活動時間與頻次的評價

小組服務時間的安排基本由客觀原因決定。由於醫院唇齶裂手術一般安排在週三、週四進行，為避開患兒手術時間和方面家長照顧患兒的時間安排，小組服務活動定於週二、週五進行，每期兩次小組服務，每次 1.5 小時左右。資料顯示，85.71%的組員表示時間安排合理。同時，一些小組成員還提出小組服務應長期堅持下去“一個月兩次，時間 2 小時左右”、“每個星期安排一次，最好在星期六或星期四下午”、“每半年左右進行一次，每次 1 小時左右”的建議。

四、 對社會組織介入醫療扶貧社會工作實踐的思考

關於醫療社會工作，中國社會工作教育協會理事馬洪路先生曾說：“只救命不救人的醫療是不完整的。生活的快節奏、突發事件、心理壓力、就業危機、生活方式等問題，早在上世紀 70 年代即衝擊了傳統的生物醫學模式，引發並促成了生理—心理—社會醫學模式的誕生。醫學模式的轉變，需要有人實實在在去推動，醫療社工恰恰是這一模式轉變的實踐者和推動者。”

從 2011 年 1 月至 6 月期間，作為陝西省重生行動貧困患兒家長互助關愛小組社會工作服務團隊課題組的成員，全程參與了本地“‘重生行動’貧困患兒家長互助關愛小組服務專案”的設計策劃、調整實施。連續六期小組服務活動的實施評估實踐，引發了課題組成員對於中國社會工作教育協會——這樣一個具有專業社會工作特質的社會組織——介入醫療扶貧救助領域的經常性探討與反思。可以說中國社會工作教育協會在“‘重生行動’貧困患兒家長互助關愛小組服務專案”上的實踐表明，作為一個具有專業社會工作特質的社會組織：

(一) 是我國醫療扶貧社會工作的開拓者

在我國現階段，專業社會工作介入醫療領域、特別是醫療扶貧領域的實踐探索及理

論研究尚處起步階段，並未形成大量的實踐經驗與理論成果。由中國社會工作教育協會和重生行動項目辦共同主持、合作實施的 2011 年重生行動貧困患兒家長互助關愛小組專案，將社會工作服務領域的人力資源、專業社會工作的專業價值、專業方法和技能大膽引入醫療扶貧與救助領域，提供了以往醫療工作沒有提供的緩解貧困患兒家庭心理情緒壓力、加強了貧困患兒及家長與醫護人員之間的聯繫，獲得了服務物件的讚譽和認可，取得了較為理想的成效，成為了醫療扶貧社會工作服務於貧困唇齶裂患兒及家長的開拓者。

（二）是我國醫療扶貧社會工作的實踐者

作為醫療扶貧社會工作的實踐者，中國社會工作教育協會透過“‘重生行動’貧困患兒家長互助關愛小組服務專案”，強調“以貧困患兒及家長的需求為本”，將書本上的社會工作應用於醫療扶貧實踐，將西方的現代社會工作理論與方法應用於當代中國的醫療扶貧現實。大膽嘗試和探索醫療扶貧社會工作過程的需求分析、服務策略的設計策劃、實施評估；嘗試在服務中運用小組社會工作的方法，將患兒家長組成互助團體；通過有目的的小組活動，使小組成員之間彼此分享經驗，形成情緒上的感染與支持；嘗試協助改善並解決小組成員所面臨的困境，激發其對治癒孩子病患和克服多重生活困境的信心、耐心；也嘗試使貧困患兒及家長直接感受醫護人員、社工組織和社會上熱心人士對他們的高度關注，感受強有力的社會援助和精神支持，從而在一定程度上改善了醫患關係。中國社會工作教育協會透過“‘重生行動’貧困患兒家長互助關愛小組服務專案”，不僅將醫療扶貧社會工作付諸於實踐，而且將社會工作人才培養付諸於實踐，將社會工作理念與理論付諸於實踐。

（三）是我國醫療扶貧社會工作的推動者

作為醫療社會工作地推動者，中國社會工作教育協會透過“‘重生行動’貧困患兒家長互助關愛小組服務專案”，將醫療扶貧社會工作從一所醫院，拓展到全國 10 所醫院，其顯現的客觀服務效果，獲得了服務物件的認同，獲得了醫護人員的認同，也獲得了政府和社會認同，產生了一定社會影響。事實上，解決貧困家庭的經濟、社會、文化、心理及環境因素對患兒及家長身心的影響，不是醫生的職責，而是醫學社會工作者的職責。很少有醫生會關注引起貧困病兒及影響其痊癒的社會、心理、經濟、文化以及環境等方面的因素，而病人的需求與感受也可能在診斷和治療疾病的過程中被忽略，這些空白與“灰色地帶”恰恰正是醫療社會工作者的使命所在。中國社會工作教育協會的這一專案，無疑會推動醫療扶貧社會工作在我國的進一步發展。

