

概覽 An Overview



政策目標

政府致力使香港成為一個關懷互愛、公正融和的社會，既有多元化的社區，而每個人的不同天賦才能亦獲得尊重。我們的目標，是協力締造一個可讓人人都有機會盡展所長的环境。培養個人健康成長的理想環境，莫過於一個溫暖、安穩和互相關懷的家庭。因此，鞏固和增強家庭的功能，成為社會福利署(下稱「社署」)年內的基本工作目標。同時，我們亦透過現有的社會保障制度，盡力提供一個安全網，使有需要的人士可與其他人一樣在經濟上和社交上過着自尊自立的生活。

Policy Objective

The Government is committed to making Hong Kong a caring, just and inclusive society which celebrates the rich diversity of the community, and recognises that each individual is endowed with different strengths. We aim to help create an environment in which everybody gets an opportunity to develop his or her potential. What counts most in nurturing the healthy development of individuals is a warm, supportive and stable family. Strengthening and empowering families was a key underlying objective in the work of the Social Welfare Department (SWD) during the year. We are also committed to providing through our social security system a safety net so that those in need will also participate in economic and social life with dignity and self-reliance.

福利開支

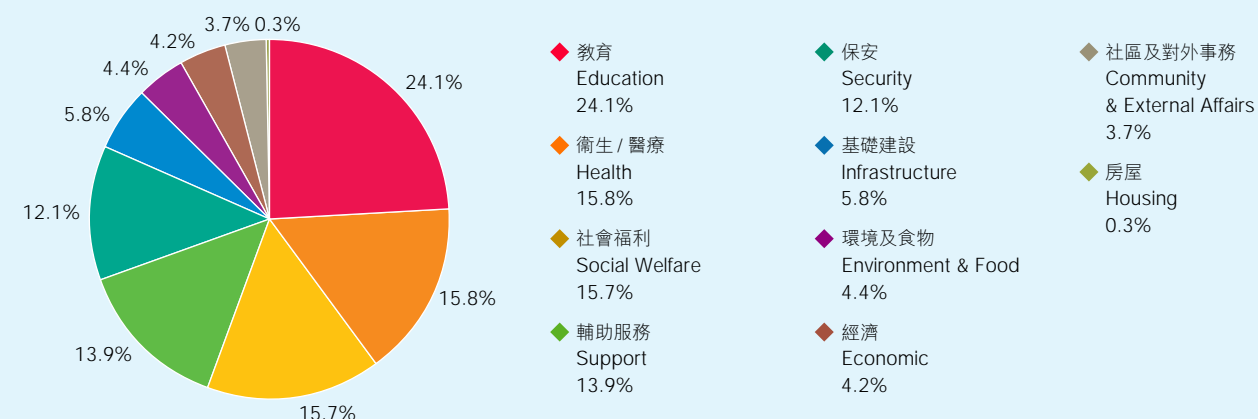
在2002-03年度，政府在社會福利方面的總經常開支¹達321億元，佔政府經常開支總額的15.7%，在各項政策範圍中位列第三。

Welfare Expenditure

In 2002-03, total recurrent Government expenditure on social welfare¹ reached \$32.1 billion, taking up 15.7% of the total recurrent Government expenditure and ranked third amongst various policy areas.

2002-03 年度按政府政策組別劃分的政府經常開支

Recurrent Government Expenditure by Policy Area Group 2002-03



2002-03 年度政府經常開支總額：2,049 億元

2002-03 Total Recurrent Government Expenditure : \$204.9 billion

¹ 社會福利政策範圍的開支包括社署的絕大部份開支，除了那些屬於保安和社區建設的政策範圍綱領，以及由衛生福利及食物局直接管制的相關福利開支。

¹ Social welfare policy area expenditure includes the bulk of SWD's expenditure, except those programmes contributing to the security and community building policy areas as well as other expenditure directly under the control of the Health, Welfare and Food Bureau.

