

主旨: Submission by Hong Kong Unison
附件: doc Unison Submissions on Population Policy 20140221 final.pdf; Unison statement Eng v.1.pdf

Please find the attached documents for the submission by Hong Kong Unison.

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Submissions in response to the population policy consultation

Foreword

Ethnic minorities are part of Hong Kong; many of them see Hong Kong as their home. However, different government bodies have repeatedly sent the message that ethnic minorities are non-locals. (Please see the appendix for example.)

The government should ensure that all government officials understand that ethnic minorities are locals and part of Hong Kong. We urge the government to propose law amendment to the Race Discrimination Ordinance so that it will provide for a positive duty on the government's part to eliminate race discrimination. Also, the scope of application of the Administrative Guidelines on Promotion of Racial Equality should be extended to all departments and the Guidelines should be statutory and strictly enforced with extra resources and mechanism so as to ensure that ethnic minority residents enjoy all the rights, opportunities and entitlements given to their Chinese counterpart.

Also, the ethnic minority population in Hong Kong is highly diverse, with diverse views and needs. They vary in ethnicity, cultural background, religious background, socio-economic status and other areas, and it is important that the Government does not does not treat or portray them as a homogenous group.

Education

It is surprising that there is almost no mention of the education policy in the population policy consultation paper as education is the key to allowing people of all ethnicities access to equal opportunities and building a city with racial equality and harmony.

Effective Chinese language education for ethnic minorities

Hong Kong Unison has been advocating a "Chinese as a Second Language" curriculum. Not only is such a curriculum essential for ensuring equal education and employment opportunities for ethnic minorities and alleviating poverty, it is also essential for attracting overseas talents, which is a major objective of the population policy consultation. The education of their children is naturally a major factor of consideration for expatriates in choosing which place to work in. For expatriates who do not wish or cannot afford to pay high fees for international schools, our current education policy for ethnic minorities is a major deterrent. This is because it is highly difficult for the children of



expatriates to be able to learn Chinese well both in mainstream and ‘designated schools’. Expatriates would very likely need to see their children either failing to manage the mainstream curriculum or placed in de facto racially segregated schools, many of which are of a poor quality. NET teachers may also consider leaving Hong Kong and we know some well-educated ethnic minority parents who have left Hong Kong partly because of the problems in the education policy. This problem in the education policy has also been reported by the New York Times, a newspaper read widely internationally, in March 2013.

Although the government announced the establishment of the “Chinese Language Curriculum Second Language Learning Framework”, which is scheduled to be implemented starting September 2014, details are lacking. We urge the EDB to formulate a “Chinese as a Second Language” policy with a concrete policy goal, an implementation plan and timetable, outcome indicators and a transparent monitoring mechanism as soon as possible.

We suggest the VTC/IVE and other post-secondary institutions to provide designated Chinese courses for non-Chinese speaking students. This can make good use of the students’ time at the VTC/IVE or other post-secondary institutions for Chinese learning. Otherwise, it would only defer the solving of the problem of the lack of Chinese proficiency, which will ultimately affect their career prospects despite their post-secondary training.

Elimination of the *de facto* segregation in the public education system

Also, the government should take immediate, effective measures to eliminate the de facto racial segregation in the public education system. The problem of de facto racial segregation found in some public schools is serious and is devastating to racial harmony and social integration, and may also be contrary to law.

Vocational Chinese training program for working ethnic minority

It is difficult for ethnic minorities who no longer study at school to learn Chinese beyond the GCSE level, which is roughly equivalent to that of the local primary two level. From our experience, at least some of the current Chinese language courses organized by various training bodies of the Employment Retraining Board are not linked to standardized benchmarks. It does not help employers determine the Chinese language level of those who have completed the courses. As such, ethnic minorities cannot overcome the language barrier to



having good employment prospects even when they want to. The VTC/ IVE should set up language learning centres which organize Chinese language courses at its campuses or other public school premises at night-time.

The government should also subsidize universities to develop interpretation and translation courses in minority languages. This will not only give ethnic minorities more employment opportunities but also to ensure ethnic minority are given equal quality of public services as well as to address the low quality of the public service interpretation and translation service generally provided in Hong Kong.