（四）其介入醫療扶貧領域具有其他學科沒有的獨特優勢。

中國社會工作教育協會透過“‘重生行動’貧困患兒家長互助關愛小組服務專案”，在醫療扶貧領域發揮了其他學科所不具有的獨特優勢。在病人患病的過程中，個人與家庭除了面臨疾病問題以外，還有可能因疾病產生各種各樣的心理、社會、情緒等問題，而這些問題不是通過醫學、或者法學、或者其他學科就可以得到解決的。同時，在貧困患兒通過醫療技術治療病患的整個過程中，還需要多種資源的支援，例醫療扶貧資訊和醫療過程資訊的獲取、醫療扶貧程式與內容的瞭解，獲得醫療扶貧服務過程中各

種關係的協調、貧困患兒家庭所需的其他服務等等；這些貧困患兒及家庭需要的各種資源協調和社會心理壓力舒緩的服務，在當代社會只有醫療扶貧社會工作才能夠提供。因此，在整個醫療扶貧服務團隊中需要醫療社會工作者的加入，因為它具有其他學科沒有的獨特優勢。

（五） 其介入醫療扶貧領域具有其他組織沒有的獨特優勢。

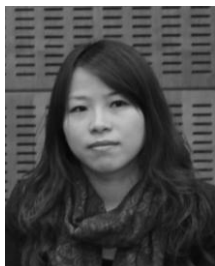
在歐洲已有研究表明，一個人遭受困難和災難時，得到社會工作者幫助的人群比沒有得到幫助的人群更少出現心理障礙。中國社會工作教育協會透過“‘重生行動’貧困患兒家長互助關愛小組服務專案”，發揮了一個社會工作領域社會組織的重要功能和作用。當代社會中，隨著地理上和職業上的流動性不斷增強，人們不可能再依靠家庭提供人們所需要的一切社會服務，政府、企業、醫院和其他組織機構也不具備這樣的社會職能；社會的發展賦予了社會工作領域的社會組織獨特的扶弱助貧幫困的社會職業和功能。因此，類似中國社會工作教育協會這樣的社會工作領域的社會組織介入醫療扶貧社會工作具有其他組織無法企及的獨特優勢。

總之，在現階段的中國社會變遷與社會發展過程中，中國社會工作教育協會在踐行自己的使命，開拓醫療扶貧社會工作、推進社會工作專業化和職業化方面的嘗試，具有十分重要的現實意義和社會價值。

內地山區助學服務新思維

Development for Support to Students in Remote Areas in China

講者 Speaker :



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一、前言

聖公會北區青年服務隊，早於 2000 年開始涉獵內地學習交流活動，中心的社工應用經驗學習理念、讓青少年有切身處地的感受，帶領澳門青少年群體，到內地與當地學生一起生活學習交流，通過情境學習過程內化個人能力。2006 年，中心的社工又引入社區工作計劃模式，安排外展服務對象為山區學校做一些義務工作，例如為偏遠鄉村學校修繕校舍、陪同學生攀山涉水上學和放學，感受山區學子的真實生活。

自街頭青少年群體為小學生、修建一個簡易的洗澡間之後，讓工作人員看到，年輕人沒有抱怨山區生活水平不好，每人都很落力地做泥水工，隨學生上山家訪，搬糧食和探訪物資更是異常踴躍。我們似乎找到青少年服務他人的契機，看到青少年的「用武之地」。

2008 年，聖公會北區青年服務隊，在社區計劃模式的基礎上，繼續為本土青少年，舉行拓展形式的山區體驗活動，於是 Super 山區助學計劃誕生了，就是從內地學習交流活動衍生過來，自 2008 年至今延續了運作了 4 年，藉此分享「Super 山區助學計劃」的服務思維。

二、助學服務應用社區照顧構想

一開始大家也不明白甚麼叫助學，為甚麼要助學？我們萌生用騎行籌款方式來進行助學，初衷是別讓參加者的青春白白浪費，想在他們耗去力氣和時間的同時，為千里之外的山區學子送上一份祝福和支持，讓他們回眸青蔥歲月的同時，欣賞自己曾為另一群青少年締結過的成果。

中心的社工們聯想到社區照顧的藍圖，首先為本土的青少年群體和山區青少年群體構築一個鄰里關係，本著同是青年群體的屬性，同是求學階段的年輕人，縱使彼此的求學動機和環境有天淵之別，正造就彼此互相幫助的空間。於是我們構築了一個正

面的鄰舍照顧關係，澳門北區青少年群體，幫助韶關山區的青少年群體繼續學業，同時再邀請本土一些社區上的退休人士群體，幫助青少年群去騎行籌款，上述想法便是助學服務早期的鄰舍照顧概念。