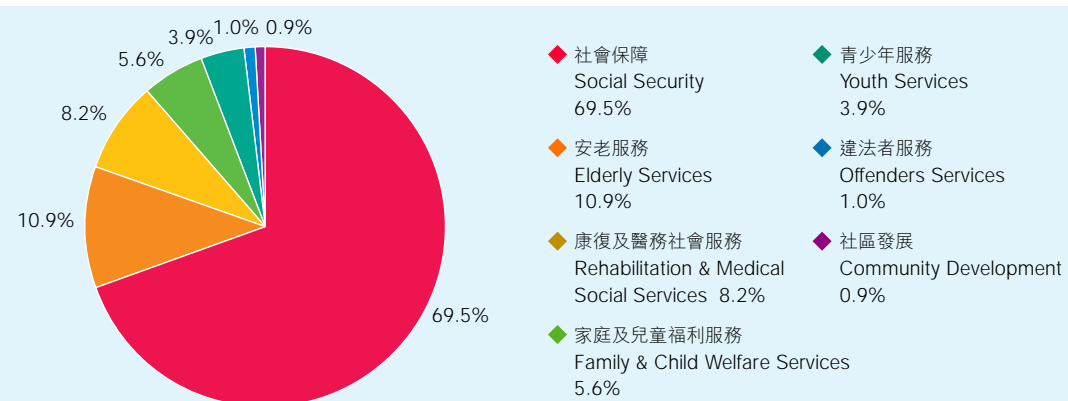


社會福利署的經常開支 及獎券基金的非經常開支

2002-03 年度，本署的經常開支總額為 322 億元，其中 69% (221 億元) 用於經濟援助金，24% (79 億元) 用於各項津貼及合約服務酬金，而其餘 7% (22 億元) 則用於部門開支。按所屬的綱領分析，安老服務是各項非社會保障的福利服務中開支所佔比例最大。

獎券基金是用以資助非政府機構非經常開支的一大主要經費來源，設立目的是主要以六合彩的獎券收益資助社會福利服務的發展。在 2002-03 年度，基金共撥款 9.41 億元，資助多項非經常計劃。

2002-03 年度按服務性質劃分的 社會福利署經常開支



總經常開支：322 億元

Recurrent Expenditure of Social Welfare Department and Lotteries Fund Capital Expenditure

In 2002-03, total recurrent expenditure of SWD was \$32.2 billion. Of the \$32.2 billion, 69% (\$22.1 billion) was spent on financial assistance payments, 24% (\$7.9 billion) on subventions and hire of services, and the remainder 7% (\$2.2 billion) on departmental expenditure. Analysed by programme, elderly services took up the largest share amongst the various welfare services, excluding social security.

Established to finance the development of social welfare services mainly through proceeds from the Mark Six lottery, the Lotteries Fund (LF) is a major source of capital funding for non-governmental organisations (NGOs). Total commitments amounting to \$941 million were approved in 2002-03 to support a range of capital projects.

Total Recurrent Expenditure of Social Welfare Department by Programme 2002-03



Total recurrent expenditure : \$32.2 billion

加強對有需要家庭的支援

為了處理近年來家庭危機及悲劇激增的問題，社署採取「兒童為重、家庭為本、社區為基礎」的服務模式，並全盤採納和落實 2001 年進行的家庭服務檢討顧問研究所提出的 27 項改善服務建議。為更有效協調服務，訂定服務需要的優先次序，以及更有效和全面地去協助家庭面對困難，我們推行了綜合家庭服務中心的嶄新服務模式。綜合家庭服務中心把家庭服務與社區服務結合，提供一系列的預防、支援和輔導服務，以切合家庭轉變中的需要。社署已選取 15 間綜合家庭服務中心由 2002 年 4 月開始為期兩年的先導計劃。



首間 24 小時開放的多用途家庭危機支援中心亦約在同一時間全面投入服務，提供適時的專業支援、短期住宿和其他支援服務，以便為面對婚姻及家庭衝突的人士和家庭提供協助。此外，自殺危機處理中心亦以三年試辦形式開設，為身處危機和有強烈 / 中度自殺傾向的人士，提供 24 小時外展和危機介入 / 深入輔導的服務。為照顧市民對家庭服務有不斷轉變的需要，提高服務效率和加強監察，前保護家庭及兒童服務課和監護兒童事務課已合併和重組為五個保護家庭及兒童服務課，為所屬的地區提供予虐待兒童、虐打配偶和子女監護糾紛有關的專責服務。

為了讓市民更加認識到有需要加強家庭凝聚力、及早尋求專業援助以及預防家庭暴力，社署於 2002 年 8 月展開一項以「凝聚家庭齊抗暴力」為題的宣傳活動。此外，亦選出曾受個人及家庭問題困擾的「家庭抗逆大使」，透過各種宣傳方式與市民分享他們積極面對逆境的經驗。



Strengthening Support for Families in Need

To tackle the upsurge of family crisis and tragedies in recent years, the "child-centred, family-focused and community-based" approach and all the 27 recommendations for service improvement recommended in the 2001 consultancy study on Review of Family Welfare Services were adopted and implemented. With the aim to better co-ordinate family services and re-prioritise services to address problems faced by families in a holistic and effective way, a new service delivery model of Integrated Family Service Centre (IFSC) which integrates family services with community-based services to provide a continuum of preventive, supportive and remedial services to meet changing family needs was introduced. Fifteen IFSCs were pioneered for a two-year period from April 2002.