Monitoring the sub-degree programs

The government should also intensify the quality monitoring of different sub-degree programmes. Many of our ethnic minority clients who have spent a lot of money on these programmes find that they have learnt little from them and have difficulty looking for a good job.

Emancipation of labor force of ethnic minority women

In its consultation paper, the government invites comments on how to unleash the potential of the existing population to work.

Regarding the low labour force participation rates of some ethnic groups such as Indians and Pakistanis, it was stated in the 2011 Population Census thematic report on ethnic minorities that this might be related to the custom of these ethnic groups. This is not entirely true because some of our female clients of these ethnic groups do want to work but they do not have the necessary education qualification or vocational skills to work or to be competitive in the job market. They also face the language barrier in both English and Chinese; some of them may know simple spoken English or Chinese but they generally do not know how to read and write.

Strengthening the Support Service Centres

The support service centres for ethnic minorities are not well monitored, and the reporting and evaluation of their effectiveness is often only based on activity output and photo documentation. We urge the government to set up an effective evaluation mechanism with outcome indicators to assess these centres' and their programmes' effectiveness and impacts.



We are of the view that the centres can also be responsible for helping ethnic minorities seek employment, with a case manager following the progress of each job seeker and a requirement of passing a minimum successful job seeking rate.

We agree with the government that there has to be a change of values in society so that non-academic achievements will be more recognized. However, the whole population policy consultation document is so money-oriented because its main focus is on manpower shortage rather than the well being of our people, the quality of life in the city, education, the values towards racial diversity and social care, etc. The government itself should change its mindset first so that profit-making will not be the only direction of our society. Only then would the purpose of different careers be appreciated by society.

Requiring certain level of language proficiency of new immigrants

Many of our South Asian clients marry spouses from the country of their ethnic origins, contributing partly to the rapid increase in the ethnic minority population size.

As proficiency in Chinese or English is essential to integrating into society, the government can refer to overseas policies aiming at enhancing the language proficiency of new arrivals. For example, the United Kingdom requires some non-European migrants applying as partners of British citizens to meet certain language. Another example of such policies is requiring new immigrants to attend language courses after arrival.

The HKSAR government should have the authority to approve one-way permits. It is almost futile to formulate a population policy when we do not have control over who come to settle in Hong Kong.

Community Health education for ethnic minority

We have observed that some of our ethnic minority clients marry their close relatives such as their cousins. There have been debates overseas about whether it is more likely for children of parents who are close relatives to suffer from genetic diseases or disabilities. Some of our clients are not aware of these debates. The government should conduct a scientific research in Hong Kong on whether such marriages lead to genetic diseases of children. If the research shows that they do, the government should launch a public education campaign



on family planning. The government should also promote the importance of pre-natal care among ethnic minorities.

Also, many ethnic minority clients of ours do not know about the interpretation services provided in public hospitals and some others have complained to us about the inaccuracy of the interpretation rendered. Some have tried to book the interpretation service at public hospitals but were told that only doctors could make an appointment with interpreters. We urge the government to ensure that interpretation services are available, accessible and that the quality is acceptable. With adequate interpreting services and other necessary assistance to our ethnic minority, they can more easily build their sense of belonging to the Hong Kong society.

Services for ethnic minority elderly

Currently many of our elderly ethnic minority clients return to the country of their ethnic origin after retirement because they still have connection there and the services provided to the elderly in Hong Kong do not cater for their needs in terms of language, dietary preference, etc. The Guangdong Scheme is unfair to ethnic minorities, most of whom would not reside in Guangdong, and should be extended to all Hong Kong elderly permanent residents residing out of Hong Kong.

On the other hand, many of our younger clients have less connection with the country of their ethnic origin and are used to the way of life in Hong Kong. They are worried that they may face discrimination if they live in the country of their ethnic origin. It is more likely for them to stay in Hong Kong after retirement. Therefore, the government should be prepared and improve the services provided to the elderly of ethnic minorities.