三、助學服務參與群體的鄰舍關係

3.1 騎行群體之間的鄰舍關係

2008年1月，騎行活動開展了2個月後，感覺很孤單，於是聯想到社區工作的概念，想透過鄰舍照顧的關係，讓一些群體與街頭青少年群體結伴同行，也可以改變我們勢單力薄的局面，於是我們邀請一群以退休警察為主的單車愛好者，擔任街頭青少年群體的教練。澳門單車旅遊會於2008年3月加入Super山區助學計劃，真正賦予了年輕人的騎行活動有義務服務性質的意義，一群年長退休的義工，訓練青少年用科學的方法、用系統方式去作長途的騎行，同時年長的義工還出錢，贊助街頭青少年進行愛心助學騎行；年輕行人也真正感受到自己的體力貢獻，是有實質性效果，有捐款出現。第一次的長途騎行是，澳門單車旅遊會義工帶領外展青少年義工，進行澳門往返新會約200公里籌款行程，12位青少年義工共籌得第一筆善款6,000多圓。

自第一次籌款活動後，強化我們運用社區計劃模式的信念，通過不同群體參與同一件事情，讓大家看到彼此的貢獻和相互作用的效果；也讓助學團隊感受到群體之間鄰里關係，來自不同群體的義工，同為山區學子求學之路，去作騎行籌款活動，彼此的關係，如同社區上的鄰里一樣，旅途上相互伸出支援之手。於是圍繞社區工作的計劃模式，設定為協助山區學子繼續學業，援助她們就學經費的事工目標；「助學」的種子，開始散播在社區，同時生長在不同的群體當中。

3.2 發揮本土青少年照顧者的功能

兩地青少年群體與社區義工群體之間的照顧和影響，是極具社區互動的效果。可讓社區人士直接了解到、街頭青少年的潛力，她們雖不被學校或社會被重視，她們也可能暫時沒有工作和學籍，但她們卻可以在幫助其他青少年繼續學業。青少年在助學的過程，亦增加自我認識的機會，學習欣賞和接納別人的生活方式。

我們樂於見到，社區人士與青少年之間的互動，當中蘊含無數的欣賞和接納，青少年在助人過程中明白人生進取的意義；也相信山區學子可為她們，展現出努力向上不易言棄的精神面貌，讓每一位助學義工可以分享積極人生的喜悅。這些願景便是我們期望在助學服務中存在的鄰舍關係。

四、助學服務的社區計劃策略的應用

4.1 社區互動的媒介：「騎行一公里籌款兩塊錢」

當時設計助學服務時，為舍要訂立騎行一公里籌款兩圓的標準？我們認為助學款必須是要通過青少年的汗水換來，才屬於他們的成果，所以定下騎行一公里籌款兩圓資助款的標準，青少年要騎一公里自行車，必須同時向身邊的朋輩募建兩圓，以作資

助山區學子學習費用。

與此同時「一公里兩塊錢」的意義，讓有意支持街頭青少年參與社會公益服務的熱心人士，有表達對本土青少年成長的途徑；青少年有被社區人士肯定的機會，也倍加努力參與騎行助學籌款活動。山區學子在社區人士捐助和騎行義工身體力行地支持下，更具三方互動的鄰舍照顧意義。

4.2 構建多元的鄰舍關係

事實上，由街頭青少年群體的出發，社區動員的能力遠超於三者的互動關係，由騎行義工隊伍的擴充可說明：第一支是外展隊青少年，第二支也是外展隊青少年，第三支是學校學生組成的，三支隊伍的成員都是來自同一社區，大部份互相認識，屬於不同的青少年群體；第四支社區義工隊伍，由退休專業人員和現職社區人士組成，他們為青少年騎行隊伍提供贊助款之餘，也為青少年作騎行訓練，具領隊和財政支持的功能，第五方面的隊伍是社區的熱心人士，她們雖不參與騎行，但她們積極捐資贊助本澳青少年繼續為山區學生騎行籌募學習經費。第六方面的隊伍是社會團體和企業，為該騎行活動提供資助，讓更多年青人可以加入騎行團隊，例如澳門霍英東基金會、澳門旅遊單車協會，通利建築公司、港澳藝華玻璃鏡業等等。

4.3 參與者的鄰舍角色

綜觀不同群體的助學計劃成員，他們的參與角色都具助人的角色，具主動性及正面意義。例如，工作人員的角色：願意協助青少年成長的人，願意接納青少年的缺點和不如意的現狀，願意與青少年共同學習解決困難的人；青少年義工的角色：願意接受訓練的人，願意參與康體活動的人，願意幫助山區貧困學生的人，願意與社區不同群體合作的人；社區義工的角色：願意為青少年提供騎行訓練，願意呼籲熱心人士捐款贊助青少年騎行，願意為山區青少年爭取贊助款，願意與被標籤的雙失青少年合作的人；社區團體的角色：願意參與支援本土青少年服務、願意為山區貧困學子提供協助的個人、團體、基金、企業。

