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政策目標

香港一向致力關顧和支援弱勢社羣，這是我們彌足自豪之處。發展福利服務的主導原則，是要建立一個關懷互愛的社會，讓人人能夠自立自主、自尊自信、和諧共處和幸福快樂。

POLICY OBJECTIVE

Hong Kong prides itself on caring for and supporting those least able to take care of themselves. The guiding principle in developing welfare service is to build a caring community with self-sufficiency, dignity, harmony and happiness.

在社會發展方面，政府有四個同等重要的責任。行政長官在2000年施政報告中指出，這四個責任是：一、提供達至一個人人都能夠參與公平競爭的社會環境，特別着重青少年的教育和健康成長、在職人士的知識和技術更新；二、對老弱傷殘人士提供一個資源充分的、物質和精神生活兼顧的基本安全網；三、對失業、低收入和其他弱勢社羣人士提供支援，並注意增強而不是削弱他們自力更生的意志；四、鼓勵一切有條件的個人和羣體發揚服務和仁愛精神，積極投入各種性質的志願工作，共創和諧及充滿活力的公民社會。

福利開支

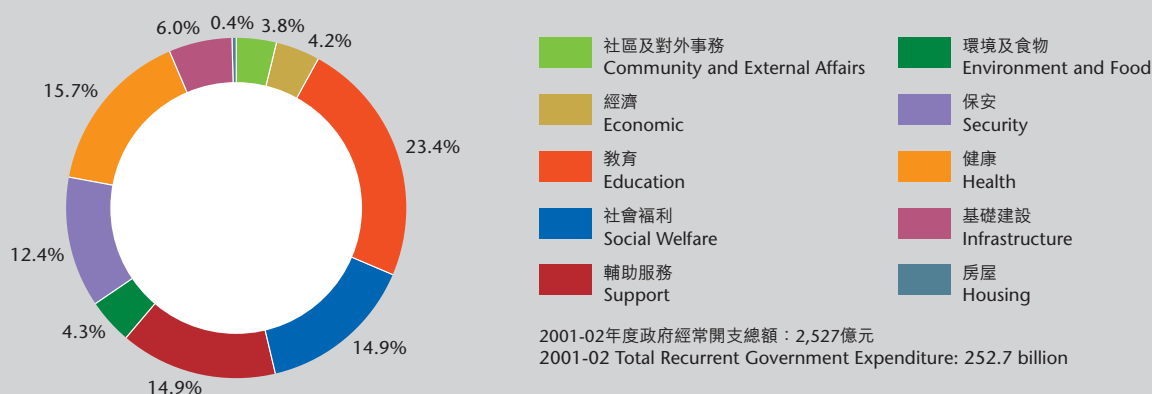
在2001-02年度，政府在社會福利方面的總經常開支達297億元，佔政府經常開支總額的14.9%，在各項政策範圍中位列第三。在297億元當中，69% (205億元) 用於經濟援助金，24% (72億元) 用於各項津助，而其餘 (20億元) 則用於部門開支。

Social welfare contributes to four areas of equal importance that lie within the Government's responsibility for social development. As enunciated in the Chief Executive's 2000 Policy Address, these four areas are: first, we have to create an environment where participation and fair competition are open to all, with special emphasis on the education and healthy development of the young, as well as upgrading the knowledge and skills of the workforce. Second, we have to put in place a well-resourced basic safety net to look after the physical and psychological well-being of the elderly, the infirm and the disabled. Third, we have to assist the disadvantaged, the poor and the unemployed with an emphasis on enhancing, not impeding, their will to be self-reliant. Fourth, we have to encourage those in our society with sufficient means to show their concern for the community by organising, participating in, or supporting different kinds of voluntary work so as to build a harmonious and energetic society.