Around the same time, the first multi-purpose 24-hour Family Crisis Support Centre came into full operation, providing timely professional intervention, short-term accommodation and other support services to assist individuals and families facing marital and family conflicts. A Suicide Crisis Intervention Centre also commenced operation on a three-year pilot basis, providing round-the-clock outreach service and crisis intervention/intensive counselling to those who are in a crisis situation and at high or moderate suicidal risk. In order to meet the changing service needs and to enhance efficiency and supervision, the former Family and Child Protective Services Units and Child Custody Services Units were amalgamated to form five restructured Family and Child Protective Services Units to provide specialised services relating to child abuse, spouse battering and disputes on child custody on a regional basis.

With the aim to enhance public awareness of the need to strengthen family solidarity, seek early professional assistance and prevent violence, a publicity campaign on Strengthening Families and Combating Violence was launched in August 2002. "Resilient Family Ambassadors" who were once troubled by their personal and family problems have been identified to share their positive experience in facing adversity with the public through various publicity means.



署長林鄭月娥接受送予弱勢兒童的迪士尼冰上表演門票。Mrs Carrie Lam, DSW, received free tickets of Disney on Ice performance for underprivileged children



香港弱智人士體育協會成員為「社會日」表演完畢後，與署長林鄭月娥合照。Members of Hong Kong Sports Association for the Mentally Handicapped took a picture with Mrs Carrie Lam, DSW after performance for the Social Day

專注發展社署的核心事務

為應付市民日增的需求，本署採取審慎的策略釐訂本身的核心事務而減少提供服務，除非這些服務屬法定需要或社署在履行支援社區的主要職務時必需提供的服務。在 2002-03 年度，社署把轄下十個服務單位（包括秀茂坪展能中心和慧儀宿舍）關閉 / 脫離政府編制而轉交非政府機構營辦，每年可因而節省超過 1,600 萬元。待有關的超額人員離職後，再可額外節省 1,200 萬元開支。這些超額人員現已全部調往推行社署的自力更生支援計劃，協助失業綜援受助人尋找工作。

除了關閉服務單位 / 把服務單位轉交非政府機構營辦外，為配合政府控制公務員人數增長的整體目標，社署的職員編制已在 2002-03 年度縮減 106 人，換言之，由 2000 年 3 月高峰期的 5 644 人縮減 7.1%。

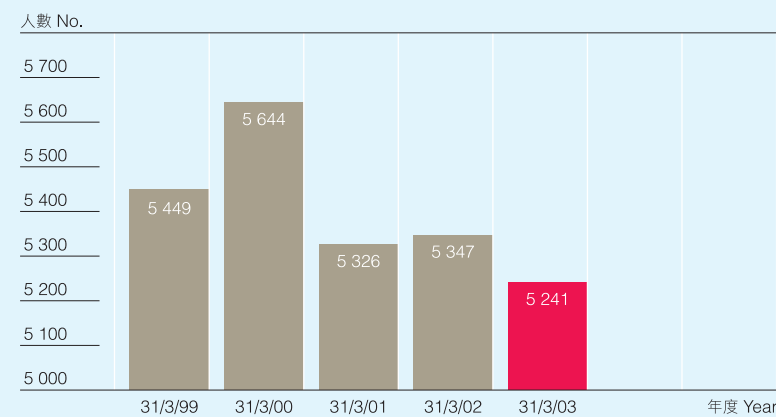
社署的職員編制

Focusing on the Department's Core Business

To cope with rising public demands, the Department has adopted a conscious strategy to delineate its core business and move away from delivering services unless these are statutorily required or are crucial to the Department's key functions to support the community. In 2002-03, ten service units notably the Sau Mau Ping Day Activity Centre and Wai Yee Hostel were closed/hived-off to NGOs, achieving a savings of over \$16 million a year. Additional potential savings of \$12 million could be achieved when surplus staff arisen from those closures retired from the service. Meanwhile, surplus staff are fully engaged in the Department's Support For Self-reliance Scheme to help unemployed CSSA recipients to find job.