Submitted in February 2014



少數族裔紮根香港 政府請勿再視他們為外援

政府正就人口政策作諮詢，但宣傳片及諮詢平台處處排斥少數族裔，不視他們為香港人，香港融樂會對此感到非常失望。少數族裔是人口政策一項重要議題，政府觀念上嚴重出錯，以為少數族裔非香港一分子，本會質疑政府制定的人口政策是否可善用香港人力資源及營造共融社會。

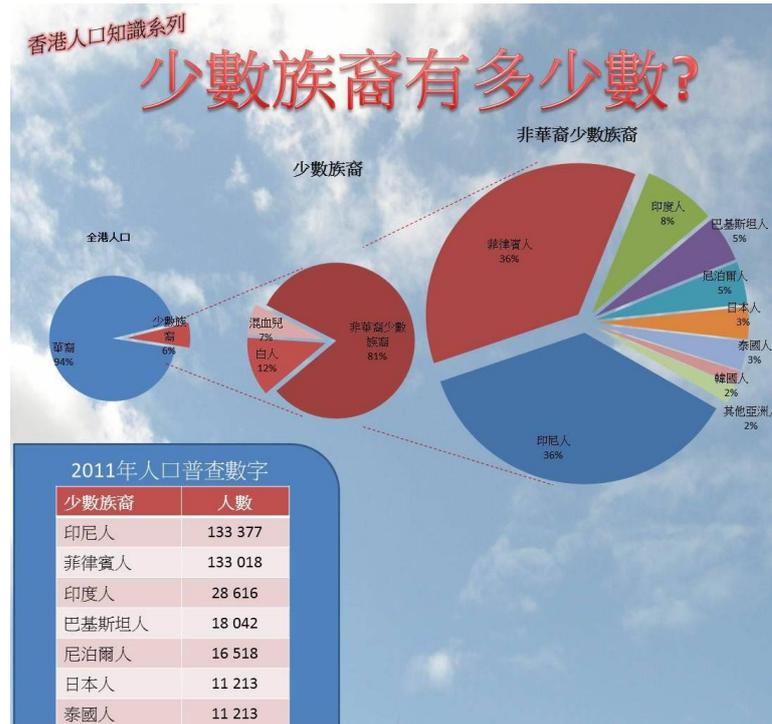
第一，政府的人口政策諮詢宣傳片「外援大作戰」(<http://youtu.be/ICEEyFXQys0>)以足球為主題，片中有三位分別來自巴基斯坦、蘇格蘭及尼日利亞的外援球員，而所有本地球員都是華人，片中華裔市民指輸入外勞可增強香港競爭力。的確，有一些非華裔人士是外勞，但他們很多都是香港居民，視香港為家。為何政府的人口政策宣傳片不帶出很多少數族裔紮根香港的訊息，反而製造巴基斯坦人等少數族裔是外援等定型？

第二，政府的官方 Facebook 諮詢群組「集思港益」(<https://www.facebook.com/groups/Thoughts4HK/>)名稱、簡介及絕大部分群組管理員張貼的內容都只有中文。現行教育政策歧視少數族裔，使他們無法學好中文，已經令他們升學、就業及獲取社會資訊時面對不少困難，現在連政府官方諮詢渠道也沒有英文，不少少數族裔朋友非常憤怒。有少數族裔居民投訴後，群組管理員同日即「補鑊」，上載一些關於少數族裔的中英文資料及宣傳片，但該宣傳片正正是以上提及的「外援大作戰」。



群組管理員以為上載「外援大作戰」這製造「少數族裔是外援」定型的宣傳片就等於處理了少數族裔的投訴，反映管理員極度不認識種族議題，不明白宣傳片會造成定型，或概念出錯，以為不是華裔就是外勞而非香港人。至今，群組名稱及簡介仍只有中文。

第三，群組管理員上載一個有關香港少數族裔人數的圖表（<https://www.facebook.com/photo.php?fbid=1413850688852257&set=gm.560079134069038&type=1&theater>），圖表中少數族裔分為混血兒、白人及「非華裔少數族裔」。政府把白人和其他少數族裔分開，政府是否認為白人較其他少數族裔優越？政府又把「非華裔少數族裔」細分為菲律賓裔、印尼裔、印度裔等及「其他亞洲裔」，但根據 2011 年人口普查，香港還有黑人和拉丁美洲人等，這些人在這人口政策諮詢官方圖表中完全消失。這再次反映政府概念出錯，以為少數族裔只有亞裔。