上述的角色功能，可解說年輕人為甚麼可以前赴後繼地的參與騎行籌款？在於街頭青少年有被認同的空間，除同輩的相互認同之外，同時得到同行的社區義工的認同和讚賞，一則社區人心出錢贊助青少年開展愛心騎行籌款活動，二則彼此結伴騎行，相互幫助，過是很平等，相互照應，強化年人被重視被尊重的感覺。所以年輕人對騎行籌款樂此不疲，基於她們由被別人肯定的需要，轉化成樂於給予和承擔的自我肯定的階段。

五、助學服務帶動社區照顧的效應

5.1 助學的效果

就本土青少年群體的參與情況而言：每年約培養3個青少年自然組群，投身騎行籌款活動，義務騎行參與義工約30人，服務人次120，騎行籌款平均行程60公里/人次；累計籌款款項195,500(自2008年3月至2011年11月20日)。共有韶關地區學

子 150 人接供不定額、不定時的小額資助，資助額按當年籌得款項總額，以及當地學校、村委、共青團轉交的學生資料，確定受助人選，最終確立每年度資助金額。

5.2 社區的參與

就社區照顧網絡構建而言：在本澳共組建了 12 支青少年義工騎行隊伍、共 96 人，另組建 3 支社區人士義工騎行隊伍、共 25 人；非本地區義工騎行隊伍 2 支共 18 人。12 個本地團體、4 個內地團體為本計劃提供助學款和物資的資助。

5.3 帶動社區人士直接資助學生

2009 年，我們第一位社區義工，澳門旅遊單車協會會長楊東生先生，他帶頭以責任承擔方式，直接資助一位學子 3 年高中學費，並承諾資助該學生將來升讀大學；為助學計劃開創新的願景。2011 年度，楊先生繼續帶動和邀請，獲得 3 位熱心人士和一所民營企業參與直接資助學生的方案，共 16 位山區學子獲得澳門和珠海的熱心人士資助三年學費，包括 10 位高中生、5 位初中學生和 1 位大學生，以定期定時定額和特定對象的方式進行助學，協助他們完成該階段的學業。

5.4 具有社區參與的宣傳效應

回想 2010 年在韶關偏遠縣道上，來自某市出差的檢察院庭長和工作人員們，途中看到我們騎行隊伍，馬上籌集一筆款項，委託我們資助山區學子。正是這些無名的熱心人士，延續我們的助學之旅，讓我們有機會享受，愈來愈多社會人士、企業對助學使命的承托。

千里之行始於足下，沒有廣大老中青義工們的點滴奉獻，絕對沒有本計劃在此與大家分享，我們隊伍中最年長的騎行義工，78 歲高齡，最年輕的義工 14 歲。正因為這些沒有年輕隔閡的志願者，眾志成城地為助學服務樂於奔走，才有 Super 山區助學計劃的範例！

5.5 對青少年具有社會教育化的意義

起初我們只構築一個「奢想」，由本地區輟學壓學青少年去協助渴望求學的青少年，萌發了一點鄰舍照顧和互助模式的社區服務理念，期盼將本土青少年的正面能量獻給千里以外的山區學子。後來許多像義工「東叔」那樣的靈魂人物，為「奢想」帶來了實踐。

社區義工身體力行的風範，為整個計劃的參與者樹立了一面旗幟，帶動所有助學者的行為標準，這種行為標準實際是騎行助學團隊的小組文化。「相互尊重和照應，量力而行、說到做到」就是若干個騎行團隊的集體文化，或許也是年輕人喜歡義工「東叔」和「騎車」活動的原因，當然東叔樂於與生性不羈的青少年，在為山區學奔走的同時，也基於他看到不羈的青少年的轉變，看到彼此之間的尊重、相互幫助、共同進退、能替他人著想等等。

在以後若干次的助學籌款的活動，「光說不做的文化」已被年輕人摒棄了，由開始

秉持嘔氣、好勝、看洋相的心態，慢慢地朝著眾志成城，一心想為山區青少年做一點貢獻，大家已不會為出汗出力而計較，縱使高溫炎熱的酷暑下進行長途騎行籌款活動，再也沒有聽過年輕人的半句抱怨。

六、寄語

騎行者奔走於漫長崎嶇的山區國道上，身邊一輛輛龜速爬坡的大卡車，不時地向騎行者噴出嗆鼻的滾滾黑煙，那時大家心中只有一個念頭，相遇的機會也許只有一次，此生超越它也只有一次機會，於是支起疲憊身軀，完成了超越的使命。這股經歷時常提醒自己，參與助學的機會也很偶然，把工作做好的機會也可能只有一次機會，於是沒有奢望，把手上的機會發揮好，便是自我的超越。

祝願每位社會福利領域的工作者、每天都能為自己任重道遠的工作，獲得自我超越的能量，繼續在幫助貧困弱勢者自助的工作上、發揮點滴光熱，繼續溫暖人間！

座談會：脫貧的見證 Seminar : Witness for Combating Poverty

演說 Presentation S1

『明糧坊短期食物補助服務』的理念及經驗分享 The Concept and Experience of Short-Term Food Subsidy Scheme

講者 Speaker:



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澳門明愛家庭服務部及明糧坊-短期食物補助計劃主任
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一・前言

自上世紀 50 年代開始，因應當時社會有大量的貧困人士，故澳門明愛已向貧困的人士開始派發白米、奶粉等物資，以解決他們生活的基本需要。時至今天，仍以每月一次恆常而風雨不改地，為貧困人士派發白米以及為有需要人士提供緊急的援助服務。從服務經驗得知，派發白米已變成為一個介入點和方法去讓我們接觸社會上的貧困人士，並在過程中能有效地發掘和處理他們潛在的需要。

而根據社工局的『短期食物補助計劃』服務數據反映，自 2009 年推出至今共有二千多人受惠，當中超過半數是低收入人士（54%），可見社會上低收入家庭對此服務的需求是佔很重的比例。而社會工作局為了擴大服務的覆蓋面，故於 2011 年便將服務以公開招標形式讓社會服務機構參與競投，而澳門明愛有幸能成功中標，並於 2011 年 9 月 21 日與社會工作局簽署合作協議，正式承辦過去由社會工作局提供的短期食物補助服務，並易名為〈明糧坊短期食物補助服務〉，並於 9 月 26 日正式投入服務，經過短短的三個月，已為 1,900 多人提供這項服務。

而澳門自回歸以來，無論在政治、經濟和社會環境都呈現較大的轉變，社會結構也起了變化及創造的財富亦不斷增加，人均收入亦持續不斷上升，但在繁榮背後的澳門，社會上仍存有一群低收入的貧困家庭和人士，未必能受惠於現行的經濟發展與社會福利制度。而明糧坊短期性食物補助服務將會透過何種方式來協助這些貧困家庭和人士？以下便從不同的角度與大家分享。

二・計劃服務目標

1. 短期目標：為本澳低收入及有需要人士提供個人或家庭的緊急短期性食物援助服務，紓解其生活困難。

2. 中期目標：為他們提供具鼓勵性和支持性的服務項目，提升其個人或家庭成員的身心抗逆力，改善生活素質。
3. 長期目標：鼓勵大眾關注社會的貧窮問題，培養關愛和分享精神，共建互助和諧的社會。

三・服務理念

因我們有著過去服務經驗，察覺經濟困難的問題對求助者來說，是外顯而較容易表述的問題，對於其他潛在問題，如：支援其家庭系統，提升家庭功能（包括婚姻輔導、子女管教指導、妥善理財教育、家庭生活教育等等）；情緒輔導、提供社區服務的資訊和資源渠道、協助尋找工作及就業輔導、人際關係建立及社交技巧提升等問題，求助者都未必能懂得向我們表述。因此，短期性食物補助服務正好作為服務介入點，讓我們接觸服務使用者，並能為他們提供即時性解決其基本生活需要，但這並不是一個長遠而能真正協助他們脫離貧困的方法；因此，在食物補助服務的主線服務以外，這計劃還會推行相應的配套服務項目，以便達成中、長期的服務目標。

四・配套服務項目

- 1 『共膳計劃』：定期與服務使用者舉行聚餐活動，亦邀請服務使用者自攜一定量食物，讓大家在共膳過程中，一方面讓服務使用者感受被關愛、互相支持，在困境生活中有別人的同行，不再孤單。另一方面在過程中還會滲透一些社交技巧的元素，讓服務使用者學習與他人相處的適當態度，提升他們的社交能力、自尊與自信心。
- 2 特別節日食品派發：因應中國傳統節日的習俗，在節日裏將向服務使用者派發應節食品，讓他們共享節日歡樂，以及感受到社會對他們的關懷。
- 3 『小鈔戶儲蓄計劃』：是鼓勵服務使用者運用有限的資金進行銀行儲蓄，即使存入金額不多，但在過程中希望他們學習理財的重要，未雨綢繆，積少成多。為了加強服務使用者能有效掌握理財的資訊，亦會定期舉辦有關理財知識講座或專題活動，增強自我發展的能力等。
- 4 『康健伴我行計劃』：為了讓服務使用者多關顧自身健康狀況，會定期舉辦健康教育講座、食物安全處理等活動。並為有特殊需要的服務使用者，提供營養指導、復康計劃指導，以改善個人面對的健康問題及提升生活質素。
- 5 義工服務計劃：聯絡不同學校、機構等，推動社會大眾參與義務工作，服務社群；亦讓服務使用者在能力所及下擔任義務工作去回饋社會，共同建構一個互助互愛和諧的社會。

同時，希望透過宣傳推廣活動，如『一元捐款』運動，聯絡不同商號、機構，推動大眾市民透過『一元』的捐款，直接參與這項服務計劃；另一方面，推動大家共同關注和參與改善社會貧窮問題，並宣揚“關愛”與“分享”的精神。

