



WHITE PAPER

SOCIAL WELFARE INTO THE 1990s AND BEYOND

March 1991

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FOREWORD

In January 1990, the Governor appointed a Working Party to formulate proposals in the form of a draft White Paper on the objectives and further development of social welfare services. To solicit as wide a range of public views as possible, two consultation exercises were conducted.

2. During the initial consultation period in the first half of 1990, a background paper and a pamphlet inviting public views on the future development of welfare services were distributed to the public. A total of 262 submissions were received. In the light of public views, the Working Party, with the assistance of five Sub-committees, prepared and published a draft White Paper in mid-September 1990 for public consultation.

3. The second round of consultation which ended on 17 December 1990 generated a further 237 submissions. These submissions were acknowledged, documented, carefully assessed and kept in the Social Welfare Department for examination by members of the Working Party, or were despatched to members for direct scrutiny. In addition, a weekly summary of media comments and coverage was prepared and circulated to members of the Working Party.

4. Most of the public comments focussed on services for the elderly, family services, social security and the manpower shortage problem. Other commentators urged Government to affirm its funding commitment to the further development of welfare services and to give a clear indication as to how proposals in the draft White Paper would be implemented.

5. While the Working Party tried its utmost to take into account public comments during its deliberations, it was not in a position to address issues which fell outside its terms of reference e.g. issues regarding community development or various retirement schemes.

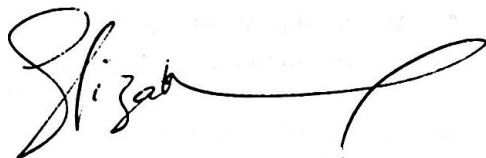
6. The Working Party noted that Government supported the idea of providing security in old age. Briefly, this was done in three ways: firstly, by enhancing social welfare provision for the elderly; secondly, by extending the Long Service Payment Scheme; and thirdly, by encouraging the creation and proper supervision of private retirement

schemes. These notwithstanding, and whilst the Working Party did not make any specific recommendations in this respect, the Working Party considered that Government should continue to examine the issue of financial support for the elderly, including other related areas such as the development of a health insurance scheme in the context of Hong Kong.

7. Some submissions expressed disappointment that the Working Party had not examined the issues of community building and rehabilitation services. As regards the former, it was noted that the provision of community development services fell within Government's Community Building Programme and the policy purview of the Secretary for Home Affairs. It was further noted that community work had since the last decade progressed beyond 'welfare', and that its inclusion in this White Paper could fragment the Community Building Programme. As regards rehabilitation services, a Working Party consisting of officials and non-officials has separately been set up to publish a comprehensive Green Paper on Rehabilitation in the second half of 1991 for public consultation.

8. This White Paper is a unique document in that non-officials were closely and actively involved from the very start of its preparation. They made an invaluable contribution to the deliberations of the Working Party and its Sub-committees. Without their hard work and determination, the task of producing this White Paper would have been much more difficult. I am indebted to all of them.

9. Last but not least, I would like to take this opportunity to thank those organizations and members of the public who submitted their views on the issue.

A handwritten signature in black ink, appearing to read 'Elizabeth Wong', with a long, sweeping horizontal flourish extending to the right.

Elizabeth WONG
Secretary for Health and Welfare

March 1991

CHAPTER I

INTRODUCTION

In January 1990, a Working Party was established to review the various programme areas in the social welfare field and to draft a White Paper which would set out proposals for the way ahead. The terms of reference of the Working Party are set out in Appendix A. It was chaired by the Secretary for Health and Welfare and comprised mainly non-officials, drawn from organizations and institutions involved in social welfare and other areas of the private sector. Details of its membership are provided in Appendix B. To assist the Working Party, five Sub-committees were established, each focussing on a particular programme area. Sub-committee membership lists are at Appendix C. Cross-membership of Working Party members to all Sub-committees ensured a balanced flow of views and sentiments between the two levels.

2. The Working Party met formally on 17 occasions and considered over 70 working papers. It was kept informed of the deliberations of the five Sub-committees through the circulation of the minutes of the latter's meetings and through the cross-membership arrangements mentioned above. The Sub-committees held a total of 23 meetings and considered some 65 working papers. Copies of all significant public commentaries together with weekly summaries of media reactions were also circulated to members of the Working Party.

3. A draft White Paper was published in mid-September 1990 and attracted significant public debate and commentary. By the close of this second consultative period in mid-December the draft had been debated in the Legislative Council, District Boards and in a wide range of seminars. A total of 237 written submissions on the draft were received. A summary of these submissions by source is at Appendix D and the public comments are summarized in Appendix E. They were carefully considered by the Working Party and, where appropriate, the draft White Paper was adjusted accordingly.

4. In mid-January 1991, the Working Party submitted a revised draft White Paper to the Administration.

CHAPTER II

HONG KONG IN THE 1990s

Hong Kong has experienced many changes in the past decade, brought about by demographic, political and socio-economic factors. Welfare services must be dynamic enough to relate to these changes and to the needs and aspirations of the society which they are designed to serve. It follows, therefore, that the formulation of the future policies and strategies must have regard to demographic, socio-economic and political influences.

Demographic Factors

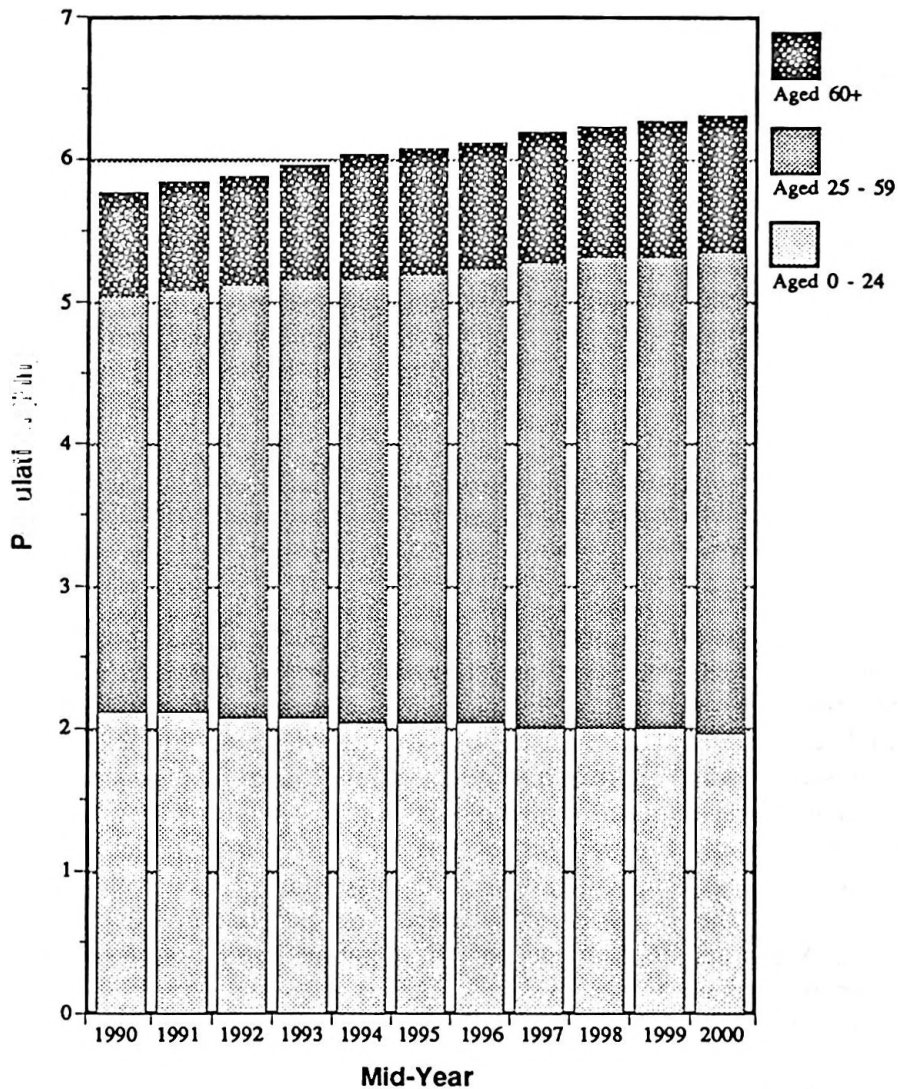
2. There will be changes in the age structure of the local population with an obvious trend of ageing. This trend is mainly brought about by a low fertility rate and an increasingly longer life expectancy. Life expectancy, which was estimated to be 74.9 for males and 80.7 for females in 1990, is anticipated to rise to 76.6 for males and 82.3 for females by the year 2000. With the above demographic changes, the proportion of the elderly population, aged 60 years and over, is expected to increase from 13.0% (748 700) in 1990 to 15.4% (974 500) in 2000. On the other hand, the proportion of the children and youth population, aged 24 and below, is projected to fall from 36.8% (2 125 600) in 1990 to 31.1% (1 964 100) by 2000. These changes are graphically illustrated in Chart I.

3. A rising population of elderly persons will result in a corresponding increase in the demand for services for the elderly in quantity, variety and duration. However, a decrease in the number of the young must not be interpreted as warranting a reduction in the commitment of resources for their development. Investment in the young is an investment in society's future and there can be no lessening of attention in this area.

4. The trend of small to medium sized households replacing larger households is expected to continue. The average size of a household in 1990 was 3.4 persons and this is projected to fall to 3.0 by 2000.

5. In the past decade, there has been a significant increase in the number of households accommodated in public housing. This trend is anticipated to accelerate and, by the year 2001, about half of the

Projected Age Profile Mid-1990 to Mid-2000



households will be so accommodated. Both the planning and provision of welfare services have taken into account this phenomenon, and residents in public housing are being provided with a comprehensive range of basic welfare services.

6. The movement of population from Hong Kong and Kowloon to the New Territories will continue. In 1990, 41% of the population resided in the New Territories and this is estimated to rise to 47% by 1999. The percentage of nuclear families is substantially higher in the New Towns than elsewhere in the territory and nuclear families, especially those living in the New Towns, are likely to have less support from and for family members or relatives in times of need.

Social Factors

7. Urbanization, industrialization and the import of foreign culture and values have introduced changes and challenges to traditional concepts and values. The territory has been transformed as it has become a modern, service-oriented economy, with an increasingly well educated and ambitious population. At the same time, increased prosperity has generated a much more affluent and sophisticated society, although not all groups have benefitted fully from this economic and social progress.

8. Throughout the past decade, the demand for labour has outstripped the available supply. As a result, individuals have faced much greater opportunities to select jobs according to their personal skills and preferences. They have also been able to choose between employment in a much wider spread of industries, particularly in the rapidly growing service sector which places a high premium on good education and modern working conditions. Employers have been forced to compete for staff, not only through higher pay but also through better fringe benefits and welfare amenities. Opportunities for employers to participate in the provision of welfare-type benefits are expected to expand. A further consequence of the demand for labour is that the number of women in the work force has increased by 12.7% from 887 300 in 1981 to 999 800 in 1990. The increase is particularly significant among women who have ever been married—from 487 500 in 1981 to 548 300 in 1990. Although this contributes to increased family incomes, it also confirms the need for the expansion of support services relating to child care and family welfare.

9. In 1990, 42% of Hong Kong households owned their own homes as compared to 28% in 1981, and this number is expected to rise steadily during the years ahead. This reflects the growing affluence of the population, and points towards a rise in aspirations for social services. With a rising proportion of the potential users of social welfare services having had their basic housing needs fulfilled, there is likely to be a greater focus on demands for different types and quality of welfare services.

10. Improvements in related fields such as medical services have also had a social impact. Better health generally, more concern with preventive medicine (e.g. screening of babies) and better treatment of serious health hazards have helped to reduce the incidence of disability and infirmities associated with illness and old age. At the same time, improved medical services have extended life expectancy of all groups, thereby creating considerable demand for such support services as home help, family aide, etc.

11. Increased opportunities for young people to receive education have important implications for the future development of social welfare services. Since 1979 the number of pupils enrolled in secondary schools, expressed as a percentage of the total number of children in the 12–18 age group, has increased by 11%. Over the same period the number of students undertaking tertiary education locally has increased by over 80%. There is a commitment to more than double the number of first-year, bachelor degree places in Hong Kong by 1995, which will result in places for over 18% of the relevant age group as compared with only some 7% now. This represents a significant commitment to young people. The enhancement of educational standards has resulted in an increasing awareness of the role of social welfare in society and, consequently, has heightened expectations for its future provision.

12. The improved transport infrastructure and the expansion of public transport services mean that people enjoy easier access to educational, employment, cultural and recreational opportunities, in addition to improved family life-styles and social contacts.

13. Social changes and the rapid pace of life in modern Hong Kong will continue to create stress for individuals and families. For instance, family violence, in its different forms, is evident and greater efforts will be required to prevent incidents of this nature and help individuals and families cope with them when they occur.

14. Marital separations and divorces are increasing with potentially adverse effects on the children concerned. The number of divorce decrees has increased from 2 060 in 1981 to 5 507 in 1989. The number of separated or divorced persons has risen from 24 300 in 1981 to 42 700 in 1986. In 1981 about 10 out of every 1 000 ever-married people were divorced or separated. In 1986, the figure was 16. There were about 36 500 single parent families in Hong Kong in the year 1986. These trends confirm a need to reinforce the relevant support services.

