

**立法會**  
**Legislative Council**

LC Paper No. CB(2)2261/03-04

(These minutes have been  
seen by the Administration)

Ref : CB2/PL/WS

**Panel on Welfare Services**

**Minutes of meeting**  
**held on Monday, 5 January 2004 at 10:45 am**  
**in Conference Room A of the Legislative Council Building**

**Members present** : Hon CHAN Yuen-han, JP (Chairman)  
Dr Hon LAW Chi-kwong, JP (Deputy Chairman)  
Hon Cyd HO Sau-lan  
Hon LEE Cheuk-yan  
Hon Fred LI Wah-ming, JP  
Hon Mrs Sophie LEUNG LAU Yau-fun, SBS, JP  
Hon LEUNG Yiu-chung  
Hon CHOY So-yuk  
Hon LI Fung-ying, JP  
Hon Henry WU King-cheong, BBS, JP  
Hon Michael MAK Kwok-fung  
Hon Albert CHAN Wai-yip  
Hon WONG Sing-chi  
Hon Frederick FUNG Kin-kee

**Members absent** : Dr Hon David CHU Yu-lin, JP  
Dr Hon YEUNG Sum

**Public Officers attending** : All items  
Mr Paul TANG, JP  
Director of Social Welfare

Item II

Miss Ophelia CHAN  
Assistant Director of Social Welfare  
(Rehabilitation and Medical Social Services)

Mr Stephen PANG  
Commissioner for Rehabilitation  
Health, Welfare and Food Bureau

Item III

Miss Susie HO  
Deputy Secretary for Health, Welfare and Food (Welfare)

Miss Diane WONG  
Principal Assistant Secretary for Health, Welfare and Food (Welfare)

Mrs Grace NG  
Project Management Officer  
Health, Welfare and Food Bureau

**Clerk in attendance** : Miss Mary SO  
Chief Council Secretary (2) 4

**Staff in attendance** : Miss Millie WONG  
Senior Council Secretary (2) 4

---

**I. Items for discussion at the next meeting**  
(LC Paper Nos. CB(2)847/03-04(01) and (02))

Members agreed to discuss the following items at the next regular meeting on 9 February 2004 -

- (a) Supplementary provision for the Comprehensive Social Security Assistance Scheme;
- (b) Evaluation report on the ending exclusion project for single parents

on Comprehensive Social Security Assistance; and

- (c) Efficiency savings.
2. Dr LAW Chi-kwong asked the Administration when it would be in a position to discuss the issue of social welfare planning mechanism on the outstanding list of outstanding items for discussion (LC Paper No. CB(2)847/03-04(01)). If this could not be done in the short-term, Dr LAW hoped that the Administration could at least brief members on the outcome of the review of rehabilitation service.
3. Director of Social Welfare (DSW) responded that he would need to consult with the Health, Welfare and Food Bureau before he could give an answer as to when the Administration would be in a position to discuss the issue of social welfare planning mechanism. As regards the Rehabilitation Programme Plan, Commissioner for Rehabilitation (C for R) said that discussion on a new format of review was being held. It was envisaged that the new review format could be ready by April/May 2004.

## **II. Standardised needs assessment tool for admission to residential homes for people with disabilities**

(LC Paper No. CB(2)847/03-04(03))

4. Assistant Director of Social Welfare (Rehabilitation and Medical Social Services) (ADSW) gave a power point presentation on the development of a standardised needs assessment tool by Social Welfare Department (SWD) for admission to residential homes for mentally handicapped and/or physically handicapped persons, details of which were given in the above Administration's paper.
5. Mr LEUNG Yiu-chung said that it was a good idea to have a standardised assessment tool to identify the needs of persons with mental/physical handicap applying for residential service with a view to matching their needs with appropriate levels and categories of service. Mr LEUNG however wondered whether the real purpose of the assessment tool developed by SWD (the Assessment Tool) was to turn people with disabilities (PWDs) away from residential services and make them rely on community services, having regard to the stringent standards against which individuals would be assessed under the functional impairment, challenging behaviour and family coping domains of the Assessment Tool to identify their needs for residential services. For instance, the severity of an individual's challenging behaviour to justify his/her residential needs was assessed by whether his/her behaviour had led to serious destruction of

Action

property or six times or more minor destruction of property over the past one year, and whether his/her aggression against others had led to serious confrontation within the past three months. Family's ability to cope with the needs of the individual under assessment would be assessed on whether the carer had reached the age of 60 or had serious chronic disease.