政府官方香港少數族裔人數的圖表

本會要求政府提升各級人員以及任何負責各項服務及諮詢工作的外判公司的種族敏感度，確保他們明白很多少數族裔視香港為家、香港不是只有華人等概念。政府亦應確保官方資料有中文及英文。

政府指多個行業面臨勞工短缺，因而要輸入外勞，但其實不少少數族裔居民因中文程度不足而無法應付這類工作，或在行業中難以獲得晉升機會。政府應盡快改善教育政策，讓少數族裔可以學好中文，提升人口質素，並加強釋放少數族裔香港人的勞動力。本會亦重申，政府應確保少數族裔享有平等獲高等教育的機會，使他們可在各行各業發展所長。



如政府繼續帶頭排斥少數族裔，將使少數族裔難對香港有歸屬感，影響社會共融。再者，我們如容不下多元種族，眼光如此狹隘，還談甚麼與全球其他地方爭奪專才？我們還配得上「國際大都會」的稱號嗎？



Ethnic minorities are part of Hong Kong
The Government should stop treating them as foreign labour

The government is conducting the population policy consultation, but its promotional video and consultation channels exclude ethnic minorities as foreigners. Hong Kong Unison is very disappointed. A correct understanding of ethnic minority issues is essential to formulating a sound population policy. We doubt whether the government will formulate a population policy that utilizes our human resources well and promotes racial harmony.

Firstly, in the official promotional video of the government ‘The Foreign Players’ (<http://youtu.be/ICEEyFXQys0>), there are three foreign football players from Pakistan, Scotland and Nigeria respectively. All local football players in the video are of Chinese ethnicity. In the video, several residents of Chinese ethnicity said that imported workers will make Hong Kong more competitive.

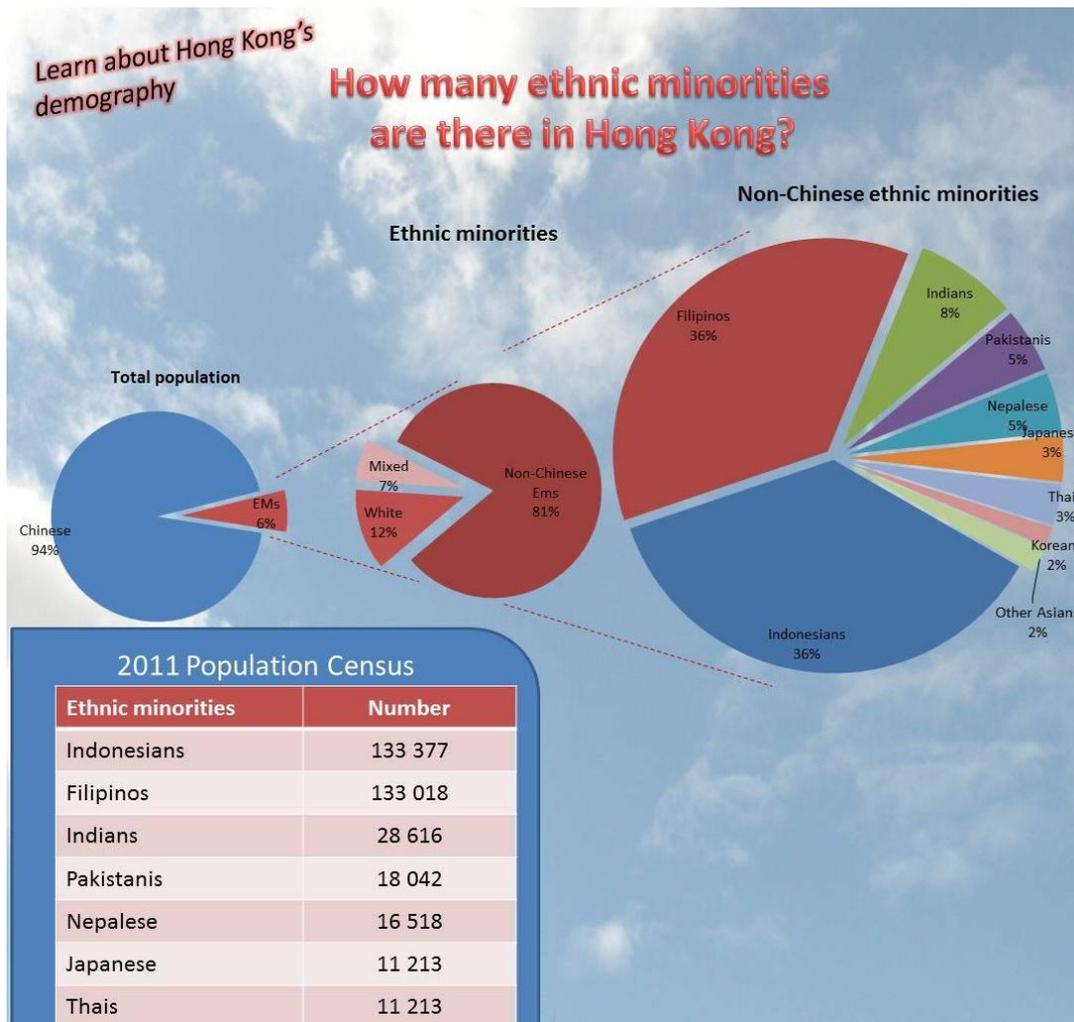
While some ethnic minority workers are indeed imported workers, many people of ethnic minorities are Hong Kong residents and see Hong Kong as their home. Why doesn't the government convey the message that ethnic minority residents see Hong Kong as their home through the promotional video? Instead, the government is creating the stereotype that ethnic minorities like Pakistanis are imported workers.