WELFARE EXPENDITURE

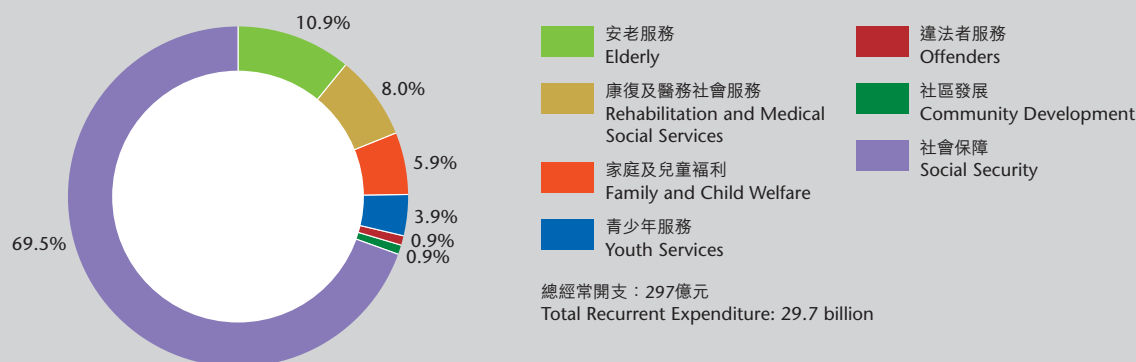
In 2001-02, total recurrent Government expenditure on social welfare reached \$29.7 billion, taking up 14.9% of the total recurrent Government expenditure and ranked third amongst the policy areas. Of the \$29.7 billion, 69% (\$20.5 billion) was spent on financial assistance payments, 24% (\$7.2 billion) on subventions, and the remainder (\$2 billion) on Departmental expenditure.

2001-02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 2001-02



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2001-02年度按服務性質劃分的社會福利開支
Expenditure on Social Welfare by Programme 2001-02



獎券基金是用作資助非政府機構非經常開支的一大主要經費來源，設立基金的目的，是以六合彩的獎券收益資助社會福利服務的發展。在2001-02年度，基金共撥款9.83億元，資助多項非經常計劃。

社署重整架構

社署的架構於2001-02年度作出重大重整，以作好部署，應付在規劃和提供福利服務方面種種挑戰、滿足新的需求、以及與時並進、回應服務使用者的需要、提高效率 and 生產力。重整架構包括解散五個福利總辦事處，把原來的總部、總區和地區三層架構精簡為兩層；同時亦加強總部的發展能力，以便處理日益重要的工作範疇。這些建議已廣泛諮詢社署內部員工，亦先後徵詢各區區議會和立法會福利事務委員會的意見，而立法會財務委員會亦於2001年6月通過有關建議。新架構在2001年9月着手推行，並在2002年3月全面實施。

Established to finance the development of social welfare services through proceeds from the mark six lottery, the Lotteries Fund (LF) is a major source of capital funding for NGOs. Total commitments amounting to \$983 million were approved in 2001-02 to support a range of capital projects.

RE-ORGANISATION OF SWD

The Social Welfare Department (SWD) underwent a major re-organisation during the year. The re-organisation aims to position SWD to meet new and greater challenges in the planning and provision of social welfare services, to cope with new demands, to increase responsiveness to users' needs and to enhance efficiency and productivity. The re-organisation had replaced the three-tiered headquarters, regional and district structure with a two-tiered one by disbanding the five regional offices, and created capacity in the headquarters to deal with emerging areas of significance. These proposals were extensively discussed within the Department. Consultations with District Councils (DC) and the Legislative Council (LegCo) Panel on Welfare Services took place before the proposals were approved by the LegCo Finance Committee in June 2001. Implementation of the new structure started in September 2001 and was fully completed by March 2002.



重整架構引進的改革之一，是在總部成立人力資源管理科，掌管人力資源管理職能，亦即職系管理、員工發展和訓練、為推動員工所需的文化轉變而提供的支援、及增強部門內5,300名不同專業人員成為一支克盡厥職，靈活應變的專業工作隊伍。

多個重組或新的專責事務處亦已在總部成立，包括：

- 牌照事務處，統一處理安老院牌照事務處、幼兒中心督導組和藥物倚賴者治療康復中心牌照事務處的發牌工作，確保可善用資源和專門知識；
- 臨床心理服務科，以及在家庭及兒童福利科轄下成立家庭暴力組，推行與家庭暴力有關的專門服務，包括以綜合方式處理虐兒、虐待長者、自殺及家庭內外的暴力問題；以及
- 一個直屬社署署長的小型機構事務處，在策略規劃、研究及統計、對外事務和顧客服務等範疇，為高層首長級人員提供支援。



Amongst the changes introduced in the re-organisation was the establishment of a Human Resource Management (HRM) Branch in the headquarters to assume HRM functions, i.e. grade management, staff development and training, support for the necessary cultural change amongst staff, and to further develop SWD's 5,300 multi-disciplinary staff into a professional, dedicated and versatile workforce.