15. The problem of juvenile and young criminals has slightly worsened. The percentage of juvenile and young criminals among the population aged seven to 20 was 0.8% in 1981 and 1.3% in 1989. In number terms, there were 4 867 juvenile offenders (seven to 15 years of age) and 6 622 young offenders (16–20 years of age) in 1981, as compared to 7 437 and 8 283 respectively in 1989. These statistics indicate a requirement to strengthen preventive and remedial services.

16. In a prosperous and sharing society there cannot be any lessening of commitment to social welfare, which will continue to make a most positive contribution to the development of society. However, if the rising expectations of the community are to be met, there must be a realization that this will necessitate a greater allocation of resources to social welfare.

Economic Factors

17. The outputs of the economy of Hong Kong, as measured by the gross domestic product and total exports, have achieved an average annual growth rate of 6.8% and 14.9% respectively in real terms in the period 1981–89. During the same period, the median household income of a four-member family has increased in real terms by about 37%. The unemployment rate has remained below 2% since 1987.

18. Over the past decade, Hong Kong has continued to develop as a service centre. The service sector contributed about 70% of the gross domestic product in 1988 and in 1989 employed almost 60% of the work force. It is expected that this trend will continue, albeit at a possibly less rapid pace than in the past two decades. An increased share of the economic contribution by the service sector has a stabilizing effect on the economy since the labour intensiveness of the service

industries helps to maintain high employment. Generally, the economy is expected to operate close to capacity and the current near-full employment situation is expected to prevail through the 1990s. However, it must be cautioned that Hong Kong's economy is extremely vulnerable to external influences beyond its control and consequently will remain potentially volatile.

Political Factors

19. The signing of the Sino-British Joint Declaration which returns sovereignty over Hong Kong to China in 1997, the promulgation of the Basic Law, the development of representative government and increased emigration are some of the significant factors in the 1990s which have highlighted the important role that social welfare will be required to play to ensure a healthy and caring community.

20. Local anxieties over the future have increased and mobility, which has always been a characteristic of Hong Kong's population, has developed since 1985 to substantial levels. It is estimated that some 55 000–60 000 people will emigrate in 1991, many being productive and relatively young nuclear families. It is anticipated that there will thereafter be a levelling-off of numbers. With increased emigration, there have been reported incidents of old people and disabled family members being left alone or inadequately provided for in Hong Kong. Dual residence in Hong Kong and overseas by component family members and occupational exchanges with other countries have caused considerable adjustment problems to the family members involved. These problems are likely to lead to a greater demand for residential services for the elderly and disabled persons and counselling services.

21. The gradual development of representative government has generated a greater social awareness and participation in the administration of the territory. This can be seen in District Board elections, Urban and Regional Council elections and, more recently, in the run-up to the introduction of direct elections to the Legislative Council. This process has also been fostered by the development of concerned groups and by measures taken by Government to bring about increased accountability and greater redress for grievances, for example through Legal Aid, the Office of Members of the Executive and Legislative Councils and the Office of the Commissioner for

Administrative Complaints. These developments will create more demands for welfare services and a more rapid response to social issues. This trend will continue into the 1990s and beyond.

22. Well-designed social security and social welfare programmes can make significant contributions, particularly in this period of major transition, to maintaining confidence and a stable and prosperous society.

CHAPTER III

PHILOSOPHY AND GENERAL PROVISION OF SOCIAL WELFARE

Overall Philosophy

Most societies, and Hong Kong is no exception, accept an obligation to assist their members to overcome personal and social problems and to fulfil their role in life to the optimum extent in accordance with the particular social and cultural development of their society. In particular, they recognize a responsibility to help their disadvantaged members to attain an acceptable standard of living. The extent to which societies can meet these obligations depends very much on their system of values and the resources available.

2. The means by which the above obligations are discharged is mainly through the provision of social services. In a wider context, social services include social welfare, medical and health services, education, housing and other services which contribute to the well-being of individuals, families and the societies in which they live. The development of social services such as health services, education and housing will have implications on social welfare, and vice versa. In addition, employers can make welcome contributions to the welfare of their employees by providing benefits, services and facilities, such as the provision of work-based child care centres, and Government can encourage care for the needy by way of fiscal measures.

3. Social welfare embraces laws, programmes, benefits and services which address social needs accepted as essential to the well-being of a society. It focusses on personal and social problems, both existing and potential. It also plays an important developmental role by providing an organized system of services and institutions which are designed to aid individuals and groups to achieve satisfying roles in life and personal relationships which permit them to develop their full capacities and to promote their well-being in harmony with the needs and aspirations of their families and the community.

Social Welfare in Hong Kong

4. Hong Kong is a dynamic and constantly developing society. Full employment means that jobs and reasonable wages are available to

virtually everyone. But changing life-styles and social habits, changes in the population structure and new pressures on traditional institutions like the family create new tensions and strains. Some individuals and families cannot cope without outside support, including that of welfare services.

5. Social welfare services should not be regarded as some form of charity, confined to the socially and financially disadvantaged. The services are, and should be, available to all who need them. The challenge for Hong Kong is to improve services without creating the sort of dependency culture that has emerged in some developed industrialized societies, a phenomenon that removes the incentive to work and undermines the productive engine of the economy.

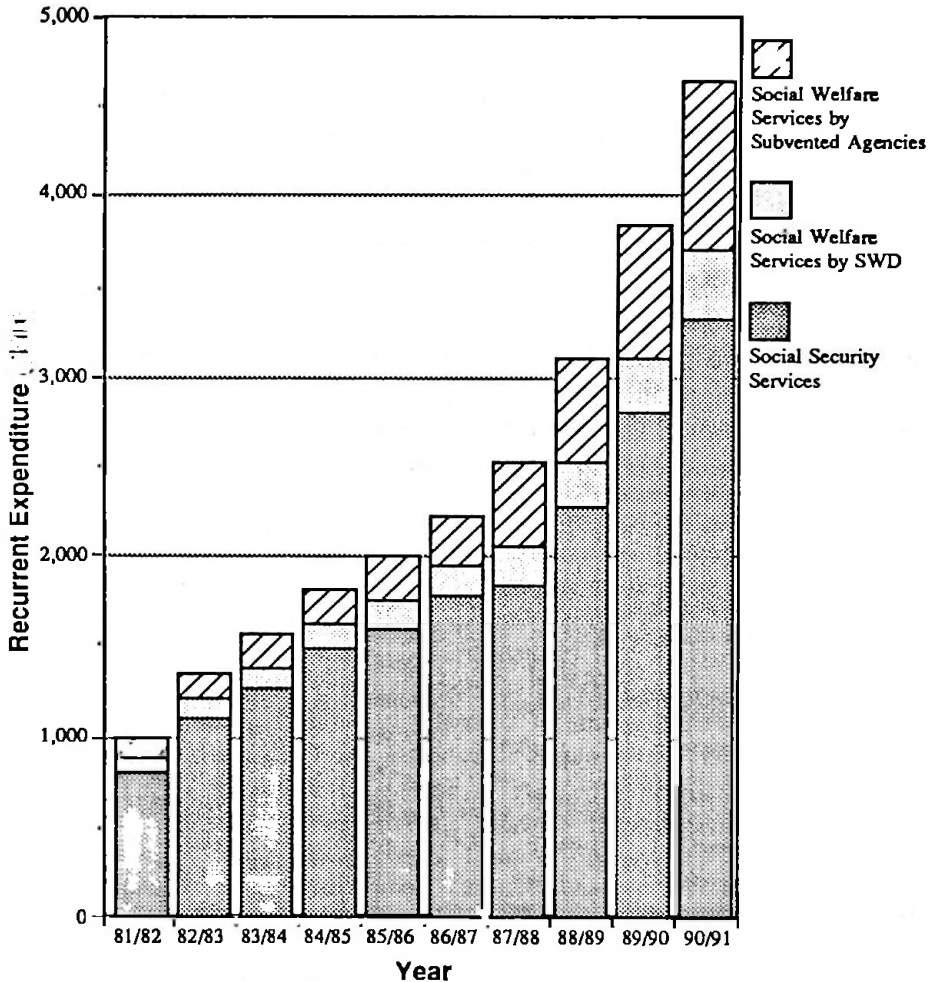
6. The welfare programmes of Hong Kong have been designed and developed with cognizance of the innate local values of concern for the family, commitment to self-improvement, self-reliance, mutual support and generosity, reluctance to be dependent upon 'welfare', high respect for social order and a combination of ingenuity and resourcefulness.

7. Hong Kong has a highly developed system of welfare services and institutions, comparable to any in Asia. It has developed from the provision of basic relief to providing a broad range of services to those in need of care, protection and financial assistance. There is now in place a safety-net for the needy and the disadvantaged. In addition, there is a spectrum of preventive, developmental and support services, as well as remedial services for those who are vulnerable and require such assistance.

8. Over the past ten years, the scope and quality of social welfare services have expanded significantly. As a measure of this expansion, the crude social welfare recurrent expenditure figures in respect of the programme areas under review for the period 1981/82-1990/91 may be cited. Expenditure has risen from below \$1 bn. in 1981/82 to \$4.6 bn. in 1990/91. An analysis of this expenditure growth is illustrated in Chart II. Currently, total expenditure on these services represents 4.6% of total consolidated public sector expenditure.

9. There is general acknowledgement that the present system of social welfare services of Hong Kong is built on sound and acceptable foundations. It aims to encourage men and women as individuals to

Analysis of Recurrent Expenditure for 1981/82 - 1990/91 for Service Programmes Reviewed in the White Paper



- Notes: (1) Social Welfare Services in this context exclude rehabilitation and community development.
 (2) Figures for 81/82 to 89/90 are actual expenditure while those for 90/91 are estimates at current year prices.
 (3) The above expenditure figures include administrative costs.

develop their capacities to the full and to be active and productive members of society while meeting their commitments to family and society.

10. There are, however, still some significant gaps in the provision of basic services and it will be necessary to concentrate on closing these gaps as quickly as possible to provide a firm basis for the development of more advanced services.

11. Services of a wide range, whether developmental, preventive and remedial, will need to be expanded and improved. In the course of the future development of welfare services, emphasis will continue to be placed on the importance of the family unit as the primary provider of care and welfare, and thus on the need to preserve and support it.

12. Social and economic progress has created new aspirations. People are no longer content simply with a basic level of provision. In an increasingly prosperous and educated Hong Kong, there will be a demand for choice and for more sophisticated services. Greater choice and higher incomes also mean that individuals who can afford it must increasingly pay for services which go beyond the basic level.

13. The development of social welfare services will continue to require an enhanced degree of professionalism, both in social work and in management, and the introduction of an expanding range of professional skills. A more flexible and innovative approach to the provision of services will be required. These factors will contribute to the increased effectiveness of service delivery. When delivering public services, however, there is an on-going need to ensure that value for money is attained, particularly since a very high proportion of recurrent costs is met by the taxpayer. It is therefore incumbent upon all service providers to ensure that services are provided as cost-effectively as possible.

14. As to the future, the Basic Law provides that Hong Kong residents shall continue to benefit from social welfare and that the Government of the Hong Kong Special Administrative Region shall be able to formulate its own policies for the development of its existing social welfare system having due regard to the prevailing economic conditions and its social needs. The Law also provides for the continuation of the policy of subventing social welfare organizations.

Provision of Services : Roles of Government and Non-governmental Organizations

15. The more formal and identifiable providers of welfare will continue to be Government and the social welfare agencies. The Social Welfare Department's responsibilities will focus on social security, statutory services, including services for offenders, adoption, the enforcement of various Ordinances, areas of services with legal implications, the review of relevant legislation and the provision of emergency relief. It will also take on the direct provision of other services in order to acquire the necessary expertise to exercise its advisory and monitoring functions over welfare services. It will be responsible for the provision of subventions, service evaluation and for the overall planning, development and co-ordination of services. Through its Training Section, it will continue to provide training to personnel in both the public and subvented sectors.

16. If social security is discounted, subvented agencies currently receive by way of grants some two-thirds of total government expenditure on social welfare services, and employ some 80% of all social welfare personnel, including trained professionals, welfare workers and child care workers. The maintenance of a vigorous and progressive voluntary sector, functioning in genuine partnership with Government in the provision of welfare services, is vital to the future development of social welfare. The Hong Kong Council of Social Service, a co-ordinating body for the majority of voluntary agencies, works closely with Government in the planning and development of social welfare, facilitating consultation and communication between Government and the subvented sector.

17. It is perhaps appropriate at this point to address the term 'voluntary agencies'. The term refers to organizations providing professional services which are largely subsidized by Government. However, it tends to confuse, particularly in an international context, and also tends to obscure the contributions that can be made to social welfare by organizations other than non-profit making organizations. It is therefore suggested that the internationally accepted term 'non-governmental organizations' be adopted in future, to embrace not only the subvented agencies, but also non-subvented and non-profit making organizations, as well as other community or profit-making organizations that contribute to the provision of welfare services.

18. The non-governmental organizations will continue to be major providers of services in partnership with Government. They will provide services for the elderly, children and young people, disabled persons, the family and community development. In addition, they now play a greater role in the development of policies and in service planning and will continue to be encouraged and supported in the pioneering of new initiatives. The maintenance and development of this partnership between the principal providers will require an on-going fostering of mutual understanding and trust.

Provision of Services : Role of Social Networks

19. It has been stated that social welfare services should be made available to all who need them. However, such an objective cannot be achieved without the support of an input from the community through the establishment of networks of informal care and support provided by families, friends and neighbours. Such networks, together with the more formal services, aim at helping people to achieve maximum independence and maintain control over their own lives.