6. ADSW responded that in view of the diversity of the types of rehabilitation services available for PWDs, it was considered necessary to have an assessment tool in place to match the appropriate types of services to PWDs. As resources were finite, the guideline was that community service and day training service should first be considered and mobilised to provide support to PWDs and their families before residential services were considered. ADSW however pointed out that the Assessment Tool was intended for streaming purpose only and was not meant to replace the in-depth assessments conducted by professionals for training and caring of PWDs. Upon completion of an assessment, case social worker would formulate a care plan for the PWD in consultation with his/her family according to the assessment result. Appropriate day training or community support services might be arranged if the PWD concerned had no need for residential service or residential placement was not immediately available.

7. ADSW further said that although service matching began from the Nursing Care domain, individuals with medium or lower nursing care, low or no functional impairment and low or no challenging behaviour would still be considered suitable for admission to residential services, such as hostels for moderately mentally handicapped persons and supported hostels, if their carers could not take care of them. For those individuals who were deemed better to stay in the community, actions would be made to strengthen community support services for them.

8. DSW supplemented that the Assessment Tool was still in the draft form, and phase two of the pilot study would be conducted from February to May 2004 to test out the validity and reliability of the Assessment Tool. A sample of 100 test cases would be selected. DSW further said that keeping PWDs in the community might sometimes be better for the persons concerned and their family members if there were adequate community support to them. ADSW pointed out that it was not always necessary nor good to put, say, autistic persons into residential homes. With adequate behavioural treatments provided by psychologists to them, coupled with more understanding of the disease through educating their carers and the public at large, the autistic persons would have more potential to grow and improve whilst remaining in the community.

9. Dr LAW Chi-kwong said that to allay members' concern about how the Assessment Tool would be used, it would be useful if definitions of what would constitute serious challenging behaviour and similar benchmarks could be

provided. In response, ADSW undertook to provide members with the manual for assessors after the meeting.

10. Ms LI Fung-ying said that the Assessment Tool would not help to address the shortage of residential places, and asked whether consideration would be given to providing money to PWDs or their carers to look for residential places in the private sector. Ms LI also wondered whether the Assessment Tool could truly identify the needs of PWDs for residential services. To her knowledge, there were PWDs who were tied by their parents or carers at home to avoid them from causing nuisances to neighbours.

11. ADSW responded that 400 additional residential places for PWDs would be provided in the coming three years to cope with demand. PWDs who did not wish to wait for their turn to admit to subvented residential homes could consider self-financing hostels operated by non-governmental organisations (NGOs). Apart from strengthening residential services, plan was in hand to extend the existing integrated home care services for the elderly who were disabled to all PWDs. In addition to respite service provided in rehabilitation day centres and hostels, the home respite service was another form of providing short-term care in a more flexible mode, on hourly basis and in the familiar environment of the disabled persons including in their homes. Worthy to mention was the “Rainbow Project” organised by a parent group. It had trained up some 40 home care workers to reach out to disabled persons’ homes to provide care, supervision, escort, companionship etc. to relieve the carers’ burden and to enrich the social life of the disabled persons. Response from service users found that such occasional care was convenient and meeting their needs.

12. ADSW further said that there was no cause for concern that the needs of PWDs would not be identified by the Assessment Tool. Before completing the Assessment Tool, the assessor would first discuss the case with such relevant parties as medical social workers and social workers from special school, as well as paying home visit to the applicant, before coming up with a recommendation. ADSW hoped that people would notify SWD if they knew of any PWDs being tied at home by their parents or carers, so that outreach teams could visit them to understand their problems. Where appropriate, emergency placement would be provided to the PWDs concerned to prevent them from exposing to risks or respite service would be provided to the same to provide short-term relief to their carers, depending on whether residential services should be provided for the disabled concerned. At present, two places in residential homes for PWDs were set aside as respite places.

13. Responding to Ms LI Fung-ying's enquiry as to whether subsidies would be given to PWDs for taking up residential services in the self-financing hostels

operated by NGOs, ADSW said that the fees charged by these homes were very reasonable. Nevertheless, people who could not afford them could seek assistance from the Comprehensive Social Security Assistance Scheme.

14. The Chairman asked when SWD would proceed to provide emergency placement service for PWDs. ADSW responded that in cases of urgency, social workers would generally telephone SWD headquarters requesting emergency placement for PWDs at risk. Upon receipt of such request, SWD would immediately use its Central Referral System for Rehabilitation Services to locate suitable residential homes for the disabled concerned.

15. Mr WONG Sing-chi asked whether PWDs would be asked to leave residential homes if their family members were considered later that they were capable to take care of them themselves.