Secondly, the government has set up the official Facebook group for consultation (<https://www.facebook.com/groups/Thoughts4HK/>), but the name and description of the group and most posts by the administrator of the group are in Chinese only. The education policy discriminates against ethnic minorities and does not equip them with an adequate level of Chinese. This has already limited ethnic minorities' higher education and employment opportunities and access to information. Now, even the official government consultation channel is not in English. Many ethnic minority residents are very angry about this. After several ethnic minority residents made complaints in the Facebook group, the administrator of the group tried to compensate by uploading some bilingual information about ethnic minorities and a promotional video. The promotional video is exactly ‘The Foreign Players’ mentioned above. The Facebook group administrator thought that by uploading this promotional video which creates a stereotype, they have effectively addressed the complaints. This shows that the administrator does not understand that the promotional



video creates a stereotype or makes the conceptual error that all non-Chinese people in Hong Kong are imported workers. As of today, the Facebook group name and description are still in Chinese only.

Thirdly, the administrator uploaded a pie chart about the size of different ethnic groups in Hong Kong (<https://www.facebook.com/photo.php?fbid=1413850688852257&set=gm.560079134069038&type=1&theater>). Ethnic minorities are divided into the mixed, the white and ‘non-Chinese ethnic minorities’ in the pie chart. Why does the government separate the white from other ethnic minorities? Is it because the government thinks white people are more privileged? Also, the government divides ‘non-Chinese ethnic minorities’ into Filipinos, Indonesians, Indians, etc and ‘other Asians’. However, according to the 2011 Census, there are the black and Latin Americans, who have completely disappeared in this pie chart. This again shows that the government has made a conceptual error of thinking that ethnic minorities are all Asians.





The official government pie chart of the size of different ethnic groups

We urge the government to enhance the cultural sensitivity of officials of different levels and any company providing services or running consultation channels for the government, ensuring they understand that many ethnic minority individuals see Hong Kong as their home and that Hong Kong society does not only comprise people of Chinese ethnicity. The government should also ensure that all official information is available in both Chinese and English.

The government claims that we need to import workers because there is labour shortage in many sectors. However, many ethnic minority residents cannot manage these jobs or have good prospects in these sectors because of a lack of Chinese language proficiency. The government should improve the ethnic minority Chinese language education policy as soon as possible to unleash the potential of this group of Hong Kong residents. We stress again that the government should ensure equal higher education opportunities for ethnic minorities so that their various talents can be utilized in different sectors.

If the government continues to exclude ethnic minorities, it will be difficult for ethnic minorities to have a sense of belonging to Hong Kong, hindering social integration. Moreover, if we do not welcome people of different ethnicities, how can we attract overseas talents and professionals? Without open-mindedness, can we even call Hong Kong Asia's world city?