20. Social networks are part of Chinese culture and tradition and have always existed in Hong Kong. They are most clearly demonstrated in the role of the family as the primary providers of care and welfare and by the contributions of clansmen associations, neighbourhood organizations and volunteers. Recent years have seen the more structured and conscious promotion of the concept by social workers and community organizers in the setting up of support groups and self-help groups.

21. Providing care and support through social networks will be developed and nurtured and it will be necessary to map out the principal objectives and provide supporting services and facilities for the carers involved. The development of this concept of service delivery does not imply any retrenchment of responsibilities on the part of Government in the provision of services. Rather, it is the development of an approach within the existing and future infrastructure which will allow more choice for service recipients and encourage greater self-reliance.

22. In subsequent Chapters the principles underlying specific social welfare services are enunciated.

CHAPTER IV

SERVICES FOR THE FAMILY AND CHILD CARE

The family unit is a vital component of society. It provides an intimate environment in which physical care, mutual support and emotional security are normally available to foster the development of children into healthy and responsible members of society. The family is a source of support and strength in the care of the infirm and the elderly as well as disabled persons and the delinquent for whom family involvement generally contributes to a more successful rehabilitation. In Hong Kong, high values continue to be attached to the family unit to an extent which cannot be matched by any other institution. However, it must be appreciated that in this rapidly developing society the traditional roles of the different constituents which make up the family unit and in particular the role of women, are changing. The future development of welfare services will take account of these changes.

2. The overall objectives of family welfare services are to preserve and strengthen the family as a unit and to develop caring interpersonal relationships, to enable individuals and family members to prevent personal and family problems and to deal with them when they arise and to provide for needs which cannot be met from within the family. With these objectives in mind, support services have been developed to assist families when they are unable to discharge their caring and protective functions satisfactorily.

3. In Chapter II, attention has been drawn to a number of factors which are affecting, and will continue to affect the family as a unit. The number of single parent families is increasing as marital separations and divorces become more common. The continuing movement of families to the New Towns affects their ability to provide care and support for other family members who are not part of the relocation process. Relocation in itself can be stressful for those involved and the adoption of foreign values and concepts is adding to the challenges facing the traditional cohesiveness of the family. Child abuse and neglect are increasing and the problem of battered spouses continues. The increased participation of women in the local work force presents problems relating to child care. Increased emigration is also a feature which has implications for the demand for social welfare services.

4. It is apparent that many of the problems traditionally associated with social needs will continue to warrant attention but it is equally clear that new needs and problems are emerging which will require greater efforts in the context of the future provision of family and child care services.

Family Welfare Services

5. Family life education will continue to be needed to educate the public on the importance of family life and how it can be sustained. The principal target groups will be adolescents, young adults about to marry, parents-to-be and parents. Flexibility to serve other target groups to meet the needs of different areas and localities will continue to be exercised.

6. Family casework and counselling will remain the principal means whereby families and individuals are assisted to understand and deal with problems of family and interpersonal relationships, the care and protection of the young, illnesses and disabilities and problems relating to finance and accommodation. It will be Government's policy to meet the demand for these services in full and to allocate available resources flexibly in accordance with the needs of different areas. These services are based on Social Welfare Department and subvented family services centres of which there are currently 53. A planning ratio of one centre for every 150 000 of the general population is adopted for setting up new centres in New Towns or redevelopments. However, in the light of changing needs and expectations, there may be a case for revising this formula.

7. Medical social services aim to assist patients and families with problems related to illness situations and to enable them to make the best use of medical and rehabilitation services. The services are provided by the Social Welfare Department and, to a lesser degree, by non-governmental organizations. They provide a valuable interface with medical and health services and, pending a decision on their future development in the light of the establishment of the Hospital Authority, their current status will be maintained and it is intended that the expressed demand will be met in full by the provision of additional staff.

8. Home help services render help to individuals and families who are not capable of looking after themselves or maintaining the normal functioning of their households. The services seek to support the family

and provide community care to enable those in need to be cared for within the community. A comprehensive demand study for home help has recently been concluded. The services will be progressively expanded and accorded high priority.

9. Clinical psychological services are provided to assess and treat clients with psychological problems and promote a positive personality growth. These services will continue to be made available to the family and progressively expanded to cover other service areas.

10. The Social Welfare Department provides services to street sleepers with particular focus on those who are aged, disabled, or mentally ill and those suspected of being drug abusers. It encourages them through a personalized approach to make use of the many services available to them. The problem is complex but efforts will continue to be made by Government and non-governmental organizations to persuade them to take up alternative accommodation. Welfare services are also provided to drug abusers through medical social workers, stationed at methadone clinics, and non-governmental organizations assist with their rehabilitation through half-way houses and other practical assistance.

11. Shelter and assistance, both financial and in the form of counselling, are made available to battered spouses to assist them to regain their self-confidence and lead a normal life. As already indicated, the number of single parent families has been increasing and is expected to continue to increase as social and moral values change. Families facing financial hardship are helped through the Public Assistance Scheme and charitable funds. Advice on housing, family counselling and assistance in respect of the custody of children are provided by both the Social Welfare Department and non-governmental organizations. The majority of single parents are engaged in some form of employment and many need to make use of child care centres. Single parent families also have access to assisted after-school care programmes which are currently provided on a limited basis and some may qualify for home help services where there is a need. In the future, the services available to single parent families will require to be expanded and developed in the light of increased demand and changing circumstances.

12. There is a need to develop family welfare services in line with the increasing diversity of family-related problems. It is encouraging that both the Social Welfare Department and some non-governmental

organizations are already experimenting with new approaches, such as the provision of services on a community basis, family drop-in centres, supportive and therapeutic group work and conciliation and mediation services for partners whose marriages are in jeopardy. A family aide service to provide training in home management to clients receiving counselling was implemented in late 1990. Innovation and flexibility of approach will be essential and will continue to be supported.

Child Care Services

13. There are a number of emerging social factors which require to be addressed in the context of developing child care services. As already noted, the number of mothers in employment continues to rise, the number of single parent families is increasing and delinquency and crime amongst the young is also on the increase. There is an increasing number of incidents involving child abuse and neglect. There is also much public concern about children being left unattended. These trends, together with the overall pressures and conflicts arising from the changing attitudes and values, require a greater focus to be directed on the future provision of child care services. Existing services will require to be expanded and new approaches adopted to meet changing needs.

14. The overall objectives of child welfare services are to support and strengthen families so that they may provide a suitable environment for the physical, emotional and social development of their children and to provide assistance to those disadvantaged and vulnerable children who are not adequately looked after by their families. The primary responsibility for the adequate care of children rests with parents and the separation of children from their families should be tolerated only when there is no better alternative. Society has an obligation to protect children from all forms of maltreatment and to provide services for the prevention and treatment of abuse.

15. With the prevalence of nuclear families and an increasing number of mothers in employment, there is an increased need for day care facilities for young children who cannot be cared for by their parents during the day. Day care services are provided by child care centres in the form of day creches for those under two years and day nurseries for those between two and six years of age.

16. The existing planning ratio for day nurseries is 100 aided places for every 20 000 of the general population. The total number of day care places is in the region of 31 000, including about 20 000 aided or non-profit making places and 11 000 private places, and there is a plan to increase provision annually until the demand for aided places is fully met. A more flexible approach to the provision of day nursery services will also be adopted through the introduction of more flexible hours, occasional child care and the encouragement of more work-based centres.

17. Those who can afford to pay for day nursery services are obliged to contribute to the costs of the services, according to their means. To give assistance to families with social needs and low incomes, a Fee Assistance Scheme was introduced in 1982. An improvement to the Scheme was effected in September 1990 by raising the income baseline for assistance.

18. Day creche services have been provided to families with low income and social needs. The expansion of subvented day creche places has been restricted since 1979. To meet the growing need for these services, there is a proposal to lift the restriction and to phase the expansion, particularly in the New Towns, to cater for both low-income families with social needs and other families who may choose to use the services at their full cost. To implement this policy, there is a need to change the existing financing system and to extend the fee assistance scheme to cover day creche services.

19. The advantage of the unification of pre-primary services, currently provided under the auspices of both the Social Welfare Department and the Education Department, has been recognized by the Education Commission, which has recommended its attainment as a long-term goal. As a result, a Working Party on Kindergarten Education has been established to advise Government on the practicability of unifying all pre-primary services.

20. Residential services will be developed on the principle that a family setting is the natural environment for the healthy development of a child, and should be the preferred choice over an institutional setting, particularly for those below their teens. While there will continue to be a diversity of options so that children can be placed in the type of residential facility that best suits them, non-institutional care in the

form of foster homes and small group homes will take precedence over institutional care in future developments. Opportunities will be taken to convert existing large children's homes from institutional into non-institutional facilities when the need arises for the re-provisioning of these homes.

21. For residential care to achieve positive results, it is important that from pre-placement to aftercare, a comprehensive programme of planning and assessment for both the child and the family should be provided. Throughout the whole process, the parents should continue to be involved with the care of a child placed in a residential home.

22. In recent years, there has been an increase in reported incidents of children left unattended, neglected or abused. Increased publicity and public education have attempted to identify and prevent these problems and continuous efforts will be made to reduce child neglect and abuse. To provide for closer attention to the welfare of abused children, the Child Protective Services Unit within the Social Welfare Department was established in 1983. Statutory provisions for handling child abuse are being amended to accord greater protection to children. In addition, legislative measures to prohibit unsuitable persons from serving as childminders or children being left unattended are being examined.

23. In recent years, there have been a number of improvements introduced to the adoption service. These include amendments to the Adoption Ordinance, the streamlining of adoption procedures, the establishment of a monitoring system and the centralization of pre-adoption services. These measures have enhanced the efficiency of the services provided and reduced the processing time significantly. Efforts will continue to be made to provide more substitute homes for children who have lost their parents or whose parents are unable or unwilling to maintain them.

Remedial Services for Offenders

24. A range of services for offenders is provided to give effect to the directions of the courts on the treatment of offenders by social work methods through probation supervision, residential training, the Community Service Orders Scheme and aftercare services with the aim of reintegrating offenders into the community. The Social Welfare Department is responsible for discharging these statutory functions.

Non-governmental organizations provide complementary residential care for probationers, reformatory school licencees and ex-prisoners, casework, social and employment services. Volunteers are also mobilized by both the Department and non-governmental organizations to supplement the efforts of professional staff.

25. It is not anticipated that the present division of responsibilities, which are complementary, will be adjusted in the foreseeable future. The worsening problem of juvenile and young criminals indicates a requirement for the strengthening of remedial services. In this connection, the Community Service Orders Scheme and the scope of the Young Offender Assessment Panel will be expanded. While Government will retain responsibility for statutory obligations, the future involvement of non-governmental organizations in this area will be kept under review.

Specialization

26. There is an increasing need for greater specialization in professional skills. This is particularly relevant in child custody, child abuse, guardianship of minors and in other complex and difficult areas. This may require practical recognition by way of improved staff ranking. Finally, innovation in approaches and ideas will be encouraged and developed as new challenges and problems arise.

CHAPTER V

SERVICES FOR CHILDREN AND YOUTH

Young people can ensure the continuation and advancement of society. The period of youth is a period for the search for self-identity, the establishment of personal values, the development of potential and a sense of commitment to society. As Hong Kong enters a period of significant transition, it is particularly important that young people are given the support and opportunities to prepare them to be responsible members of society. Young people need to have their aspirations fulfilled otherwise they are liable to acquire anti-social and deviant patterns of behaviour. The many social changes which are emerging in Hong Kong, not least the increasing adoption of external culture and values, are having a pronounced effect on youth. They have created both stress and a confusion of values and concepts. Therefore, special care and attention are warranted to make sure that young people develop into responsible and contributing members of society. Resources invested to this end constitute a sound investment.

2. In early 1990, in recognition of the important future role which young people will play in society, the Governor appointed a Commission on Youth, responsible directly to the Governor, which in itself is indicative of Government's commitment to meet the needs and aspirations of the young. The Commission will advise Government on matters pertaining to youth. Its main tasks include promoting the civic awareness of young people, encouraging better co-operation between organizations involved in youth services, and ensuring that the interest of young people are taken into account in the design of relevant programmes.

3. This White Paper focusses on those services which fall within the area of social work. Those services should aim at fostering the development of positive personal values, personality and character. They should aim to enhance family and other personal relationships. They should encourage participation in community affairs and political processes, cultivating a sense of civic responsibility and social commitment. They should seek to encourage the development of an international perspective in young people in keeping with Hong Kong's international composition and status. They should also assist those with adjustment difficulties to work through these in order to assume more positive roles in society.

4. The Commission on Youth regards youth as including persons up to the age of 24 years and children and youth services are provided for those aged between six and 24. However, a degree of flexibility should be exercised in the application of the former definition. While services should focus on the young, those aged over 24 may be encouraged to retain an association with the services by volunteering to help in their provision.

5. Under the welfare programme, children and youth services are delivered mainly through children and youth centres, outreaching social work and school social work. These services all focus on children and youth in the local community and could with advantage be integrated and operated on a neighbourhood basis so that young people in the same area may be served by the same team of workers.

Children and Youth Centres

6. Children and youth centres are established to engage young people in worthwhile activities and pursuits, allowing them to organize their own groups and to reach out into the community with a view to assisting them with their personal development. Through guidance and support, family and other personal relationships should be enhanced and community and international perspectives developed. Programmes should also be designed to accord with the needs of the local community.