A number of new and re-organised functional offices were also set up in the headquarters. These include :

- a central Licensing Office amalgamating the licensing functions of the Licensing Office of Residential Care Homes for the Elderly, Child Care Centre Advisory Inspectorate and Licensing Office of Drug Dependents Treatment Centres to ensure optimal utilisation of resources and expertise;
- a Clinical Psychology Service Branch, and a Domestic Violence Section under the Family & Child Welfare Branch to develop specialised services in the work related to domestic violence, covering an integrated approach on child abuse, elderly abuse, suicides and violence both within and outside the family; and
- a small Corporate Affairs Office under the Director, supporting the senior directorate in strategic planning, research and statistics, external affairs and customer service.

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重整架構的一個主要目標，就是擴大部門的地區福利專員的職能，以加強社署對地區需要的回應。除了把福利專員的職級提升至首席社會工作主任職級外，亦調派更多員工執行前線工作。福利專員提升的職能包括以下方面：

- 規劃地區層面的福利服務，使服務能切合當地社區的需要；
- 與區議會、有關的政府部門和地區組織密切合作，協力在區內推行社會福利政策；
- 與區內非政府機構協調，以便可因應區內市民對福利服務的需要，提供所需的服務；
- 在區內建立一個更積極主動的外展網絡，幫助有需要的人仕和弱勢社羣；以及
- 監督和管理區內各中央服務單位。

為執行提升的職能，地區的青年事務辦事處和康復及安老事務處已經合併，而小組工作部也作出重整，組成為策劃及統籌小組、家庭支援資源中心及家庭支援網絡隊。各區的重整工作已在2002年3月完成。

One main objective of the re-organisation is to strengthen the Department's District Social Welfare Officers (DSWOs) to increase our responsiveness to local needs. Apart from upgrading the DSWOs to the Principal Social Work Officer rank, more staff were deployed to the frontline operations. DSWOs assumed enhanced responsibilities in the following aspects :

- planning welfare services on a district basis to meet local community needs;
- collaborating with the District Councils (DCs), related Government departments and district organisations to facilitate the implementation of social welfare policies in the district;
- co-ordinating with NGOs in the district in respect of delivery of services in meeting the welfare needs of the local community;
- establishing a more proactive social outreaching network in the district to help the needy and the disadvantaged; and
- administering and managing centralised operational units.

To take forward its enhanced roles, district Planning and Co-ordinating Teams (PCTs), Family Support Resources Centres (FSRCs) and Family Support Networking Teams (FSNTs) were formed by merging the Youth Offices and Rehabilitation and Elderly Offices and refocusing the Group Work Units (GWUs). The work was completed in all districts by March 2002.

控制公務員人數的增長

社署採取積極主動的方式，重新研究所負責的事務及盡可能把若干直接服務轉交給非政府機構營辦，以便專注於策略工作和核心事務。部門的職員編制因此而受到控制，以符合政府推行小政府的方針。在今年度，社署關閉了戴麟趾夫人日間幼兒園、九龍廚房，並把學校社工單位轉交給非政府機構營辦。社署的職員編制亦因上述和其他措施由2000年底的5,644人減至2002年3月的5,347人，期間無需要裁員。

社會保障改革

政府一向致力提供一個資源充足的安全網，確保市民在有需要時獲得適當的支持，而同時協助有經濟困難的人自力更生。在今年度，社署繼續在自力更生支援計劃下推行積極就業援助計劃，協助失業和低收入的综合社會保障援助(下稱「綜援」)受助人自力更生。截至2002年3月底，積極就業援助計劃參加者中累積計算共有13%已找到工作，而在以往的安排下，每年找到工作的成功率僅約1%。



CONTAINING SIZE OF THE CIVIL SERVICE

The Department had adopted a proactive approach to re-examine its activities and as far as practicable, hive off certain direct services to NGOs so as to focus more on strategic work and core business. This had also resulted in containing the size of the Department's establishment, in line with the objective of a small government. During the year, the Department had closed the Lady Trench Day Nursery, the Kowloon Kitchen and transferred to NGOs the school social worker units. As a result of these and other measures, the establishment of the Department was reduced from 5,644 in end 2000 to 5,347 in March 2002. All these were achieved without any staff redundancy.