Along with the closure/hiving-off of service units, and in line with the overall Government objective to contain the size of the civil service, SWD's staff establishment decreased by 106 during the year 2002-03, or a 7.1% reduction from its peak of 5 644 in March 2000.

Staff Establishment of SWD



加強自力更生支援計劃

社署作出承擔，為最缺乏自我照顧能力的人士提供一個安全網。雖然如此，我們的主導原則是盡量協助有需要的人士自食其力。這對於超過 30% 健全而又有工作能力的綜援受助人來說，尤其重要。年內，本署透過自力更生支援計劃下所推行的積極就業援助計劃，繼續為失業及低收入綜援受助人提供個人就業援助，協助他們自力更生。

社署已在年內籌備推行一系列加強協助健全綜援受助人自力更生的措施，以期在 2003 年 6 月予以落實。除了失業人士外，社署亦透過欣葵計劃為有年幼子女的綜援單親家庭提供援助，目的是擴大他們參與社交和經濟活動的機會、協助他們增強自尊自信和個人價值觀、融入社會和透過就業改善生活。自 2002 年 3 月推行以來，欣葵計劃已為超過 2 000 個領取綜援的單親家庭提供服務。

Intensifying Support for Self-Reliance

Whilst the Department is committed to providing a safety net to those least able to help themselves, our guiding philosophy is to help people to help themselves as far as possible. This is particularly relevant in respect of over 30% of CSSA recipients who are able-bodied people and have the ability to work. During the year, the Department continued to provide personalised employment assistance to help unemployed and low-income recipients of Comprehensive Social Security Assistance (CSSA) become self-reliant through the Active Employment Assistance (AEA) Programme under the Support for Self-reliance (SFS) Scheme.

Preparations were made during the year for a package of measures to intensify our efforts to help able-bodied CSSA recipients to move towards self-reliance, aimed for implementation from June 2003. Besides the unemployed, CSSA single parent families with young children were assisted through the Ending Exclusion Project (EEP) to maximise their chances of participating in social and economic activities, help them raise their self-esteem and sense of personal worth, integrate into society and improve their lives through employment. Implemented since March 2002, the EEP has served over 2 000 CSSA single parent families.



非政府機構在「創業展才能」計劃的資助下，成立不同的小型企業，以提高殘障人士的就業機會。NGOs set up various small businesses under the funding of Enhancing Employment of People with Disabilities through Small Enterprise Project



重整後的安老服務，讓長者獲得更全面的照顧
Elders receive a more comprehensive caring under the re-engineering of Services for Elders

按通縮調整綜援 / 傷殘津貼金額

鑑於香港以往四年持續出現通縮，在進行諮詢後，行政長官會同行政會議於 2003 年 2 月通過建議，按社會保障援助物價指數的變動，調整綜援計劃的標準金額和公共福利金計劃下的傷殘津貼金額，以期把社會保障福利金回復至原來的購買力水平。《2003 年撥款條例》實施後，健全受助人所得的綜援標準金額以及傷殘津貼金額由 2003 年 6 月起下調 11.1%；長者、殘疾人士和經醫生證明為健康欠佳的人士領取的綜援標準金額，會在未來兩年分兩期下調 11.1%，第一期是於 2003 年 10 月下調 6%；至於綜援計劃下其他標準金額和資產限額，則由 2003 年 6 月起按既定機制下調。

儘管作出上述的建議調整，預期社會保障開支會在未來數年繼續大幅增加。我們會定期檢討各項社會保障計劃，確保所設的社會保障制度行之有效和財政上可持續運作。

加強長者社區支援服務

為避免服務重疊以及提供可更妥善回應長者不斷轉變需要的基礎服務，社署於 2002 年 8 月展開有關長者社區支援服務的大型重整工作。根據該項計劃，所有 35 間長者綜合服務中心全部升格為長者地區中心，110 間長者活動中心亦升格為長者鄰舍中心，而 138 支家務助理隊則會提升為綜合家居照顧服務隊。這些改善的服務由 2003 年 4 月起逐步推行，屆時將可提供一個非常穩健的基礎設施，為在社區中居住的長者作出支援。