16. ADSW responded that the Assessment Tool would be administered to all new applications as well as those on the waiting list for residential services. For those already residing in subvented residential homes, there was no plan to conduct assessment for them. The Tool would only be applied to an existing resident of a residential home when there was a significant change in his/her functioning level which warranted a change in type of residential service required. C for R supplemented that operators of residential homes for PWDs would be happy to release the individuals concerned if the latter's family members were willing to take care of them at home, as the main objective of rehabilitation services was to help PWDs to integrate into the community.

17. Responding to Mr WONG's further enquiry as to whether assessors would go over the assessment results with family members of the applicants, ADSW said that this would be done. ADSW further said that appeal procedures as well as measures on pre-appeal mediation would be considered to ensure sufficient channels were in place to address differences. Details of these arrangements would be worked out by the Task Group formed to devise the Assessment Tool and submitted to the Steering Group on Admission Procedures for Residential Care Homes for People with Disabilities.

18. Mr Albert CHAN expressed concern that standardising the needs of PWDs for residential services might distort such needs which were by nature very individualistic. Mr CHAN also expressed concern that the development of a standardised needs assessment tool might be a ploy by the Administration to save money. Mr CHAN further said that although there was no dispute that assessors should brief family members of the applicants about the assessment results for residential services, it was important to ensure that disagreement from family members should not override the professional views given by social workers.

19. DSW responded that there was no question that the Assessment Tool would distort the needs of PWDs. As mentioned by ADSW earlier at the meeting, the Assessment Tool was meant for service streaming and would not replace the need for further in-depth assessments conducted by professionals for training and caring of PWDs. Hence, the fact that the assessment results did not consider residential service for the applicants necessary did not mean that the applicants would be refused admission into residential homes. The applicants' needs would have to be further examined by the professionals together with the family members to come up with the most appropriate solution under the circumstances. DSW further said that the development of a standardised needs assessment tool for admission to residential homes for PWDs was not to save money. The intention was to identify the needs of PWDs applying for residential service with a view to matching their needs with appropriate levels and categories of service. This in turn would help to shorten the queue for residential service as some PWDs might be considered, after assessment, to be in their best interest to remain to live in the community. The Administration envisaged that more money would need to be allocated in improving community support services for PWDs in the coming years.

20. ADSW said that disagreement between family members of PWDs and social workers over the needs of the individuals concerned for residential service should be minimal, if any, as social workers should have been closely following up the progress made by the PWDs with their parents whilst they were studying at special schools. Moreover, not only would the assessor base on past reports on the applicants to complete the assessment for residential service, the assessor would, upon completion of an assessment, formulate a care plan for the PWD in consultation with his/her family members according to the assessment results.

21. In summing up, the Chairman requested the Administration to submit a report to the Panel in June 2004 upon completion of the pilot study. In the meantime, the Administration was requested to provide a written response to the following -

Admin

- (a) What was the estimated cost for providing residential homes for PWDs after the implementation of the Assessment Tool, and how would that compare with the existing cost for providing the same;
- (b) Whether, and if so, how the occupancy situation of the various types of residential homes for PWDs and the manpower requirement concerned would be changed after the implementation of the Assessment Tool;
- (c) What would be the waiting time for PWDs to admit to residential

homes vis-a-vis that under the existing arrangements; and

- (d) How long would an assessment for admission to residential homes for PWDs take.

### **III. Community Investment and Inclusion Fund - progress report as at 15 December 2003**

(LC Paper No. CB(2)847/03-04(04))

22. Deputy Secretary for Health, Welfare and Food (DSHWF) took members through the above Administration's paper which provided an up-to-date position of the Community Investment and Inclusion Fund (CIIF). Project Management Officer (PMO) then showed members, by video, two selected projects, namely, the "Space of Dream" and "Healthy Mothers-to-be". The first was a "modern mentorship" project that demonstrated the use of alternative service model was effective in motivating and building the capacity of a group of non-engaged youth to re-enter the pathway of more gainful social and economic participation through linking them (with needs) up with those (a group of volunteer mentors) with ability to contribute. Instead of duplicating other formal education or vocational training approaches, the New Territories (NT) North mentoring project involved matching non-engaged youths with individual volunteer mentors who took an active interest in the young people, transferring technical skills and life experience. The video showed the positive impact of the project on both the mentors and mentees. The second project served three different objectives: (a) to build up the capacity of a group of middle-aged women in marginalised or adverse circumstances for gainful employment; (b) to provide services for young parents needing support to cope with their first born babies; and (c) to promote community awareness on practical ways to address the risks of post-natal depression. Through this project, a group of middle-aged unemployed women without formal qualifications or work experience had been empowered to turn their child rearing skills into paid jobs, with some earning over \$7,000 a month. They were able to help young mothers in need of support, earn a living, and gain self-esteem for themselves and their families as a result. These women were also acquiring organisational skills on the job as they contributed to developing a co-operative which would help the sustainability of the entire operation whilst also helping to raise community awareness on addressing post-natal depression.