五・服務實踐經驗

在投入服務的三個月，透過與服務使用者接觸，察覺他們大多數呈現出以下的問題：

1. 社會支持不足：因他們多是剛高於領取社會援助福利的一群，但家庭總收入卻無法跟現時通漲併行，面對艱苦的生活對整個家庭會產生不同程度的問題，而這種的狀況，服務使用者未必能懂得尋求他人協助，而社會亦未有為這群對象提供實際的援助措施。
2. 缺乏人際網絡：這些服務使用者，因他們是需自力更生來維持家中的經濟，每天不停的工作，較少說講或將自己內心的事情與他人分享，甚至不願與他人接觸，與社會剝離；對社會發生的事件，全不知情，亦不能從他人口中獲取任何資訊。
3. 自我形象較低：因自覺自己是低收入、知識水平也不高，無法與他人相比，亦是影響他與他人建立關係，沒有自我形象可言。只是每天的努力工作，賺取報酬來能維持家中的生活已足夠。
4. 缺乏信心：因為自覺自我形象低，對任何事情都沒有信心，特別在於需作決定的事情或接受新事物時，會表現出懦弱或退縮的行為。
5. 生活質素偏低：因為他們的收入是有限，每動用一分一毫都會是經過深思考量，不會亂花；因此在食物花費上只求兩餐溫飽、衣履上不會作任何要求，從不講什麼生活質素；但生活在這急速的都市，人們的要求會是越來越高，對生活質素只會不斷提升；長此下去，他們與社會的距離只會越來越來遠。
6. 忽略身心健康：生活對他們來說只是工作、養活一家，自身的健康從來不是關注點；當真的身體出現警號時，往往已太遲，想補救也來不及。因為在他們心中，維持家中的經濟才是最重要，沒有經濟收入還需再談什麼？

因服務經驗告知他們呈現的狀況，故我們在服務提供時會注入重要元素，如：關愛、尊重、支持、鼓勵、接納、分享、互愛、信任，去幫助他們成長，至少是要幫助他去關懷他自身以外的人或物，鼓勵並協助他找到、並創造他特有而且能關心他人的方法。在我們去幫助他人成長時，是要讓他漸漸懂得照顧自己，而且能夠去回應自己的需求，從學習中吸取經驗來進行自我改造。

六・總結

在面對現時急速發展的社會，短期食物補助服務只能即時紓解貧困人士生活困難，並不能解決他們長期面對的困境；因此期望透過接觸、互動的過程以及這計劃一系列的配套項目，去提升他們個人的能力、自尊與自信心，以助解決其潛在需要，最終達至助人自助，走出脫貧之路！

脫貧的見證 Witness for Combating Poverty

講者 Speaker:



何美華小姐 Ms. Mei-Va Ho

何美華會計師事務所合夥人

Partner, H MV & Associates - Certified Public Accountant

各位午安！很高興在此跟大家分享一下我對扶貧工作的體驗。

說到貧窮，我有一種感受。貧窮可以是物質或金錢上的缺乏，但與此同時，精神貧窮更應該受到重視。如果要從人的基本需要來說，前提應該是解決溫飽的問題，但當人們滿足了最基本的需要後，接著面對可能是精神或心靈上的空虛。想到這，一份難過感不禁油然而生。

澳門作為一個旅遊城市，失業率 2.4%，基本上可算是全民就業，要滿足溫飽不是一件難事，但繁榮背後卻有不少悲慘的故事鮮為人所談及。

我最近參加了在北京舉行的「婦女持續發展論壇」，在持續發展的議題上，其中一個前提是怎樣幫助人們改善生活，同時能讓他們活得更快樂。

我很欣賞澳門明愛不單只幫助人們解決溫飽，還關懷他們精神上的需要和感受。別人捐贈的善款和物資固然很寶貴，但更難能可貴的是付出的時間，因為時間付出後是不再回來的而金錢卻能夠賺回來。因此我很認同明愛以行動來扶貧，不僅滿足人們的基本所需，在關心的同時也為他們將來的出路打算，幫助他們重建人生目標。

我來自一個非常貧困的家庭，得到陸毅神父的幫忙，是他讓我認識到扶貧的意義。對我來說，陸神父給我溫飽和教育，他還讓我學習參與社會，跟隨他造訪麻瘋院、老人院，聖誕節和他們唱歌、派禮物給院友們。不知不覺就受到陸神父感染，仿效他的精神幫助有需要的人。

當我長大、自己有能力後，我參加了很多扶貧活動，不僅在澳門，還在國內。不單只在內地興建學校，更關心學生們到底需要什麼。是教師，但怎樣鼓勵教師們繼續留在貧困地方工作呢？

在貧困的鄉村，學生和老師每天需要走兩個多小時上學，如果學校建了臨時宿舍，他們就能夠留在學校，不用走這麼遠的山路。憑著熱誠和堅持，我每年都探訪那貧困的鄉村，見證那裡由一條原本不像路的崎嶇山道到可供摩托車行駛，繼而再變成水泥路，現在更設有專線巴士直達當地。他們很開心地告訴我，原來多關心、多付出時間，可以帶來想像不到的改變。