7. Children and youth centres are operated on a neighbourhood basis mainly by subvented organizations. In 1979 a planning ratio of one children and youth centre for every 20 000 of the general population was adopted. Since 1980 the number of children and youth centre units has increased from 205 to 392. The growth of the children and youth population has fallen from the early 1980s, when it constituted about 40% of the total population, to 33% in the mid-1980s and it is projected to fall below 30% in the early 1990s. In addition, over the past decade there has been a significant expansion of recreational and cultural activities and facilities which cater for the leisure time of the young. Against this background, in 1988 a revised planning ratio of one children and youth centre for 20 000–30 000 of the general population was adopted. Nevertheless, a more realistic and flexible approach is required for the future development of these centres. In view of the changing needs of the young there is a need to review the mode of

operation of children and youth centres to maximize their contribution to the overall development of the young. One example of such innovative services in these centres is the experimental after-school care programme.

Outreaching Social Work

8. Outreaching social work seeks to reach out to and establish contact with young people in the places they are known to frequent. When contact is established it is possible to identify those who are socially maladjusted or who have developed patterns of behaviour which may be disruptive, delinquent or even self-destructive. Social workers are then able to provide counselling, guidance and other services to help them overcome their problems, develop their potential and become socially reintegrated. There are 24 outreaching social work teams, each comprising 10 professional social workers, operating in 24 high priority areas.

9. Outreaching social work is a valuable and important service. The target group for the service will continue to be those aged between six and 24 with a focus on those aged between eight and 17. The service in particular will aim to serve young people at risk in respect of whom timely intervention is likely to help. It is intended that the service will be progressively improved.

School Social Work

10. School social work is designed to identify and help pupils whose academic, social and emotional development is at risk. It seeks to assist them to solve their personal problems and to make the maximum use of their educational opportunities and prepare them for adulthood. Currently, 150 full-time school social workers are providing the service to some 433 000 students in 463 secondary schools.

11. There is an on-going need for the school social work service. It will be improved by phases to attain a manning ratio of one school social worker to 2 000 student population. School social workers will continue to be based in schools, and where possible, serve schools which are close to each other. The various professionals involved in providing guidance to pupils will be encouraged to function more as teams by establishing closer dialogue and improved collaboration.

Youth Offices

12. Youth Offices are operated in all 19 Districts by the Social Welfare Department to co-ordinate and strengthen existing youth groups and community organizations, to promote new groups and help them develop programmes to meet community needs.

13. Youth Offices make a positive contribution towards youth development and emphasis will continue to be placed on leadership training, community services by young people and the development of programmes to meet community needs.

Volunteer Services

14. One of the main objectives of children and youth services is the development of youth and volunteering is an important instrument of this objective. Volunteering provides for the development and self-realization of young people. It is an expression of concern and involvement in the well-being of society. It fosters a sense of civic responsibility and a commitment to the community. Young people participate in a wide range of volunteer services, including providing assistance to probationers and street sleepers, tuition to children from underprivileged families and visiting the elderly.

15. The involvement of young people in volunteer services will continue to be encouraged and developed through increased publicity and training.

CHAPTER VI

SERVICES FOR THE ELDERLY

In the context of welfare services, elderly persons are those persons aged 60 and over. An elderly person should be assisted to live in his own community with dignity and a spectrum of services should be provided in and by the community to facilitate his continued participation in society both socially and, if he likes, economically for as long as possible. Opportunities should be made available for elderly persons to play an active role in the community rather than be treated in isolation as a class apart.

2. Old age may bring greater dependency on the support of others. Support may be needed from family members, friends and neighbours, the community at large or from organizations which provide services for elderly persons. In Hong Kong it is generally considered a virtue to honour and respect the elderly and it is accepted as a family responsibility to look after the older members as far as possible. While these values are subject to challenges and pressures as society develops they continue to be upheld and respected by the majority.

3. While it will remain the policy to encourage the care of the elderly by family members within a family context and to strengthen support for their carers, it should also be recognized that the needs of the elderly vary and that residential care for some may be the most appropriate service. The broad objective of services for the elderly is to promote the well-being of the elderly in all aspects of their life, through services that will enable them to remain members of the community for as long as possible, and, to the extent necessary, to provide residential care suited to their varying needs.

4. Where possible, a full range of community support services and residential facilities will be provided on a District basis. As far as possible, compatible services, such as home help and day care centres, will be collocated under unified management.

5. Having regard to the progressive deterioration of health and physical conditions of some elderly residents, a spectrum of facilities will as far as practicable be provided in the same care home or in the neighbourhood so as to avoid the trauma of moving the residents to unfamiliar surroundings.

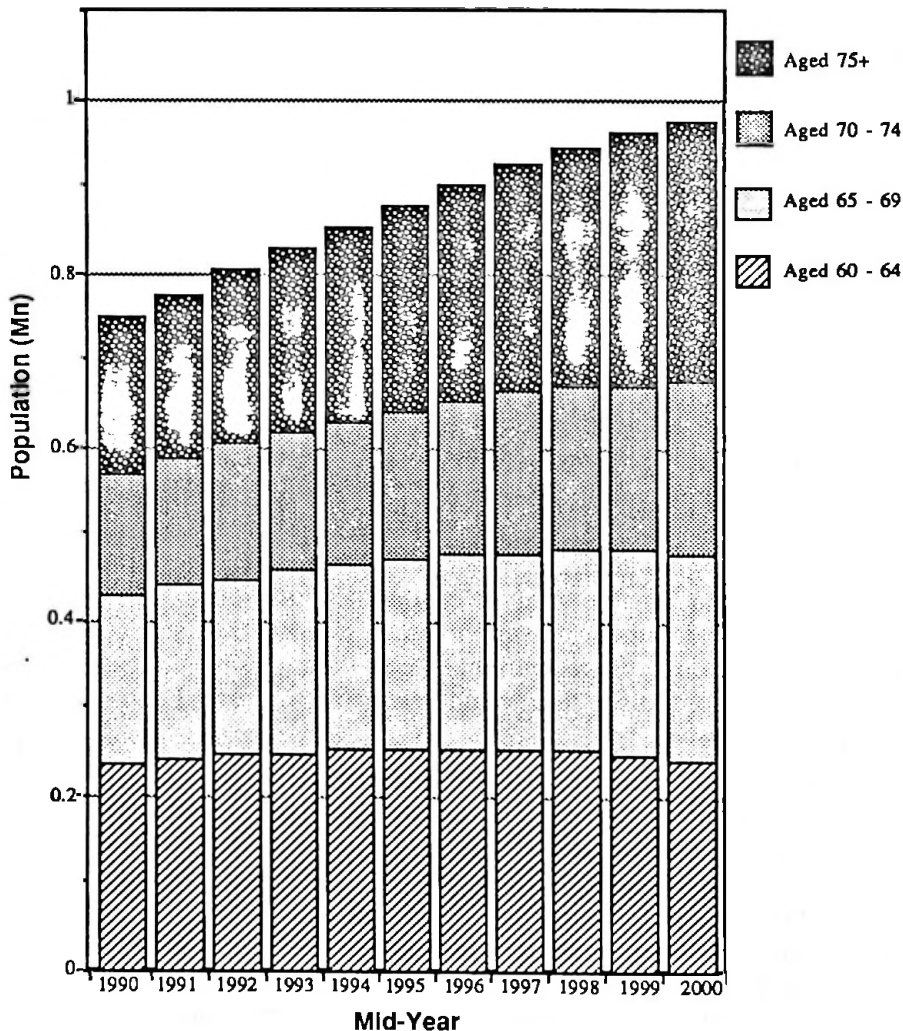
6. It is estimated that the elderly population in Hong Kong will rise from 748 700 in 1990 to 974 500 in 2000. The projected increase is illustrated in Chart III. Increasing life expectancy will result in a consistent increase in the age group 75 and above which is a group likely to have a greater need for services such as long-term health and residential care. The number of elderly living alone is also anticipated to increase. In the development of services, adequate regard will be given to these factors.

Community Support Services

7. Community support services play an important role in supporting the elderly to live in the community as long as possible. These include multi-service centres, social centres, day care centres and home help services. There are 17 multi-service centres which provide a full range of community support services, including social activities, home help, counselling, laundry, bathing and canteen facilities and community education on a District basis. Social centres, of which there are currently 155, provide organized activities and mutual help services to meet the social needs of the elderly. Nine day care centres provide a range of services to the elderly who are still mobile but in declining health and lacking family members to look after them on a full-time basis. Home help services provide meals, personal care, escort services, laundry and home management services to those in need of such help. They provide invaluable support to families and individuals. Finally, volunteers provide significant support to the elderly. Their services include the organization of recreational activities, visits, cleaning and redecoration, domestic assistance and escorting to medical consultations.

8. In view of the increasing elderly population, the expansion of community support services will be necessary. Greater emphasis will be given to domiciliary support and care through such services as the home help service. The latter service will be further developed and the greater involvement of volunteers and services, such as respite services, outreaching services, community education and support for the carers of the elderly, will continue to be encouraged. Services will be examined further to ascertain whether more elderly can be catered for by adjusting the mode of service delivery, possibly through a more integrated approach. In view of the wide range of support services available to the elderly, greater attention will be paid to the co-ordination of services to optimize their utilization.

Projected Elderly Population Mid-1990 to Mid-2000



9. With regard to the planning standards for community support services, these will in future be related to the size of the elderly population. Consideration will be given to improving the planning ratios of social centres for the elderly to one centre for every 3 000 elderly persons and of multi-service centres and day care centres to one centre per District with a proviso that the ratio for the latter may be increased to one centre to around 25 000 elderly persons.

Residential Services

10. Residential services are provided for those elderly who, for health or other reasons, are unable to look after themselves and who have no relatives or friends to assist when required. These include care and attention homes, homes for the aged and hostels. With regard to self-care hostels, these are being phased out and replaced by sheltered housing provided by the Housing Department. There are currently about 3 120 care and attention places, 6 700 places in homes for the aged and 2 700 hostel places. There is a continuing need for the expansion and improvement of such facilities, in particular care and attention homes.

11. During the 1980s, the most significant feature was the development of private homes for the aged, the service standards of which require monitoring. In 1988, a Voluntary Registration Scheme for Private Homes was introduced to guide the operations of private homes.

12. To provide a regulatory framework and a set of uniform standards for all homes for old people, whether they be private, non-profit making or subvented, legislation to control residential care homes will be introduced.

13. In 1989, a Bought Place Scheme was introduced on an experimental basis to buy places from private homes. It aims to encourage the operators to raise their standards. It is useful and should continue as long as it remains cost-effective and provides accommodation and care of an acceptable standard.

14. More residential places for the elderly will be provided. The current planning ratio for care and attention places at eight places per 1 000 elderly persons will be revised to an interim ratio of 11 places per 1 000 and it is acknowledged that a further review may be

warranted in the future. The planning ratio of homes for the aged, currently set at 10 places per 1 000 elderly persons, will be retained, again subject to further review.

15. In addition, self-supporting homes, particularly if operated by non-profit making organizations, will be encouraged to provide more residential facilities and the feasibility of providing assistance or incentives will be further addressed.

CHAPTER VII

SOCIAL SECURITY

In all societies there are members who lack the means, permanently or temporarily, to provide for themselves the basic necessities for adequate living. The overall objective of social security in Hong Kong is to provide for the basic and particular needs of those groups in the community who are in need of financial or material assistance.

2. Social security in Hong Kong comprises the following basic elements:—

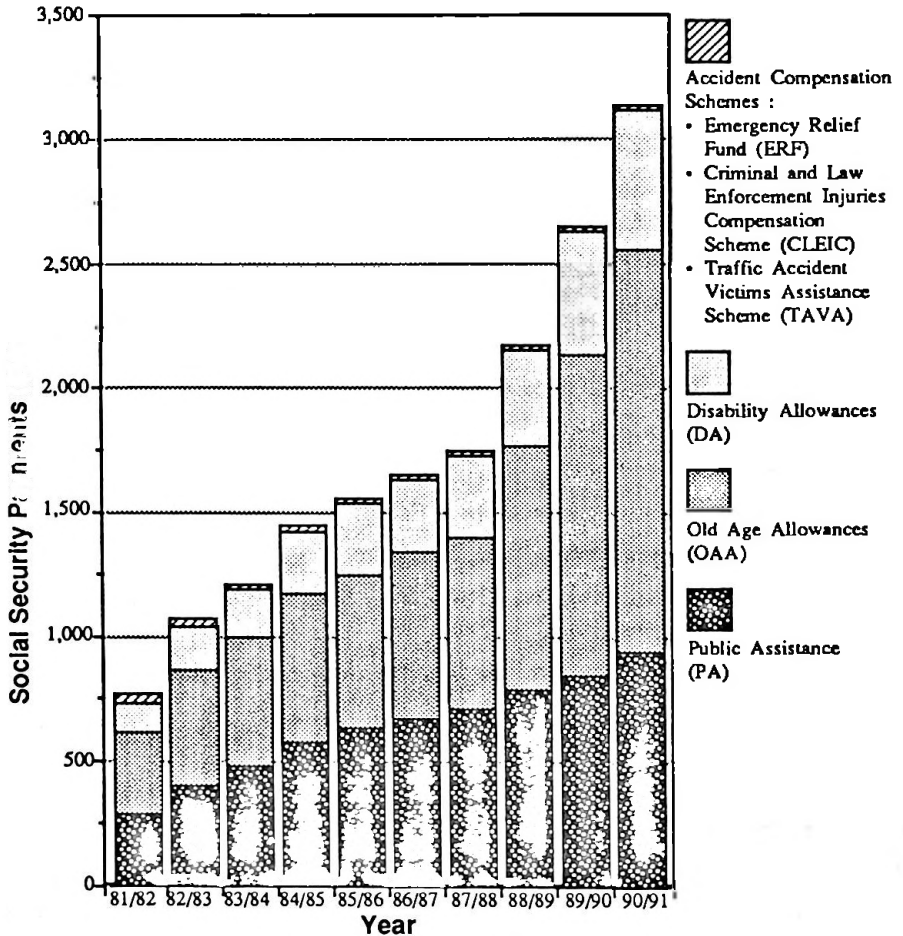
- (i) the Public Assistance Scheme;
- (ii) the Special Needs Allowance Scheme which has the following components—
 - (a) Old Age Allowance;
 - (b) Higher Old Age Allowance;
 - (c) Disability Allowance; and
 - (d) Higher Disability Allowance; and
- (iii) the Accident Compensation Schemes which cover—
 - (a) the Emergency Relief Service;
 - (b) the Criminal and Law Enforcement Injuries Compensation Scheme; and
 - (c) the Traffic Accident Victims Assistance Scheme.