23. Mr LEE Cheuk-yan asked about the number of unsuccessful applications seeking funding support from CIIF and the total amount involved during the first two rounds of application exercise, having regard to the fact that only 31 projects, involving \$23.1 million, were selected. Although it was mentioned in the Administration's paper that the CIIF was not meant for meeting shortfall in,



duplicating nor substituting funding for services, Mr LEE questioned whether this was the case. For instance, the "Healthy Mothers-to-be" project was very similar to a training course organised by the Employees Retraining Board (ERB) on child rearing. The "Project RAGE" project co-organised by the Department of Social Work & Social Administration of the University of Hong Kong and the Department of Social Work of the Chinese University of Hong Kong also appeared to be duplicating with many youth programmes organised by NGOs. It would be useful if more co-ordination could be made by the Administration to ensure there was no service duplication to avoid inefficient use of resources.

24. Mr LEE Cheuk-yan welcomed the development of a work-co-operative by participants of the "Healthy Mothers-to-be" project, but considered this not feasible if the existing legislation was not changed to allow work-co-operatives to purchase employees insurance for their workers. Noting that a sum of \$1,398,490 was allocated for launching the "Project RAGE" project, Mr LEE asked why such a huge sum was allocated to the two universities which had been very successful in canvassing donations from the community. Mr LEE hoped that the CIIF would not turn out to be a source to remedy the damages to social cohesion and inclusion caused by faulty social welfare policies implemented by the Administration. Cessation of funding to the five Single Parents Centres was a case in point. In the light of this, Mr LEE asked whether consideration would be given to establishing a body similar to that of the Social Exclusion Unit set up by the Government in the United Kingdom (UK) to prevent such from happening.

25. On the point of relatively small number of proposals being accepted, PMO responded that for the first batch, about 150 out of the 200+ applications failed to meet the assessment criteria mainly because either the applicants were not eligible (e.g. individuals or not formally registered groups) or because their proposals essentially duplicated existing services. About 50 remaining applications showed potential with regard to social capital development, and the Committee invited these applicants to revise their proposals for re-submission. Half of these groups accepted the invitations to resubmit, and resulting in 16 projects from the first batch being selected. As for the second batch, over 70 out of a total of the 150+ applications failed to meet the assessment criteria with similar reasons, with 14 projects (a higher proportion) from the second batch being subsequently selected. As for the third batch, applications received were being processed and it was expected that the proportion of acceptance by the Committee would increase.

26. PMO further explained that the "Project RAGE" project was selected by the Committee because of linking social capital potential through the special mentoring approach which involved matching youth-at-risk with individual professional volunteer mentors with the aim of preventing youth-at-risk from becoming juvenile delinquents. PMO clarified that the funding support was for a

project involving the expertise of the two Universities working in collaboration with over 10 participating NGOs. PMO further explained that both the "Space of Dream" project and the "Project RAGE" project differed from existing youth services or employment programmes in that they were experimenting with different network and capacity building models, new entry points and approaches to engage with specific groups. The aim was to mobilise bridging and linking social capital involving groups from different social strata and backgrounds matching their needs and contributions.

27. As regards the "Healthy Mothers-to-be" project, PMO said that the emphasis of the project was not a formal child rearing course as those organised by ERB. An empowerment approach was used to enhance the knowledge and skills of the women, through supplementary knowledge transfer from professionals who volunteered their services and mentoring from other experts. The project placed considerable emphasis on building their individual and collective capacity, such as through a work co-operative, for mutual help. Through such capacity building and self and mutual-help, middle-aged unemployed women had not only been able to turn their child rearing skills into paid jobs, they were also enabled to establish a network of support for the community and apply their organisational skills acquired on the job to develop a work-co-operative. PMO assured members that sufficient safeguards against resource duplication were in place. A full consultation process with all relevant government departments was in place in respect of each proposal, before the applications were considered by the Assessment Sub-committee of the CIIF Committee and the Main Committee on the quality, relevance, potential and cost-effectiveness of each proposal to achieve the broader social capital objectives.

28. On the proposal of setting up a body similar to the Social Exclusion Unit in UK, DSHWF expressed reservation about the necessity of such as the circumstances in Hong Kong were different from those in UK. Nevertheless, continuous efforts along the directions as detailed in paragraph 16 of the Administration's paper would be pursued to promote community participation, mutual concern as well as encouraging cross-sectoral co-operation in social networking and community support projects with social inclusion as one of the main objectives. Consideration was also being given by the CIIF Committee to commission some district-wide pilot projects and replicate some models with proven success for territory-wide implementation.