通過扶輪社，我引領外籍人士去鄉村裡做教師培訓，總共包括 45 所小學和 39 所

其他學校。爲什麼要做老師培訓？因為每位教師可以教育幾百名學生，這樣就能做到一點一滴，儲水於池。在澳門，我也有參與一些非牟利機構的工作，例如財務管理等和我個人專業範疇相關的。

澳門的婦女人口佔 52%，稍多於男性，而澳門由一個工業城市轉型為旅遊城市，很多婦女投身娛樂場或飲食行業，有時需要 24 小時輪班工作。她們在工作之餘，也要關顧家庭，負擔是很重的，因此婦女需要得到特別的重視和關注。

扶貧工作者做的是前線扶貧工作，而我作為會計師，做的扶貧工作是第二線。我希望能夠做到讓別人開心，像陸神父一樣，永遠掛著笑臉，無論遇到什麼困難都笑著面對，為大家帶來歡樂。

陸神父是一個先河，澳門明愛是他的追隨者，我們是他的接班人，希望澳門更繁榮，失落的人找到方向，飢餓的人得到溫飽，大家可以生活得更開心。

脫貧的見證 Witness for Combating Poverty

講者 Speaker :



何國明先生 Mr. Kok-Meng Ho
澳門傷殘人士服務協進會行政秘書
Administrative Secretary, Macau Association of Support for the Disabled

謝謝大家！首先，藉著這個機會恭賀澳門明愛服務六十載，祝願澳門明愛能繼續發展更多優良服務，幫助更多有需要的人。

我的故事是從澳門明愛開始的。小時候，我生長在國內一個貧農的家庭，有五兄弟姐妹，改革開放時期，爸爸把我們申請過來澳門生活。七十年代在澳門生活很艱難，爸爸每個月只有兩三百元收入，兄弟姐妹都上學了，只有我在家，附近鄰居看到我終日無所事事，就介紹了一個人給我們認識。他就是陸神父，我很懷念他。

陸神父把我送到一個中心，我就在那裡長大。當時對我來說，讀書是一種奢望，陸神父為我找學校，他告訴我知識才是自己的力量，支持我讀書學習。那時候沒有充足的資源，也沒有足夠的無障礙設施，我上學必須一層一層地爬樓梯，總共要爬六層樓。高中的時候，我認識了很多十分好的同學，畢業後，神父說我必須繼續學業，支持我繼續讀書。最後，我決定去台灣上大學。但我自知照顧自己能力有限，有幾個同學竟然說要陪我去讀書照顧我，果真還跟我一起考上了台灣的大學。

陸神父常說，自己的人生必須自己去把握。畢業回來後，求職的過程很艱難，我找了三四十份工作，我的個人履歷上並沒有寫到關於自己坐輪椅的狀況，每當面試人員見到我後，我便不被錄取。之後，我也曾經在報館當打字員、文員之類的工作，每天上班的過程都很辛苦，坐在地上爬上樓梯，接著又要把輪椅拉上來，每天都這樣，身心都比較吃力。後來機緣巧合下，我進了現在的機構澳門傷殘人士服務協進會工作，從一個助理到現在行政技師兼理事，以及在政府部門擔當交通諮詢委員和房屋事務委員的職務。我一直秉持著陸神父的精神，自助助人，有能力幫助自己後，再幫助其他人。連幫助自己的能力都沒有，談何去幫助別人呢？

在我看來，脫貧是有兩方面的：精神脫貧和物質脫貧。因為在脫貧過程裡，如果精神脫不了貧，物質也脫不了貧。沒有自我認同和自我存在價值，不懂得自我欣賞，是不會有推動力去找工作和結識朋友的。人如果沒有人際網絡，工作上沒有進取之心，連物質貧窮都脫離不了。在陸神父的帶領下，我獲得了很多精神財富。神父的精神很富足，讓我今後都以這種精神生活下去。教育和知識，讓我們建立自信、建立家庭、改變人生。

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活動相片 Album



國際明愛總幹事米克爾·羅伊(右五)、中央人民政府駐澳門特別行政區聯絡辦公室社會工作部李衛華副部長(右六)、社會工作局局長代表區志強廳長(右四)及各參與地區代表主持開幕禮剪綵儀式



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『脫貧的見證』座談會上嘉賓分享與陸神父早年的扶貧生活點滴



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與會者探訪澳門明愛轄下服務單位，認識有關的工作實務

華僑報 第一版 2011/12/09

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扶貧國際交流會議澳門舉行

潘志明指繁榮背後存在挑戰

【本報訊】「攜手開拓扶貧新路」國際交流會議，昨日在澳門舉行。會議由澳門明愛總幹事米克爾·羅伊、中國殘疾人聯合會扶貧辦副主任王連軍、加拿大卑詩省減貧工作聯盟聯合主席特德·布魯斯、泰國明愛總幹事拉耶叻神父、社工局家庭暨社區服務處長區志強、香港明愛社會工作部部長陳美潔、台灣明愛會專員劉先怡、澳大社會科學及人文學院代表蕭楊輝、澳門明愛總幹事潘志明等主持了開幕剪綵。