An analysis of social security payments over the last 10 years is presented in Chart IV.

Public Assistance Scheme

3. The Public Assistance Scheme is means-tested and non-contributory and is related to an individual's or a family's means and needs. The active caseload of Public Assistance recipients in December 1990 was 66 383. There is a basic scale to meet essential items such as food, clothing, fuel and light, etc. Since 1981 the basic rates have been revised five times, based on the price movements of the Public Assistance Index of Prices. A rent allowance is payable to cover the cost of accommodation and additional supplements and special allowances are

Analysis of Social Security Payments for 1981/82 - 1990/91



- Notes: (1) The above figures show the amount of Government's contribution towards the schemes. They do not represent total payments from the Emergency Relief Fund and the Traffic Accident Victims Assistance Scheme which are also financed by income from other sources like levies, donations, etc.
- (2) Figures for 81/82 to 89/90 are actual payments while those for 90/91 are estimates at current year prices.
- (3) The above figures do not include administrative costs.

payable to meet special needs arising from old age, partial disability and personal or family circumstances which include school-related expenses, expenses incurred in starting employment and allowances for special diets. In addition Public Assistance clients are eligible for free medical treatment in Government hospitals and clinics. Under the Scheme a four-member family with no other income in 1989 received an average of \$3,190 per month. This represents in real terms an increase of about 31% since 1981. Similarly a singleton household's income rose by some 17% over the same period.

4. It is worth noting that 98.6% of Public Assistance recipients are in receipt of supplements of one form or another. On the basis of the 1990 rates, elderly singletons, who constitute two-thirds of the total number of cases, may be eligible to receive by way of basic rate and old age allowance \$1,078 plus a monthly rent allowance of up to \$488 and an annual long term supplement of \$870 and, dependent upon their circumstances, other allowances to cover dietary needs and certain travel expenses. A non-disabled singleton elderly person at present therefore could receive some \$2,100 per month. By way of further example, a four-member household is eligible to receive a basic rate of \$2,040, a maximum monthly rent allowance of \$1,238 and an annual long term supplement of \$1,740 and may be also eligible, dependent upon their circumstances, for additional variable payments for school-related expenses, fees for child care centres and other allowances covering dietary needs, disability etc.

5. The Public Assistance Scheme has been developed and refined significantly over the past 10 years. It has evolved from a scheme which provided for basic sustenance to one which is capable of meeting most needs for assistance. This has been achieved largely through the introduction of supplements and discretionary grants. It has resulted in the Public Assistance client's standard of living not lagging far behind that of the general population. As already noted, only 1.4% of those on Public Assistance are dependent solely on the basic rate. The Scheme has the advantage of being capable of responding to specific needs when those are established. It can respond to the need for future improvements as circumstances change.

6. The Public Assistance Scheme has been responsive to changing needs and is generally well-suited to the local context. However, it is accepted that children in families dependent upon Public Assistance

have special needs for their full development. It is agreed that a special supplement should be payable to enhance the general income of such families—to be spent at the discretion of the parents. A Child Supplement will therefore be introduced as soon as feasible for children of Public Assistance recipients—to be paid up to their 15th birthday and to those aged 15 to 18 in full-time education and not receiving educational grants at a flat rate of \$170 per month which is 1/4 of the Public Assistance basic rate.

Special Needs Allowance Scheme

7. The Special Needs Allowance Scheme aims to meet the special needs of the elderly and disabled persons. In December 1990, 375 098 elderly persons were receiving Old Age Allowances and 64 515 disabled persons were benefitting from Disability Allowances. The allowances are linked to the Public Assistance basic rate. The qualifying age for the Old Age Allowance has been progressively lowered from 70 years of age to 66 in 1990 and will be further lowered to 65 in 1991. The Higher Disability Allowance, which was introduced in 1988 to provide greater financial assistance to those severely disabled persons who require the constant care of others in their daily life, has been extended to cover all ages.

8. According to anticipated demographic trends, the number of persons eligible to receive the Old Age Allowance is scheduled to grow significantly over the decade. The recent extension of the Old Age Allowance from the 70 year-olds to the 65 year-olds carries the requirement of an income declaration. There is an unresolved debate as to whether to extend this requirement to even older persons.

Accident Compensation Schemes

9. The three schemes provide short-term assistance to tide a family or an individual over a serious and unforeseen setback which results in reduced or lost earnings or additional expenditure. In the course of the past decade a range of improvements has been made to the schemes, including the expansion of categories qualifying for assistance, the regular revision of rates payable, the extension of the maximum payment periods and a reduction in the minimum sick leave requirement where applicable.

Future Development

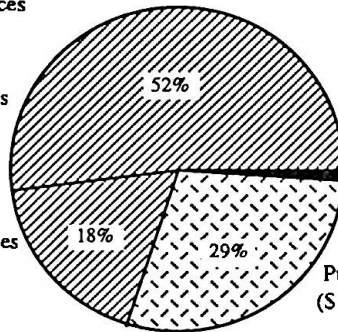
10. The social security schemes provide an assurance for the future in that the disadvantaged can expect assistance with confidence since they represent a firm commitment on the part of Government. The projected increase in expenditure over this decade under the Public Assistance Scheme, the Special Needs Allowance Scheme and the Accident Compensation Schemes is illustrated in Chart V. The various social security schemes will be kept under review and refined to ensure that they continue to respond to changing needs and that efficiency in service delivery is enhanced.

Analysis of Estimated Social Security Payments for 1991/92 & 1999/2000 (at 1990/91 Prices)

Special Needs Allowances
(\$2354 Mn) (70%)

(i) Old Age Allowances
(\$1748 Mn) (52%)

(ii) Disability Allowances
(\$606 Mn) (18%)



Accident Compensation Schemes
(\$27 Mn) (1%)

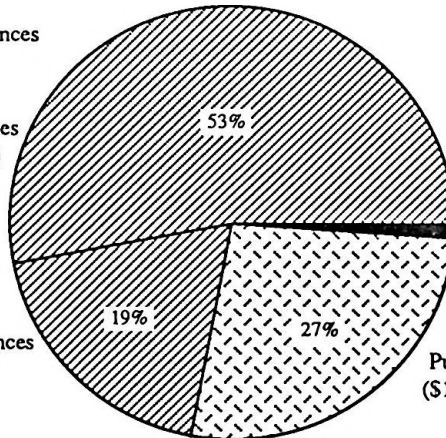
Public Assistance
(\$1008 Mn) (29%)

1991/92 Total : \$3389 Mn

Special Needs Allowances
(\$3354 Mn) (72%)

(i) Old Age Allowances
(\$2458 Mn) (53%)

(ii) Disability Allowances
(\$896 Mn) (19%)



Accident Compensation Schemes
(\$27 Mn) (1%)

Public Assistance
(\$1254 Mn) (27%)

1999/2000 Total : \$4635 Mn

Notes: (1) The above figures are the estimated amount of Government's contribution towards the schemes. They do not represent total payments from the Emergency Relief Fund and the Traffic Accident Victims Assistance Scheme which are also financed by income from other sources like levies, donations, etc.

(2) The above figures do not include administrative costs.

CHAPTER VIII

SUPPORT SERVICES

In addition to providing specific services to clients, there is a range of support services which contribute to the effective provision of these specific services.

Financing of Social Welfare

2. The subvention policy is founded on the principle that Government will provide adequate financial support to certain non-governmental organizations for the implementation of identified social welfare services, and organizations receiving such subventions are accountable to the public for the use of public funds. However, non-governmental organizations are not a part or an extension of Government; they are free to supplement subventions from other sources and have a degree of flexibility in the deployment of resources. They are expected to provide services at the level of standards envisaged and Government focusses its control on the measurement of output and performance, while maintaining overall financial monitoring.

3. Currently services are classified into two categories for subvention purposes—one which qualifies for 100% of recognized expenditure and one which is subvented at a lesser percentage. It is proposed to abandon the current classification of services into two categories and to devise a new and more flexible system. The present subvention system has deviated from the original concept of paying a calculated sum which would neither be topped up nor clawed back. It now operates on an 'actual' basis with the payment of conditional and unconditional allocations. It is time-consuming for both the recipients and the subvention controllers. It is proposed to move towards a standard cost system which will offer the providers greater flexibility in the use of resources and reduce administrative costs, provided that a value for money evaluation process can be developed.

4. The evaluation of subvented services aims to measure the effectiveness and efficiency of management in achieving service objectives as well as providing feedback for service development. The present

system of evaluation by visits from staff of the Social Welfare Department and the setting of objective indicators, to the extent introduced, does provide for a reasonable evaluation of services.

5. The establishment of objective criteria for the evaluation of subvented services will continue to be developed. Consideration will be given to providing for a more independent evaluation, possibly by using a small team of suitably qualified people from different backgrounds. They could examine those aspects of service, such as human and qualitative, which are not easily reflected through the existing information systems. Such an approach might allow for greater flexibility and innovation on the part of the service providers. It is also recognized that there should be greater consumer feedback on services.

6. As an alternative to the current system of subvention, the possibility of purchasing services from non-profit making organizations will be further considered. This concept is currently being applied to two schemes on an experimental basis. Indeed the greater involvement of non-profit making organizations in the provision of welfare services will be encouraged and employers will also be encouraged to provide more services and facilities for their employees, particularly in the form of child care services.

7. Social welfare is funded from public funds, various statutory funds, the Lotteries Fund, the Community Chest, private and public charitable donations, and the resources available to individual social welfare agencies. There are obviously limits to these funds and, in an increasingly affluent society, the principle of asking those who can afford to pay for the service provided is not unreasonable.

8. The concept of fee-charging should be further developed. This does not indicate a reduction on the part of Government's financial commitment to welfare services. Likewise it is not an attempt to recover the full costs. Fee-charging allows clients or users to make a contribution and discourages misuse of services. At present, the levels of fees that may be charged by agencies for providing subvented services are set by the Social Welfare Department. The income from the set levels of fees is fully taken into account in the allocation of subvention. In future, agencies that choose to charge fees in excess of the set levels should be able to use the additional income for the improvement and expansion of services.

9. In the context of fee-charging, there is a need to identify which services should attract fees and how the system should be applied. Clearly charges should not be applied to some services, such as outreaching social work, and, in some cases, only a nominal sum should be charged. Great care must be taken to ensure that no-one who is unable to contribute is either denied a service or is discriminated against. A working party involving the Health and Welfare Branch and the service agencies will be established to develop the concept of fee-charging.

Social Welfare Manpower Planning

10. The improvement, development and extension of welfare services are dependent upon the provision of adequate numbers of qualified staff. Manpower planning is therefore an essential element in the future development of services. Such planning has been significantly facilitated by the introduction of the Social Welfare Manpower Planning System in 1987, which replaced annual manpower surveys. The past decade has seen a serious shortfall of trained social workers and various strategies, both long and short term, have been introduced in an attempt to reduce the shortfall. A recent move was the introduction in 1989 of 'blister' programmes to increase student intake at both degree and diploma levels from 1989/90 to 1991/92. More recently, the Standing Commission on Civil Service Salaries and Conditions of Service has recommended adjustments to the salary structures of the Social Work Officer and the Social Work Assistant grades which may alleviate wastage rates. These recommendations, which have now been introduced, include improved salary entry points, the introduction of omitted points to allow for more rapid advancement and the creation of a new senior rank in the Social Work Assistant grade. They provide members of both grades with more favourable pay scales than their counterparts in grades requiring similar entry qualifications. It is recognized that better career prospects, together with improved training opportunities, will continue to have beneficial effects on staff recruitment and retention.

11. The implementation of the measures outlined in this White Paper will require a significant increase in staff at both the Social Work Officer and Social Work Assistant levels. The current manpower distribution by grades and the projected manpower requirements are illustrated in

Charts VI, VII and VIII. There are plans to double the number of degree places by 1995 and, assuming that the current 'blister' programmes are incorporated into the regular social work programmes, it is anticipated that there will eventually be an adequate supply of degree holders for recruitment into the Social Work Officer grade. However, as long as shortages persist, it will be necessary to employ suitable persons with qualifications other than in social work, to be provided with formal social work training after employment.