Deflationary Adjustment of CSSA / DA Rates

To restore social security benefits to their originally intended buying power in view of the continual deflation over four years, and after a period of public consultation, the Chief Executive in Council approved in February 2003 proposals to adjust the standard payment rates under the CSSA Scheme and those for Disability Allowance (DA) under the Social Security Allowance Scheme downwards in accordance with the movement of the Social Security Assistance Index of Prices. With the enactment of the 2003 Appropriation Ordinance, the CSSA standard rates for able-bodied recipients and the DA rates will be reduced by 11.1% from June 2003; the CSSA standard rates for the elderly, the disabled and those who are medically certified to be in ill-health will be reduced by 11.1% in two phases over the next two years, with the first phase by 6% from October 2003; other standard payment rates and asset limits under the CSSA Scheme will be reduced in accordance with the established mechanisms from June 2003.

Despite the proposed adjustments, expenditure on social security is expected to continue to grow substantially in the next few years. We will keep the social security schemes under regular review to ensure that our social security system is effective and financially sustainable.



Enhancing Community Support Services for Elders

To eliminate service duplication and provide a service infrastructure that will be more responsive to the changing needs of elders, a major exercise to re-engineer community support services for elders was launched in August 2002. Under the plan, all the 35 multi-services centres for the elderly will be upgraded to district elderly community centres, 110 social centres for the elderly to neighbourhood elderly centres and 138 home help teams to integrated home care services teams. To be implemented gradually from April 2003, these upgraded services would provide a very solid infrastructure for supporting elders living in the community.



社會保障辦事處職員向政務司司長曾蔭權講解社會保障電腦系統
Staff of Social Security Field Unit explained the Computerised Social Security System to Mr Donald Tsang, CS

充分利用資訊科技

立法會財務委員會於 2002 年 4 月通過向社署撥款 2.41 億元，以推行資訊系統策略第二階段，包括發展一套技術基本設施和服務使用者資訊系統。前者會提供一套可供整個部門使用的基本設施，支援部門員工能夠有效和廣泛運用資訊科技，以提供福利服務；而服務使用者資訊系統則是一套儲存服務使用者和個案資料的應用系統，不但可方便提供以人為本和自動化的個案管理程序並監察有關個案，亦可提供有助於進行服務規劃的管理和統計資料。技術基本設施和服務使用者資訊系統將於 2005 年全面推行。

對抗嚴重急性呼吸系統綜合症

(下稱「非典型肺炎」)

社署由 2003 年 3 月中起，參與處理非典型肺炎的各項工作，包括預防病毒在福利服務單位擴散和協助弱勢社群（特別是長者）避免受感染，並為患者及其家屬提供支援。醫務社會工作者為正在留醫的非典型肺炎患者提供心理健康的輔導支援，而其他單位的社會工作者和臨床心理學家亦在非政府機構的支援下，為在家中或度假營接受隔離的患者家屬提供情緒支援以及派送膳食和日常必需品；為乏人照顧的兒童、長者或殘疾家庭成員作出特別安排，並在有需要時透過「防止嚴重急性呼吸系統綜合症擴散緊急經濟援助計劃」，為他們提供經濟援助。

Taking Full Advantage of Information Technology

In April 2002, the Legislative Council Finance Committee approved \$241 million for the Department to implement Phase II of its Information Systems Strategy. This phase includes a Technical Infrastructure (TI) and a Client Information System (CIS). The former will provide a Department-wide infrastructure to support the effective and extensive use of information technology by the Department's staff in the delivery of welfare services; the latter is an application system that stores client and case particulars which will facilitate client-focused and automated case management process and case monitoring. The system will also provide management and statistical information for the benefit of service planning. TI and CIS will be fully implemented in 2005.

Combating Against

Severe Acute Respiratory Syndrome (SARS)

From the middle of March 2003, the Department joined the battle against SARS in preventing the spread of the disease in welfare facilities and amongst the vulnerable groups, particularly the elders, and supporting SARS patients and their families. Medical social workers provided psychosocial support to SARS patients in the hospitals, while social workers and clinical psychologists from other units, with support from NGOs, provided emotional support, delivered meals and daily necessities to SARS families members who were quarantined at home or in holiday camps; made special arrangements for child, elder, or disabled members of the family in the absence of a carer, and where necessary provided financial assistance from the "Emergency Financial Assistance Scheme for Prevention of the Spreading of SARS".



署長林鄭月娥探訪獨居長者並為其清潔家居以對抗非典型肺炎
Mrs Carrie Lam, DSW, visited a single elder and helped to clean up her house to batter against SARS