29. Mr Frederick FUNG queried whether the approved projects could sustain on their own, having regard to the small amount of funding given to them. In view of the low success rate for obtaining funding support from the CIIF, Mr FUNG asked whether consideration would be given to assisting the applicants to turn their ideas into viable projects.

30. PMO explained that the level of funding approved ranged from under \$200,000 to \$2 millions. The main reason for providing a "modest" amount of funding to some projects was to encourage greater consideration of effective utilisation of existing or shared community resources and to ensure greater chance of sustainability when the participants were cost conscious from the start. On rendering assistance to applicants, DSHWF said that both the CIIF Committee and the applicants still had much to learn given that social capital was a relatively new concept within the local context. In this connection, successful applicants would be encouraged to take a proactive role to define, monitor and report on the social capital outcomes achieved through their projects and share their experience with others. Every year, a sharing forum would be organised to disseminate information about the funded projects, their implementation experience, good practices and their practical results to facilitate incremental learning and knowledge transfer. Notwithstanding this, the CIIF Secretariat would render support to applicants which needed help to turn their ideas into viable projects. In particular, a four-pronged approach was adopted to provide support for prospective applicants -

- (a) face-to-face briefings and dialogue with prospective applicants;
- (b) dissemination of information and practical support at district levels;
- (c) support through a Partnership scheme; and
- (d) direct information access by the public.

31. Ms LI Fung-ying expressed concern about funding often being awarded to established organisations which were very experienced in writing up funding-seeking proposals.

32. DSHWF responded that the range of projects approved by the CIIF Committee included agencies of all sizes and experience.

33. Mr LEUNG Yiu-chung declared that he had assisted an organisation in applying funding support from CIIF, which turned out to be successful. Mr LEUNG shared Mr LEE's views that some of the CIIF-funded projects were very similar to other projects funded by the Government. For instance, the "Caring Estates in Southern District" project was no different from some programmes organised by community centres and District Councils. In the light of this, Mr LEUNG asked about the criteria adopted by the CIIF Committee in approving applications for funding support from CIIF.

34. PMO responded that the criteria applied by the Committee included -
- (a) the project objectives were closely aligned to achieve the broad objectives of the Fund, namely, to develop social capital in Hong Kong, instead of duplicating existing service delivery;
  - (b) the projects were community-initiated;
  - (c) the projects would generate community benefits; and
  - (d) projects that facilitated cross-sector collaboration and territory-wide and local projects would be considered.

PMO further explained that projects were assessed on the following criteria -

- (a) basic eligibility (whether the application or the status of the applicant met the basic eligibility criteria, for instance, applications from individuals or Government departments were disqualified);
- (b) project quality and potential social capital outcomes (factors to be considered included: innovativeness; positive values to be achieved; potential increase in social participation, social solidarity, self and mutual help, social inclusion of marginalised groups; sustainability of the operation and impact; degree of support from/engagement with other sectors, potential for knowledge transfer etc.);
- (c) technical feasibility of the project (whether the proposal demonstrated a clear linkage between the proposed action in addressing the needs identified and achieving the planned outcome);
- (d) applicants' background and capability (balancing track record with ability to innovate);
- (e) financial viability (cost effectiveness, sustainability); and
- (f) other planned outcome and considerations (e.g. whether the project would promote wider community interests etc.).

As regards the "Caring Estates in Southern District" project, PMO said that it was different from other existing projects in that it encouraged and built cross sectoral collaboration, created sustainable local networks and opportunities for locals. The project was jointly implemented by an NGO with professional expertise and a women's group with strong grass root connections for the purpose of building up

Action

networks, resources and capabilities within specific communities. The project had been operating for nine months and had already gained support from over 20 local resident groups and over 20 local businesses and built up a residents' volunteer team made up people of all ages.

35. In summing up, the Chairman said that members were supportive of the CIIF. Nevertheless, the Chairman urged the Administration to consider views expressed by members, in particular about the need not to implement any policies or measures which would undermine social cohesion and inclusion. The Chairman also requested the Administration to consider how best to enhance the sustainability of these CIIF-funded projects including measures to facilitate suitable ones to form co-operatives, and to provide more information on the reason(s) for the small number of successful applications for the Fund.

Admin

**IV. Any other business**

36. There being no other business, the meeting ended at 12:55 pm.

Council Business Division 2  
Legislative Council Secretariat  
5 May 2004