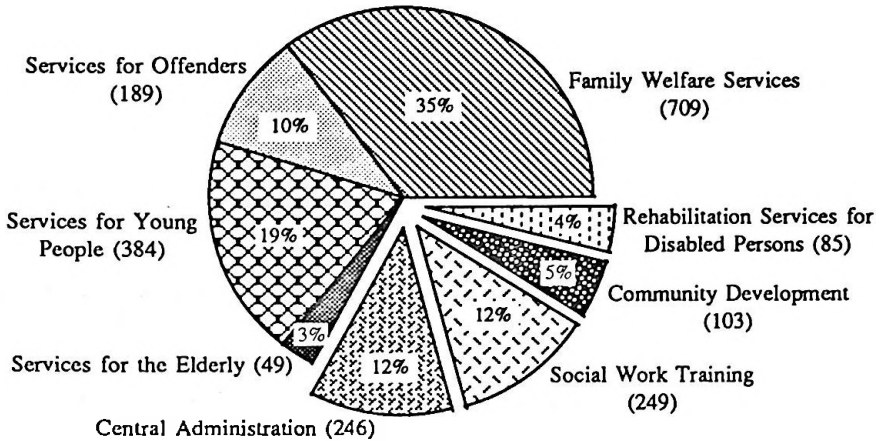
12. There will be difficulties in expanding the supply of social work diplomates and this, together with the relatively high wastage rate of diplomates both on graduation and in early service, will result in an on-going shortage in the Social Work Assistant grade. Any expansion of supply will be welcome but consideration will be given as to how to encourage grade entrants to develop their career within the grade. In the interim, academic institutions will be requested to consider providing more places for Welfare Workers to take up part-time diploma courses. The above issues will continue to be actively addressed by the Advisory Committee on Social Work Training and Manpower Planning and the Social Welfare Advisory Committee.

13. In any circumstances, but above all in a manpower shortage situation, it is vital that trained manpower is deployed to its optimum effect. The identification of services and tasks which do not require a professional social work input will continue to be undertaken by agency managements. However, it is acknowledged that any redeployment of resources is likely to be difficult and unpopular but its potential in better achieving objectives must not be ignored.

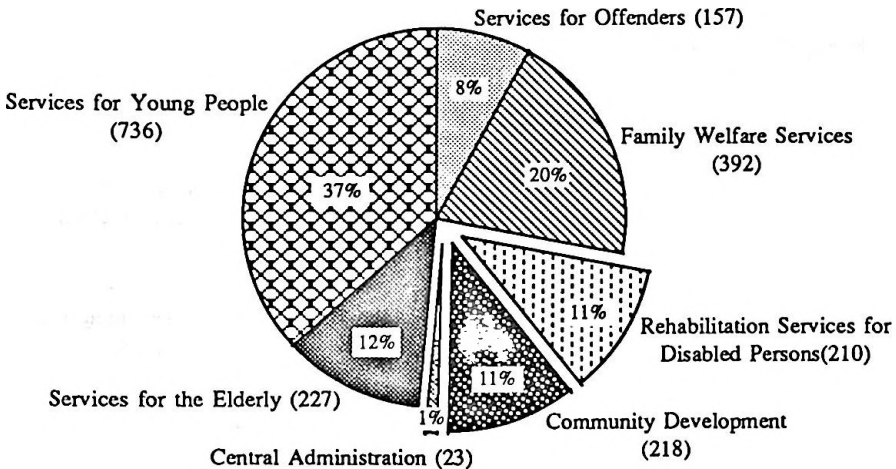
Social Work Training

14. The primary role for pre-service, specialist advanced and in-service training will continue to rest with the social work departments of the tertiary institutions. The Lady Trench Training Centre plays an important role in providing short-term in-service training courses for specific service areas both for government and non-government staff and in co-ordinating the overall provision of in-service training courses. In-service training is also provided by non-governmental organizations. The expansion of services and the introduction of new initiatives will create new demands for in-service training and the need to consider

Distribution of Social Work Officer (SWO) and Social Work Assistant (SWA) Grade Staff by Service Programmes as at 31.12.1989

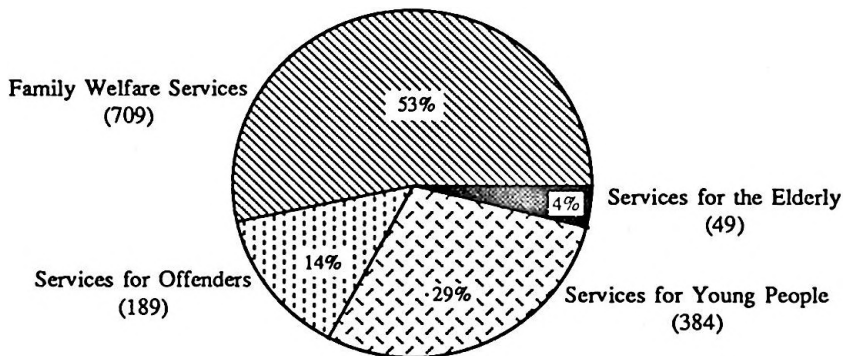


SWO Grade Staff Total : 2014

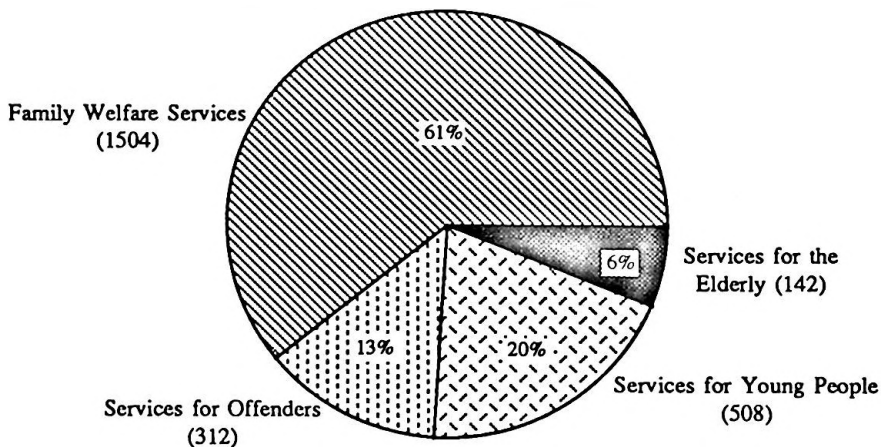


SWA Grade Staff Total : 1963

**Distribution of and Projected Demand
for Social Work Officer (SWO) Grade Staff
by Service Programmes Reviewed in the White Paper**



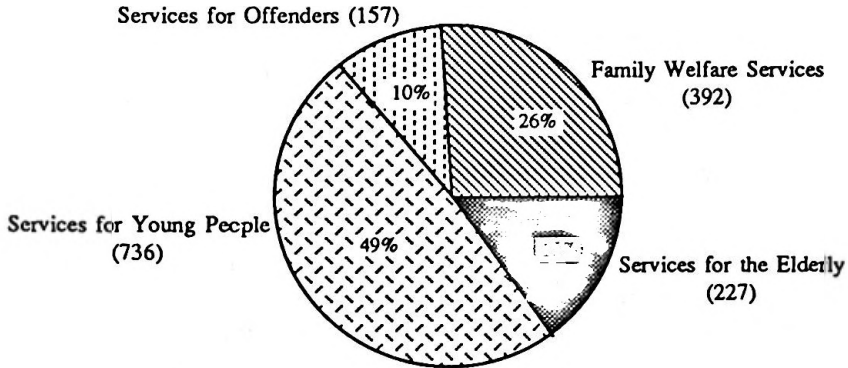
Actual Distribution as at 31.12.89 (Total : 1331)



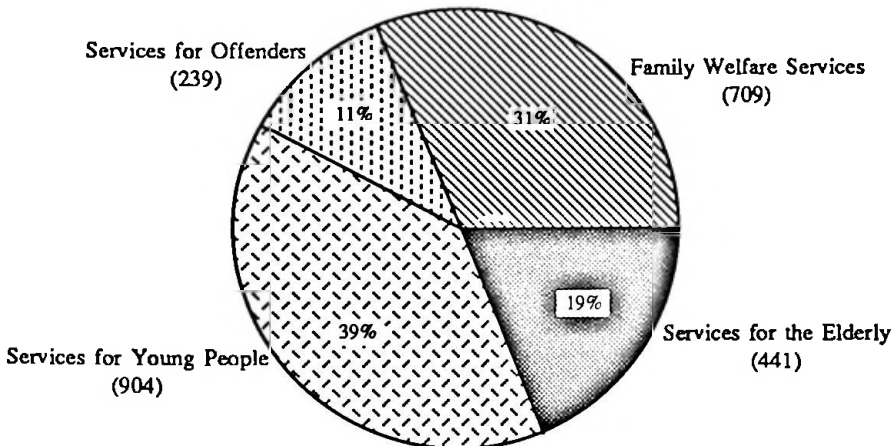
Projected Demand for 1999/2000 (Total : 2466)

Note: Manpower required for Central Administration cannot be apportioned according to individual service programmes and is not included in the above charts.

**Distribution of and Projected Demand
for Social Work Assistant (SWA) Grade Staff
by Service Programmes Reviewed in the White Paper**



Actual Distribution as at 31.12.89 (Total : 1512)



Projected Demand for 1999/2000 (Total : 2293)

Note: Manpower required for Central Administration cannot be apportioned according to individual service programmes and is not included in the above charts.

using other training sources will be borne in mind. The voluntary registration of social welfare personnel is being undertaken and this, together with improved training, will enhance the professionalism of social workers.

Co-ordination and Integration of Service Delivery

15. It is considered that in general the present mechanisms for co-ordinating service delivery are adequate although improvements are warranted to improve the interflow of information between different service units at District level and to provide better communication between welfare units and other social services.

16. It is clear that an integrated approach of service delivery will help to overcome the difficulties created by the compartmentalizing of clients' needs and the fragmenting of service provision. Such an approach will provide clients with a more convenient access to a wide range of services and enable more flexible and cost-effective use of available resources.

17. How services are integrated in actual practice depends on many factors, such as the needs of the target groups in the area or community concerned, resources including facilities, trained manpower available, and the particular agencies and departments involved. It is impractical to formulate a rigid model. An integrated approach, in respect of services capable of being integrated, will be adopted as appropriate.

18. Family and child care services are areas where integration could be considered so that a range of welfare services can be provided to different groups and age ranges within the family from a single convenient source.

19. In addition, there are valid grounds for the greater integration of welfare services for children and youth, combining the current provision of children and youth centres, outreaching social work and school social work with a view to providing a comprehensive range of services by the same agency on a geographical basis. Measures will also be taken to improve co-operation between departments and organizations catering for the young and ensure a more co-ordinated approach on the part of the various policy makers. Integration in this area will focus on the total needs of young people.

20. In addition to the points made in paragraphs 4 and 5 of Chapter VI on services for the elderly, account must also be taken of the many other services provided by other departments, municipal councils, District Boards and other organizations. In the context of residential housing for the elderly, mention must be made of the considerable assistance provided by the Housing Authority, the Housing Department, the Hong Kong Housing Society and the Land Development Corporation in providing a range of appropriate accommodation for the elderly. There are a number of schemes which give priority for public housing to the elderly. In this connection special efforts will be made to provide suitable housing assistance for those elderly persons who live either in sub-standard accommodation, e.g. bedspace apartments, or who have no home and thus sleep in the street. This assistance will include compassionate rehousing or urban hostel accommodation for those who prefer it.

21. While Government accepts responsibility for the care of the elderly, this role should continue to be shared with the community represented by the family and other organizations. These roles should be complementary and integrated. There is a clear need for a better interface between those services for the elderly which fall within the programme area of the Social Welfare Department and other services such as hospital services, primary health care, housing, transport etc. The Central Committee on Services for the Elderly, established in 1987 with representatives from different government departments and social welfare organizations, can contribute to this end by meeting on a regular basis.

22. There is indeed a need to improve the interface of all social welfare services with other social services such as health, education, housing and rehabilitation. A considerable degree of integration of approach has been achieved with the Housing Department and this will be further developed. The relevant policy Branches in Government should consider the family perspective when developing policies that have implications on the family as a unit and a resource.

Volunteer Services

23. The further development of volunteer services is viewed as an investment in human resources which enhances individual development and the building up of a caring society. Adequate training opportunities for volunteers are to be provided to enable them to carry out their services adequately.

Research

24. Research in the social welfare field is usually aimed at providing information which will allow the improvement of services in the field and thus meet more adequately the established needs of the community. In many respects research is rightly the preserve of academics and research personnel but practising professional social workers can also make valuable contributions to research and there may be scope for joint research between academics and welfare practitioners. The co-ordination of research should be improved so as to minimize duplication and to identify important areas for research.

Planning Mechanism

25. The White Paper is a statement of policies and objectives for the future development of social welfare services the implementation of which requires planning. The principal mechanism for social welfare planning is the Five Year Plan for Social Welfare Development, which was introduced in 1973. It shows the extent to which the policy objectives relating to the various services has been achieved and sets specific targets for the further expansion of services over a five year period. The Plan is reviewed in depth biennially with a mid-term progress review in alternate years. The reviews involve representatives of both the Social Welfare Department and the subvented sector.

26. The contents of this White Paper, particularly the implementation schedule at Appendix F, will be reflected in the next review of the Five Year Plan in early 1991. The planning targets from the implementation schedule will be fed into the Five Year Forecast of Expenditure and the Annual Estimates of the Social Welfare Department. The planning targets in the implementation schedule will be subject to a mid-term review in the light of progress made by 1995-96 and therefore interim targets for that year have been included in the schedule.

27. The Social Welfare Advisory Committee advises Government on social welfare policy matters. It also monitors the development of social welfare policies as prescribed for implementation in the Five Year Plan and other government departments are involved as required. Its members are appointed on a personal basis, and membership is drawn from the welfare field as well as from other sectors of the community.