潘志明致詞介紹了澳門明愛創立六十周年的服務歷程、服務現況以及服務的理念精神等，並指出澳門雖然逐步走出貧困，但富裕社會卻出現貧富懸殊，在豐盛物質生活下，許多人心靈空虛，但仍有人居住斗室。繁榮背後，澳門正面對種種不同的挑戰。他希望藉着是次國際交流會議，邀請不同地區的研究者、學者及實務工作者等互相交流分享，共同探索在扶貧路上的策略、見解、經驗和建言，集思廣益，尋找未來的扶貧路向，發展社會公義，逐步縮窄社會貧富差距。

專題探討跨域合作

交流會議為期三天，昨、今兩天為專題交流會議，吸引來自世界各地一百八十多名社會人員及學者出席會議。昨日會議交流探討的議題包括：巴基斯坦政府官員從全球角度探討跨域合作扶貧；加拿大減貧工作者分享該國的扶貧經驗；中國殘聯探討中國殘疾人扶貧開發政策與實踐；香港明愛則分享協助低收入家庭及群體脫貧的實務經驗等。

今日，北京、香港、泰國、孟加拉、台灣、澳門等各地專家學者還將分別發表包括改善由中國農村貧困老人生活質的有效策略；如何幫助貧困人士增強在社會上的競爭力；為泰國邊緣社群包括愛滋病患者及街童的服務經驗分享；協助亞洲地區窮困人士自力更生；貧窮與問題賭博的心理因素反思；為孟加拉邊緣社群尤其無助婦女提升尊嚴的發展項目；澳門的貧窮問題與社會保障會；綜援人士就業支援服務實踐經驗等專題演講。

會議最後一天，明愛將安排講者及與會者參觀明愛的服務，及探訪本澳貧困家庭，了解服務對象的生活點滴。



【攜手開拓扶貧新路】國際交流會議開幕。

澳門日報 B7版 2011/12/09

澳門日報

二〇一一年十二月九日 星

明愛慶鑽禧 主辦活動分享社服經驗

國際會議冀共找脫貧道

【本報消息】一連三天由澳門明愛主辦、社工學院協辦的「攜手開拓，扶貧新路」國際交流會議，昨日上午假文化中心會議廳開幕，以此慶祝明愛成立六十周年。來自世界多個國家及本澳的資深學者、實務工作者應邀出席，從不同角度及領域分享了他們在扶貧工作上的研究和經驗，冀共同探索在扶貧路上的新知卓見。明愛總幹事潘志明希望藉此國際性會議，集思廣益，交流分享各地社會服務經驗，共同找出一條脫貧道。

攜手開拓扶貧新路

「攜手開拓，扶貧新路」國際交流會議由昨日起至本月十日舉行，會議開幕禮於昨日上午九時半舉行。



嘉賓主持國際扶貧交流會議開幕剪綵禮



會議吸引世界近二百名專家學者及實務工作者參加

同的挑戰。他希望藉着是次國際交流會議，邀請不同地區的研究者、學者及實務工作者等互相交流分享，共同探索在扶貧路上的策略、見解、經驗和建言，集思廣益，尋找未來的扶貧路向，發展社會公義，逐步縮窄社會貧富差距。

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主頁 » 新聞 » 澳門 » 專家學者探索扶貧策略

專家學者探索扶貧策略

2011年12月09日

【本報訊】由澳門明愛主辦，一連兩天的「攜手開拓扶貧新路」國際交流會議昨舉行開幕式，邀請來自世界各地的資深學者擔任演講嘉賓，從不同角度分享扶貧工作的研究及經驗。主辦單位希望藉活動探索扶貧策略，為未來扶貧路向尋找新切入點。

「攜手開拓扶貧新路」國際交流會議昨假澳門文化中心舉行開幕式。中聯辦社會工作部副部長李衛華、社工局家庭暨社區服務廳廳長區志強、國際明愛總幹事Michel Roy等出席。

澳門明愛總幹事潘志明表示：澳門雖逐步走出貧困，但社會上卻出現貧富懸殊，澳門在繁榮的背後正面對種種不同的挑戰。因此，潘志明希望藉着活動，讓各地專家學者交流分享經驗，共同探索扶貧策略、見解、經驗與建言，為未來扶貧路向尋找新切入點。

「攜手開拓扶貧新路」國際交流會議昨今兩天舉行，邀請加拿大、法國、英國、巴基斯坦等地資深學者擔任演講嘉賓，從不同角度及領域分享他們在扶貧工作上的研究和經驗，探討的專題包括：「全球角度探討跨領域合作扶貧」、「貧窮不是不可避免的」、「中國殘疾人扶貧開發政策與實踐」、「協助低收入家庭及群體脫貧的實務經驗及分享」等。

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