SOCIAL SECURITY REFORM

The Government is committed to providing a well-resourced safety net that helps people to help themselves while ensuring a proper level of support in times of need. During the year, the Department continued its efforts to help unemployed and low-income CSSA recipients become self-reliant through the Active Employment Assistance (AEA) Programme under the Support for Self-reliance Scheme. As at end March 2002, on a cumulative basis, 13% of the participants in the AEA Programme had found a job, compared with the success rate of about 1% per year under previous arrangements.



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為了加強積極就業援助計劃，社署委託非政府機構為特定類別的綜援受助人和社會上其他弱勢社羣開辦切合他們需要的就業援助計劃。當中，特別就業見習計劃為參加者提供輔導、培訓、就業見習、就業安排和就業後跟進等服務；而深入就業援助基金資助的計劃，則為特定類別的綜援受助人和有工作障礙的人士提供切合他們需要的深入就業援助。

津助改革

整筆撥款津貼制度在2001年1月1日正式推行。這項制度旨在透過更靈活調配資源，改善提供福利服務的模式。截至2001-02年度結束，共有127間非政府機構選擇了這項新的津助模式，而這些機構所獲資助佔資助總額的90%。由社署署長出任主席的整筆撥款督導委員會於2001年2月成立，監督整筆撥款制度的實施，包括處理員工的投訴。此外，「業務改進計劃」資助計劃亦於2001年8月展開，協助非政府機構在整筆撥款資助模式下改善其架構、運作程序和對福利需求的回應。其他津助改革包括推行「服務表現監察制度」的最後階段，

To reinforce the AEA Programme, NGOs were commissioned to run appropriate and tailor-made employment assistance programme for specific groups of CSSA recipients and other socially disadvantaged groups. The Special Job Attachment Programme (SJAP) provided counselling, training, job attachments, and job placement and post-placement services for participants while projects financed by the Intensive Employment Assistance Fund (IEAF) provided intensive employment assistance tailored to the needs of specific groups of CSSA recipients and those who faced particular barriers to work.

SUBVENTIONS REFORM

The Lump Sum Grant (LSG) Subvention system, which aimed to improve the delivery of welfare services through greater flexibility in resources deployment, was formally introduced on 1 January 2001. By the end of 2001-02, 127 NGOs had switched to the new funding mode, covering 90% of the total subventions. A Lump Sum Grant Steering Committee under the chairmanship of DSW was set up in February 2001 to help monitor the implementation of LSG including handling of staff complaints. A Business Improvement Project funding scheme was launched in August 2001 to assist NGOs to improve their structure, process and responsiveness under the LSG environment. Other subvention reforms included the implementation of the final phase of the Service Performance Monitoring System (SPMS) which provided a full set of clear and well-defined





制定整套清晰明確的標準，用以評估福利服務的質素；以及一個用以分配新福利服務單位的修訂架構，着重服務質素、創新性和成本效益，包括以競投方式為安老院舍甄選營辦機構。這些革新措施已在社會福利界引發迴響，帶出有關社會企業精神的討論；並推動業界在提供福利服務時爭取更大的成本效益和工作效率。

為了配合津助改革，基金的運作程序於2001年9月重整，使獎券基金的運用更靈活、更有效率和更創新。根據新修訂的程序，非政府機構如為新設及重置的服務單位進行裝修工程及購買傢具會獲批整筆撥款，而為其受資助單位進行小型工程及添置傢具和設備，則會獲批周年整筆補助金。整套採購及物料管理程序已經簡化及落實執行。詳列修訂安排的《獎券基金手冊》已於本年度分發，隨後舉行簡報會，向有關人士詳細解釋新的程序及安排。

standards for assessing the quality of welfare services, and a revised framework for allocating new welfare service units which placed emphasis on quality, innovation and value for money, including the use of competitive bidding in residential care services for the elders. These reforms had resulted in emerging discussions on social entrepreneurship in the social welfare sector and a drive for higher cost-effectiveness and efficiency in the delivery of welfare services.

To complement the subventions reform with a view to promoting flexibility, efficiency and innovation in the use of LF, a set of revamped procedures was introduced in September 2001. Under the revised procedures, lump sum grants are allocated for fitting-out and furnishing new and reprovisioned service units, annual Block Grants are provided to NGOs for minor works and replenishment of furniture and equipment for their subvented units, and rationalized procurement and stores management procedures are put in place. A Lotteries Fund Manual detailing the revamped arrangements was issued during the year following which briefing sessions were conducted for all stakeholders.