28. The planning mechanism needs to be kept under constant review and improved, as necessary, to ensure that it remains sensitive to changing needs.

CHAPTER IX

THE WAY FORWARD

The future will see an increased emphasis on the family as a unit, children and youth at risk and the elderly. Whenever resource constraints dictate a need to prioritize programmes, precedence will be given to developments which focus on these groups.

2. This White Paper sets out how the various services should be developed to meet the needs and expectations of the community into the 1990s and beyond. The emerging social situation is such that there can be no question of any reduction of commitment to social welfare but rather an expansion in both quantity and quality of services will be required—to be provided in a more flexible and imaginative way in order to meet rapidly changing needs. Some existing services fall short of meeting identified demand, particularly in the areas of services for the elderly and child care. It will be necessary to ensure that these service gaps are filled as soon as possible while developing and refining services in the light of changing circumstances—to the extent which resources permit.

3. It is clear that many welfare services would benefit from a higher degree of integration. There would be advantages to both the clients and the providers if a range of services for different target groups could be made available at a single location by a single organization. The integration of programmes and services will be actively pursued. While greater integration will allow for the better utilization of scarce professional manpower and for the greater convenience of clients, this approach does not detract from the value of smaller organizations or those which specialize in specific areas of service. Care must be taken to ensure that these organizations are not disadvantaged in the process of integration.

4. There is a need to improve the co-ordination of social welfare services with the many other social services provided by other departments and organizations. The feasibility of a multi-disciplinary approach, involving different departments and utilizing common premises, will be further examined. Finally at the policy level, the different policy makers should take greater cognizance of welfare concepts such as the family unit and the welfare of the child when formulating policies for their respective policy areas.

5. The rising level of educational standards has brought about a greater appreciation of social welfare. Nevertheless, greater publicity and education are required to promote public awareness of welfare services. Both the developmental and remedial functions of services require to be emphasized. More effective public education and publicity will help prevent the occurrence of social problems, provide information on assistance to people in need and promote the public's readiness to contribute to social welfare.

6. The development of social welfare is related to a society's system of values. Public education is important to instil proper concepts and social attitudes such as the role of men and women, responsible adulthood and parenthood, positive perception of ageing, civic-mindedness and community concern. Such attitudes can contribute to the well-being of society. Public education can be promoted in schools, through the media and family life education.

7. The further development of social welfare services is dependent upon the availability of adequate numbers of professional staff. In recent years there have been serious shortages and, in some areas, shortages are expected to persist. The Advisory Committee on Social Work Training and Manpower Planning and the Social Welfare Advisory Committee will be addressing the issue and advising how these problems may be resolved. The increasing complexity of casework and the ongoing need to refine services will necessitate greater emphasis on specialized training and again the two committees will have an increasingly important role to play in this area.

8. In addition to developing the services provided by Government and the subvented sector, encouragement will be given to non-profit making organizations and to employers to increase their involvement in the provision of social welfare services.

9. The more significant developments to be achieved in the 1990s are listed below:—

Services for the Family and Child Care (Chapter IV)

- * Government will continue to meet its commitments for family casework and counselling in full (paragraph 6)
- * Home help services will be progressively expanded and accorded high priority (paragraph 8)

- * The services available to single parent families will be expanded to meet the increase in demand (paragraph 11)
- * The introduction of innovative approaches to counselling services will be further encouraged (paragraph 12)
- * The provision of day nurseries will be expanded and a more flexible approach to service delivery will be adopted (paragraph 16)
- * Day creche services will be expanded, particularly in the New Towns (paragraph 18)
- * In the provision of residential child care services, non-institutional facilities, such as foster homes and small group homes, will take precedence over institutions (paragraph 20)
- * Greater protection of children from abuse and neglect will be provided (paragraph 22)

Services for Children and Youth (Chapter V)

- * The mode of operation of children and youth centres will be reviewed to maximize their contributions to the overall development of the young (paragraph 7)
- * Outreaching social work services will be progressively improved (paragraph 9)
- * School social work services will be progressively improved (paragraph 11)
- * The involvement of young people in volunteer services will be further encouraged and developed (paragraph 15)

Services for the Elderly (Chapter VI)

- * Support services for the elderly, particularly in the form of domiciliary support and increased assistance for their carers, will be expanded (paragraph 8)
- * The planning ratios for services for the elderly will be improved (paragraphs 9 and 14)
- * Legislation to control residential care homes will be introduced (paragraph 12)
- * Residential services for the elderly will be expanded (paragraphs 14 and 15)

Social Security (Chapter VII)

- * The Public Assistance Scheme will be augmented by specific and periodic improvements aimed at meeting individual needs, the next step in this direction being the introduction of a Child Supplement (paragraph 6)
- * The existing social security schemes will be kept under review and will continue to be refined (paragraph 10)

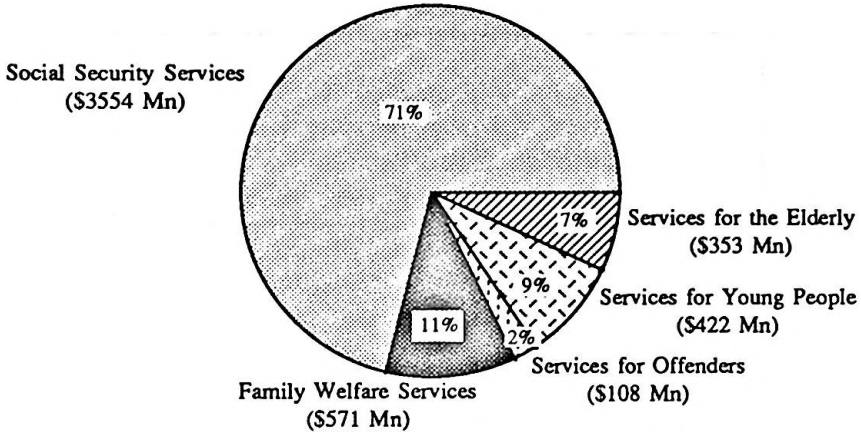
Support Services (Chapter VIII)

- * The standard cost system for subventions will be further developed (paragraph 3)
- * The evaluation system for subvented services will be improved (paragraph 5)
- * The concept of fee-charging will be further developed (paragraph 9)
- * Efforts will continue to be made to improve the manpower situation (paragraphs 11 and 12)
- * An integrated approach will be adopted as appropriate (paragraph 17)
- * Research will be encouraged and better co-ordinated (paragraph 24)

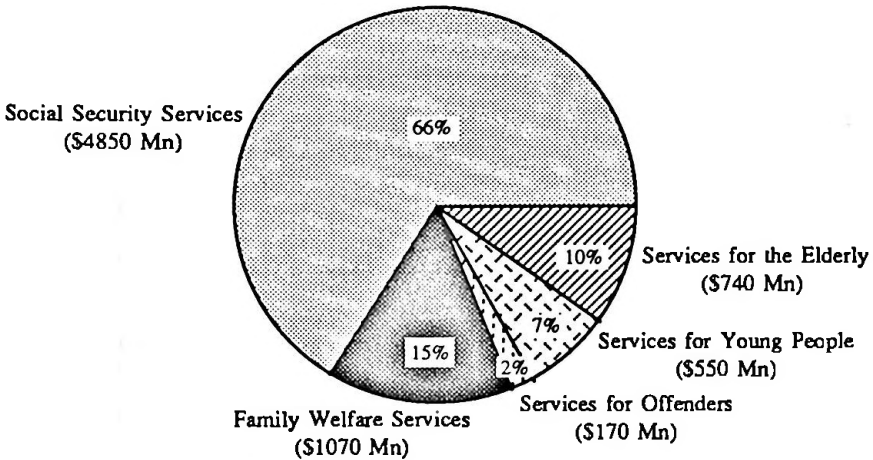
10. The policy developments outlined in this White Paper will be implemented as resources permit. An analysis of expenditure for implementing all the services and projects in the White Paper for 1991/92 and 1999/2000 is presented in Charts IX and X. The major items are further detailed in the implementation schedule at Appendix F. The projection of expenditure in Charts IX and X is in 1990/91 prices and takes account of the additional expenditure which will be incurred by the coming on stream of the different facilities as well as the planned expansion and improvement of services. It assumes that existing service gaps will be filled and the different planning ratios as described in the previous Chapters will be fulfilled. The projected social security expenditure is based on past trends and population projections.

11. Social security is scheduled, as illustrated in Chart IX, to continue to account for a very large percentage of social welfare expenditure. It represents a firm and open-ended commitment on the part of

Analysis of Estimated Recurrent Expenditure for 1991/92 & 1999/2000 (at 1990/91 Prices) by Service Programmes Reviewed in the White Paper



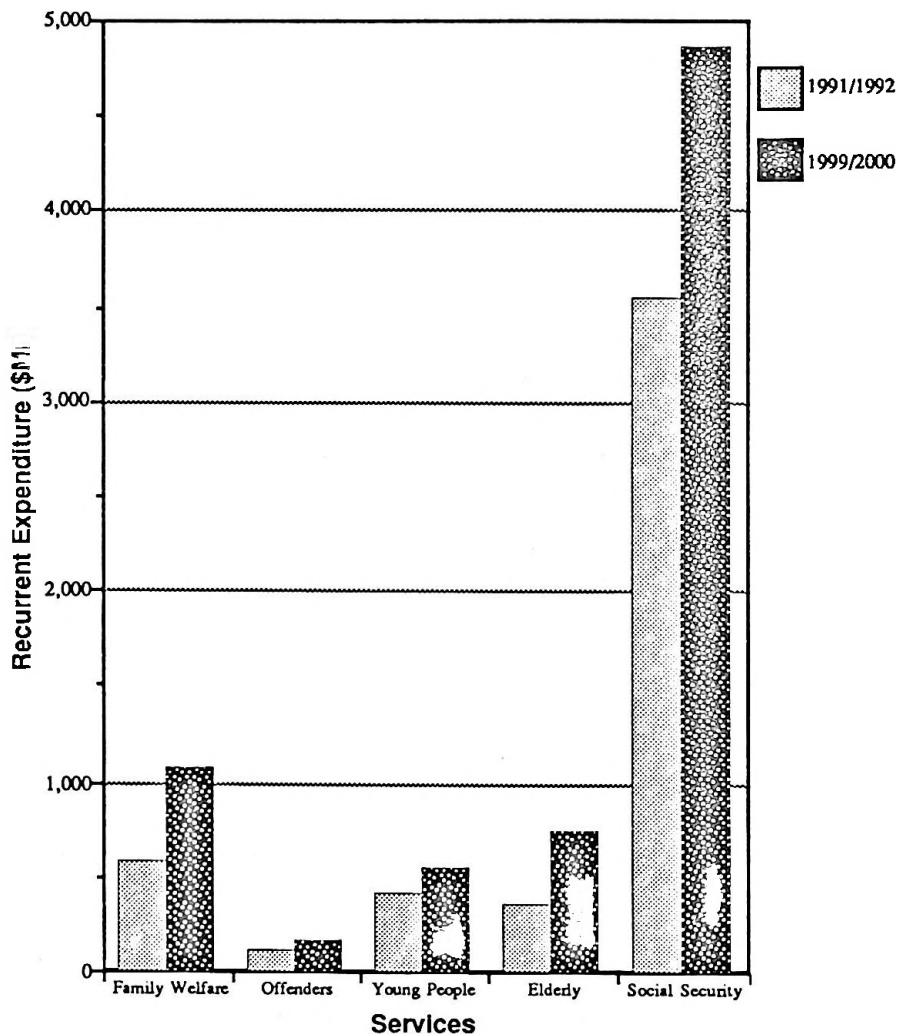
1991/92 Total : \$5008 Mn



1999/2000 Total : \$7380 Mn

Note: The above expenditure figures include administrative costs.

Comparison of Estimated Recurrent Expenditure in 1991/92 & 1999/2000 (at 1990/91 Prices) by Service Programmes Reviewed in the White Paper



Note: The above expenditure figures include administrative costs.

Government to assist the disadvantaged who can with confidence expect to be supported and to receive the benefits appropriate to their circumstances. It will remain a significant bolster to local stability.

12. It is acknowledged that there are significant shortfalls in the current provision of social welfare services. These are especially evident in the provision of residential facilities for the elderly and in day care for children. It is important that these inadequacies are corrected as a matter of urgency.

13. Innovation, flexibility and integration in the design and delivery of programmes and services must be accorded greater emphasis to ensure that limited resources are utilized to the optimum and that access by clients to a comprehensive range of services is improved.

14. Hong Kong is a rapidly developing community. Its values and needs are constantly changing. It will therefore be necessary to keep under review all welfare services to ensure that they are adjusted and refined to continue to meet the changing needs and evolving aspirations of the community. To this extent the plans enunciated in this White Paper must be viewed as flexible.

15. It is anticipated that the immediate future will present challenges. There will also be constraints in the form of limited manpower and financial resources. However, Hong Kong's social welfare has a sound foundation on which to build up a caring community. With the joint commitment of Government, the non-governmental organizations and the community, Hong Kong can further develop its social welfare services into the 1990s and beyond.

Terms of Reference of the Working Party on Social Welfare Policies and Services

1. In consultation as appropriate with the Social Welfare Advisory Committee, to formulate proposals in the form of a draft White Paper on the objectives and further development of social welfare services, including an assessment of the resource implications of implementing the proposals.
2. In undertaking the task at (1) above, to:—
 - (a) review current policies and the projected provision of existing social welfare services, including social security;
 - (b) have regard to the socio-economic and demographic trends; and
 - (c) realistically take into account
 - (i) the likely manpower and financial constraints within the next few years, and the inevitable need to determine priorities;
 - (ii) the need to ensure that existing or proposed new services provide the best value for money.

Working Party
on
Social Welfare Policies and Services
(January 1990 to March 1991)

- Chairperson :** Secretary for Health and Welfare
The Hon. Mrs. Elizabeth WONG, ISO, JP
(12.1.90–6.1.91)
Mr. Michael CARTLAND, JP
(7.1.91–13.2.91)
The Hon. Mrs. Elizabeth WONG, ISO, JP
(14.2.91–13.3.91)
- Members :** Professor Edward CHEN
Professor Nelson CHOW, MBE, JP
Mr. David CHU
Miss Kay KU
Mr. Thomas KWOK
Mrs. Teresa LAM
Mr. Eric LI
Mr. NG Shui-lai
Dr. WONG Hoi-kwok
Ms. Alice YUK
Director of Social Welfare
A representative of Health and Welfare Branch
A representative of Finance Branch
- Secretaries :** Mrs. Louise S Y WONG
Mr. James MICHIE, OBE

Membership of the Five Sub-committees

I. Working Party on Social Welfare Policies and Services: Family and Child Care Sub-committee

Chairman : Assistant Director of Social Welfare
(Family Welfare Services)

Members : Miss Mariana CHAN
Miss Cynthia CHAU
Mrs. Patricia CHU
Miss Mary HO
*Mr. Thomas KWOK
*Mr. Eric LI
Mr. Thomas MULVEY
*Mr. NG Shui-lai
Mr. Tony PANG
(Co-opted for the 5th meeting)
Miss Nora YAU
Mrs. Katherine YOUNG

Secretary : Mrs. Marie HO

II. Working Party on Social Welfare Policies and Services: Children and Youth Sub-committee

Chairman : Assistant Director of Social Welfare
(Youth and Rehabilitation)

Members : Mr. Paul K C CHAN
Mr. Paul Y P CHAN
Mrs. Agnes CHOW
Miss CHU Fook-lan
Ms. Junia HO
*Mrs. Teresa LAM
*Mr. Eric LI
Ms. Jane TSUEI
Mrs. Angelina YUEN

Secretary : Mr. William YAM

* Denotes Working Party Members

**III. Working Party on Social Welfare Policies and Services:
Elderly Sub-committee**

Chairman : Assistant Director of Social Welfare
(Family Welfare Services)

Members : Mr. Simon CHENG
Dr. Iris CHI
Mr. KO Hau-ming
Mrs. Victoria KWOK
Mrs. Esther LAM
Dr. NG Yau-yung
Mr. Angus TSANG
*Dr. WONG Hoi-kwok
*Ms. Alice YUK

Secretary : Mrs. Marie HO

**IV. Working Party on Social Welfare Policies and Services:
Social Security Sub-committee**

Chairman : Assistant Director of Social Welfare
(Social Security)

Members : Mr. Paul Y P CHAN
Dr. Raymond CHIEN
*Professor Nelson CHOW, MBE, JP
*Miss Kay KU
Dr. Henry MOK
Mr. SIU King-chiu
*Dr. WONG Hoi-kwok
Mr. YU Chung-yin

Secretary : Mr. William YAM

* Denotes Working Party Members

**V. Working Party on Social Welfare Policies and Services:
Support Sub-committee**

Chairman : Assistant Director of Social Welfare
(Subventions)

Members : Mr. Patrick CHAN
Mr. Paul Y P CHAN
*Professor Nelson CHOW, MBE, JP
Mrs. Eva LI KO
*Miss Kay KU
*Mrs. Teresa LAM
Mr. LAW Hing-chung
(Co-opted for the 2nd and 4th meetings)
Mrs. Anna LEUNG
(Co-opted for the 3rd and 4th meetings)
Mrs. Justina LEUNG
Professor Felice LIEH-MAK, JP
*Mr. NG Shui-lai
Mrs. Nancy TSE
*Dr. WONG Hoi-kwok
Mr. Howard YOUNG
*Ms. Alice YUK

Secretary : Mr. William YAM

* Denotes Working Party Members

Summary of Public Submissions by Source

<i>Source</i>	<i>Number of Submissions Received</i>	
	<i>First Round of Consultation</i>	<i>Second Round of Consultation</i>
Individuals	79	60
Organizations/Group Submissions*	114	118
Social Welfare Agencies	48	39
District Boards and their Sub-committees	21	20
Total:	262	237

* Submissions jointly presented by three signatories or more are classified as group submissions.

Summary of Public Reaction

- (a) It was generally acknowledged that the present system of social welfare services was built on sound and acceptable foundations but that improvements and innovation would be necessary to meet the changing needs and expectations in society in the 1990s and beyond;
- (b) It was generally agreed that the stated philosophy and the general directions proposed for the development of social welfare services were acceptable;
- (c) Concern was expressed about a number of issues that fell outside the scope of the review, such as retirement schemes, rehabilitation, community building and other related issues;
- (d) It was urged that greater attention be paid to resolving the current and forecast manpower shortages;
- (e) It was felt that the concepts of fee-charging and the integration of service delivery required further clarification;
- (f) The proposed improvements to services for the elderly and child care were supported while more generous public assistance rates were advocated;
- (g) Queries were raised on the priority accorded to the development of services for young people; and
- (h) There was criticism of the apparent lack of commitment to funding and the absence of any clear indication as to how the proposals in the draft White Paper might be implemented.

Implementation Schedule of Major Items

Services for the Family and Child Care

<i>Item</i>	<i>91/92</i>	<i>Additional Provision by 95/96</i>	<i>Additional Provision by 99/2000</i>
A. Family Services			
1. Additional caseworkers to meet increase in demand (1:70 cases)	(428) social workers	+160 (588)	+321 (749)
2. Creating the posts of senior practitioners	(0) social workers	+31 (31)	+66 (66)
3. Additional family life education workers to meet an improved planning ratio of 1:50 000 target population	(59) social workers	+15 (74)	+22 (81)
4. Additional clinical psychologists to meet increase in demand	(13) clinical psychologists	+16 (29)	+36 (49)
5. Additional home help teams	(64) teams	+44 (108)	+70 (134)
6. Expansion of family aide services	(4) workers	+31 (35)	+45 (49)
7. Extending temporary shelter/urban hostels/day relief facilities for street sleepers	(2) centres	+4 (6)	+7 (9)
8. Additional medical social workers to meet increase in demand	(235) social workers	+201 (436)	+340 (575)

Figures in brackets denote the total provision in that year.

<i>Item</i>	<i>91/92</i>	<i>Additional Provision by 95/96</i>	<i>Additional Provision by 99/2000</i>
B. Day Care Services			
1. Expansion of aided day nursery places	(21 249) aided places	+ 5 600 (26 849)	+ 10 434 (31 683)
2. Expansion of day creche places	(1 000) subvented places	+ 1 000 (2 000)	+ 2 000 (3 000)
C. Residential Care Services			
1. Expansion of foster care places	(220) places	+ 280 (500)	+ 360 (580)
2. Additional small group homes	(17) homes	+ 42 (59)	+ 60 (77)
3. Additional places in children's homes, homes/hostels for boys/girls and half-way house	(1 608) places	+ 170 (1 778)	+ 310 (1 91)

Figures in brackets denote the total provision in that year.

Implementation Schedule of Major Items

Services for the Offenders

<i>Item</i>	<i>91/92</i>	<i>Additional Provision by 95/96</i>	<i>Additional Provision by 99/2000</i>
1. Additional social workers for aftercare services for ex-prisoners to meet increase in demand	(23) social workers	+16 (39)	+31 (54)
2. Additional probation officers to meet increase in demand	(100) social workers	+36 (136)	+77 (177)

Figures in brackets denote the total provision in that year.

Implementation Schedule of Major Items

Services for Children and Youth

<i>Item</i>	<i>91/92</i>	<i>Additional Provision by 95/96</i>	<i>Additional Provision by 99/2000</i>
A. School Social Work			
1. Improvement of manning ratio (1 school social worker to 2 000 student population)	(150) social workers	+78 (228)	+64 (214) (Note 1)
B. Children and Youth Centres			
1. Additional children and youth centres (Note 2)			
(i) Children and youth centres	(154) centres	+36 (190)	+52 (206)
(ii) Children centres (Note 3)	(52) centres	-12 (40)	-14 (38)
(iii) Youth centres (Note 3)	(56) centres	-9 (47)	-11 (45)

Figures in brackets denote the total provision in that year.

Note 1: The student population of secondary schools is forecast to decline after 95/96, therefore the demand for school social workers will decrease accordingly.

Note 2: A combined children and youth centre is counted as two centre units. The number of children and youth centre units in 91/92 will be 416 (154 × 2 + 52 + 56).

Note 3: The number of single children centres and youth centres shows a decrease as some of these centres have been and will continue to be reprovisioned and turned into combined children and youth centres which represent a preferred mode of service delivery.

<i>Item</i>	<i>91/92</i>	<i>Additional Provision by 95/96</i>	<i>Additional Provision by 99/2000</i>
C. <i>Outreaching Social Work</i>			
I. Additional outreaching teams (Note 4)	(26) teams	+4 (30)	+4 (30)

Figures in brackets denote the total provision in that year.

Note 4: Current target will be reached in 93/94 at which time the further development of the service will be reviewed.

Implementation Schedule of Major Items

Services for the Elderly

<i>Item</i>	<i>91/92</i>	<i>Additional Provision by 95/96</i>	<i>Additional Provision by 99/2000</i>
A. Residential Services			
1. Additional places in homes for the aged (10 places per 1 000 elderly people)	(7 490) places	+968 (8 458)	+2 110 (9 600)
2. Additional places in care and attention homes (revised planning ratio of 11 places per 1 000 elderly people)	(3 702) places	+4 095 (7 797)	+6 355 (10 057)
3. Bought Place Scheme	(500) places	(500)	(500)
4. Additional infirmary units in care and attention homes (1 unit = 20 places)	(18) units	+12 (30)	+24 (42)

Figures in brackets denote the total provision in that year.

- Remarks:*
1. The Social Welfare Department is actively liaising with some non-governmental organizations, such as the Tung Wah Group of Hospitals, the Hong Kong Christian Service, the Yan Chai Hospital, to pursue the idea of opening more self-financing homes by these agencies.
 2. The number of places required under items A1 and A2 may be reduced following the likely expansion of licensed private homes and self-financing homes.
 3. There is correlation between items A2 and A3—an increase in places under the Bought Place Scheme would mean a reduction in the demand for care and attention places.

<i>Item</i>	<i>91/92</i>	<i>Additional Provision by 95/96</i>	<i>Additional Provision by 99/2000</i>
B. Community Support Services			
1. Additional multi-service centres (revised planning ratio of 1 centre to 25 000 elderly people)	(17) centres	+12 (29)	+21 (38)
2. Additional day care centres (revised planning ratio of 1 centre to 25 000 elderly people)	(11) centres	+19 (30)	+27 (38)
3. Additional social centres (revised planning ratio of 1 centre to 3 000 elderly people)	(165) centres	+91 (256)	+155 (320)

Figures in brackets denote the total provision in that year.

Implementation Schedule of Major Items

Social Security

<i>Item</i>	<i>91/92</i>	<i>Additional Provision by 95/96</i>	<i>Additional Provision by 99/2000</i>
A. <i>Public Assistance</i>			
1. Projected increase in caseload	(70 400) cases	+ 7 800 (78 200)	+ 14 900 (85 300)
2. Introduction of a Child Supplement	(22 700) persons	+ 2 300 (25 000)	+ 4 100 (26 800)
B. <i>Old Age Allowances</i>			
1. Projected increase in caseload	(416 100) persons	+ 85 100 (501 200)	+ 168 900 (585 000)
C. <i>Disability Allowances</i>			
1. Projected increase in caseload	(69 100) persons	+ 16 500 (85 600)	+ 33 000 (102 100)

Figures in brackets denote the total provision in that year.

<i>Item</i>	<i>91/92</i>	<i>Additional Provision by 95/96</i>	<i>Additional Provision by 99/2000</i>
D. Accident Compensation Schemes			
I. Meeting demand of new paid cases			
(i) CLEIC (Note 1)	(830) cases	(830)	(830)
(ii) TAVA (Note 2)	(5 900) cases	(5 900)	(5 900)
(iii) ERF (Note 3)	—	—	—

Figures in brackets denote the total provision in that year.

Note 1: CLEIC (Criminal and Law Enforcement Injuries Compensation Scheme)—the average number of new paid cases per year was 830 from 86/87 to 89/90. It is assumed it will remain constant.

Note 2: TAVA (Traffic Accident Victims Assistance Scheme)—the number of new paid cases per year is estimated to be constant at the 89/90 level.

Note 3: ERF (Emergency Relief Fund)—it is difficult to make an accurate estimate of the number of cases for emergency relief payments as the frequency of disasters and the number of victims involved will vary from year to year.

Implementation Schedule of Major Items

Support Services

<i>Item</i>	<i>91/92</i>	<i>Additional Provision by 95/96</i>	<i>Additional Provision by 99/2000</i>
Extension of standard cost subvention to services (excluding services under the community development and rehabilitation programmes)	(22) services	+6 (28)	+14 (36)

Figures in brackets denote the total provision in that year.

